



FRANKLIN CITY HALL CHAMBERS
9229 W. LOOMIS ROAD
FRANKLIN, WISCONSIN

PLAN COMMISSION MEETING AGENDA
Thursday, April 9, 2026 at 6:00 P.M.

- A. Call to Order and Roll Call**
- B. Approval of Minutes**
 - 1. Approval of the regular meeting of March 19, 2026.
- C. Public Hearing Business Matters.**
 - 1. **Raduenz, Natural Resources Special Exception.** NRSE for proposed impacts to approximately 676 square feet of wetland buffer to allow for the construction of an accessory structure, located at 3220 W Puetz Road (TKN 832 9988 003).
- D. Citizen comment period.** Citizens may comment upon the Business Matter items set forth on this Meeting Agenda.
- E. Business Matters**
 - 1. **Meinerz, Certified Survey Map.** Request to recommend approval of a Certified Survey Map to create three residential lots upon property located at 5012 W Oakwood Road (TKN 930 9999 000).
 - 2. **Comprehensive Plan Update.** Review and recommendation of public participation plan prepared by Planning Department staff.
- F. Adjournment**

The YouTube channel "City of Franklin WI" will live stream the Plan Commission meeting so the public can watch and listen to it at <https://www.youtube.com/c/CityofFranklinWIGov>. Any questions on this agenda may be directed to the Department of City Development's office at 414-425-4024, Monday through Friday, 8 AM – 4:30 PM.

*Supporting documentation and details of these agenda items are available at City Hall during regular business hours.

**Notice is given that a majority of the Common Council may attend this meeting to gather information about an agenda item over which they have decision-making responsibility. This may constitute a meeting of the Common Council per *State ex rel. Badke v. Greendale Village Board*, even though the Common Council will not take formal action at this meeting.

[Note: Upon reasonable notice, efforts will be made to accommodate the needs of disabled individuals through appropriate aids and services. For additional information, contact the City Clerk's office at 414- 425-7500.]

REMINDERS: Next Regular Plan Commission Meeting: April 23, 2026.

City of Franklin
Plan Commission Meeting
March 19, 2026
Minutes

unapproved

A. Call to Order and Roll Call

Alderman Salous called the March 19, 2026 Plan Commission meeting to order at 6:00 p.m. in the Council Chambers at Franklin City Hall, 9229 West Loomis Road, Franklin, Wisconsin.

Present were Mayor John Nelson (arrived at 6:08), Alderman Nabil Salous and Commissioners Rebecca Specht, Kevin Haley and Patrick Leon. Excused were Alderwoman Courtney Day and Commissioner Michael Shawgo. Also present were City Attorney Jesse Wesolowski, Planning Manager Régulo Martínez-Montilva and Director of Administration Kelly Hersh.

B. Approval of Minutes – Regular Meeting of March 5, 2026.

Commissioner Leon moved and Commissioner Haley seconded a motion to approve the meeting minutes with corrections. On voice vote, all voted ‘aye’; motion carried (4-0-2).

C. Public Hearing Business Matters

- 1. Ener-Con Companies Inc, Natural Resources Special Exception.** NRSE for proposed impacts to approximately 13,000 square feet of Isolated Natural Resource Area to allow for the improvements to an existing stormwater pond, located at 11311 W Forest Home Ave. (TKN 748 1002 000).

Planning Manager Martinez-Montilva presented the NRSE request.

The Official Notice of Public Hearing was read into the record by Planning Manager Martinez-Montilva and the Public Hearing opened at 6:10 pm and closed at 6:10 pm.

Commissioner Leon moved and Commissioner Specht seconded a motion to approve the Plan Commission Finding and Decision on NRSE for a Special Exception to Natural Resource Provisions of the City of Franklin Unified Development Ordinance for Ener-Con Companies, Inc., Applicant, located at 11311 W Forest Home Ave. (TKN 748 1002 000). On voice vote, all voted ‘aye’; motion carried (4-0-2).

- 2. Land by Label Development Co, Land Division Variance and Certified Survey Map.** Request for approval of a 4 Lot Certified Survey Map for the Poths General development with a Land Division Variance from Section 15-8-02D. and Section 15-8-02M. of the Unified Development Ordinance to allow a flag lot with a lot width of 50-feet for Lot 3, opposed to the required minimum lot width abutting a public street of 60-feet for property located at approximately 7154 South 76th Street (TKN 756 9993 012, 756 9993 016, and 756 9993 021).

Planning Manager Martinez-Montilva presented the Land Division Variance request. Applicant Emily Cialdini was present.

The Official Notice of Public Hearing was read into the record by Planning Manager Martinez-Montilva and the Public Hearing opened at 6:20 pm and closed at 6:26 pm.

Land Division Variance

Commissioner Leon moved and Commissioner Haley seconded a motion to adopt a Resolution approving a Land Division Variance from Section 15-8-02D. and Section 15-8-02M. of the Unified Development Ordinance for Lot 3 of a proposed 4 Lot Certified Survey Map for properties located at approximately 7154 South 76th Street, Tax Key Nos. 756 9993 012, 756 9993 016, and 756 9993 021, with a correction to remove the third whereas. On voice vote, all voted 'aye'; motion carried (4-0-2).

Certified Survey Map

Commissioner Leon moved and Commissioner Haley seconded a motion to recommend approval of a Resolution approving a 4 Lot Certified Survey Map for properties located at approximately 7154 South 76th Street, Tax Key Nos. 756 9993 012, 756 9993 016, and 756 9993 021. On voice vote, all voted 'aye'; motion carried (4-0-2).

- D. Citizen comment period.** Citizens may comment upon the Business Matter items set forth on this meeting agenda.

The citizen comment period opened at 6:31 p.m. and closed at 6:46 p.m.

E. Business Matters

- 1. ROC Ventures (Franklin Field), Temporary Use.** 2026 baseball season from March 20 to September 7, and related operations: food and beverage sales, beverage carts, food truck, graduation ceremony and candy drop; at Franklin Field located at 7035 S. Ballpark Drive (744 1003 000).

Planning Manager Martinez-Montilva presented the Temporary Use request. Applicant Christ Cowley and Dan Kinsey were present.

Motion #1

Commissioner Leon moved to recommend approval of the sound level increase request, motion died for lack of second.

Motion #2

Alderman Salous moved and Commissioner Specht seconded a motion to adopt a resolution imposing conditions and restrictions for the approval of a temporary use for the Franklin Field 2026 baseball season for property located at 7035 S. Ballpark Drive. On voice vote, all voted 'aye'; motion carried (4-0-2).

- 2. ROC Ventures (Rock'n Food Truck Rally), Temporary Use.** Food truck event from May 28 to October 29, 2026 (Thursdays only) at the Umbrella Bar located at 7005 S. Ballpark Drive (744 1003 000).

Planning Manager Martinez-Montilva presented the Temporary Use request. Applicant Carinn Hoffman was present.

Commissioner Leon moved and Alderman Salous seconded a motion to adopt a resolution imposing conditions and restrictions for the approval of a temporary use for the Rock'n Food Truck Rally for property located at 7005 S. Ballpark Drive. On voice all voted 'aye'; motion carried (4-0-2).

3. **Gerovac, Land Combination.** Request to recommend approval of a Land Combination Application for properties located at 11836 & 0 W St. Martins Road (TKN 797 9941 000 & 797 9942 000).

Planning Manager Martinez-Montilva presented the Land Combination request. Applicant Marko Gerovac was present.

Commissioner Leon moved and Commissioner Specht seconded a motion to recommend approval of a resolution approving a land combination for 11836 & 0 W St. Martins Road (TKN 797 9941 000 & 797 9942 000). On voice all voted 'aye'; motion carried (4-0-2).

F. Adjournment

Commissioner Leon moved and Commissioner Haley seconded to adjourn the meeting at 7:06 pm. On voice vote, all voted 'aye'; motion carried (4-0-2).

DRAFT



CITY OF FRANKLIN



REPORT TO THE PLAN COMMISSION

Meeting of April 9, 2026 Natural Resource Special Exception

RECOMMENDATION: City Development Staff recommends approval of the proposed Natural Resource Special Exception (NRSE), subject to the conditions of in the attached draft approval documents.

| | |
|----------------------------------|----------------------------------------------------------|
| Project Name: | Raduenz NRSE |
| Property Owner: | Dan Raduenz |
| Applicant: | Dan Raduenz |
| Property Address/Tax Key Number: | 3220 W Puetz Road / 832 9988 003 |
| Aldermanic District: | District 4 |
| Zoning District: | R-SE Suburban/Estate Residence District |
| Use of Surrounding Properties: | R-SE Suburban/Estate Residence District (All directions) |
| Staff Planner: | Luke Hamill, Associate Planner |

The applicant, Dan Raduenz., has applied for a Natural Resource Special Exception to allow for impacts to wetland buffer on the west side of the property. The applicant is proposing an accessory structure to be installed.

This property is part of an area of residential development along Puetz Road in the eastern portion of the City. The part of the property where work will be done abuts single family homes and lots with Environmental Corridor on them.

The scope of work includes compensation for impacts, and overall improvements to the natural resources on site to restore degraded wetland buffer

Pursuant to Section 15-9-08.B.2.a of the Unified Development Ordinance (UDO), all requests for a Natural Resource Special Exception shall be provided to the Parks Commission for its review and recommendation.

NATURAL RESOURCE SPECIAL EXCEPTION REQUEST

The requested a Natural Resource Special Exception is for property bearing Tax Key No. 832 9988 003. The property contains wetlands, and potentially woodland on the northern side of the site.

The applicant completed a wetland identification report on April 9, 2021, which complies with the requirement that natural resource delineations not be older than 5 years. The delineation identified one (1) area of wetland on the property.

The proposal is to construct a 676 square foot accessory structure on the western side of the lot. The project area is within the 50 foot wetland buffer. The proposed project area has existing gravel that has been there since the 1990's, prior to the applicant's ownership of the property. The UDO requires compensation as part of the NRSE. The applicant is proposing the restoration of degraded wetland buffer on site, 1,020 square feet of 5 different types of plantings, attached to this packet. The proposed compensation area will be delineated by a split rail fence and a conservation easement will be required for the area.

The applicant has provided the attached Natural Resource Special Exception Application, Questionnaire, Project Description, and associated information. Staff would note:

- The wetland delineation was prepared by an Wetland Identification Specialist from Wisconsin Department of Natural Resources.
- The Wisconsin Department of Natural Resources (DNR) does not regulate wetland buffers or setbacks.

PARKS COMMISSION RECOMMENDATION

Also attached is a document titled, “Recommendation on Natural Resource Special Exception” that the Parks Commission must complete and forward to the Plan Commission. The questions and statements on this document correspond with the Natural Resource Special Exception (NRSE) application questions and statements that the applicant has answered and addressed. Staff recommendations were incorporated into the draft as proposed conditions of approval. These recommendations are further contained in the decisions section of the attached draft Standards, Findings and Decision of the City of Franklin document.

The Parks Commission reviewed the application at their March 9, 2026 meeting. As timing required that this report be completed prior to the Environmental Commission meeting, staff will convey the results to the Plan Commission during their review presentation.

CONCLUSION

Per Section 15-9-08.B.2.a of the Unified Development Ordinance (UDO), the applicant shall have the burden of proof to present evidence sufficient to support a Natural Resource Special Exception (NRSE) request. The applicant has presented evidence for the request by answering the questions and addressing the statements that are part of the Natural Resource Special Exception (NRSE) application. The applicant’s responses to the application’s questions and statements are attached for your review.

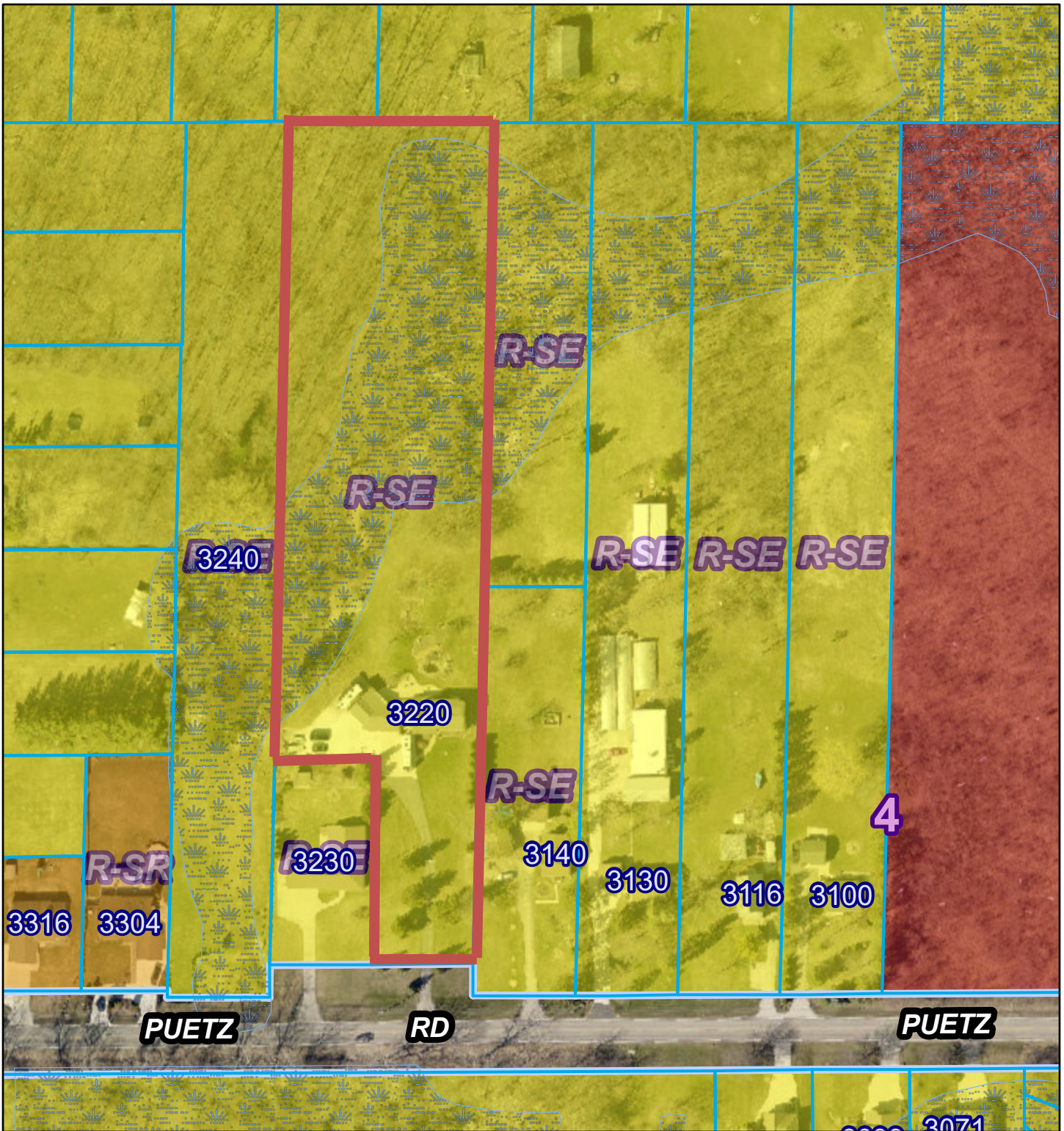
STAFF RECOMMENDATION

City Development Staff recommends approval of the proposed NRSE, subject to the conditions of approval in the attached draft.



Attachments:

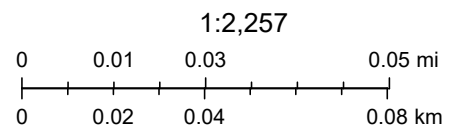
- Draft Parks Commission Recommendation Form
- Applicant materials

City of Franklin Property Viewer



12/2/2025, 3:27:24 PM

-  Aldermanic District
-  Parcel



SE Wisc Reg Planning Comm, SEWRPC, Microsoft, Vantor



**City of Franklin Parks Commission
Recommendation on Natural Resource Special Exception**

TO: Plan Commission
DATE: March 9, 2026
RE: Special Exception application review and recommendation
APPLICATION: Dan Raduenz, Applicant, dated: November 6, 2025
3220 W Puetz Road / 832 9988 003

Developer information:

Dan Raduenz
3220 W Puetz Road
Franklin, WI 53132

Natural Resource Protection Plan (NRPP) Authors and their credentials:

Dan Raduenz
Kara Brooks, Wetland Identification Specialist

Dates of field analysis or delineations: April 7, 2021

Existing Conditions

Existing Natural Resource Features: Wetland and Wetland Buffer

See table in NRPP

Site history including conservation easements: The current home structure was constructed prior to 1995 and added on in 2021. There is existing gravel within the wetland buffer that has been there since the 1990's, according to historical aerial imagery.

Status of other agency reviews or permits: N/A

Applicants request:

Proposed impacts to Existing Natural Resource Features: Impacts of 676 square feet of wetland buffer for the purposes of an accessory structure.

Proposed compensation plan summary: The applicant will be restoring 1,020 square feet of

degraded wetland buffer on site with proposed plantings of Butterfly Milkweed, Whorled Milkweed, White Turtlehead, Black-Eyed Susan, and Side-Oats Grama. This proposed compensation area will be demarcated by a split-rail fence.

SECTION 15-9-08.d NRSE REVIEW CRITERIA

The applicant shall have the burden of proof to present evidence sufficient to support the findings required.

Criteria for Approval. A Special Exception may be granted only upon a finding by the Plan Commission:

- i. That the condition(s) giving rise to the request for a Special Exception were not self-imposed* by the applicant (this subsection (i) does not apply to an application to improve or enhance a natural resource feature).

Applicant Response: The subject property is approximately 3.5 acres in size (200 x 820) and includes a 100 x 200 lot situated in the front yard at the southwest corner. Due to the presence of wetlands along the west-side of the property, the elongated shape of the lot, and the current position of the home, access to the backyard to access a garage would be difficult.

Staff Comment: Staff believes that the proposed area is one of the only appropriate areas for an accessory structure on the site. The applicant received Variance approval for the location of the accessory structure as it is slightly in the front yard area, where accessory structures are prohibited.

**a condition created by the actions or choices of the applicant.*

- ii. Compliance with the strict provisions of this Article will:
 - a. Be unreasonably burdensome to the applicant and that there are no reasonable practicable alternatives; or,
 - b. Unreasonably and negatively impact upon the applicant's use of the property and that there are no reasonable practicable alternatives; and
 - c. The Special Exception, including the specific compensation measures in the Natural Resource Protection Plan and physical modifications to the site to protect other Natural Resources, including any conditions imposed under this Section will:
 - i. Enhance the overall character of the resulting development in a manner consistent with the planned character of the area and site; and

Parks Commission Recommendation on NRSE

Raduenz

March 9, 2026

- ii. Not effectively undermine the ability to apply or enforce the requirement with respect to other properties; and
- iii. Be in harmony with the general purpose and intent of the provisions of this Article; and
- iv. Incorporate sufficient monitoring, conditions, and financial sureties to ensure preservation and enhancement of Protected Areas and compensation areas; and
- v. Preserve or enhance the quality of the natural resources affected.

Applicant Response: The proposed location for the new garage has long served as a functional parking area and has been covered with gravel for over 15 years. The garage will not obstruct or alter any existing water drainage patterns to the adjacent wetlands, and no trees or vegetation will need to be removed for construction.

Staff Comment: Staff has looked at historical aerial imagery of the site and concurs that gravel has been there since the 1990s, before the applicant owned the property.

In making its recommendation, the Commission shall consider factors such as:

- i. The impact on physical characteristics of the property, including but not limited to, relative placement of improvements thereon with respect to property boundaries or otherwise applicable setbacks;

Applicant Response: The planned garage is a "slab-on-grade" with thickened curb to meet code; eliminating the need for footings. Additionally, the elevation of the existing driveway allows for minimal excavation, thereby reducing soil disruption and preserving the natural landscape.

Staff Comment: The proposed structure meets the 10 foot side yard setbacks for the zoning district, and has received Variance approval for its location in the front yard of the property.

Parks Commission Finding: Parks Commission added a recommended condition of approval that a temporary silt fence be installed during construction to prevent erosion control into the adjacent wetland. This silt fence shall be removed once construction is completed. Parks Commission also recommended that the NRPP be revised to show the proposed structure's setback to the delineated wetland.

- ii. Any exceptional, extraordinary, or unusual circumstance or conditions applying to the lot or parcel, structure, use, or intended use that do not apply generally to other properties or uses in the same district;

Applicant Response: The proposed location for the new garage has long served as a functional parking area and has been covered with gravel for over 15 years. The garage will not obstruct or alter any existing water drainage patterns to the adjacent wetlands, and no trees or vegetation will need to be removed for construction.

Parks Commission Recommendation on NRSE

Raduenz

March 9, 2026

Staff Comment: This is a very large lot and the home is setback quite far from the front yard area, prohibiting location options for the accessory structure. Staff feels any proposed structure that would be outside the wetland buffer would still require considerable impact to the buffer by extending the driveway into the rear yard area.

- iii. The proposed degree of noncompliance with the requirement of this Article to be allowed by the Special Exception;

Applicant Response: The Swamp (wetland) buffer is currently 50 feet and we are asking for it to be 10 feet to align with side lot setbacks.

Staff Comment: The current wetland buffer on the property is degraded, and the enhancement of 1020 square feet of the degraded buffer will make this area of the wetland healthier.

- iv. The project's proximity to and character of surrounding property;

Applicant Response: The planned garage will be located on our property and sit behind a house that is in front of our house closer to the road. The house and garage are setback further than all the homes on Puetz Road. The back yard is fully wooded covering over half the property and will not be seen by any adjacent neighboring home in the back.

Staff Comment: Staff completed a site visit of the proposed location and believes that the accessory structure will not be highly visible from the Right-of-Way.

- v. Purpose of the zoning district of the area in which property is located and neighboring area;

Applicant Response: The property is located in the Suburban/Estate Residential(R-SE) zoning district. The purpose of this district is to provide land for single-family residential housing at moderately low densities, maintaining a suburban or semi-rural character. This zoning is intended to preserve open space, reduce density, and support residential development that blends with the natural environment.

The neighboring properties are similarly zoned and primarily consist of single-family homes with accessory structures. The proposed garage is consistent with the residential use and character of the area and will not alter the intended purpose of the district.

Staff Comment: Detached accessory structures are permitted in the R-SE district and there are multiple other structures like it on neighboring properties. The accessory structure will not be used for purposes other than residential purposes.

- vi. Any potential for negative effects upon adjoining property from the Special Exception if authorized.

Applicant Response: The proposed garage will be located on a 3.5 acre lot, set over 400 feet back from the road, and will not be visible from neighboring properties. The immediate adjoining

Parks Commission Recommendation on NRSE

Raduenz

March 9, 2026

property is a vacant 200-foot-wide lot, and the only nearby residence is situated in the southwest corner in our front yard.

Given the size of our lot, the distance from the road, and the placement of the garage, there is minimal to no potential for negative effects on adjoining properties. The garage will not obstruct views, impact privacy, or alter the character of the neighborhood. It is consistent with accessory structures commonly found in residential areas of similar zoning and will be designed to blend with the existing home and landscape.

Staff Comment: Staff believes that there will not be any negative effect on adjoining property as the area for the proposed structure already has impervious surface. The proposed structure is only near a vacant parcel and the property to the south, which has an existing fence which will help reduce any visual impact. Additionally, the western property line has existing evergreen trees, which also will reduce any visual impact.

Parks Commission Recommendation:

The Parks Commission has reviewed the subject Application pursuant to §15-9-08 of the Unified Development Ordinance and makes the following recommendation:

1. The recommendations set forth above are incorporated herein.
2. The Parks Commission recommends approval of the Application upon the aforesaid recommendations for the reasons set forth therein.
3. The Parks Commission recommends that should the Plan Commission approve the Application, that such approval be subject to the following conditions:
 - a. That the natural resource features areas upon the property to be developed and the compensation areas upon property located at 3220 W Puetz Road bearing Tax Key No. 832 9988 003 be protected by a perpetual conservation easement to be approved by the Common Council prior to any development within the areas for which the Special Exception is granted prior to the issuance of any Occupancy Permits;
 - b. That the applicant revise the Natural Resource Protection Plan to show the proposed structure's setback to the delineated wetland.
 - c. That the applicant install a silt fence during construction of the structure to prevent erosion into the wetland. This silt fence shall be removed once construction is complete.

Parks Commission Recommendation on NRSE

Raduenz

March 9, 2026

The above review and recommendations were passed and adopted at a regular meeting of the Parks Commission of the City of Franklin on the 9th day of March, 2026.

Dated this 9th day of March, 2026.

Chairman

Attest:

Vice-Chairman

Natural Resource Special Exception (NRSE)

Question and Answer Form

Date:

Property Owner: Daniel and Kimberly Raduenz

Property Address: 3220 W Puetz Road, Franklin WI

SECTION 15-9-08.d NRSE REVIEW CRITERIA

The applicant shall have the burden of proof to present evidence sufficient to support the findings required.

Criteria for Approval. A Special Exception may be granted only upon a finding by the Plan Commission:

- i. That the condition(s) giving rise to the request for a Special Exception were not self-imposed by the applicant (this subsection (i) does not apply to an application to improve or enhance a natural resource feature).

Applicant Response: The subject property is approximately 3.5 acres in size (200' x 820') and includes a 100' x 200' lot situated in the front yard at the southwest corner. Due to the presence of wetlands along the west-side of the property, the elongated shape of the lot, and the current position of the home, access to the backyard to access a garage would be difficult.

- ii. Compliance with the strict provisions of this Article will:
 - a. Be unreasonably burdensome to the applicant and that there are no reasonable practicable alternatives; or,
 - b. Unreasonably and negatively impact upon the applicant's use of the property and that there are no reasonable practicable alternatives; and
 - c. The Special Exception, including the specific compensation measures in the Natural Resource Protection Plan and physical modifications to the site to protect other Natural Resources, including any conditions imposed under this Section will:
 - i. Enhance the overall character of the resulting development in a manner consistent with the planned character of the area and site; and
 - ii. Not effectively undermine the ability to apply or enforce the requirement with respect to other properties; and
 - iii. Be in harmony with the general purpose and intent of the provisions of this Article; and
 - iv. Incorporate sufficient monitoring, conditions, and financial sureties to ensure preservation and enhancement of Protected Areas and compensation areas; and

- iii. Preserve or enhance the quality of the natural resources affected. Applicant Response: The proposed location for the new garage has long served as a functional parking area and has been covered with gravel for over 15 years. The garage will not obstruct or alter any existing water drainage patterns to the adjacent wetlands, and no trees or vegetation will need to be removed for construction

In making its recommendation, the Plan Commission shall consider factors such as:

- i. The impact on physical characteristics of the property, including but not limited to, relative placement of improvements thereon with respect to property boundaries or otherwise applicable setbacks;

Applicant Response: The planned garage is a “slab-on-grade” with thickened curb to meet code; eliminating the need for footings. Additionally, the elevation of the existing driveway allows for minimal excavation, thereby reducing soil disruption and preserving the natural landscape

- ii. Any exceptional, extraordinary, or unusual circumstance or conditions applying to the lot or parcel, structure, use, or intended use that do not apply generally to other properties or uses in the same district;

Applicant Response:

The proposed location for the new garage has long served as a functional parking area and has been covered with gravel for over 15 years. The garage will not obstruct or alter any existing water drainage patterns to the adjacent wetlands, and no trees or vegetation will need to be removed for construction.

- iii. The proposed degree of noncompliance with the requirement of this Article to be allowed by the Special Exception;

Applicant Response: Swamp setback is currently 50 feet and we are asking for it to be 10 feet to align with side lot setbacks

- iv. The project’s proximity to and character of surrounding property;

Applicant Response: The planned garage will be located on our property and sit behind a house that is in front of our house closer to the road. The house and garage are set back further than all the homes on Puetz Road. The back yard is fully wooded covering over half the property and will not be seen by any adjacent neighboring home in the back.

- v. Purpose of the zoning district of the area in which property is located and neighboring area;

Applicant Response:

The property is located in the Suburban/Estate Residential (R-SE) zoning district. The purpose of this district is to provide land for single-family residential housing at moderately low densities, maintaining a suburban or semi-rural character. This zoning is intended to preserve open space, reduce density, and support residential development that blends with the natural environment.

The neighboring properties are similarly zoned and primarily consist of single-family homes with accessory structures. The proposed garage is consistent with the residential use and character of the area and will not alter the intended purpose of the zoning district.

vi. Any potential for negative effects upon adjoining property from the Special Exception if authorized.

Applicant Response: The proposed garage will be located on a 3.5-acre lot, set over 400 feet back from the road, and will not be visible from neighboring properties. The immediate adjoining property is a vacant 200-foot-wide lot, and the only nearby residence is situated in the southwest corner in our front yard.

Given the size of our lot, the distance from the road, and the placement of the garage, there is minimal to no potential for negative effects on adjoining properties. The garage will not obstruct views, impact privacy, or alter the character of the neighborhood. It is consistent with accessory structures commonly found in residential areas of similar zoning and will be designed to blend with the existing home and landscape.

PLAT OF SURVEY

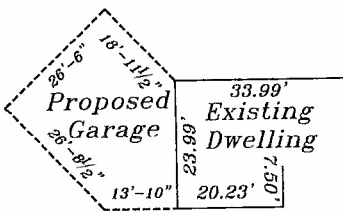
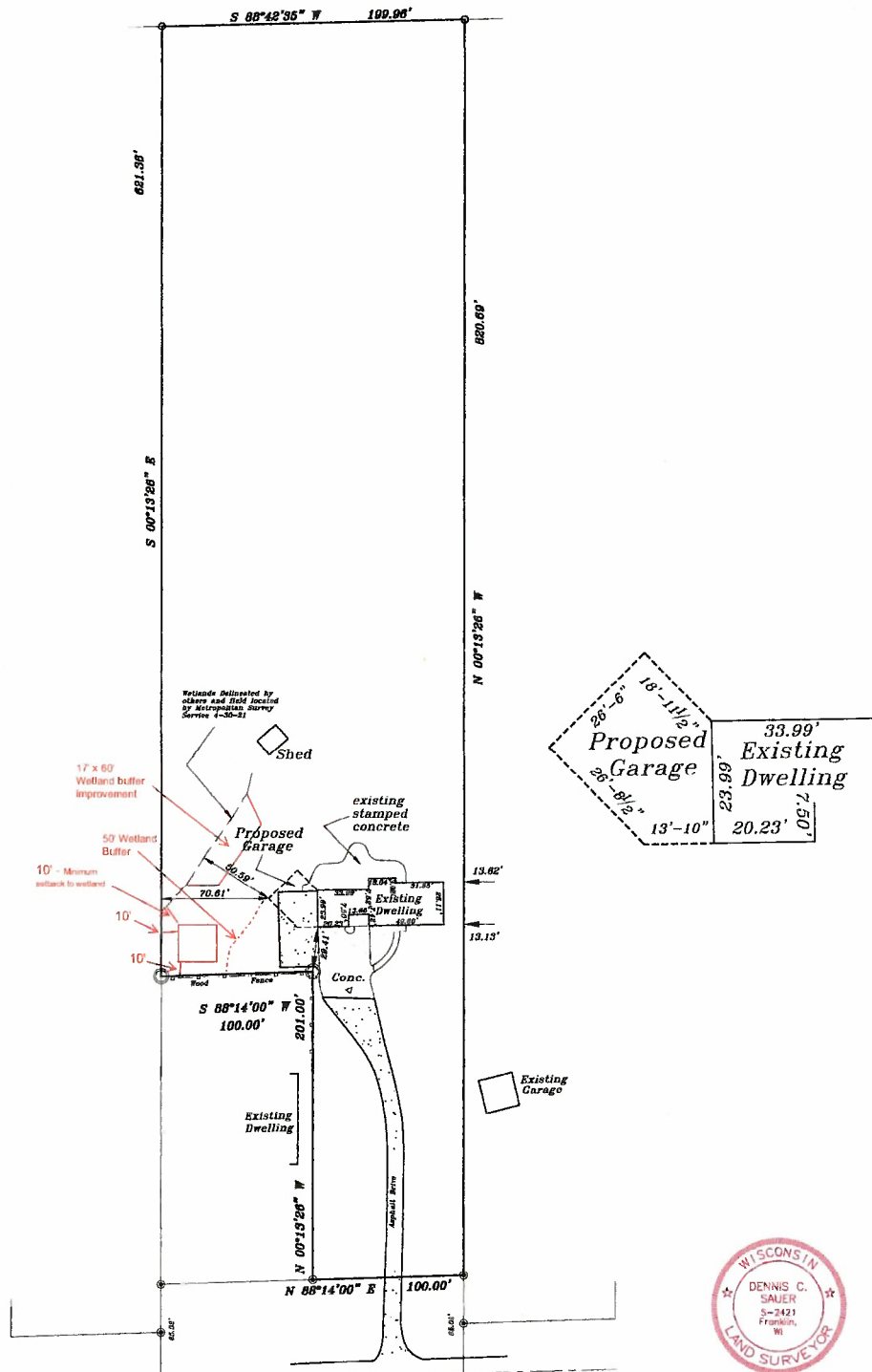
J&J Contractors
Dan Raduenz

LOCATION: 3220 West Puetz Road, Franklin, Wisconsin

LEGAL DESCRIPTION: Parcel 1 in CERTIFIED SURVEY MAP NO. 4413, being a redivision of Parcel 1 of C.S.M. No. 4088, that part of the Southeast 1/4 of the Southeast 1/4 of Section 13, Township 5 North, Range 21 East, in the City of Franklin, Milwaukee County, Wisconsin.

December 14, 2020
April 30, 2021 Located Wetland Plage Delineated by Others (only)

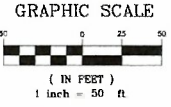
Survey No. 112121



METROPOLITAN SURVEY SERVICE, INC.
PROFESSIONAL LAND SURVEYORS
9415 West Forest Home Avenue, Suite 202
Meles Corners, Wisconsin 53130
PH: (414) 528-5380
survey@metropolitansurvey.com
www.metropolitansurvey.com
© — Denotes Iron Pipe Found
○ — Denotes Iron Pipe Set



West Puetz Road
(65' R.O.W.)

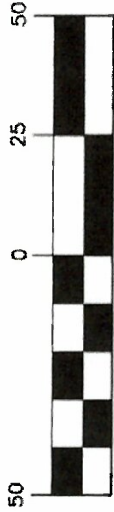


I HEREBY CERTIFY THAT I HAVE SURVEYED THE ABOVE DESCRIBED PROPERTY AND THAT THE ABOVE MAP IS A TRUE REPRESENTATION THEREOF AND SHOWS THE SIZE AND LOCATION OF THE PROPERTY, ITS EXTERIOR BOUNDARIES, THE LOCATION OF ALL VISIBLE STRUCTURES AND DIMENSIONS OF ALL PRINCIPAL BUILDINGS THEREON, BOUNDARY FENCES, APPARENT EASEMENTS AND HIGHWAYS AND VEHICLE ENCROACHMENT, IF ANY.

THIS SURVEY IS MADE FOR THE EXCLUSIVE USE OF THE PRESENT OWNERS OF THE PROPERTY, AND ALSO THEIR WHO PURCHASE, MORTGAGE, OR GUARANTEE THE TITLE THERETO WITHIN ONE (1) YEAR FROM THE DATE HEREON.

SIGNED: *Dennis C. Sauver*
Dennis C. Sauver
Professional Land Surveyor S-2421

GRAPHIC SCALE



(IN FEET)
1 inch = 50 ft.

Wetlands Delineated by others and field located by Metropolitan Survey Service 4-30-21



17' x 60' Wetland buffer improvement

50' Wetland Buffer

10' - Minimum setback to wetland

Garage: 26' x 26'
- 676 sq ft

Required Compensation 1.5X
- 1,014 sq ft

Proposed Compensation: 17' x 60'
- 1,020 sq ft

Silt fence to be installed during construction

existing stamped concrete

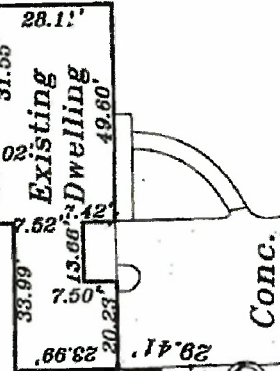
Proposed Garage

30.59'

70.61'

10'

10'



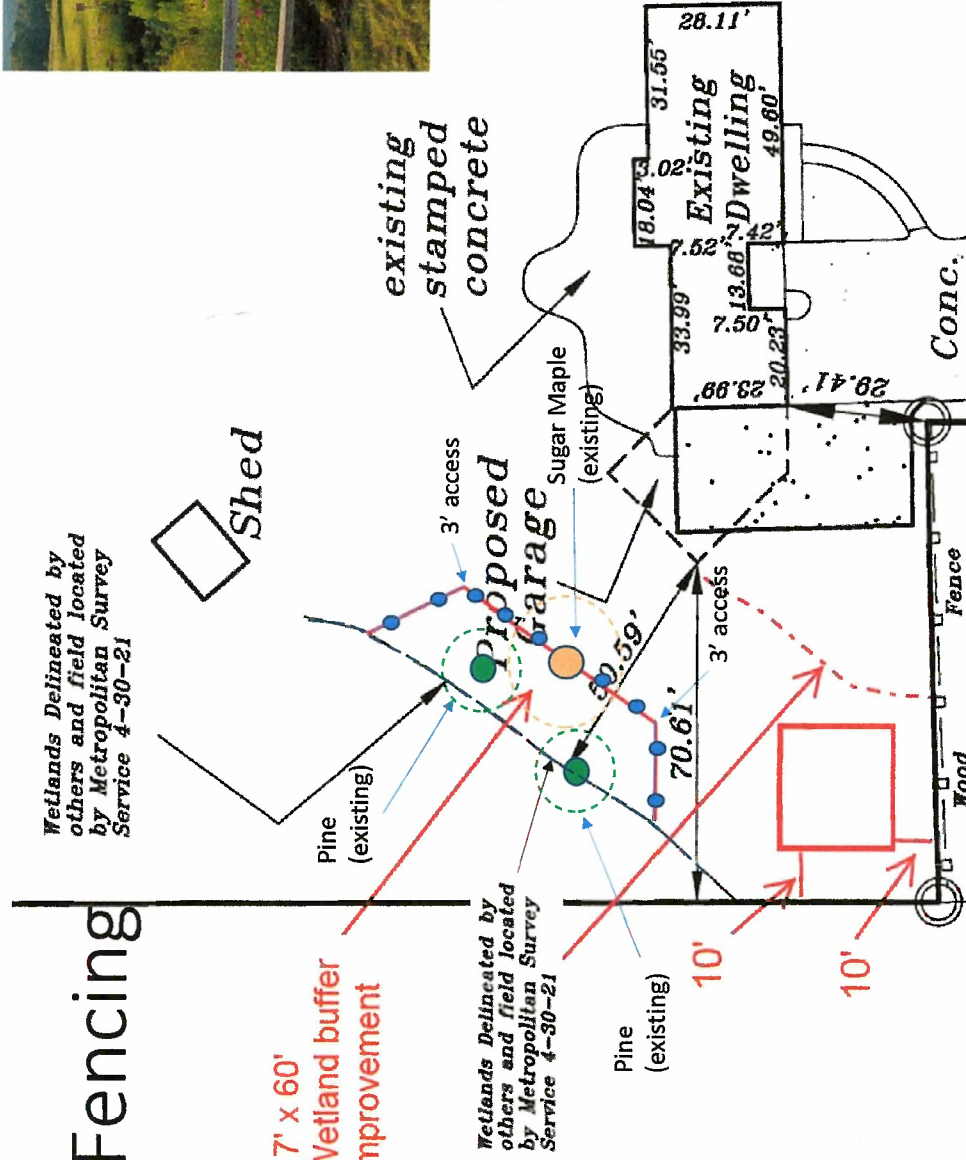
Fencing

17' x 60'
Wetland buffer
improvement



- Split rail fence will be used to demarcate buffer

● Fence Posts



Plants (not from seed)

1. Butterfly milkweed (qty 15)
2. Whorled milkweed (qty 20)
3. White turtlehead (qty 20)
4. Black-eyed Susan (qty 15)
5. Side-oats grama (qty 20)



Maintenance

1. Water will be supplemented until roots take
2. Any plants that fail to take within 2 years will be replaced.



State of Wisconsin
DEPARTMENT OF NATURAL RESOURCES
1500 N Johns Street
Dodgeville, WI, 53533

Tony Evers, Governor
Preston D. Cole, Secretary
Telephone 608-266-2621
Toll Free 1-888-936-7463
TTY Access via relay - 711



4/9/2021

Dan Raduenz
3220 West Puetz Rd
Franklin, WI 53132

WIC-SE-2020-41-01186

RE: Wetland Identification Report for Project Review Area, located in the SW1/4 of the SE1/4 of Section 13, Township 05 North, Range 21 E, City of Franklin, Milwaukee County

Dear Mr. Raduenz:

On April 7th, Kara Brooks conducted a wetland identification site review at the above-mentioned property. This site review was a follow up to an offsite wetland determination completed by DNR as part of the same Wetland Identification request on June 10, 2020 (included). The purpose of the site visit was to flag the wetland boundary in the field to later be surveyed for use in municipal permitting.

Approximate wetland boundaries were identified following 1987 Wetland Delineation Manual and applicable regional supplement guidelines. Wetlands are defined by the 1987 Wetland Delineation Manual as areas that are inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. If any wetland areas were detected, their approximate boundaries were sketched onto an aerial photograph (see attached map).

Methods used to detect the presence of wetlands within the project area involved on-site and off-site techniques, including a field visit as well as a review of previous DNR wetland determination.

The boundaries depicted on the associated field sketch are approximate representation of the flags that were placed in the field. Wetlands are regulated by various state, federal, and local units of government. Prior to conducting any activities in or around wetlands, we recommend you contact the appropriate staff from Wisconsin Department of Natural Resources, U.S. Army Corps of Engineers and local municipal regulators.

If you have any questions, please call me at 414-308-6780 or email Kara.Brooks@wisconsin.gov.

Sincerely,

Kara Brooks
Wetland Identification Specialist

Enclosed: Field Sketch
Site Photos
WDNR off-site wetland determination, June 10, 2020

WDNR Wetland Identification Service



4/9/2021, 8:54:31 AM

Wetland_ID_Data - Point layer

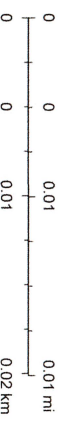
Wetland

Upland

Wetland_ID_Data - Line layer

Wetland Delineation Boundary

1:282



Pictometry International, Maxar, Microsoft, Esri Community Maps Contributors, Milwaukee County Land Info, BuildingFootprintUSA, Esri Canada, Esri, HERE, Garmin, SafeGraph, INCREMENT P, METI/NSA, USGS, EPA, NPS, US Census Bureau, USDA

Photo #1 - Facing North. Upland/Wetland boundary is flagged in the field and is based on distinct topographic break



Photo #2 - Facing South. Upland/Wetland Boundary is flagged in the field and is based on distinct topographic break





CITY OF FRANKLIN
REPORT TO THE PLAN COMMISSION
Meeting of April 9, 2026
Certified Survey Map

Item E.1.

RECOMMENDATION: City Development Staff recommends approval of this Certified Survey Map to create three residential lots, subject to the conditions set forth in this report and the attached resolution.

| | |
|------------------------------|-------------------------------------------------------|
| Project name: | Nancy Meinerz – Three Lot Certified Survey Map |
| Property Owner: | Patrenets, John F and Marianne R Family Trust |
| Applicant: | Nancy Meinerz |
| Property Address/TKN: | 5012 W Oakwood Road / 930 9999 000 |
| Aldermanic District: | District 4 |
| Zoning District: | R-SE – Suburban/Estate Residence District |
| Staff Planner: | Luke Hamill, Associate Planner |

Please note:

- Recommendations are underlined, in italics and are included in the draft resolution.
- Suggestions are only underlined and are not included in the draft resolution.

Project Description/Analysis

The applicant is seeking approval of a Certified Survey Map (CSM) for the creation of three residential lots on site located at 5012 W Oakwood Road. The total site is 7.1 acres. The site currently has an existing single-family home and multiple accessory structures. Lot 1 will include the current home and accessory structures, while Lots 2 & 3 is reserved for future single-family residential development. The applicant has provided Site Intensity and Capacity Calculations for both proposed lots. Multiple accessory structures on Lot 1 are not compliant with the rear yard setback, however this CSM does not increase the current non-conformity.

The subject site is zoned R-SE and the proposed residential uses are a permitted use in this zoning district. All lots will not be served by public sanitary sewer and public water supply. Typically, CSM’s would require that the new lots created connect to water and sewer. However, the applicant received a waiver from the City of Franklin Board of Water Commissioners to allow the applicant to not connect to water and sewer, as it is not immediately available on Oakwood Road.

The site abuts the same R-SE zoning district to the east, south, and west, and PDL 18 (Franklin Business Park) to the north.

In order to approve the CSM, the Plan Commission and Common Council must find that the proposed land division meets the requirements for a CSM as provided in the Unified Development Ordinance, including all standards for development as provided in the following sections of the UDO:

- Division 15-9-13 Minor Land Division
- Division 15-8 Subdivision Standards
- Division 15-8.0100 Required Improvements for Land Divisions
- Division 15-8.0200 Construction

Natural resource protection

The west side of proposed Lot 1 contains a wetland area. It is a requirement of a CSM for natural resources to be placed in a Conservation Easement. The full wetland delineation report is available in the Electronic Packet. Staff suggests that the Conservation Easement be recorded as a condition of approval of this Certified Survey Map.

Staff Recommendation

City Development Staff recommends approval of this Certified Survey Map to create three residential lots, subject to the conditions set forth in this report and the attached resolution.

Pursuant to Wisconsin Statutes 236.34(1m)(f), the approval authority shall take action within 90 days of submittal unless the time is extended by agreement with the subdivider. This application was deemed complete on January 9, 2026 and the applicant requested a two week extension; therefore, the Common Council shall take action before April 23, 2026.

RESOLUTION NO. 2026-_____

A RESOLUTION CONDITIONALLY APPROVING A THREE-LOT CERTIFIED SURVEY MAP, BEING A PART OF THE SOUTHWEST ¼ OF THE SOUTHEAST ¼ OF SECTION 26, TOWN 5 NORTH, RANGE 21 EAST, CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN (PATRENETS, JOHN F AND MARIANNE R FAMILY TRUST, PROPERTY OWNER) (NANCY MEINERZ, APPLICANT) (5012 W OAKWOOD ROAD)

WHEREAS, the City of Franklin, Wisconsin, having received an application for approval of a certified survey map, such map being a part of

The Southwest ¼ of the Southeast ¼ of Section 26, Township 5 North, Range 21 East, in the City of Franklin, Milwaukee County, Wisconsin, more particularly bounded and described as follows: Commencing at the southwest corner of said one-quarter (1/4) Section; running thence north one-degree eighteen minutes (1°18') East along the west line of said one-quarter (1/4) section, Four hundred thirteen and one-tenth (413.1) feet to a point; thence east and parallel to the south line of said one-quarter (1/4) section, Eight Hundred Twenty-eight and six tenths (828.6) feet to a point, thence south one degree fourteen minutes forty seconds (1°14'40") West along the line of the west fifty (50) acres of said one-quarter (1/4) section, Four Hundred Thirteen and one-tenth (413.1) feet to a point in the south line thereof, thence west along said south line Eight Hundred Twenty-nine (829.00) feet to the point of beginning, containing Seven and Ninety-hundredths (7.90) acres of land.

WHEREAS, the Common Council having reviewed such application and Plan Commission recommendation and the Common Council having determined that such proposed certified survey map is appropriate for approval pursuant to law upon certain conditions.

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Common Council of the City of Franklin, Wisconsin, that the Certified Survey Map submitted by Nancy Meinerz, as described above, be and the same is hereby approved, subject to the following conditions:

1. That any and all objections made and corrections required by the City of Franklin, by Milwaukee County, and by any and all reviewing agencies, shall be satisfied and made by the applicant, prior to recording.
2. That all land development and building construction permitted or resulting under this Resolution shall be subject to impact fees imposed pursuant to §92-9 of the Municipal Code or development fees imposed pursuant to §15-8-10 of the Unified Development Ordinance, both such provisions being applicable to the development and building permitted or resulting hereunder as it occurs from time to time, as such Code and Ordinance provisions may be amended from time to time.

3. Each and any easement shown on the Certified Survey Map shall be the subject of separate written grant of easement instrument, in such form as provided within the *City of Franklin Design Standards and Construction Specifications* and such form and content as may otherwise be reasonably required by the City Engineer or designee to further and secure the purpose of the easement, and all being subject to the approval of the Common Council, prior to the recording of the Certified Survey Map.
4. Nancy Meinerz, successors and assigns, and any developer of the Nancy Meinerz three (3) lot certified survey map project, shall pay to the City of Franklin the amount of all development compliance, inspection and review fees incurred by the City of Franklin, including fees of consults to the City of Franklin, within 30 days of invoice for same. Any violation of this provision shall be a violation of the Unified Development Ordinance, and subject to §15-9-14 thereof and §1-19 of the Municipal Code, the general penalties and remedies provisions, as amended from time to time.
5. The approval granted hereunder is conditional upon Nancy Meinerz and the three (3) lot certified survey map project for the property located at 5012 W Oakwood Road: (i) being in compliance with all applicable governmental laws, statutes, rules, codes, orders and ordinances; and (ii) obtaining all other governmental approvals, permits, licenses and the like, required for and applicable to the project to be developed and as presented for this approval.
6. The applicant must submit a conservation easement for Common Council review and approval.
7. The applicant must resolve any technical corrections required by the Engineering or Planning Department, or the City Attorney's Office prior to the recording of the Certified Survey Map.

BE IT FURTHER RESOLVED, that the Certified Survey Map, certified by owner, Patrenets John F and Marianne R Family Trust, be and the same is hereby rejected without final approval and without any further action of the Common Council, if any one, or more than one of the above conditions is or are not met and satisfied within 180 days from the date of adoption of this Resolution.

BE IT FINALLY RESOLVED, that upon the satisfaction of the above conditions within 180 days of the date of adoption of this Resolution, same constituting final approval, and pursuant to all applicable statutes and ordinances and lawful requirements and procedures for the recording of a certified survey map, the City Clerk is hereby directed to obtain the recording of the Certified Survey Map, certified by owner, Megna Living Trust, with the Office of the Register of Deeds for Milwaukee County.

Introduced at a regular meeting of the Common Council of the City of Franklin this _____ day of _____, 2026.

NANCY MEINERZ – CERTIFIED SURVEY MAP
RESOLUTION NO. 2026-_____

Page 3

Passed and adopted at a regular meeting of the Common Council of the City of Franklin
this _____ day of _____, 2026.

APPROVED:

John R. Nelson, Mayor

ATTEST:

Shirley Roberts, City Clerk

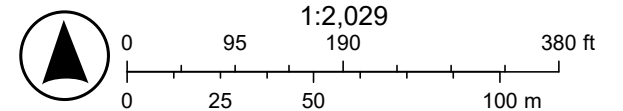
AYES _____ NOES _____ ABSENT _____

City of Franklin Property Viewer



4/1/2026, 3:21:38 PM

 Parcel



SE Wisc Reg Planning Comm, Microsoft, Vantor

John F. Patrenets and Marianne R. Patrenets
Family Trust of July 20, 2021
Tax Key No. 930-9999-000

ADDENDUM

An undivided one-eighth ($1/8$) interest in and to:

That part of the West Fifty (50) acres of the South East One-quarter ($1/4$) of Section Twenty-six (26), Town Five (5) North, of Range Twenty-one (21) East, Town of Franklin, County of Milwaukee, State of Wisconsin, bounded and described as follows:

Commencing at the south west corner of said one-quarter ($1/4$) Section; running thence north one-degree eighteen minutes ($1^{\circ} 18'$) East along the west line of said one-quarter ($1/4$) section, Four hundred thirteen and one-tenth (413.1) feet to a point; thence east and parallel to the south line of said one-quarter ($1/4$) section, Eight Hundred Twenty-eight and six tenths (828.6) feet to a point, thence south one degree fourteen minutes forty seconds ($1^{\circ} 14' 40''$) West along the line of the west fifty (50) acres of said one-quarter ($1/4$) section, Four Hundred Thirteen and one-tenth (413.1) feet to a point in the south line thereof, thence west along said south line Eight Hundred Twenty-nine (829.00) feet to the point of beginning, containing Seven and Ninety-hundredths (7.90) acres of land

5012 W. Oakwood Rd

My neighbors (currently my son's neighbors), Jack and Marianne Patrenets, have 7.9 acres at this address. They will be keeping 3.9 acres with the original homestead, and I am purchasing 4 acres to the east. The 4 acres have been surveyed into two parcels, 2 acres each.

I would like to divide the current property at 5012 W. Oakwood Road into 3 properties, with lots 2 & 3 being newly created 2-acre lots for future residential development.

Thank you for your consideration,

Nancy Meinerz

Date: February 11, 2025
To: Nancy Meinerz, Mapl Storage
From: Department of City Development. Luke Hamill, Associate Planner.
RE: Staff Comments, 5012 W Oakwood Road / 930 9999 000

Please be advised that city staff has reviewed the above application submitted on December 11, 2025 (deemed complete on January 9, 2026), for a proposed Certified Survey Map for the creation of 3 lots on lot located at 5012 W Oakwood Road / 930 9999 000. The following comments are for your review and consideration.

Planning Department Comments

1. The City of Franklin now has just a Wetland Buffer. The buffer for R-SE zoning is 50 feet. Please revise pages 2 and 3 to reflect this change.
2. The CSM copies we received were not to scale. 120 feet was less than 1 inch when measured. Please make sure the resubmission is
3. A Conservation Easement will be required for the wetland and Wetland Buffer to preserve the natural resource. Documents for that are attached to this email. Please also show this Conservation Easement on the CSM.
4. Please revise the CSM to show Zoning and Ownership of lots contiguous to the proposed CSM.

Engineering Department Comments

Submitted CSM was not to scale - not to 1:120 printing output

Legal Description does not match what is drawn on the depiction

Milwaukee County Register of Deeds Comments

1. Verify ownership – a deed will be required transferring ownership to Nancy Meinerz
2. Missing full legal description
3. Missing page 4 of 5. (Page 5 was duplicated)
4. On page 1 – Please verify the following,
 - a. The annotation describing the corners might be too small. Will cause issues with reproduction.
 - b. The line noting the WEST line of the SE ¼ ect. Along W Oakwood should reflect SOUTH line.
 - c. Bearing reference is referring to the WEST line however it should reflect SOUTH line.
5. On page 2 – Please verify the following,
 - a. Verify the noted WEST line of the SE ¼ ect along W Oakwood (SOUTH)
6. On page 3 – Please verify
 - a. Again, annotation describing the corners are too small for reproduction.



I have attached Milwaukee County's markup from their review. Please address the comments from the MCRD in your revisions.

Once revisions are received and all comments addressed, we will schedule the application for the appropriate Plan Commission Meeting.



Assured Wetland Delineation Report

5012 West Oakwood Road

City of Franklin, Milwaukee County, Wisconsin

December 30, 2025

Project Number: 20251710

5012 West Oakwood Road

City of Franklin, Milwaukee County, Wisconsin

December 30, 2025

Prepared for:

Mr. Nick Draskovich, Principal

Endpoint Solutions

6871 South Lovers Lane

Franklin, WI 53132

Prepared by:

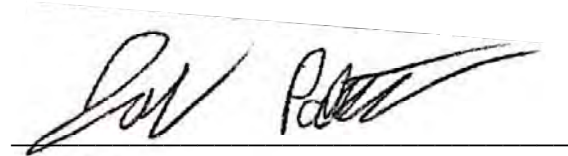
Heartland Ecological Group, Inc.

506 Springdale Street

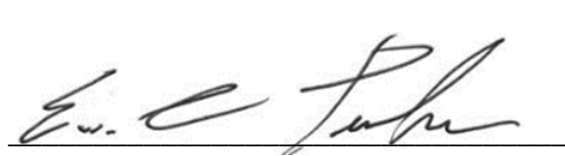
Mount Horeb, WI 53572

608-490-2450

www.heartlandecological.com



Preparation Assistant: Joe Paetsch,
Environmental Technician



Lead Investigator and Final Reviewer:
Eric C. Parker, SPWS Principal Scientist

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Appendix A | Figures

Appendix B | APT Analysis

Appendix C | Wetland Determination Data Sheets

Appendix D | Site Photographs

Appendix E | Delineator Qualifications

Appendix F | NAIP Imagery



1.0 Introduction

Heartland Ecological Group, Inc. (“Heartland”) completed an assured wetland determination and delineation on the 5012 West Oakwood Road site on November 5, 2025 at the request of Endpoint Solutions. Fieldwork was completed by Eric C. Parker, SPWS, an assured delineator qualified via the Wisconsin Department of Natural Resources’ (WDNR’s) Wetland Delineation Assurance Program (Appendix E, Qualifications). The 7.87-acre site (the “Study Area”) is southwest of the intersection of State Trunk Highway (STH) 100 and STH 241, in the southern ½ of Section 26, T5N, R21E, City of Franklin, Milwaukee County, WI (Figure 1, Appendix A). The purpose of the wetland delineation was to determine the location and extent of wetlands within the Study Area and to identify and approximately map observed waterways/watercourses and waterbodies.

One (1) wetland area of approximately 0.09 acre in size was delineated and mapped within the Study Area (Figure 7, Appendix A). One (1) waterway was also identified and mapped within the Study Area. No waterbodies were observed in the Study Area.

Wetlands, waterways/watercourses, and waterbodies discussed in this report may be subject to federal regulation under the jurisdiction of the U.S. Army Corps of Engineers (USACE), state regulation under the jurisdiction of the WDNR, and local zoning authorities. Heartland recommends this report be submitted to local authorities, the WDNR, and USACE for final jurisdictional review and concurrence.



2.0 Methods

2.1 Wetlands

Wetlands were determined and delineated using the criteria and methods described in the USACE Wetland Delineation Manual, T.R. Y-87-1 ("1987 Corps Manual") and the applicable *Regional Supplement to the Corps of Engineers Wetland Delineation Manual*. In addition, the *Guidance for Submittal of Delineation Reports to the St. Paul District USACE and the WDNR* (WDNR, 2015) was followed in completing the wetland delineation and report.

Determinations and delineations utilized available resources including the U.S. Geological Survey's (USGS) *WI 7.5 Minute Series (Topographic) Map* (Figure 2, Appendix A), the U.S. Department of Agriculture (USDA) Natural Resource Conservation Service's (NRCS) Soil Survey Geographic Database (SSURGO) *Web Soil Survey* (Figure 3, Appendix A), the WDNR's *Wetland Indicator* data layer (Figure 4, Appendix A), the WDNR's *Wisconsin Wetland Inventory* data layer (Figure 5, Appendix A), the WDNR's *24k Hydro Flowlines (Rivers and Streams)* data layer (Figures 2 and 5, Appendix A), the WDNR's *Color-Stretch LiDAR and Hillshade Image Service Layer* (Figure 6, Appendix A), and aerial imagery available through the USDA Farm Service Agency's (FSA) National Agriculture Imagery Program (NAIP) and Milwaukee County's Land Information Office.

Wetland determinations were completed on-site at sample points, often along transects, using the three (3) criteria (vegetation, soil, and hydrology) approach per the 1987 Corps Manual and the Regional Supplement. Procedures in these sources were followed to demonstrate that, under normal circumstances, wetlands were present or not present based on a predominance of hydrophytic vegetation, hydric soils, and wetland hydrology.

Recent weather conditions influence the visibility or presence of certain wetland hydrology indicators. An assessment of recent precipitation patterns helps to determine if climatic/hydrologic conditions were typical when the field investigation was completed. Therefore, a review of antecedent precipitation in the 90 days leading up to the field investigation was completed. Using an Antecedent Precipitation Tool (APT) analysis developed by the USACE (Deters & Gutenson 2021), the amount of precipitation over these 90 days was compared to averages and standard deviation thresholds observed over the past 30 years to generally represent if conditions encountered during the investigation were



normal, wet, or dry. Recent precipitation events in the weeks prior to the investigation were also considered while interpreting wetland hydrology indicators. Additionally, the Palmer Drought Severity Index was checked for long-term drought/moist conditions (NOAA, 2018).

The uppermost wetland boundary and sample points were identified and marked with wetland flagging and located with a Global Navigation Satellite System (GNSS) receiver capable of sub-meter accuracy. In some cases, wetland flagging was not utilized to mark the boundary and the location was only recorded with a GNSS receiver, particularly in active agricultural areas. The GNSS data was then used to map the wetlands using ESRI ArcGIS Pro™ software.

3.0 Results and Discussion

3.1 Desktop Review

Climatic Conditions

According to the APT analysis using the previous 90 days of precipitation data, conditions encountered at the time of the fieldwork were expected to be normal for the time of year (Appendix B). The Palmer Drought Severity Index was checked as part of the APT analysis, and the long-term conditions at the time of the fieldwork were in the mild wetness range. Fieldwork was completed outside the dry season based on long-term regional data utilized in the WebWIMP Climatic Water Balance and computed as part of the APT analysis.

General Topography and Land Use

The topography within the Study Area was moderately sloping towards the eastern border. A topographic high of approximately 732 feet above mean sea level (msl) is present in the northeast corner, and a topographic low of approximately 690 feet above msl is present near a culvert in the southwest portion (Figures 2, 6, and 7, Appendix A). Land use within the Study Area is residential with brushland/woodland areas present, while surrounding areas are a mix of residential, agricultural row cropping, and commercial-industrial properties. General drainage is to the west and south.

Soil Mapping

Soils mapped by the NRCS Soil Survey within the Study Area and their hydric status are summarized in Table 1. Wetlands identified during the field investigation are located



primarily within areas mapped as hydric or partially hydric soils including wetland indicator soils (Figures 3 and 4, Appendix A).

Table 1. Summary of NRCS Mapped Soils within the Study Area

| Soil symbol: Soil Unit Name | Soil Unit Component | Soil Unit Component Percentage | Landform | Hydric status |
|---------------------------------------|---------------------|--------------------------------|-------------------------------------------------|---------------|
| 7423B: Blount silt loam, 1-3% slopes | Blount | 90 | Moraines | No |
| | Ashkum | 10 | Depressions | Yes |
| 7530B: Ozaukee silt loam, 2-6% slopes | Ozaukee | 88-100 | Ground and end moraines | No |
| | Pewamo-Drained | 0-7 | Drainageways and depressions on ground moraines | Yes |
| | Ashkum-Drained | 0-7 | End and ground moraines | Yes |
| | Urban land | 0-5 | Ground moraines | No |

Wetland Mapping

The Wisconsin Wetlands Inventory (WWI) mapping (Figure 5, Appendix A) depicts one (1) wetland area within the Study Area, which is a forested (T3K) wetland along a drainageway in the western portion of the Study Area.

Waterway/Watercourse and Waterbody Mapping

The WDNR’s Rivers and Streams data layer (Figures 2 and 5, Appendix A) depicts one (1) intermittent stream in the southwest portion, which meanders throughout the western portion and drains to the south.

Previous Delineations and Landowner Contacts

There are no known previous wetland delineations completed in the Study Area. No discussions were made with the landowner.

Aerial Photography

Available NAIP imagery of the Study Area from the period of 2005-2024 (Appendix F) was reviewed for evidence of wetland signatures and to gain insight into the site’s recent history. Despite significant commercial and residential developments in surrounding areas, no major changes were observed in the Study Area during this time.



Endpoint Solutions
 5012 West Oakwood Road
 Project #: 20251710
 December 30, 2025

3.2 Field Review

One (1) wetland was identified and delineated within the Study Area. Wetland determination data sheets (Appendix C) were completed at two (2) sample points that were representative of the wetland and upland conditions near the boundary and where potential wetlands may be present based on the desktop review and field reconnaissance. Appendix D provides photographs at the sample point locations of wetlands and adjacent uplands. The wetland boundary and sample points are shown on Figure 7 (Appendix A), and the wetlands are summarized in Table 2 and detailed below. The growing season was still underway during the fieldwork based on several non-evergreen perennial herbaceous species still being green, and the soil temperature at 12 inches below 41 degrees Fahrenheit.

Table 2. Summary of Wetlands Identified within the Study Area

| Wetland ID | Wetland Description | *Surface Water Connections | *NR151 Protective Area | Acreage (on-site) |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|-------------------------------------|------------------------------|-------------------|
| W-1 | Riparian Shrub Carr | Unnamed Tributary to the Root River | Less susceptible, 10-30 feet | 0.09 |
| <i>*Classification based on Heartland's professional opinion. Jurisdictional authority of wetland and waterway protective areas under NR 151 lies with the WDNR. Local zoning authorities may have additional restrictions. USACE has authority for determining federal jurisdiction of wetlands and waterways.</i> | | | | 0.09 |

Wetland 1 (W-1)

Wetland 1 (W-1) is a 0.09-acre riparian shrub carr located in the western portion of the Study Area. The boundary of W-1 coincided with a well-defined topographic break.

Dominant vegetation observed in W-1 included silky dogwood (*Cornus obliqua*, FACW), eastern prickly gooseberry (*Ribes cynosbati*, FAC), American elderberry (*Sambucus nigra*, FAC), multiflora rose (*Rosa multiflora*, FACU), Virginia water-leaf (*Hydrophyllum virginianum*, FAC), riverbank wild-rye (*Elymus riparius*, FACW), eastern narrow-leaved sedge (*Carex grisea*, FAC), giant goldenrod (*Solidago gigantea*, FACW), and riverbank grape (*Vitis riparia*, FACW). Therefore, the wetland vegetation parameter was met.

The Depleted Below Dark Surface (A11) hydric soil indicator was noted in W-1. Thus, the hydric soil parameter was met.



No primary wetland hydrology indicators were noted within W-1. However, the secondary indicators included Geomorphic Position (D2) and a positive FAC-Neutral Test (D5). Therefore, the wetland hydrology parameter was met.

Waterways/Watercourses and Waterbodies

One (1) waterway was observed and mapped in the Study Area. The waterway/watercourse, which may or may not be navigable, is an unnamed tributary to the Root River located in the western portion of the Study Area.

3.3 Other Considerations

This report is limited to the identification and delineation of wetlands within the Study Area. Other regulated environmental resources that could result in land use restrictions may be present in the Study Area that were not evaluated by Heartland (e.g., navigable waterways/watercourses, floodplains, cultural resources, and threatened/endangered species).

Wisconsin Act 183 provides exemptions to permitting requirements for certain nonfederal wetlands. Nonfederal wetlands are wetlands that are not subject to federal jurisdiction. Exemptions apply to projects in urban areas with wetland impacts up to 1-acre per parcel. An urban area is defined as an incorporated area; an area within ½ mile of an incorporated area; or an area served by a sewerage system. Exemptions for nonfederal wetlands also apply to projects in rural areas with wetland impacts up to three (3) acres per parcel. Exemptions in rural areas only apply to structures with an agricultural purpose such as buildings, roads, and driveways. The determination of federal and nonfederal wetlands MUST be made by the USACE through an Approved Jurisdictional Determination (AJD). This report may be submitted to the USACE to assist with their determination.

Wis. Adm. Code NR 151 ("NR 151") requires that a "protective area" (buffer) be determined from the Ordinary High-Water Mark (OHWM) of lakes, navigable waterways such as streams and rivers, or at the delineated boundary of wetlands. Per NR 151.125, the protective area width for "less susceptible" wetlands (dominated by invasive or non-native plant species) is determined by using 10% of the average wetland width, no less than 10 feet or more than 30 feet. "Moderately susceptible" wetlands, lakes, and perennial and intermittent navigable waterways have mostly native species dominating and require a protective area width of 50 feet; while "highly susceptible wetlands" have significant native species dominating and may



be associated with outstanding or exceptional resource waters in areas of special natural resource interest and require protective area width of 75 feet. Table 2 in Section 3.2 above lists the potential wetland buffers per NR 151 for each wetland identified based on Heartland's professional opinion. Please note that jurisdictional authority on wetland and waterway protective areas under NR 151 lies with the WDNR. Local zoning authorities and regional planning organizations may have additional land use restrictions within or adjacent to wetlands.



4.0 Conclusion

Heartland completed an assured wetland determination and delineation within the 5012 West Oakwood Road on November 5, 2025 at the request of Endpoint Solutions. Fieldwork was completed by Eric C. Parker, SPWS, an assured delineator qualified via the WDNR's Wetland Delineation Assurance Program (Appendix E). The Study Area lies in Section 26, T5N, R21E, City of Franklin, Milwaukee County, WI (Figure 1, Appendix A).

One (1) wetland area was delineated and mapped within the 7.87-acre Study Area (Figure 7, Appendix A). The wetland, which may be classified as riparian shrub carr is approximately 0.09 acre in size within the Study Area. One (1) waterway was also identified and mapped within the Study Area. No waterbodies were observed in the Study Area.

Wetlands, waterways/watercourses, and waterbodies discussed in this report may be subject to federal regulation under the jurisdiction of the USACE, state regulation under the jurisdiction of the WDNR, and the local zoning authority. Heartland recommends this report be submitted to the USACE for final jurisdictional review and concurrence. Review by local authorities may be necessary for determination of applicable zoning/setback restrictions.

Heartland recommends that all applicable regulatory agency reviews and permits are obtained prior to beginning work within the Study Area or within or adjacent to wetlands or waterways. Heartland can assist with evaluating the need for additional environmental reviews, surveys, or regulatory agency coordination in consideration of the proposed activity and land use as requested but is outside of the scope of the wetland delineation.

Experienced and qualified professionals completed the wetland determination and delineation using standard practices and professional judgment. Wetland boundaries may be affected by conditions present within the Study Area at the time of the fieldwork. All final decisions on wetlands and their boundaries are made by the USACE, the WDNR, and/or sometimes a local unit of government. Wetland determination and boundary reviews by regulatory agencies may result in modifications to the findings presented to the Client. These modifications may result from varying conditions between the time the wetland delineation was completed and the time of the review. Factors that may influence the findings may include but are not limited to precipitation patterns, drainage modifications, changes or modification to vegetation, and the time of year.



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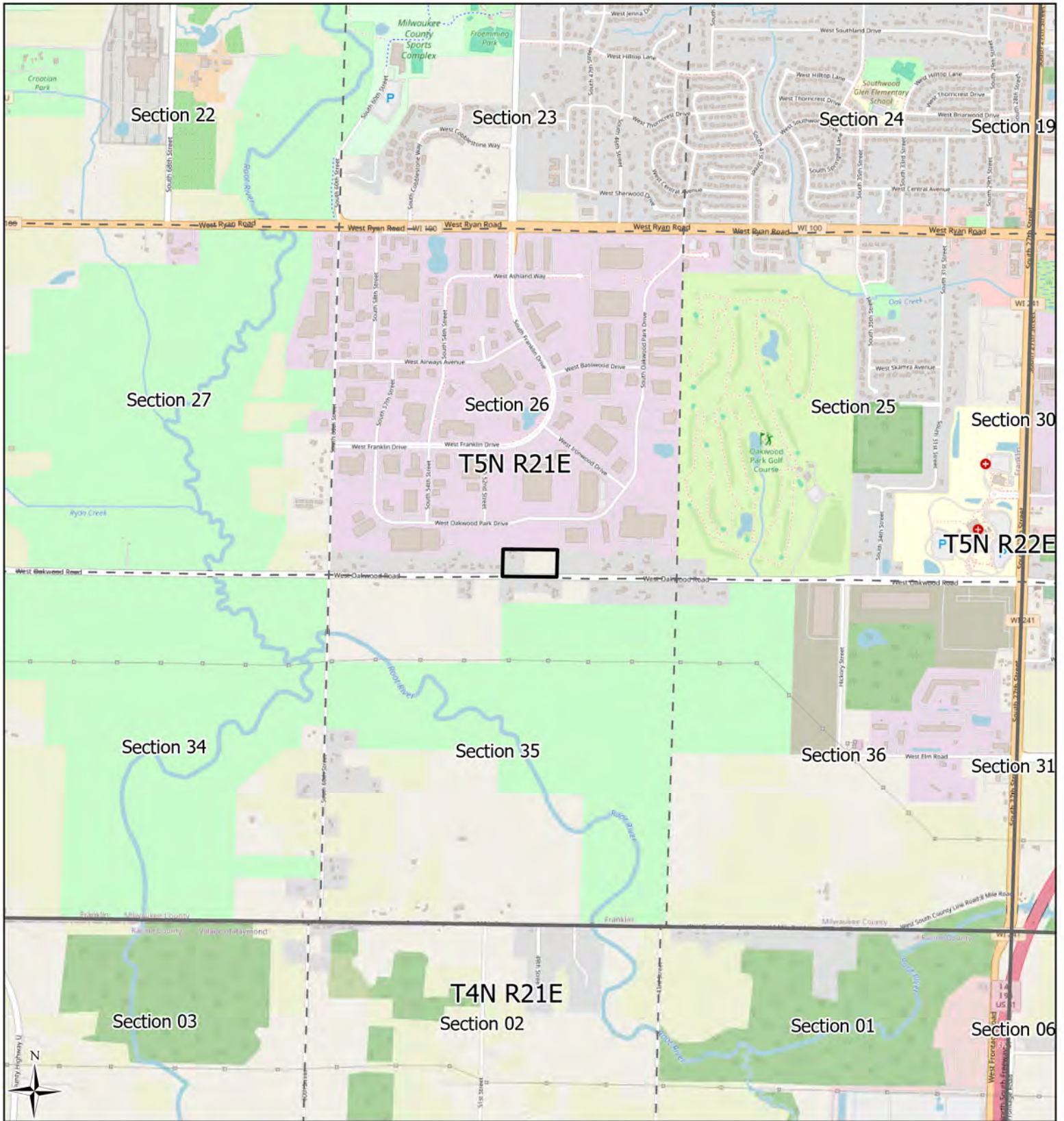
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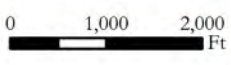


Endpoint Solutions
5012 West Oakwood Road
Project #: 20251710
December 30, 2025

Appendix A | Figures



- Study Area (7.87 ac)
- Township
- Section

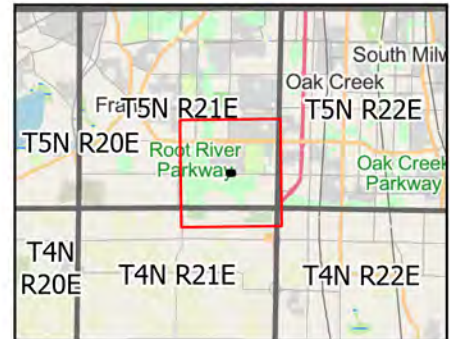


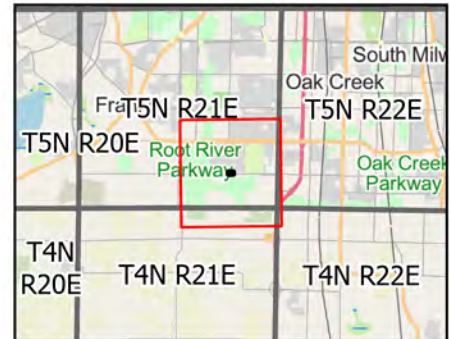
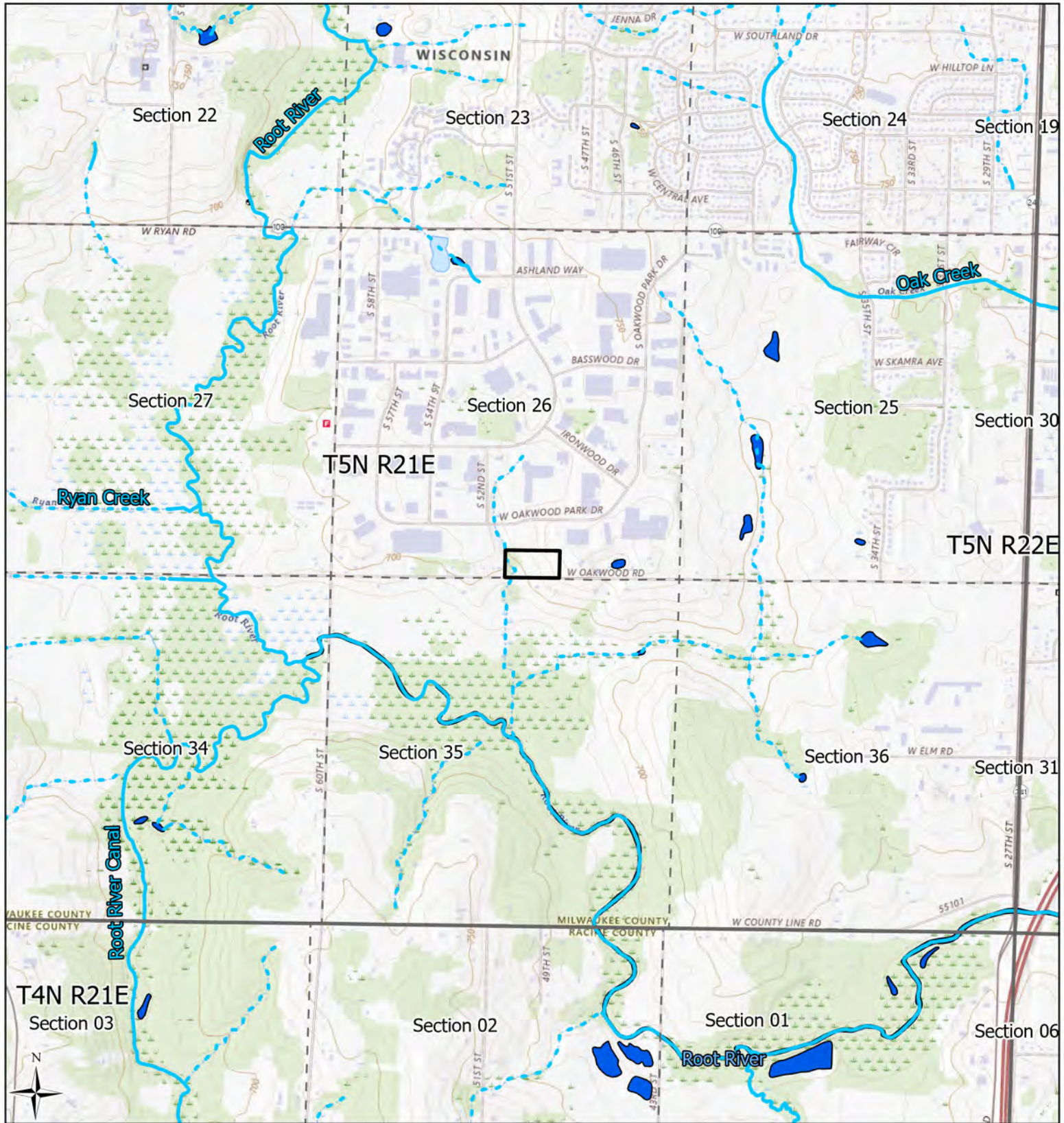
Heartland
ECOLOGICAL GROUP INC

Figure 1. Project Location
5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

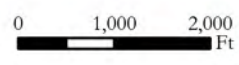
OpenStreetMap
ESRI LRR: MW

Figure Created: 11/5/2025





- Study Area (7.87 ac)
- Township
- Section
- Perennial Streams
- Intermittent Streams
- Waterbodies

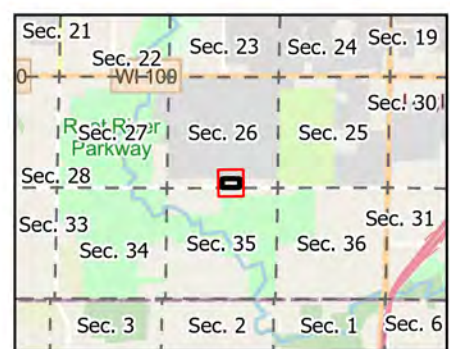
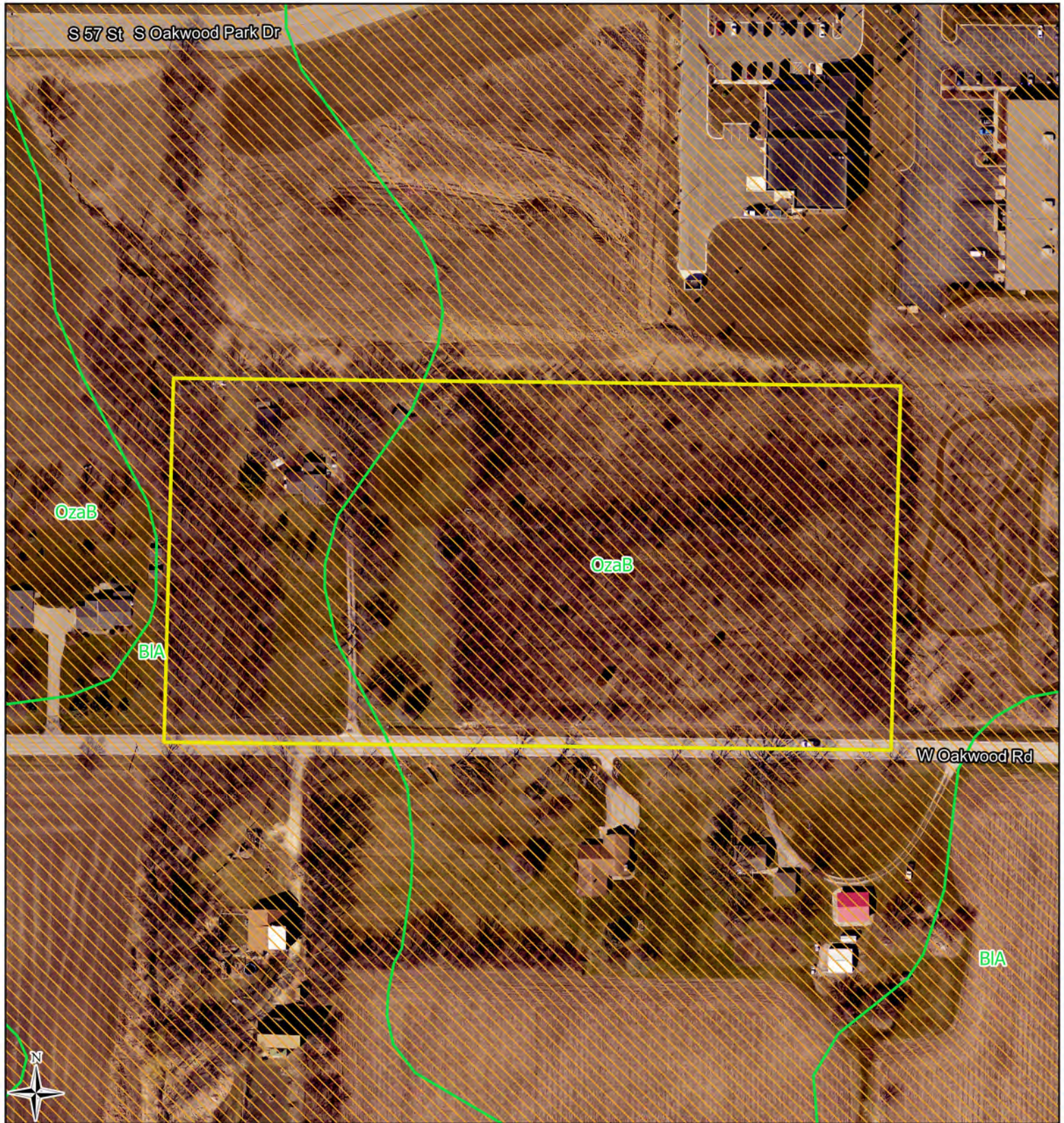


Heartland
 ECOLOGICAL GROUP INC

Figure 2. USGS Topography
 5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

USGSTopo
 USGS, WDNR LRR: MW

Figure Created: 11/5/2025



- Study Area (7.87 ac)
- NRCS Soil Survey Data**
- Hydric (100%)
 - Predominantly Hydric (85-99%)
 - Partially Hydric (16-84%)
 - Predominantly Non-Hydric (1-15%)
 - Non-Hydric (0%)



Heartland
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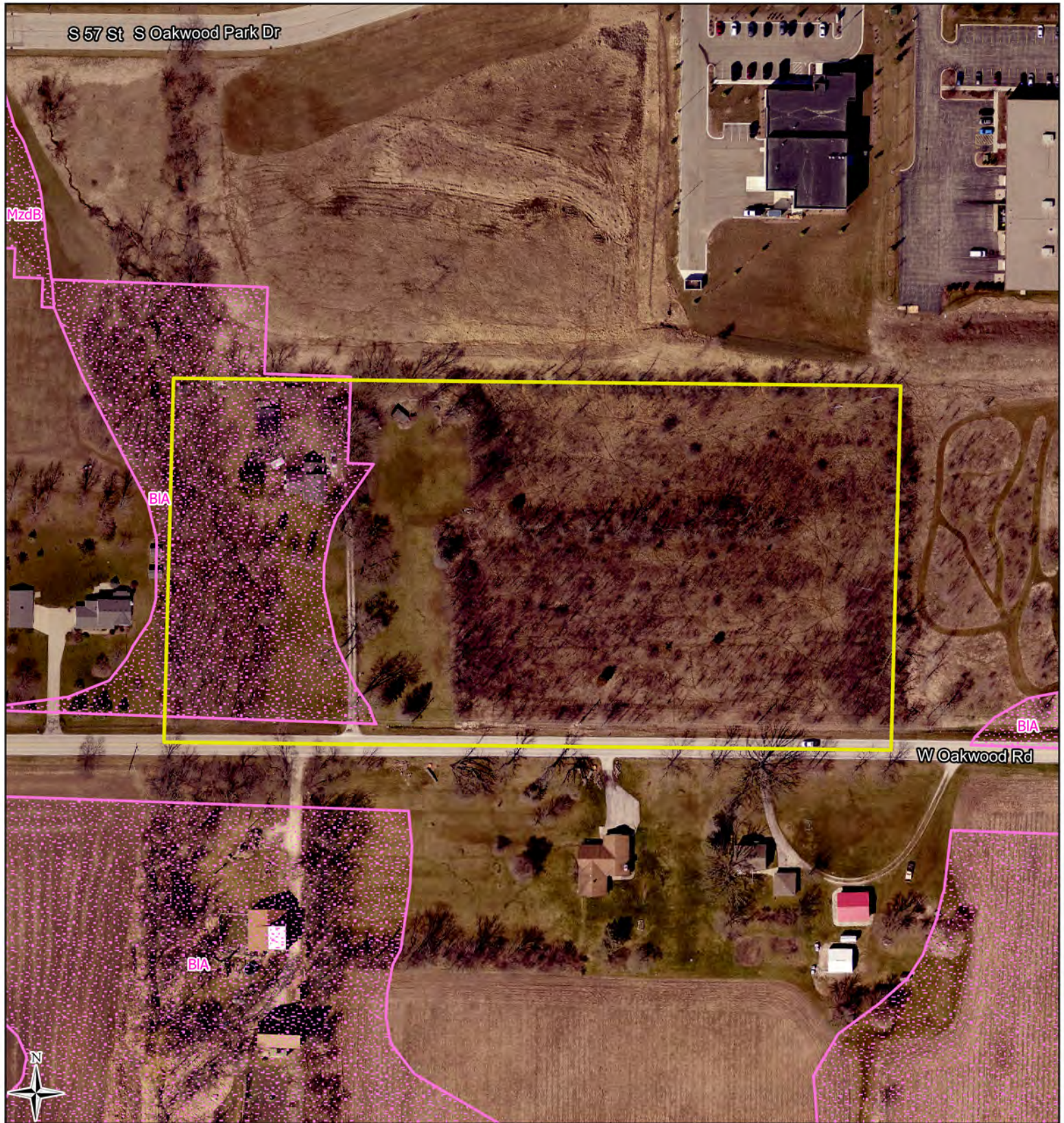
Figure 3. NRCS
Hydric Soils

5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

2024 Orthophoto
NRCS

LRR: MW

Figure Created: 11/5/2025



S 57 St S Oakwood Park Dr

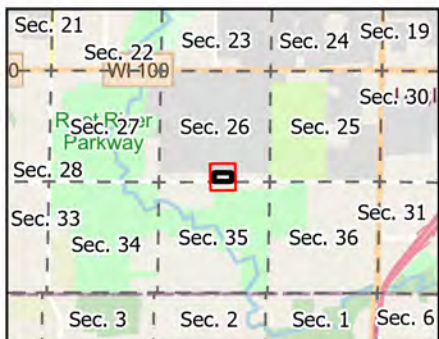
MzdB

BIA

BIA

W Oakwood Rd

BIA



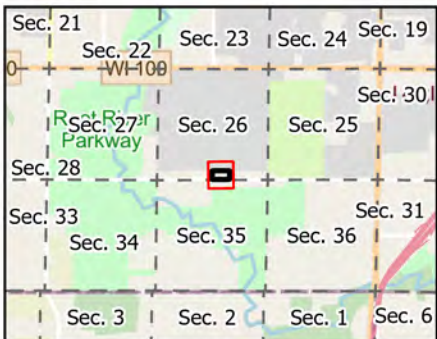
- Study Area (7.87 ac)
- SWDV Wetland Indicators



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Figure 4. SWDV
Wetland Indicators
5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

2024 Orthophoto
WDNR LRR: MW
Figure Created: 11/5/2025



- Study Area (7.87 ac)
- WWI Polygons
- WWI Points (None in Map Extent)
- Perennial Streams (None in Map Extent)
- Intermittent Streams
- Waterbodies (None in Map Extent)

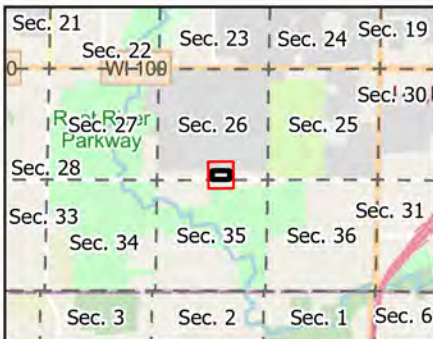
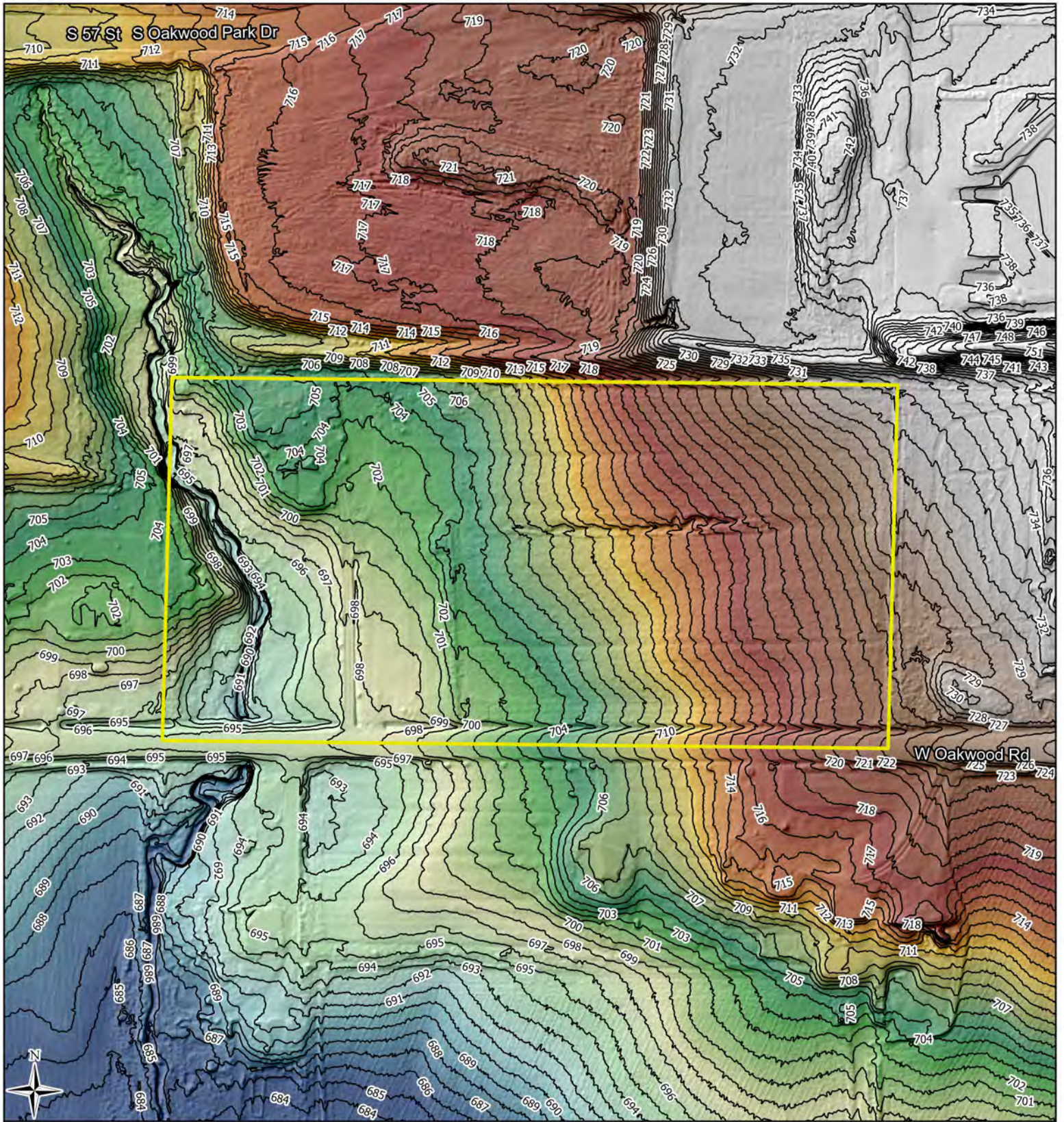


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Figure 5. Wisconsin Wetland Inventory
 5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2024 Orthophoto
 WDNR, USGS LRR: MW

Figure Created: 11/5/2025



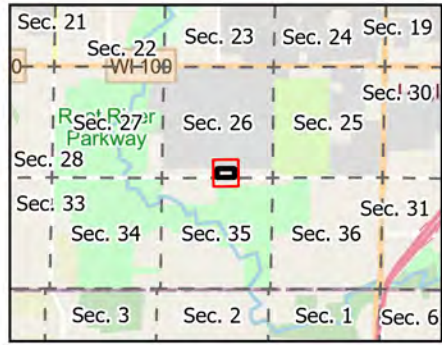
Study Area (7.87 ac)
 Milwaukee Co 1ft Contours



Heartland
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Figure 6. Color-Stretch Digital Elevation Model
 5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

DNR Lidar Service Layer
 Milwaukee Co, HEG LRR: MW
 Figure Created: 11/5/2025



- Study Area (7.87 ac)
 - Milwaukee Co 1ft Contours
 - Field Delineated Wetlands (0.09 ac)
 - Offsite Wetland Boundaries
 - Waterway
 - Culvert
- Sample Points**
- Upland
 - Wetland



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Figure 7. Field Delineated Wetlands
5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

2024 Orthophoto
Milwaukee Co, HEG LRR: MW

Figure Created: 11/10/2025

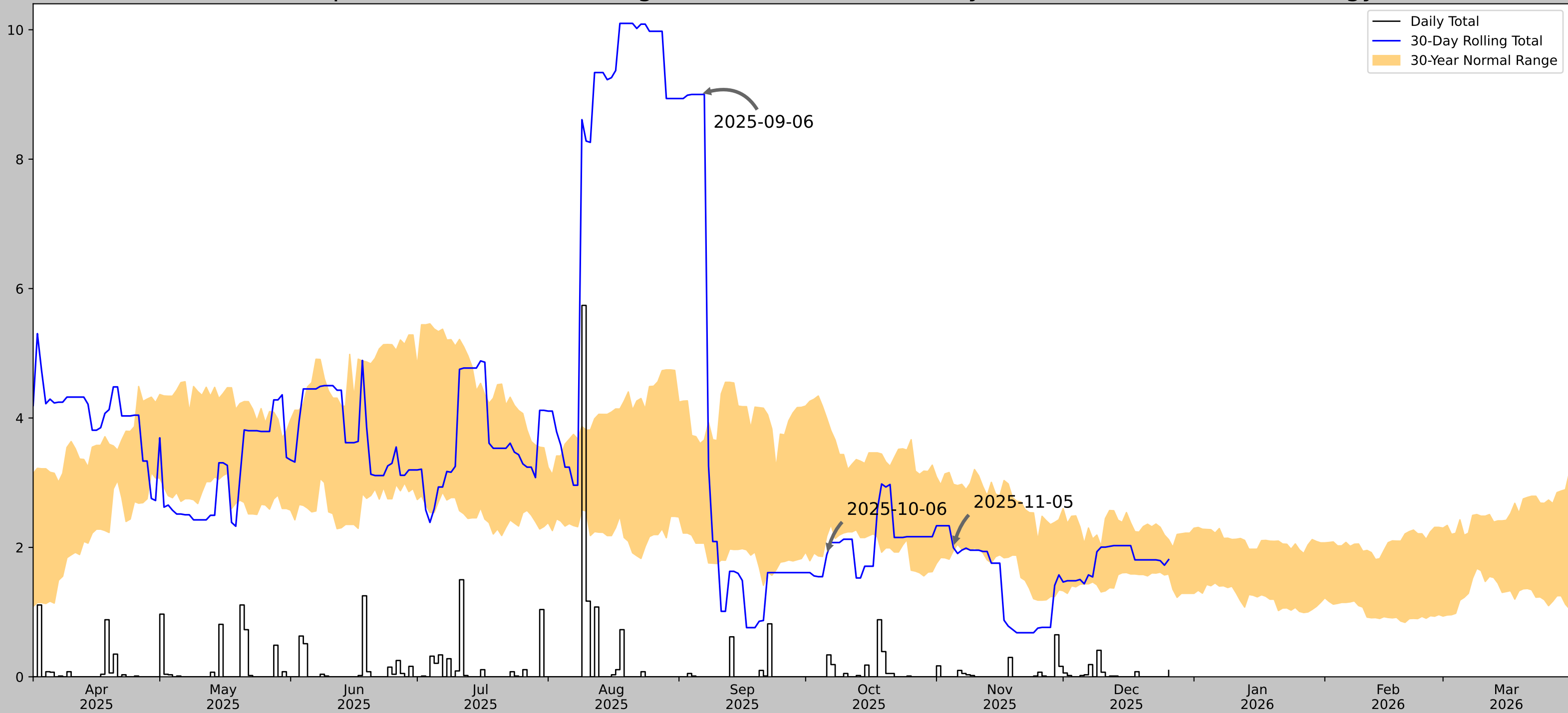


Endpoint Solutions
5012 West Oakwood Road
Project #: 20251710
December 30, 2025

Appendix B | APT Analysis

Antecedent Precipitation vs Normal Range based on NOAA's Daily Global Historical Climatology Network


Rainfall (Inches)




| | |
|----------------------------------|---------------------|
| Coordinates | 42.85851, -87.98072 |
| Observation Date | 2025-11-05 |
| Elevation (ft) | 692.191 |
| Drought Index (PDSI) | Mild wetness |
| WebWIMP H ₂ O Balance | Wet Season |

| 30 Days Ending | 30 th %ile (in) | 70 th %ile (in) | Observed (in) | Wetness Condition | Condition Value | Month Weight | Product |
|----------------|----------------------------|----------------------------|---------------|-------------------|-----------------|--------------|------------------------|
| 2025-11-05 | 1.950787 | 2.974803 | 1.996063 | Normal | 2 | 3 | 6 |
| 2025-10-06 | 2.175591 | 3.996851 | 1.885827 | Dry | 1 | 2 | 2 |
| 2025-09-06 | 2.064961 | 3.603937 | 9.0 | Wet | 3 | 1 | 3 |
| Result | | | | | | | Normal Conditions - 11 |

Figures and tables made by the Antecedent Precipitation Tool Version 3.0



US Army Corps of Engineers



ERDC

Developed by:
U.S. Army Corps of Engineers and
U.S. Army Engineer Research and
Development Center

| Weather Station Name | Coordinates | Elevation (ft) | Distance (mi) | Elevation Δ | Weighted Δ | Days Normal | Days Antecedent |
|-----------------------|------------------|----------------|---------------|-------------|------------|-------------|-----------------|
| MILWAUKEE MITCHELL AP | 42.955, -87.9044 | 666.995 | 7.705 | 25.196 | 3.661 | 11353 | 90 |



Endpoint Solutions
5012 West Oakwood Road
Project #: 20251710
December 30, 2025

Appendix C | Wetland Determination Data Sheets

U.S. Army Corps of Engineers
WETLAND DETERMINATION DATA SHEET – Midwest Region
 See ERDC/EL TR-10-16; the proponent agency is CECW-COR

OMB Control #: 0710-0024, Exp: 09/30/2027
 Requirement Control Symbol EXEMPT:
 (Authority: AR 335-15, paragraph 5-2a)

Project/Site: 20251710 5012 W Oakwood Property City/County: Milwaukee County Sampling Date: 2025-11-05
 Applicant/Owner: Endpoint Solutions State: Wisconsin Sampling Point: P1
 Investigator(s): Eric C Parker, SPWS Section, Township, Range: sec 26 T005N R021E
 Landform (hillside, terrace, etc.): Sideslope Local relief (concave, convex, none): Convex
 Slope (%): 3-7 Lat: 42.858570 Long: -87.980651 Datum: WGS84
 Soil Map Unit Name: Blount silt loam, 1 to 3 percent slopes NWI classification: T3K per WWI

Are climatic / hydrologic conditions on the site typical for this time of year? Yes No (If no, explain in Remarks.)
 Are Vegetation , Soil , or Hydrology significantly disturbed? Are "Normal Circumstances" present? Yes No
 Are Vegetation , Soil , or Hydrology naturally problematic? (If needed, explain any answers in Remarks.)

SUMMARY OF FINDINGS – Attach site map showing sampling point locations, transects, important features, etc.

| | |
|-----------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------|
| Hydrophytic Vegetation Present? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> | Is the Sampled Area within a Wetland? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> |
| Hydric Soil Present? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> | |
| Wetland Hydrology Present? Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> | |

Remarks:
 APT analysis indicates climatic conditions are in the normal range. Growing season still underway based on 47F soil temperature at 12 inches, and numerous non-evergreen herbaceous species still green.

VEGETATION – Use scientific names of plants.

| Tree Stratum (Plot size: <u>30' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Dominance Test worksheet: Number of Dominant Species That Are OBL, FACW, or FAC: <u>4</u> (A) Total Number of Dominant Species Across All Strata: <u>6</u> (B) Percent of Dominant Species That Are OBL, FACW, or FAC: <u>66.67</u> (A/B) |
|-------------------------------------------------------|---------------------------|-------------------|------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. <u>Morus alba</u> | <u>20</u> | <u>Y</u> | <u>FAC</u> | |
| 2. <u>Juglans nigra</u> | <u>15</u> | <u>Y</u> | <u>FACU</u> | |
| 3. _____ | _____ | _____ | _____ | |
| 4. _____ | _____ | _____ | _____ | |
| 5. _____ | _____ | _____ | _____ | |
| | <u>35.0</u> =Total Cover | | | |
| Sapling/Shrub Stratum (Plot size: <u>15' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Prevalence Index worksheet: Total % Cover of: Multiply by: OBL species <u>0</u> x 1 = <u>0</u> FACW species <u>5</u> x 2 = <u>10</u> FAC species <u>112</u> x 3 = <u>336</u> FACU species <u>53</u> x 4 = <u>212</u> UPL species <u>0</u> x 5 = <u>0</u> Column Totals: <u>170</u> (A) <u>558.00</u> (B) Prevalence Index = B/A = <u>3.28</u> |
| 1. <u>Juglans nigra</u> | <u>10</u> | <u>Y</u> | <u>FACU</u> | |
| 2. <u>Ribes cynosbati</u> | <u>7</u> | <u>Y</u> | <u>FAC</u> | |
| 3. <u>Rosa multiflora</u> | <u>3</u> | <u>N</u> | <u>FACU</u> | |
| 4. _____ | _____ | _____ | _____ | |
| 5. _____ | _____ | _____ | _____ | |
| | <u>20.0</u> =Total Cover | | | |
| Herb Stratum (Plot size: <u>5' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Hydrophytic Vegetation Indicators: <u> </u> 1 - Rapid Test for Hydrophytic Vegetation <input checked="" type="checkbox"/> 2 - Dominance Test is >50% <u> </u> 3 - Prevalence Index is ≤3.0 ¹ <u> </u> 4 - Morphological Adaptations ¹ (Provide supporting data in Remarks or on a separate sheet) <u> </u> Problematic Hydrophytic Vegetation ¹ (Explain) ¹ Indicators of hydric soil and wetland hydrology must be present, unless disturbed or problematic. |
| 1. <u>Hydrophyllum virginianum</u> | <u>70</u> | <u>Y</u> | <u>FAC</u> | |
| 2. <u>Bromus inermis</u> | <u>20</u> | <u>N</u> | <u>FACU</u> | |
| 3. <u>Alliaria petiolata</u> | <u>7</u> | <u>N</u> | <u>FAC</u> | |
| 4. <u>HESPERIS MATRONALIS</u> | <u>5</u> | <u>N</u> | <u>FACU</u> | |
| 5. <u>Geum canadense</u> | <u>5</u> | <u>N</u> | <u>FAC</u> | |
| 6. <u>Carex grisea</u> | <u>3</u> | <u>N</u> | <u>FAC</u> | |
| 7. _____ | _____ | _____ | _____ | |
| 8. _____ | _____ | _____ | _____ | |
| 9. _____ | _____ | _____ | _____ | |
| 10. _____ | _____ | _____ | _____ | |
| | <u>110.0</u> =Total Cover | | | |
| Woody Vine Stratum (Plot size: <u>30' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Hydrophytic Vegetation Present? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| 1. <u>Vitis riparia</u> | <u>5</u> | <u>Y</u> | <u>FACW</u> | |
| 2. _____ | _____ | _____ | _____ | |
| | <u>5.0</u> =Total Cover | | | |

Remarks: (Include photo numbers here or on a separate sheet.)
 Riparian shrubby hardwoods

SOIL

Sampling Point: P1

| Profile Description: (Describe to the depth needed to document the indicator or confirm the absence of indicators.) | | | | | | | | |
|---------------------------------------------------------------------------------------------------------------------|---------------|-----|-----|----------------|---|-------------------|---------|----------|
| Depth (inches) | Matrix | | | Redox Features | | | Texture | Remarks |
| | Color (moist) | % | | Color (moist) | % | Type ¹ | | |
| 0-11 | 10YR | 3/2 | 100 | | | | SIL | No redox |
| 11-16 | 10YR | 4/2 | 100 | | | | SICL | No redox |
| 16-24 | 10YR | 5/3 | 100 | | | | SIC | No redox |
| | | | | | | | | |
| | | | | | | | | |
| | | | | | | | | |

¹Type: C=Concentration, D=Depletion, RM=Reduced Matrix, MS=Masked Sand Grains.

²Location: PL=Pore Lining, M=Matrix.

| Hydric Soil Indicators: | Indicators for Problematic Hydric Soils ³ : |
|------------------------------------------------------------|---------------------------------------------------------|
| <input type="checkbox"/> Histosol (A1) | <input type="checkbox"/> Iron-Manganese Masses (F12) |
| <input type="checkbox"/> Histic Epipedon (A2) | <input type="checkbox"/> Red Parent Material (F21) Very |
| <input type="checkbox"/> Black Histic (A3) | <input type="checkbox"/> Shallow Dark Surface (F22) |
| <input type="checkbox"/> Hydrogen Sulfide (A4) | <input type="checkbox"/> Other (Explain in Remarks) |
| <input type="checkbox"/> Stratified Layers (A5) | |
| <input type="checkbox"/> 2 cm Muck (A10) | |
| <input type="checkbox"/> Depleted Below Dark Surface (A11) | |
| <input type="checkbox"/> Thick Dark Surface (A12) | |
| <input type="checkbox"/> Iron Monosulfide (A18) | |
| <input type="checkbox"/> Sandy Mucky Mineral (S1) | |
| <input type="checkbox"/> 5 cm Mucky Peat or Peat (S3) | |
| <input type="checkbox"/> Sandy Gleyed Matrix (S4) | |
| <input type="checkbox"/> Sandy Redox (S5) | |
| <input type="checkbox"/> Stripped Matrix (S6) | |
| <input type="checkbox"/> Dark Surface (S7) | |
| <input type="checkbox"/> Loamy Mucky Mineral (F1) | |
| <input type="checkbox"/> Loamy Gleyed Matrix (F2) | |
| <input type="checkbox"/> Depleted Matrix (F3) | |
| <input type="checkbox"/> Redox Dark Surface (F6) | |
| <input type="checkbox"/> Depleted Dark Surface (F7) | |
| <input type="checkbox"/> Redox Depressions (F8) | |

³Indicators of hydrophytic vegetation and wetland hydrology must be present, unless disturbed or problematic.

| | |
|---------------------------------------------------------------------------------|------------------------------------------------------------------------------|
| Restrictive Layer (if observed): Type: _____ Depth (inches): _____ | Hydric Soil Present? Yes _____ No <input checked="" type="checkbox"/> |
|---------------------------------------------------------------------------------|------------------------------------------------------------------------------|

Remarks:

HYDROLOGY

| Wetland Hydrology Indicators: | Primary Indicators (minimum of one is required; check all that apply) | Secondary Indicators (minimum of two required) |
|--------------------------------------------------------------------|-----------------------------------------------------------------------|--------------------------------------------------------------------|
| <input type="checkbox"/> Surface Water (A1) | <input type="checkbox"/> Water-Stained Leaves (B9) | <input type="checkbox"/> Surface Soil Cracks (B6) |
| <input type="checkbox"/> High Water Table (A2) | <input type="checkbox"/> Aquatic Fauna (B13) | <input type="checkbox"/> Drainage Patterns (B10) |
| <input type="checkbox"/> Saturation (A3) | <input type="checkbox"/> True Aquatic Plants (B14) | <input type="checkbox"/> Dry-Season Water Table (C2) |
| <input type="checkbox"/> Water Marks (B1) | <input type="checkbox"/> Hydrogen Sulfide Odor (C1) | <input type="checkbox"/> Crayfish Burrows (C8) |
| <input type="checkbox"/> Sediment Deposits (B2) | <input type="checkbox"/> Oxidized Rhizospheres on Living Roots (C3) | <input type="checkbox"/> Saturation Visible on Aerial Imagery (C9) |
| <input type="checkbox"/> Drift Deposits (B3) | <input type="checkbox"/> Presence of Reduced Iron (C4) | <input type="checkbox"/> Stunted or Stressed Plants (D1) |
| <input type="checkbox"/> Algal Mat or Crust (B4) | <input type="checkbox"/> Recent Iron Reduction in Tilled Soils (C6) | <input type="checkbox"/> Geomorphic Position (D2) |
| <input type="checkbox"/> Iron Deposits (B5) | <input type="checkbox"/> Thin Muck Surface (C7) | <input type="checkbox"/> FAC-Neutral Test (D5) |
| <input type="checkbox"/> Inundation Visible on Aerial Imagery (B7) | <input type="checkbox"/> Gauge or Well Data (D9) | |
| <input type="checkbox"/> Sparsely Vegetated Concave Surface (B8) | <input type="checkbox"/> Other (Explain in Remarks) | |

| | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| Field Observations: Surface Water Present? Yes _____ No <input checked="" type="checkbox"/> Depth (inches): _____ Water Table Present? Yes _____ No <input checked="" type="checkbox"/> Depth (inches): _____ Saturation Present? Yes _____ No <input checked="" type="checkbox"/> Depth (inches): _____ (includes capillary fringe) | Wetland Hydrology Present? Yes _____ No <input checked="" type="checkbox"/> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|

Describe Recorded Data (stream gauge, monitoring well, aerial photos, previous inspections), if available:
 2005-2024 NAIP imagery

Remarks:
 No wetland hydrology indicators observed, no saturation.

U.S. Army Corps of Engineers
WETLAND DETERMINATION DATA SHEET – Midwest Region
 See ERDC/EL TR-10-16; the proponent agency is CECW-COR

OMB Control #: 0710-0024, Exp: 09/30/2027
 Requirement Control Symbol EXEMPT:
 (Authority: AR 335-15, paragraph 5-2a)

Project/Site: 20251710 5012 W Oakwood Property City/County: Milwaukee County Sampling Date: 2025-11-05
 Applicant/Owner: Endpoint Solutions State: Wisconsin Sampling Point: P2
 Investigator(s): Eric C Parker, SPWS Section, Township, Range: sec 26 T005N R021E
 Landform (hillside, terrace, etc.): Sideslope Local relief (concave, convex, none): Concave
 Slope (%): 3-7 Lat: 42.858515 Long: -87.980719 Datum: WGS84
 Soil Map Unit Name: Blount silt loam, 1 to 3 percent slopes NWI classification: T3K per WWI

Are climatic / hydrologic conditions on the site typical for this time of year? Yes No (If no, explain in Remarks.)
 Are Vegetation , Soil , or Hydrology significantly disturbed? Are "Normal Circumstances" present? Yes No
 Are Vegetation , Soil , or Hydrology naturally problematic? (If needed, explain any answers in Remarks.)

SUMMARY OF FINDINGS – Attach site map showing sampling point locations, transects, important features, etc.

| | |
|-----------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|
| Hydrophytic Vegetation Present? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> | Is the Sampled Area within a Wetland? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| Hydric Soil Present? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> | |
| Wetland Hydrology Present? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> | |

Remarks:
 APT analysis indicates climatic conditions are in the normal range. Growing season still underway based on 48F soil temperature at 12 inches, and numerous non-evergreen herbaceous species still green.

VEGETATION – Use scientific names of plants.

| Tree Stratum (Plot size: <u>30' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Dominance Test worksheet: Number of Dominant Species That Are OBL, FACW, or FAC: <u>8</u> (A) Total Number of Dominant Species Across All Strata: <u>9</u> (B) Percent of Dominant Species That Are OBL, FACW, or FAC: <u>88.89</u> (A/B) |
|-------------------------------------------------------|------------------|-------------------|------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. _____ | _____ | _____ | _____ | |
| 2. _____ | _____ | _____ | _____ | |
| 3. _____ | _____ | _____ | _____ | |
| 4. _____ | _____ | _____ | _____ | |
| 5. _____ | _____ | _____ | _____ | |
| <u>0</u> =Total Cover | | | | |
| Sapling/Shrub Stratum (Plot size: <u>15' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Prevalence Index worksheet: Total % Cover of: Multiply by: OBL species <u>0</u> x 1 = <u>0</u> FACW species <u>45</u> x 2 = <u>90</u> FAC species <u>42</u> x 3 = <u>126</u> FACU species <u>8</u> x 4 = <u>32</u> UPL species <u>3</u> x 5 = <u>15</u> Column Totals: <u>98</u> (A) <u>263.00</u> (B) Prevalence Index = B/A = <u>2.68</u> |
| 1. <u>Cornus obliqua</u> | <u>10</u> | <u>Y</u> | <u>FACW</u> | |
| 2. <u>Ribes cynosbati</u> | <u>5</u> | <u>Y</u> | <u>FAC</u> | |
| 3. <u>Sambucus nigra</u> | <u>5</u> | <u>Y</u> | <u>FAC</u> | |
| 4. <u>Rosa multiflora</u> | <u>5</u> | <u>Y</u> | <u>FACU</u> | |
| 5. _____ | _____ | _____ | _____ | |
| <u>25.0</u> =Total Cover | | | | |
| Herb Stratum (Plot size: <u>5' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Hydrophytic Vegetation Indicators: ___ 1 - Rapid Test for Hydrophytic Vegetation <input checked="" type="checkbox"/> 2 - Dominance Test is >50% <input checked="" type="checkbox"/> 3 - Prevalence Index is ≤3.0 ¹ ___ 4 - Morphological Adaptations ¹ (Provide supporting data in Remarks or on a separate sheet) ___ Problematic Hydrophytic Vegetation ¹ (Explain) ¹ Indicators of hydric soil and wetland hydrology must be present, unless disturbed or problematic. |
| 1. <u>Hydrophyllum virginianum</u> | <u>15</u> | <u>Y</u> | <u>FAC</u> | |
| 2. <u>Elymus riparius</u> | <u>15</u> | <u>Y</u> | <u>FACW</u> | |
| 3. <u>Carex grisea</u> | <u>10</u> | <u>Y</u> | <u>FAC</u> | |
| 4. <u>Solidago gigantea</u> | <u>10</u> | <u>Y</u> | <u>FACW</u> | |
| 5. <u>Geum canadense</u> | <u>7</u> | <u>N</u> | <u>FAC</u> | |
| 6. <u>HESPERIS MATRONALIS</u> | <u>3</u> | <u>N</u> | <u>FACU</u> | |
| 7. <u>Symphotrichum urophyllum</u> | <u>3</u> | <u>N</u> | <u>UPL</u> | |
| 8. <u>Rudbeckia laciniata</u> | <u>3</u> | <u>N</u> | <u>FACW</u> | |
| 9. _____ | _____ | _____ | _____ | |
| 10. _____ | _____ | _____ | _____ | |
| <u>66.0</u> =Total Cover | | | | |
| Woody Vine Stratum (Plot size: <u>30' radius</u>) | Absolute % Cover | Dominant Species? | Indicator Status | Hydrophytic Vegetation Present? Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| 1. <u>Vitis riparia</u> | <u>7</u> | <u>Y</u> | <u>FACW</u> | |
| 2. _____ | _____ | _____ | _____ | |
| <u>7.0</u> =Total Cover | | | | |

Remarks: (Include photo numbers here or on a separate sheet.)
 Riparian shrub carr

SOIL

Sampling Point: P2

| Profile Description: (Describe to the depth needed to document the indicator or confirm the absence of indicators.) | | | | | | | | | |
|---------------------------------------------------------------------------------------------------------------------|---------------|-----|-----|----------------|-----|-------------------|------------------|---------|----------|
| Depth (inches) | Matrix | | | Redox Features | | | | Texture | Remarks |
| | Color (moist) | % | | Color (moist) | % | Type ¹ | Loc ² | | |
| 0-12 | 10YR | 3/1 | 100 | | | | | SIL | No redox |
| 12-24 | 10YR | 5/2 | 90 | 10YR | 3/4 | 10 | C | M | SCL |
| | | | | | | | | | |
| | | | | | | | | | |
| | | | | | | | | | |

¹Type: C=Concentration, D=Depletion, RM=Reduced Matrix, MS=Masked Sand Grains.

²Location: PL=Pore Lining, M=Matrix.

Hydric Soil Indicators:

- Histosol (A1)
- Histic Epipedon (A2)
- Black Histic (A3)
- Hydrogen Sulfide (A4)
- Stratified Layers (A5)
- 2 cm Muck (A10)
- Depleted Below Dark Surface (A11)
- Thick Dark Surface (A12)
- Iron Monosulfide (A18)
- Sandy Mucky Mineral (S1)
- 5 cm Mucky Peat or Peat (S3)

- Sandy Gleyed Matrix (S4)
- Sandy Redox (S5)
- Stripped Matrix (S6)
- Dark Surface (S7)
- Loamy Mucky Mineral (F1)
- Loamy Gleyed Matrix (F2)
- Depleted Matrix (F3)
- Redox Dark Surface (F6)
- Depleted Dark Surface (F7)
- Redox Depressions (F8)

Indicators for Problematic Hydric Soils³:

- Iron-Manganese Masses (F12)
- Red Parent Material (F21) Very
- Shallow Dark Surface (F22)
- Other (Explain in Remarks)

³Indicators of hydrophytic vegetation and wetland hydrology must be present, unless disturbed or problematic.

Restrictive Layer (if observed):

Type: _____
 Depth (inches): _____

Hydric Soil Present? Yes No

Remarks:

HYDROLOGY

Wetland Hydrology Indicators:

Primary Indicators (minimum of one is required; check all that apply)

- Surface Water (A1)
- High Water Table (A2)
- Saturation (A3)
- Water Marks (B1)
- Sediment Deposits (B2)
- Drift Deposits (B3)
- Algal Mat or Crust (B4)
- Iron Deposits (B5)
- Inundation Visible on Aerial Imagery (B7)
- Sparsely Vegetated Concave Surface (B8)
- Water-Stained Leaves (B9)
- Aquatic Fauna (B13)
- True Aquatic Plants (B14)
- Hydrogen Sulfide Odor (C1)
- Oxidized Rhizospheres on Living Roots (C3)
- Presence of Reduced Iron (C4)
- Recent Iron Reduction in Tilled Soils (C6)
- Thin Muck Surface (C7)
- Gauge or Well Data (D9)
- Other (Explain in Remarks)

Secondary Indicators (minimum of two required)

- Surface Soil Cracks (B6)
- Drainage Patterns (B10)
- Dry-Season Water Table (C2)
- Crayfish Burrows (C8)
- Saturation Visible on Aerial Imagery (C9)
- Stunted or Stressed Plants (D1)
- Geomorphic Position (D2)
- FAC-Neutral Test (D5)

Field Observations:

Surface Water Present? Yes No Depth (inches): _____
 Water Table Present? Yes No Depth (inches): 20
 Saturation Present? Yes No Depth (inches): 16
 (includes capillary fringe)

Wetland Hydrology Present? Yes No

Describe Recorded Data (stream gauge, monitoring well, aerial photos, previous inspections), if available:
 2005-2024 NAIP imagery

Remarks:



Endpoint Solutions
5012 West Oakwood Road
Project #: 20251710
December 30, 2025

Appendix D | Site Photographs



Photo #1 Sample point P1



Photo #2 Sample point P1



Photo #3 Sample point P1



Photo #4 Sample point P1



Photo #5 Sample point P2



Photo #6 Sample point P2



Photo #7 Sample point P2



Photo #8 Sample point P2



Photo #9 WW-1 is a watercourse within W-1



Photo #10 WW-1 is a watercourse within W-1



Endpoint Solutions
5012 West Oakwood Road
Project #: 20251710
December 30, 2025

Appendix E | Delineator Qualifications



April 1, 2025

Eric Parker, SPWS, CWS
Heartland Ecological Group, Inc.
4821 Elm Island Circle
Waterford, WI 53185

Subject: 2025 Assured Wetland Delineator Confirmation

Dear Eric Parker:

This letter provides Wisconsin Department of Natural Resources (WDNR) confirmation for the wetland delineations you conduct during the 2025 growing season. You and your clients will not need to wait for the WDNR to review your wetland delineations before moving forward with project planning. This will help expedite the review process for WDNR's wetland regulatory program. Your name and contact information will continue to be listed on our website at: <http://dnr.wi.gov/topic/wetlands/assurance.html>.

In the instance where a municipality may require a letter of confirmation for your work prior to moving forward in the local regulatory process, this letter shall serve as that confirmation. Although your wetland delineations do not require WDNR field review, inclusion of a Wetland Delineation Report is required for projects needing State authorized wetland, waterway and/or storm water permit approvals.

To comply with Chapter 23.321, State Statutes, please supply the department with a polygon shapefile of the wetland boundaries delineated within the project area. Please do not include data such as parcel boundaries, project limits, wetland graphic representation symbols, etc. If internal upland polygons are found within a wetland polygon, then please label as UPLAND. The shapefile should utilize a State Plane Projection and be overlain onto recent aerial photography. If a different projection system is used, please indicate in which system the data are projected. In the correspondence sent with the shapefile, please supply a brief description of each wetland's plant community (eg: wet meadow, floodplain forest, etc.). Please send these data to Calvin Lawrence (608-266-0756 or email at calvin.lawrence@wisconsin.gov).

If you or any client has a question regarding your status in the Wetland Delineation Professional Assurance Program, contact me by email at kara.brooks@wisconsin.gov or phone at 414-308-6780. Thank you for all your hard work and best wishes for the upcoming field season.

Sincerely,

Kara Brooks
Wetland Identification Coordinator
Bureau of Watershed Management



Eric C. Parker, SPWS

Principal Scientist
506 Springdale Street
Mount Horeb, WI 53572
eric@heartlandecological.com
(414) 380-0269



Mr. Parker is a Senior Professional Wetland Scientist and Professionally Assured Wetland Delineator in Wisconsin with 35 years of experience assisting public and private clientele. He has completed wetland projects in other states including IL, IN, OH, MI, ND, MO, PA, TX, MD, VA, and NC. His work has supported thousands of institutional, commercial, utility, residential, industrial & transportation projects. Mr. Parker's natural resource specialties include botanical surveys, wetland science, restoration and mitigation, and environmental corridor mapping. He has a widespread understanding of the scientific, technical, and regulatory aspects of natural resources projects. His interests also include floristic quality assessment (FQA) and wetness categorization of plant species.

Mr. Parker's experience includes the following: Botanical / Biological Surveys and Natural Resource Inventories; Rare Species Surveys, Conservation Plans and Monitoring; Wetland Determination, Delineation and Functional Assessment; Wetland Exemptions; Environmental Corridor Determinations/Mapping; Wetland Restoration, Mitigation, Banking and Monitoring; Habitat Restoration, Wildlife Surveys, SCAT surveys, Environmental Assessments; Local, state, federal permit applications; Expert Witness testimony; and Regulatory permit compliance.

Education

BS, Watershed Management, Soils Minor
University of WI - Stevens Point, 1983

Wetland Ecosystems (including delineation & assessment), USEPA Graduate School Washington DC, 1988

Field Oriented Wetland Delineation Course (1987 Corps Manual) Wetlands Training Institute (WTI) St. Paul, MN, 1994

Basic Wetland Delineation Training Wisconsin Dept. of Administration Waukesha, WI, 1997

Vegetation Description, UWM Cedarburg Bog Field Station, Saukville, WI, 1998

Advanced Wetland Delineation, U. of WI - La Crosse, Bayfield County, WI, 2001

Critical Methods in Wetland Delineation, University of WI - La Crosse Continuing Education and Extension, Madison, WI, 2006, 2008, 2010, 2014, 2016-2020

Mosses ID & Ecology, UWM Cedarburg Bog Field Station, Saukville, WI, 1998

Sedges ID & Ecology, UWM Cedarburg Bog Field Station, Saukville, WI, 2002, 2006, 2010

Grasses ID & Ecology, UWM Cedarburg Bog Field Station, Saukville, WI, 1998

Registrations

Senior Professional Wetland Scientist #838, (SPWS), Society of Wetland Scientists Professional Certification Program, 1995-current

Certified Wetland Scientist #C-058, (CWS), Stormwater Management Commission Lake County, IL, 2002-current

Qualified Wetland Review Specialist #W-057, (QWRS), Kane County, IL, 2006-current



Project Experience

Wetland Delineation & Regulatory Support

2022 Wetland Delineations, Exemption Submittals, and Permitting (104 sites)

Capitol Dr Property, Waukesha Co., WI (Jan); Puetz Rd Property, Milwaukee Co., WI (Jan); Glas Driveway Wetlands and GP, Kenosha Co., (Mar); 19555 W Lincoln Ave GP, Waukesha Co., WI (Mar); Northern Oaks Subd GP-AWER, Waukesha Co., WI (Mar); Workman Properties, Waukesha Co., WI (Apr); 5732 W Rawson Av, Milwaukee Co., WI (Apr); 2705 West Rd, Racine Co., WI (Apr); CTH CW Site, Dodge Co., WI (Apr); 4-Mile Rd Property, Racine Co., WI (Apr); Kurtze Ln Property, Waukesha Co., WI (Apr); 128th St Parcel, Kenosha Co., WI (Apr); Thomas Property Wetlands-PEC-Navigability, Waukesha Co., WI (Apr); Ament Property, Racine Co., WI (Apr); W3970 South Shore Dr, Walworth Co., WI (Apr); N2280 Temperance Tr, Walworth Co., WI (Apr); S Clark St Parcel, Dodge Co., WI (Apr); Deer Haven GC, Waukesha Co., WI (May); Petrie Rd 7.5 Ac Parcel, Walworth Co., WI (Apr); 5.5Ac Parcel Mukwonago, Waukesha Co., WI (Apr); S107 W16311 Loomis Rd Parcel, Waukesha Co., WI (Apr); CTH A & USH 12 Property, Walworth Co., WI (Apr); Cape Crossing NFE, Milwaukee Co., WI (Apr); Teipner Parcel, Waukesha Co., WI (Apr); Lichner Parcel, Waukesha Co., WI (Apr); Biocut Systems Site AWER, Waukesha Co., WI (Apr); Spring St Parcels, Racine Co., WI (May); US41 Corridor, Waukesha Co., WI (Apr); Reddelien Rd Parcel, Waukesha Co., WI (May); Watertown Rd Property, Waukesha Co., WI (May); 10027 Camelot Dr, Racine Co., WI (May); Koller Property, Ozaukee Co., WI (May); Altschaefl Property, Waukesha Co., WI (May); Pipito Property Pond, Dodge Co., WI (May); Kenora Rd Parcels, Waukesha Co., WI (May); Moorland & Greenfield Wetlands-AWER, Waukesha County, WI (May); Alliant Edgewater GS, Sheboygan Co., WI (May); Arbet North Parcel, Kenosha Co., WI (May); Pleasant Prairie Police Station, Kenosha Co., WI (May); 3rd Ave Pleasant Prairie Site, Kenosha Co., WI (May); 10766 N Torrey Dr Property, Ozaukee Co., WI (Jun); Kolnick Parcel, Kenosha Co., WI (Jun); Gateway Dr Watertown, Jefferson Co., WI (Jun); Green Bay Gardens Site, Kenosha Co., WI (Jun); DuCharme Property Wetlands-PEC, Waukesha Co., WI (Jun); 2301 Lakeshore Dr. GP-Tree Survey, Ozaukee Co., WI (Jun); 641 Drexel Wetlands-GP, Milwaukee Co., WI (Jun); Quigley Farm, Washington Co., WI (Jun); Big Bend Business Park, Waukesha Co., WI (Jun); Lad Lake Property, Waukesha Co., WI (Jun); Pleasant Prairie PP Utility Corridor, Kenosha Co., WI (Jul); Pleasant Prairie Fire Station 3, Kenosha Co., WI (Jul); CTH H Parcels, Walworth Co., WI (Jul); Oakwood Rd Parcels, Milwaukee Co., WI (Jul); Big Bend Rd Property, Waukesha Co., WI (Jul); Heartland Communities, Racine Co., WI (Jul); Leo Living Bristol Wetlands-PEC, Kenosha Co., WI (Jul); Stream Conservation Union Grove, Racine Co., WI (Jul); 8979 S 42nd St Franklin, Milwaukee Co., WI (Jul); 2205 Silvernail Rd, Waukesha Co., WI (Jul); East Wolf Run Mukwonago, Waukesha Co., WI (Jul); 1302 Roundtable Dr, Racine Co., WI (Jul); Corporation Parcel Dover, Racine Co., WI (Jul); 11925 W Lake Park Dr, Milwaukee Co., WI (Jul); 17905 W Capitol Dr Parcel, Waukesha Co., WI (Jul); Mosconi West Property, Kenosha Co., WI (Jul); Promise Builders Site, Kenosha Co., WI (Jul); Highland Dr Menomonee Falls Botanical Survey, Waukesha Co., WI (Aug); METRO RDF Expansion, Milwaukee Co., WI (Aug); 5.53 Ac Mukwonago Site, Waukesha Co., WI (Aug); Northstar Beloit Site, Rock Co., WI (Aug); Wirth Farm PEC-AWER-Tree Survey, Ozaukee Co., WI (Aug); Olympia Fields Wetlands-AWER, Waukesha Co., WI (Aug); Maple Rd Softball Field, Washington Co., WI (Aug); Blise Property Pond, Washington Co., WI (Aug); St. Johns NW Military Academy Wetlands-PEC, Waukesha Co., WI (Aug); Wildwood Property Wetlands-Navigability, Walworth Co., WI (Aug); Goldendale Rd Property, Washington Co., WI (Aug); 6951 S Lovers Lane, Milwaukee Co., WI (Aug); Klumb Property Wetlands-Corridor, Waukesha Co., WI (Aug); Ulao Creek Residential, Ozaukee Co., WI (Sep); Grand Hills Castle Expansion GP, Waukesha Co., WI (Sep); 31110 82nd St Property, Kenosha Co., WI (Sept); Miller Property Wetlands-SEC, Waukesha Co., WI (Sep); Townline Rd Water Main Wetlands-GP, Waukesha Co., WI (Sep); Sanctuary at Good Hope East PEC, Waukesha Co., WI (Oct); Kutzler Express Property, Kenosha Co., WI (Oct); 47th Ave Property, Kenosha Co., WI (Oct); Steinbrink Property, Kenosha Co., WI (Oct); Caledonia Developments, Racine Co., WI (Oct); DeGrave Farm, Racine Co., WI (Oct); Nettesheim Farm Pewaukee, Waukesha Co., WI (Oct); Fisher-Barton Property, Waukesha Co., WI (Oct); BRP shipyard Sturtevant, Racine Co., WI (Oct); CTH C Site Sheboygan Falls, Sheboygan Co., WI (Oct); Willabay Meadows Residential, Walworth Co., WI (Oct); Thode Dr Property, Waukesha Co., WI (Oct); Middle Rd Property Wetlands-AWER, Racine Co., WI (Oct); Three Pillars Dousman Ph1A, Waukesha Co., WI (Oct); Primrose School Site Brookfield, Waukesha Co., WI (Oct); Grand Geneva Housing Site, Walworth Co., WI (Nov); 2651 Fuller Rd Site, Rock Co., WI (Nov); Willis Ray Rd Property, Walworth Co., WI (Nov); Harding Dr Menomonee Falls Site, Waukesha Co., WI (Nov).

2021 Wetland Delineations, Exemption Submittals, and Permitting (95 sites)

CTH CW Property Exemption, Jefferson Co., WI (Jan); BP Parcel Determination, Kenosha Co., WI (Mar); Narula Property, Kenosha Co., WI (Apr); So Wi Veterans Mem Cemetery, Racine Co., WI (Apr); N. 70th St. Site, Milwaukee Co., WI (Apr); 6th & Grange Site, Milwaukee Co., WI (Apr); North Lake Dr Site, Racine Co.,



WI (Apr); E. Lakeshore Dr Property, Kenosha Co., WI (Apr); Deaton Parcel Exemption, Kenosha Co., WI (Apr); Alliant Energy Solar Site, Sheboygan Co., WI (Apr); Breg-3 Site Exemptions, Milwaukee Co., WI (Feb); Bristol Highlands, Kenosha Co., WI (Apr); Sandalwood Lot 20, Oconto Co., WI (Apr); Martin Rd Parcels, Waukesha Co., WI (Apr); Fair Meadow Subd Exemption, Walworth Co., WI (Apr); Will Rose Haven GP, Waukesha Co., WI (Apr); Bristol Property Wetlands & Exemption, Kenosha Co., WI (Apr); 11900 N Port Washington Rd, Ozaukee Co., WI (Apr); Gibbs Parcel, Kenosha Co., WI (May); Schaefer Farm, Racine Co., WI (May); Lisbon 12-Ac Parcel, Waukesha Co., WI (May); Coach Hills Exemptions, Racine Co., WI (May); Ventimiglia Property, Oconto Co., WI (May); Case HS Property, Racine Co., WI (May); Warntjes North-South Parcels, Kenosha Co., WI (May/Jul); CSM 3325 Dover, Racine Co., WI (May); STH 175 Parcel, Washington Co., WI (May); Holy Hill Rd Property, Washington Co., WI (May); Lyons Parcel Determination, Walworth Co., WI (May); CSM 3591 Mequon, Ozaukee Co., WI (May); Parcel 293-0965 Pleasant Prairie, Kenosha County, WI (May); Denoon Country Estates Muskego, Waukesha Co., WI (May); Blaze Landscaping Lisbon Parcel Wetlands-Exemption, Waukesha Co., WI (Jun); Hughes Parcel wetlands-Woodlands-PEC, Racine Co., WI (Jun); Logan Parcel, Washington Co., WI (May); CTH LL Property, Ozaukee Co., WI (Jun); Steenburg Farm Oakridge, Fond du Lac Co., WI (Jun); Steenburg Farm Dallman, Fond du Lac Co., WI (Jun); UW Parkside Utility Renovations, Kenosha County, WI (May); Salem Lakes Parcel 70412, Kenosha County, WI (Jun); Russet Ct Muskego Site, Waukesha Co., WI (Jun); Kazmierczak Property, Washington Co., WI (Jun); Parcel 152-0100 Pleasant Prairie, Kenosha Co., WI (Jun); 59-Acre Parcel Lisbon Property, Waukesha Co., WI (Jun); 98th St Parcel Randall, Kenosha Co., WI (Jun); Ryan Rd 80-Ac Site, Milwaukee Co., WI (Jul); Hickory Hill West Wetland-PEC Lisbon, Waukesha Co. WI (Jun); Cranberry Creek Landvill, Wood Co., WI (Jul); Christina Estates Outlot 1 Exemption, Racine Co., WI (Jul); LG House of Music Property, Walworth Co., WI (Jul); STH 158-194 Property, Kenosha Co., WI (Aug); 3-Mile Rd Property, Racine Co., WI (Jul); Price Parcel Ottawa, Waukesha Co., WI (Jul); Lot 1 Lilac Rd Rubicon, Dodge Co., WI (Aug); 633 Progress Dr Determination, Ozaukee Co., WI (Jul); I41 & STH60 Property Slinger, Washington Co., WI (Aug); Summit Parcel 0708985 Determination, Waukesha Co., WI (Aug); Timberline Trail Landfill Wetlands and Exemption, Rusk Co., WI (Aug); Seasons at Mt Pleasant Sewer, Racine Co., WI (Aug); Kenny Dr Lots 1-2, Washington Co., WI (Aug); Bliffert Lumber Germantown, Washington Co., WI (Aug); Gibson Parcels Eagle Site, Waukesha Co., WI (Aug); Clover Run Stables, Racine Co., WI (Sep); Pink Property Salem Lakes GP, Kenosha Co., WI (Sep); Albano Property Carol Beach, Kenosha Co., WI (Sep); Mosconi Parcel Somers, Kenosha Co., WI (Sep); Petrie Rd Property Geneva, Walworth Co., WI (Sep); NML Property Oak Creek, Milwaukee Co., WI (Sep); Carol Beach Estates, Kenosha Co., WI (Sep); Mt. Pleasant Business Ctr Site, Racine Co., WI (Sep); Pleasant Prairie Power Plant, Kenosha Co., WI (Sep); STH 31 Property, Racine Co., WI (Sep); 112th St Expansion Parcel, Milwaukee Co., WI (Oct); Glacier Ridge Landfill EC Site, Dodge Co., WI (Sep); City-View Subdivision Horicon, Dodge Co., WI (Sep); Rock Rd Co Beloit, Rock Co., WI (Oct); Glass Parcels Richfield, Washington Co., WI (Oct); Alliant Clinton Substation, Rock Co., WI (Oct); Triggs Property Delafield, Waukesha Co., WI (Oct); Singh Parcel Franklin, Milwaukee Co., WI (Oct); Hilmer Property Muskego, Waukesha Co., WI (Oct); Baseler Property Muskego, Waukesha Co., WI (Oct); ALDI Property Oak Creek, Milwaukee Co., WI (Oct); Plank Rd Property Burlington, Racine Co., WI (Oct); Jackson Marsh Restoration Site, Washington Co., WI (Oct); Pilgrim Rd Parcel Brookfield, Waukesha Co., WI (Oct); Henneberry Parcel Muskego, Waukesha Co., WI (Oct); Ewig Parcel Franklin, Milwaukee Co., WI (Oct); STH 120 Site L Geneva, Walworth Co., WI (Oct); KMHS Wales, Waukesha Co., WI (Oct); 184th Ave Bristol Property, Kenosha Co., WI (Oct); 144th Ave Bristol Property, Kenosha Co., Pabst Rd Oconomowoc Site, Waukesha County, WI (Oct); N Lake Shore Dr Mequon, Ozaukee Co., WI (Nov); 28414 Wilmot Rd Salem Lakes, Kenosha Co., WI (Nov); 819 E Drexel Site, Milwaukee Co., WI (Nov).

2020 Wetland Delineations, Exemption Submittals, and Permitting (90 sites)

Courtney Street Storage Buildings, Racine Co., WI (Feb); 86th Ave & STH 165 Parcel, Kenosha Co., WI (Feb-Apr); Harris Gravel Pit, Dane Co., WI (Mar-Apr); Alliant Birnamwood Substation, Shawano Co., WI (Apr); Rolling Meadows Drive Parcel, Fond du Lac Co., WI (Apr); Lieds Nursery Site, Waukesha Co., WI (Apr); Plas-Tech Engineering Site, Walworth Co., WI (Apr); Fink Parcel, Racine Co., WI (Apr); Lot 1 Proposed CSM 3258, Racine Co., WI (Apr); Harris Gravel Pit, Dane Co., WI (May); Schumacher Rd Reconstruction, Dane Co., WI (Apr); Whitetail Ridge Ph2, Kenosha Co., WI (Apr), Kelly Pit Addition, Dane Co., WI (Apr); Myrtle Way Road Improvements, Rock Co., WI (Apr); Pewaukee Industrial Park South, Waukesha Co., WI (May); Mueller Property, Fond du Lac Co., WI (Apr); 3901 Kipp Street Site, Dane Co., WI (Apr); Witte Parcels, Dane Co., WI (Apr); Sandalwood Lots 7-8, Oconto Co., WI (Apr); Yellowstone Outdoor Resort, Lafayette Co., WI (Apr); S&L Underground Expansion, Columbia Co., WI (May); 200 Baraboo Street, Sauk Co., WI (May); Jefferson Pit, Jefferson Co., WI (May); Rock Point Village, Waukesha Co., WI (May); Blanchardville Coop Oil & NGSD Parcels, Green Co., WI (May); Logtown Development, Sauk Co., WI (Jun); Maple Ave Property, Waukesha Co., WI (May); Wanasek Property, Racine Co., WI (May); Meier Farms, Dane Co., WI (Jun); 76th & Ryan Site, Sauk Co., WI (May); Milton Townline Road Site, Rock County, WI (May); Somers Multi-family Site, Kenosha



Co., WI (May); Cazenovia WWTP Expansion, Waukesha Co., WI (Jun); Waukegan Property, Lake Co., IL (Jun); Ozaukee Christian School, Washington Co., WI (Jun); Kohler Distribution Center, Sheboygan Co., WI (Jun); Veterans Memorial Park West Site, Kenosha County, WI (Jun); Veterans Memorial Park East Site, Kenosha County, WI (Oct); Bristol Commons Site, Kenosha Co., WI (Jun); Barels Property, Racine Co., WI (Jun); Rogich Property, Milwaukee Co., WI (Jun); CTH MM Intersection Reconstruction, Dane Co., WI (Jul); Rose Property, Racine Co., WI (Jun); Baldev Court Property, Ozaukee Co., WI (Jul); Paul-Meghan Dominie Property, Dane Co., WI (Jul); Union Court Site, Kenosha Co., WI (Jul); Webcrafters Parcels, Dane Co., WI (Jul); Site Security Upgrades Site, Waukesha Co., WI (Jul); Scuppernong Creek Site, Waukesha Co., WI (Jul); W9030 Oak Ridge Road Property, Jackson Co., WI (Jul); Cherokee Golf Course, Dane Co., WI (Aug); W3948 South Shore Drive, Walworth Co., WI (Aug); Caledonia Multifamily Site, Racine Co., WI (Aug), Mittelstaedt Property, Sauk Co., WI (Aug); 1525 Bryce Drive Parcel, Winnebago Co., WI (Sep); Platten Property, Outagamie Co., WI (Sep); St. Mary's Springs Site, Fond du Lac Co., WI (Sep); Fairway Village Site, Ozaukee Co., WI (Sep); Quarry Park Site, Waukesha Co., WI (Sep); CTH F-Concord Site, Jefferson Co., WI (Sep); HJ Williams Farm, Adams Co., WI (Oct); STH 16-Lisbon Rd Parcel, Waukesha Co., WI (Sep); Golden Lake Road Property, Waukesha Co., WI (Sep); 4522 CTH P Parcel, Washington Co., WI (Sep); Darby Farms, Kenosha Co., WI (Sep); 227 Sussex Street, Waukesha Co., WI (Sep); Lexus of Brookfield Site, Milwaukee Co., WI (Sep); Wesner Greenfield Ave Parcels, Waukesha Co., WI (Sep); Oriole Lane Parcels, Ozaukee Co., WI (Oct); Wayside Parkview Estates, Brown Co., WI (Sep); Wind Point Parcel, Racine Co., WI (Oct); Geneva National Lot 18-23, Walworth Co., WI (Oct); Badger Farm, Racine Co., WI (Oct); Dorset Corners Substation, Monroe Co., WI (Sep); Covered Bridge Rd Site, Ozaukee Co., WI (Oct); Trek Distribution Center, Jefferson Co., WI (Oct); Craftsman Drive Parcel, Waukesha Co., WI (Oct); Village Green Subdivision, Ozaukee Co., WI (Oct); Ansay Farm, Ozaukee Co., WI (Oct); Zenner Farm Property, Racine Co., WI (Oct); West Snell Rd Site, Winnebago Co., WI (Oct); Kenosha County Bridges, Kenosha Co., WI (Oct); Confidential Site Janesville, Rock Co., WI (Oct); Janesville Airport Site, Rock Co., WI (Oct); 10920 West Liberty Drive, Milwaukee Co., WI (Oct); V of River Hills 53-Acre Site, Milwaukee Co., WI (Oct); Hwy 14 & Lacy Rd Site, Dane Co., WI (Oct); Wilderness Way Parcel, Waukesha County, WI (Oct); Hummingbird Lane Parcel, Sheboygan Co., WI (Oct); Plainview Rd Site, Waukesha Co., WI (Nov); Delimat Property, Kenosha Co., WI (Nov); 11900 N Port Washington Rd Parcel, Ozaukee Co., WI (Nov); Canopy Hills Artificial Wetland, Racine Co., WI (Dec); Strauss Brands Facility, Milwaukee County, WI (Dec).

2019 Wetland Delineations, Exemption Submittals, and Permitting (39 sites)

North Hills Subdivision, Waukesha Co., WI (Jan); Prairie Walk Subdivision, Waukesha Co., WI (Apr); Loomis Parcel Determination, WI (Mar-Apr); Lamminem Parcel, Kenosha Co., WI (Apr); Lot 103 Burlington, Racine Co., WI (Apr); 7220 Ryan Rd Parcel, Milwaukee Co., WI (Apr); 1-Acre Franklin Parcel, Milwaukee Co., WI (June); 256th Ave Site, Kenosha Co., WI (May); 915 Main St Mukwonago, Waukesha Co., WI (May); Muskego Lakes CC, Muskego, Waukesha Co., WI (June), Bonniwell Road Parcel, Ozaukee Co., WI (July); 333 Portland Rd Site, City of Waterloo, Jefferson Co., WI (May); Thompson Lane Parcel, Village of Chenequa, Waukesha Co., WI (May); Schmitz Redi-Mix Site, Village of Mt. Pleasant, Racine Co., WI (June); New Berlin Redi-Mix Site, City of New Berlin, Waukesha Co., WI (May); Elm Grove Road Basin, City of New Berlin, Waukesha Co., WI (May); Lathrop-Meacham Parcels Mitigation Site, Village of Mt. Pleasant, Racine Co., WI (May-July); Lot 18-31 Geneva National Site, Town of Geneva, Walworth Co., WI (July); Bohner's Lake Parcel, Town of Burlington, Racine Co., WI (Sept); 6970 South 6th St., City of Oak Creek, Milwaukee Co., WI (Aug); Weatherstone Meadows site, City of New Berlin, Waukesha Co., WI (Aug); Parkview Apartments site, Village of Somers, Kenosha Co., WI (Aug); Volkswagen Expansion site, Village of Pleasant Prairie, Kenosha Co., WI (Aug); Pewaukee-Brookfield Trail, Waukesha Co., WI (Aug-Sept); Parcel 1268-993, City of New Berlin, Waukesha Co., WI (Aug); Germantown Industrial Business Park, Washington Co., WI (Oct); Haasch- Finger site, City of Brookfield, Waukesha Co., WI (Oct); Kennedy Property, Village of Waunakee, Dane Co., WI (Oct); Jefferson County Interurban Trail, Towns of Watertown and Ixonia, Jefferson Co., WI (Oct); Mukwonago Residential Parcel, Village of Mukwonago, Waukesha Co., WI (Oct); Pine Ridge Estates, City of Oconomowoc, Waukesha Co., WI (Oct); Silver Lake Parcels, Village of Salem Lakes, Kenosha Co., WI (Oct); New Berlin Trail Phase II, City of Waukesha, Waukesha Co., WI (Oct); 1910 W Puetz Road site, City of Oak Creek, Milwaukee County, WI (Oct); Project Redline, Village of Menomonee Falls, WI (Oct); CSM 3232 Oulot 1, Village of Mt. Pleasant, Racine Co., WI (Oct); Plant Community Mapping and Assessment, City of Oak Creek, Milwaukee Co., WI (Nov); Faber Property, Village of Williams Bay, Walworth Co., WI (Nov); Campus Drive Property, Village of Hartland, Waukesha Co., WI (Dec).

Example 2018 Wetland Delineations in WI and IL (50 sites)

Homestead Acres, Racine Co., WI (Apr); Greenmeadows, Racine Co., WI (Apr), Wind Point School, Racine Co., WI (Apr); Vintage Parc East, Kenosha Co., WI (Apr); Nelson-Heckel, Kenosha Co., WI (Apr); Caledonia Storage, Racine Co., WI (Apr); New Berlin Storage, Waukesha Co., WI (Mar); Manke Gravel Pit, Columbia



Co., WI (May); Drissel-Wallace, Kenosha Co., WI (May); LaBelle Golf Course, Waukesha Co., WI (May); Waterloo Aluminum, Jefferson Co., WI (May); Salem Business Park, Kenosha Co., WI (May); Audubon Arboretum, Racine Co., WI (May); Briarwood, Racine Co., WI (May); Basting-Brown Parcels, Waukesha Co., WI (May); 84-Acre Site, Racine Co., WI (May); Jolenta Lane, Waukesha Co., WI (Apr); Rock Road Storage, Walworth Co., WI (May); Wildwood Creek, Winnebago Co., WI (Jun); Green Bay Site, Brown Co., WI (Jun); Main Street Market, Kenosha Co., WI (Jul); Armstrong Eddy Park, Rock Co., WI (May); Hickory St Site, Ozaukee Co., WI (Jun); Parcel DW 800004, Walworth Co. (Jun); Lot 8 Parcel WCA-0003, Walworth Co., WI (Jun); RRR Grundy, Kane Co., IL (Jul); Coleman Norris Parcel, Waukesha Co., WI (Jul); Deaton Parcel, Kenosha Co., WI (Aug); Hintz Parcel, Washington Co., WI (Aug); Loomis-Ryan Rds Site, Milwaukee Co., WI (Aug); Grass Parcels, Waukesha Co., WI (Sep); Mallard Ridge Landfill Pipeline, Walworth Co., WI (Sep); Glacier Ridge Landfill Pipeline, Dodge Co., WI (Sep); Ravenwoods, Waukesha Co., WI (Aug); Canopy Hills, Racine Co., WI (Sep); Duck Pond, Kenosha Co., WI (Sep); Splinter Parcels, Racine Co., WI (Oct); Berget Parcel, Walworth Co., WI (Sep); Saylesville Rd Parcel, Waukesha Co., WI (Oct); Racine Ave-Lawnsdale Rd Parcel, Waukesha Co., WI (Oct); Braun Rd-90th St Parcel, Racine Co., WI (Oct); Grafton Parcels, Ozaukee Co., WI (Dec); Crawford Parcel, Racine Co., WI (Nov); Kotas Parcels, Racine Co., WI (Nov); Altamount Acres South, Racine Co., WI (Dec); Christina Estates, Racine Co., WI (Dec); Christina Estates NE, Racine Co., WI (Dec); Lathrop Parcel, Racine Co., WI (Dec); Hillside Ridge, Waukesha Co., WI (Dec); Stolz Property, Waukesha Co., WI (Dec).

Example 2017 Wetland Delineations in WI, MI, IN, and IL (31 Sites)

Back 40 Mine, Menominee Co., MI (Jan); Oakdale Rd Site, Waukesha Co., WI (Sep); Birds Eye Foods, Walworth Co., WI (Sep); Boss Property, Leelanau Co., MI (Jul); Brighton Estates, Waukesha Co., WI (Sep); Saltzman North, Waukesha Co., WI (Sep); Susnar Parcel, Waukesha Co., WI (Sep); Wrenwood Site, Washington Co., WI; Chorneyko Site, Walworth Co., WI (Apr); CN Railroad Bridges-6 Sites, Fond du Lac & Winnebago Co's, WI; CN Railroad Freepport Culvert, Kane Co., IL (May); Herrling Site, Dane Co., WI (Sep); MMSD Sewerage Project, Milwaukee Co., WI (May); Spring St Site, Racine Co., WI (Oct); Goshen Midway Cell Tower, Elkhart Co., IN (Apr); Two Creeks Utility Site, Manitowoc Co., WI (Nov); Suncast Site, Kane Co., IL (Dec); Lot 51 Lakeview Corp Park, Kenosha Co., WI (Oct); Lakefront Gun Range, Racine Co., WI (Oct); WI Club Golf Course, Milwaukee Co., WI (Apr); WisDOT Improvements, STH 32 Racine Co (Aug), STH 67 Walworth Co. (Sep), STH 20, Racine Co. (Oct), 27th St, Milwaukee Co. (Sep); Conference Point Boat Launch, Walworth Co., WI (Oct); Lake View RR Corridor, Portage Co., WI (Sep).

Example 2016 Wetland Delineations in WI, OH, MI and IL (Mostly Large Projects)

AEP Wavery-Adams-Seaman 138 kV Trans. Line Rebuild, Adams & Pike Co's, OH (Dec); Kansas West-Faraday Trans. Line Rebuild-Macon, Moultrie, & Coles Co's, IL (Jan); Riveredge Nature Center Preliminary, Ozaukee Co., WI (Feb); Lost Creek Mitigation Site, Portage Co., WI (Jun); I-41 Burleigh to Good Hope Corridor WisDOT, Milwaukee Co., WI (Jul); STH 60 Corridor, Ozaukee & Washington Co's, WI (Aug-Oct); Erin Hills Golf Course, Washington Co., WI (Sep); Back 40 Mine, Menominee Co., MI; Lake Zurich SW Cell Tower, Lake Co., IL (Oct); Acme Steel Coke Site, Cook Co., IL (Dec).

Example 2015 Wetland Delineations in WI, IL, and MO (Mostly Large Projects)

Bolser Street MO33211-M Cell Tower Site, Grundy Co., MO (Sep); Section 9 Site, Dane Co., WI (Apr); Franzel Rd Site, Bayfield Co., WI (Apr); Big Eau Pleine Mitigation Site, Marathon Co., WI (Aug); Taylor Road Siding Track, Jackson Co., WI (Nov); UPS-CACH Site, Cook Co., IL (Jun); Eggers Woods Forest Preserve, Cook Co., IL (Mar).

Example 2014 Wetland Delineations in WI, IL, and MI (Mostly Large Projects)

Emerald Park Western Expansion, Waukesha Co., WI (Oct); Arcadia Mining Site-Trempealeau Co., WI (Apr); Kalamazoo River Parcel, Kalamazoo and Calhoun Co's, MI (Jul); G2 Mitigation Site - Winnebago Co., WI (May); Line 6A MP 378.94, McHenry Co., IL (Sep); Geneva National Site, Walworth Co., WI (Nov); Nortrax Site -Lincoln Co., WI (Oct); Toberman Parcel- Crawford Co., WI (Oct).

Example 2013 Wetland Delineations in WI, IL, OH, and MI (Mostly Large Projects)

West Central Lateral - Eau Claire, Clark, Jackson & Monroe Co's, WI (Apr-May); Walker Cranberry 80- acre Parcel - Jackson Co., WI (Sept - Oct); Berne to Natrium Pipeline, Monroe Co., OH (Oct); CNX Noble Pipeline - Noble Co., OH (Oct); Deer Grove Forest Preserve, Cook Co., IL (Nov).

Example 2012 Wetland Delineations in WI, IL, IN, and TX (Mostly Large Projects)

West Central Lateral (190 miles), Eau Claire, Clark, Jackson & Monroe Co's, WI (Sep-Nov); Morrison Creek



Cranberry Parcel, Jackson Co., WI (Aug); London Mitigation Site, Jefferson Co., WI (July); Southern Access Pipeline, Sawyer & Washburn Co's, WI (Jun); I-80 Interchange, LaPorte Co., IN (Mar); Eagle-Ford Shale Plays, LaSalle & McMullen Co's, TX (Jan-Feb).

I-94 Corridor Wetland and Primary Environmental Corridor Mapping and Endangered Species Study, Milwaukee, Racine, and Kenosha Counties, WI (Project Manager and Lead Scientist)

Primary Environmental Corridor Delineation Parkview Site, Village of Somers, WI (Lead Scientist)

Elm Road Generating Station, Oak Creek & Caledonia, WI (Project Manager & Lead Scientist)

Tri-State Tollway, Deerfield Plaza Wetland and Endangered Species Investigation, Lake and Cook Counties, IL (Lead Scientist)

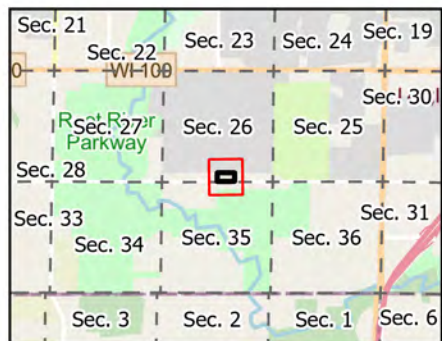
Guardian II Laterals, Fox Valley, Hartford and West Bend, WI (Project Manager and Lead Scientist)


ATC Paris to St. Martins (KK3025) 138KV Line Rebuild, Kenosha, Racine and Milwaukee Counties, WI (Project Manager and Lead Scientist)



Endpoint Solutions
5012 West Oakwood Road
Project #: 20251710
December 30, 2025

Appendix F | NAIP Imagery



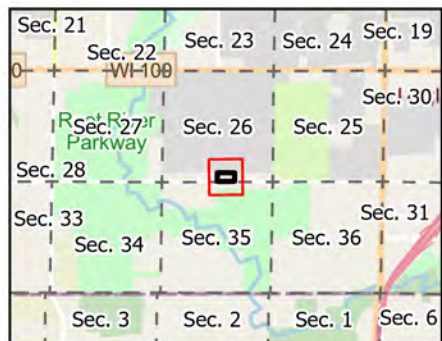
 Study Area (7.87 ac)



Heartland
ECOLOGICAL GROUP INC

2005-06-08 NAIP
Aerial Imagery
5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

2005 NAIP
USDA



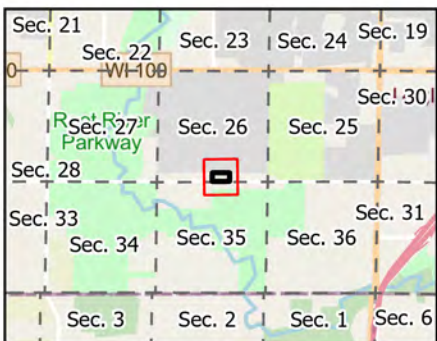
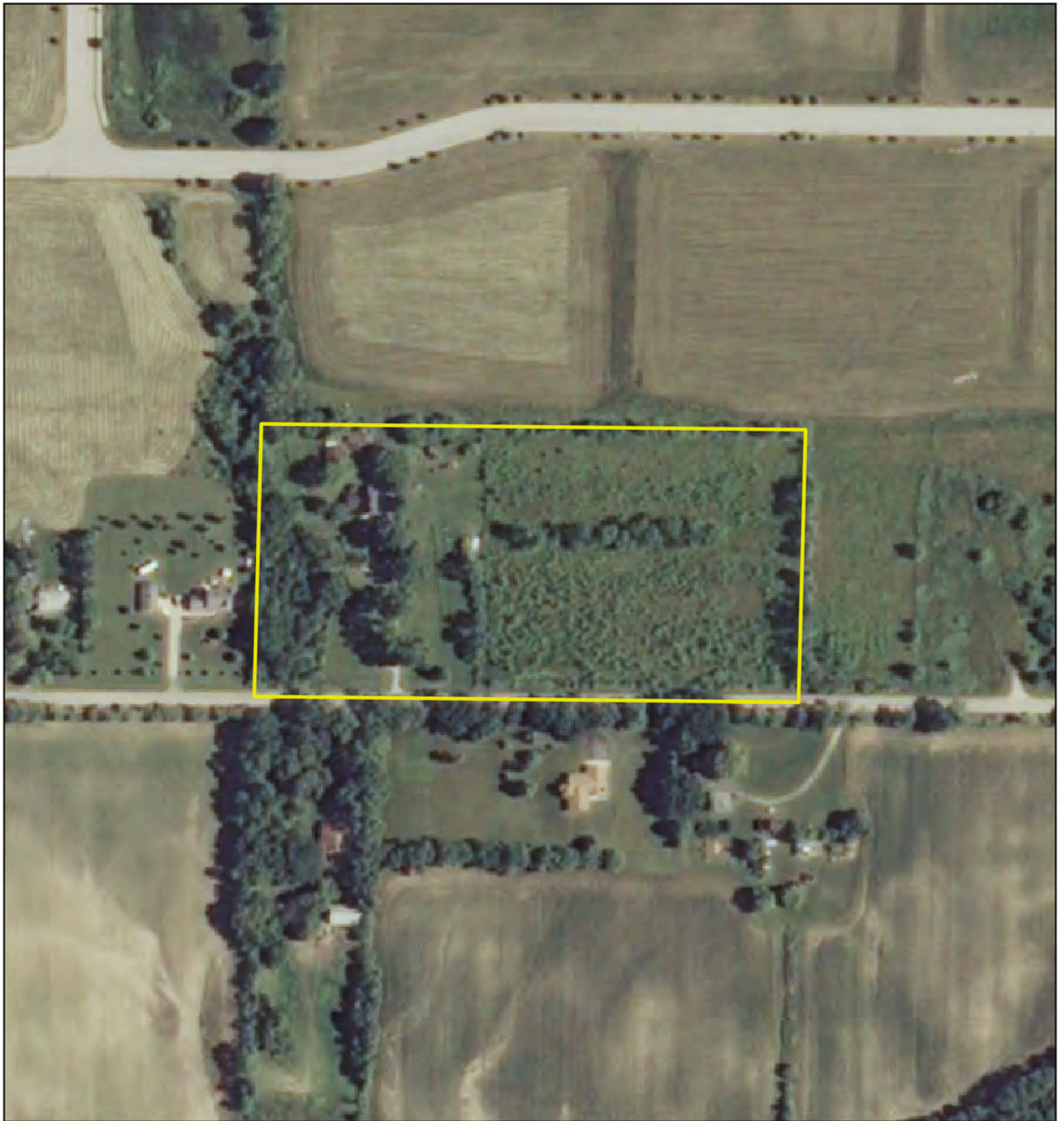
 Study Area (7.87 ac)




Heartland
ECOLOGICAL GROUP INC

2006-06-12 NAIP
Aerial Imagery
5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

2006 NAIP
USDA



 Study Area (7.87 ac)




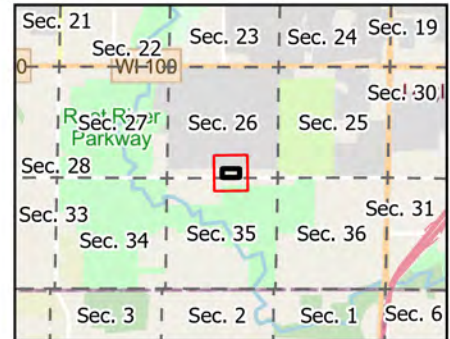
Heartland
 ECOLOGICAL GROUP INC

2008-07-05 NAIP
 Aerial Imagery
 5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2008 NAIP
 USDA



 Study Area (7.87 ac)




Heartland
 ECOLOGICAL GROUP INC

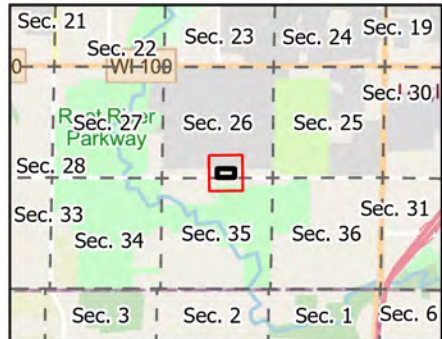
2010-06-28 NAIP
 Aerial Imagery

5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2010 NAIP
 USDA



 Study Area (7.87 ac)



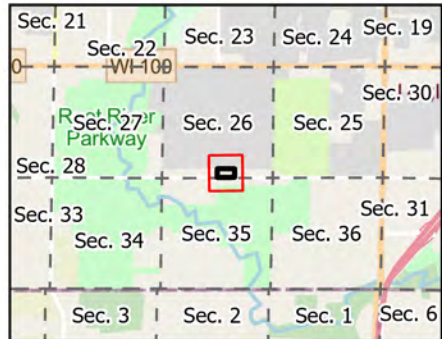
Heartland
 ECOLOGICAL GROUP INC

2013-06-19 NAIP
 Aerial Imagery
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 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2013 NAIP
 USDA



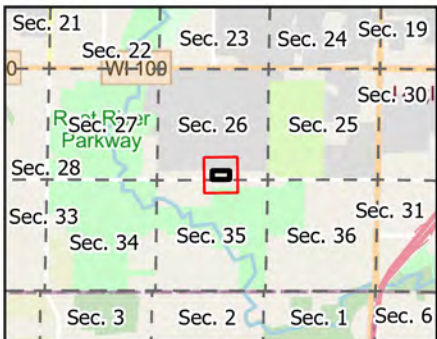
 Study Area (7.87 ac)



Heartland
 ECOLOGICAL GROUP INC

2015-09-22 NAIP
 Aerial Imagery
 5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2015 NAIP
 USDA



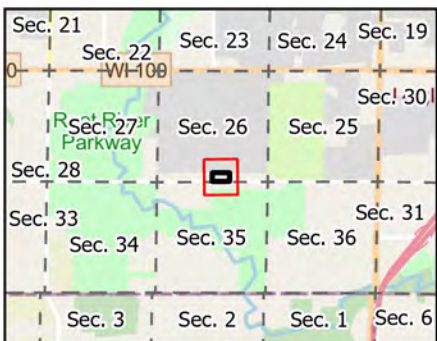
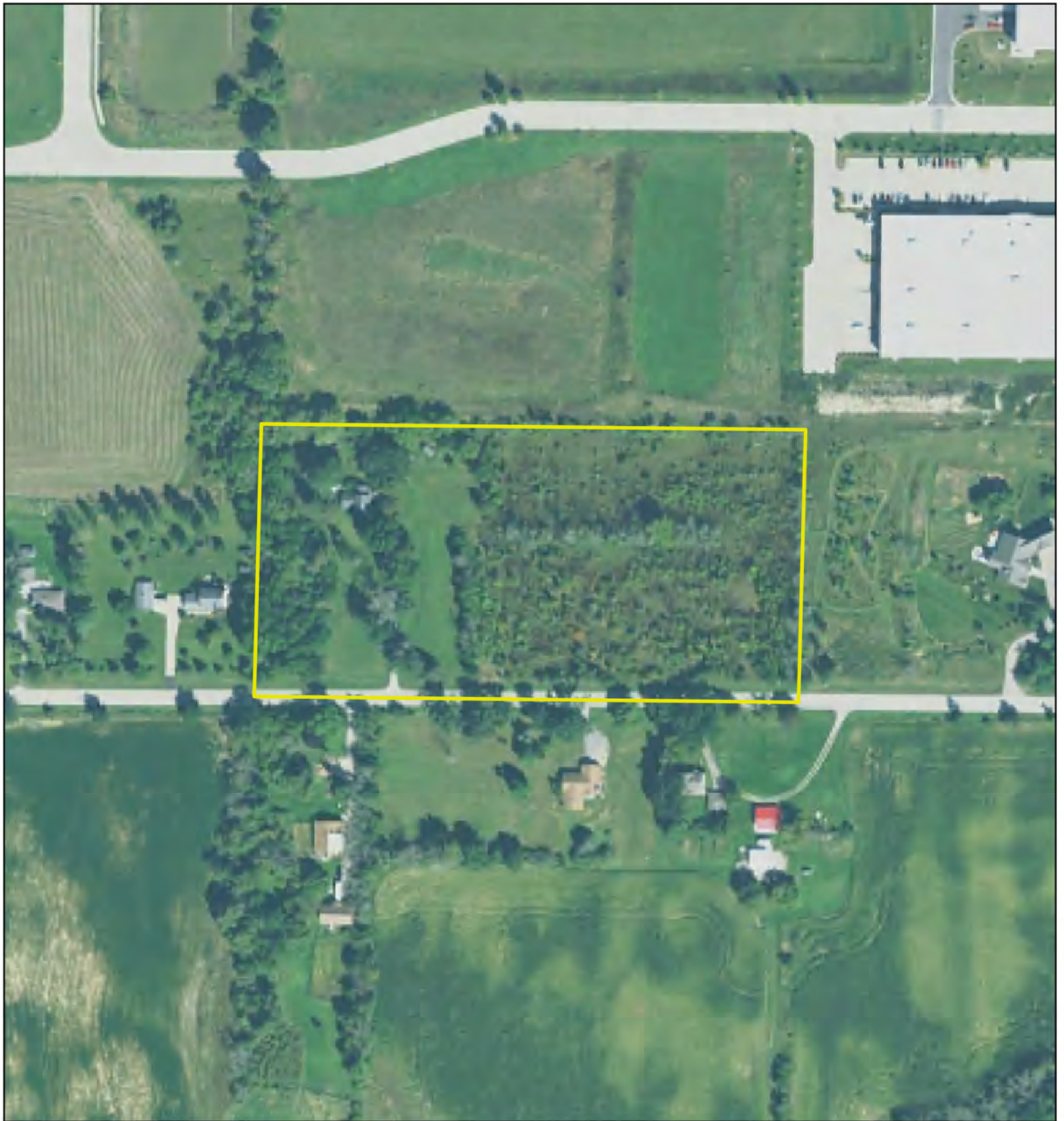
Study Area (7.87 ac)




Heartland
 ECOLOGICAL GROUP INC

2017-09-22 NAIP
 Aerial Imagery
 5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2017 NAIP
 USDA



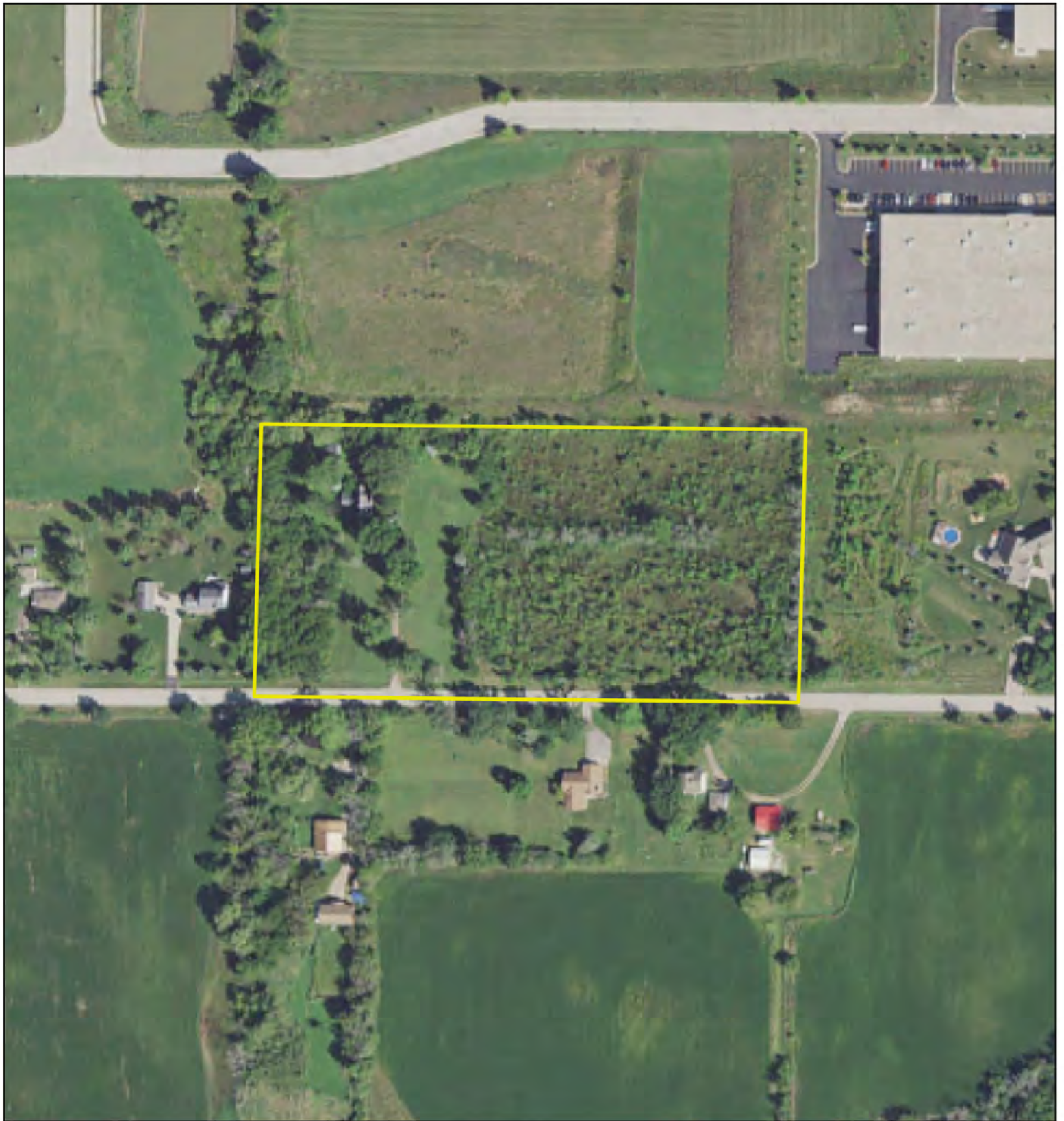
 Study Area (7.87 ac)



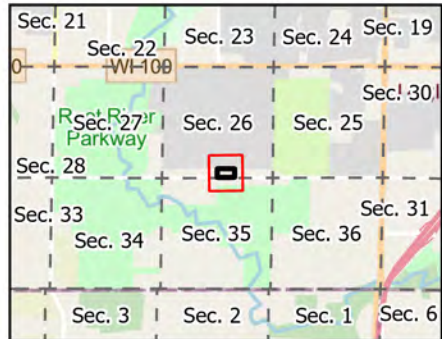
Heartland
ECOLOGICAL GROUP INC

2018-09-14 NAIP
Aerial Imagery
5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

2018 NAIP
USDA



 Study Area (7.87 ac)




Heartland
 ECOLOGICAL GROUP INC

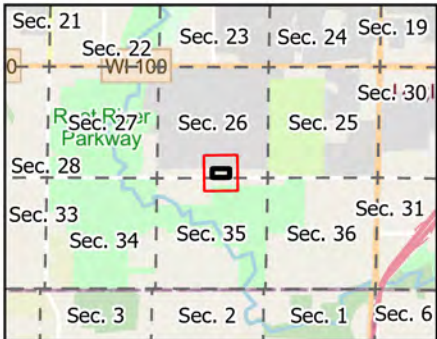
2020-09-02 NAIP
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 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2020 NAIP
 USDA



 Study Area (7.87 ac)

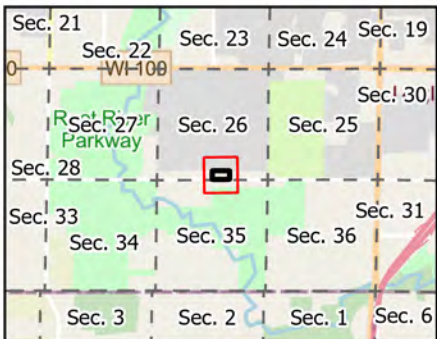
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Heartland
 ECOLOGICAL GROUP INC

2022-06-23 NAIP
 Aerial Imagery
 5012 West Oakwood Road
 Project #20251710
 T5N, R21E, S26
 C Franklin, Milwaukee Co

2022 NAIP
 USDA



Study Area (7.87 ac)



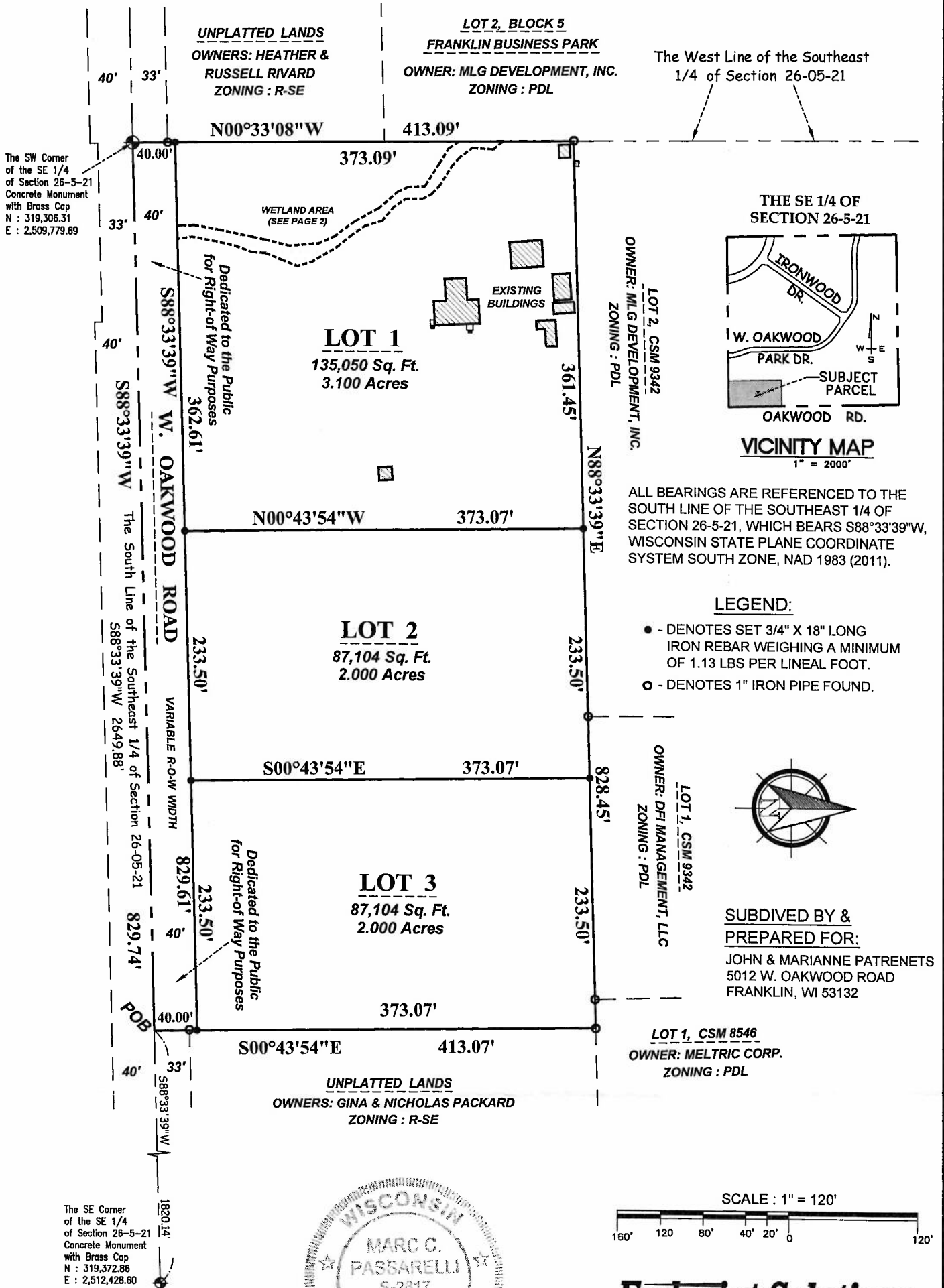
Heartland
ECOLOGICAL GROUP INC

2024-10-01 NAIP
Aerial Imagery
5012 West Oakwood Road
Project #20251710
T5N, R21E, S26
C Franklin, Milwaukee Co

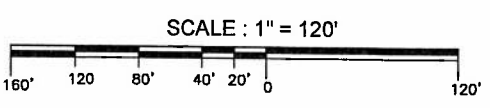
2024 NAIP
USDA

CERTIFIED SURVEY MAP NO. _____

BEING A PART OF THE SOUTHWEST 1/4 OF THE SOUTHEAST 1/4 OF SECTION 26, TOWNSHIP 5 NORTH, RANGE 21 EAST, IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN.



SUBDIVED BY & PREPARED FOR:
JOHN & MARIANNE PATRENETS
5012 W. OAKWOOD ROAD
FRANKLIN, WI 53132



Endpoint Solutions

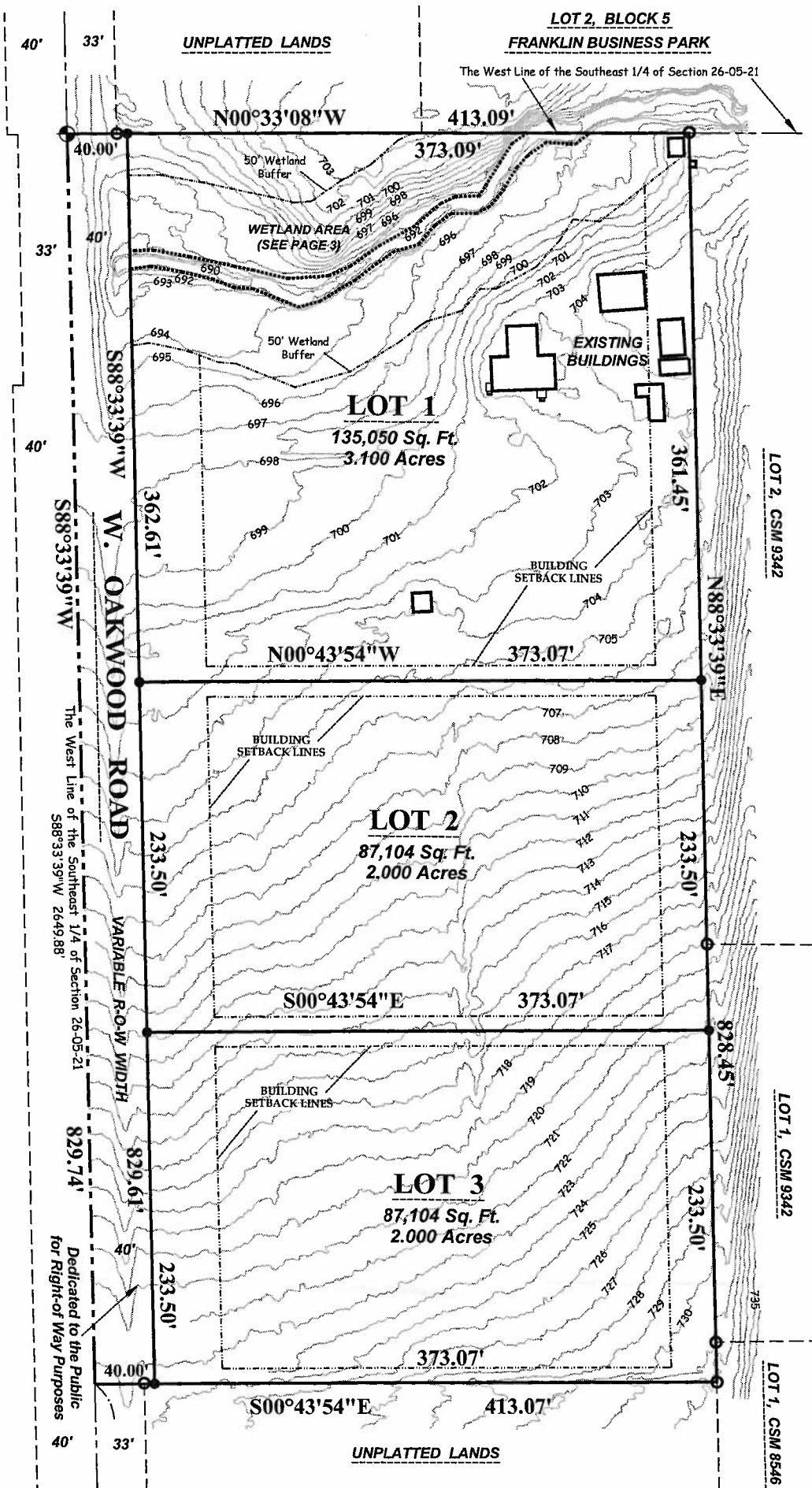
6871 S. Lovers Lane, Franklin, WI 53132
Phone: (414) 427-1200 endpointsolutions.com
info@endpointcorporation.com

DATE : 03/03/2026 SHEET 1 OF 6

Marc Passarelli
INSTRUMENT DRAFTED BY : MARC C. PASSARELLI P.L.S. #2817

CERTIFIED SURVEY MAP NO. _____

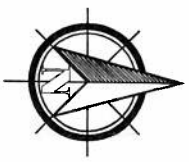
BEING A PART OF THE SOUTHWEST 1/4 OF THE SOUTHEAST 1/4 OF SECTION 26, TOWNSHIP 5 NORTH, RANGE 21 EAST, IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN.



ZONING
R-SE (SUBURBAN / ESTATE RESIDENCE)

BUILDING SETBACKS
FRONT : 45'
SIDE : 10'
REAR : 30'

CONTOUR LINES SHOWN HEREON WERE DOWNLOADED FROM THE MILWAUKEE COUNTY GIS DATA DOWNLOADS ONLINE SERVICE WEBSITE.



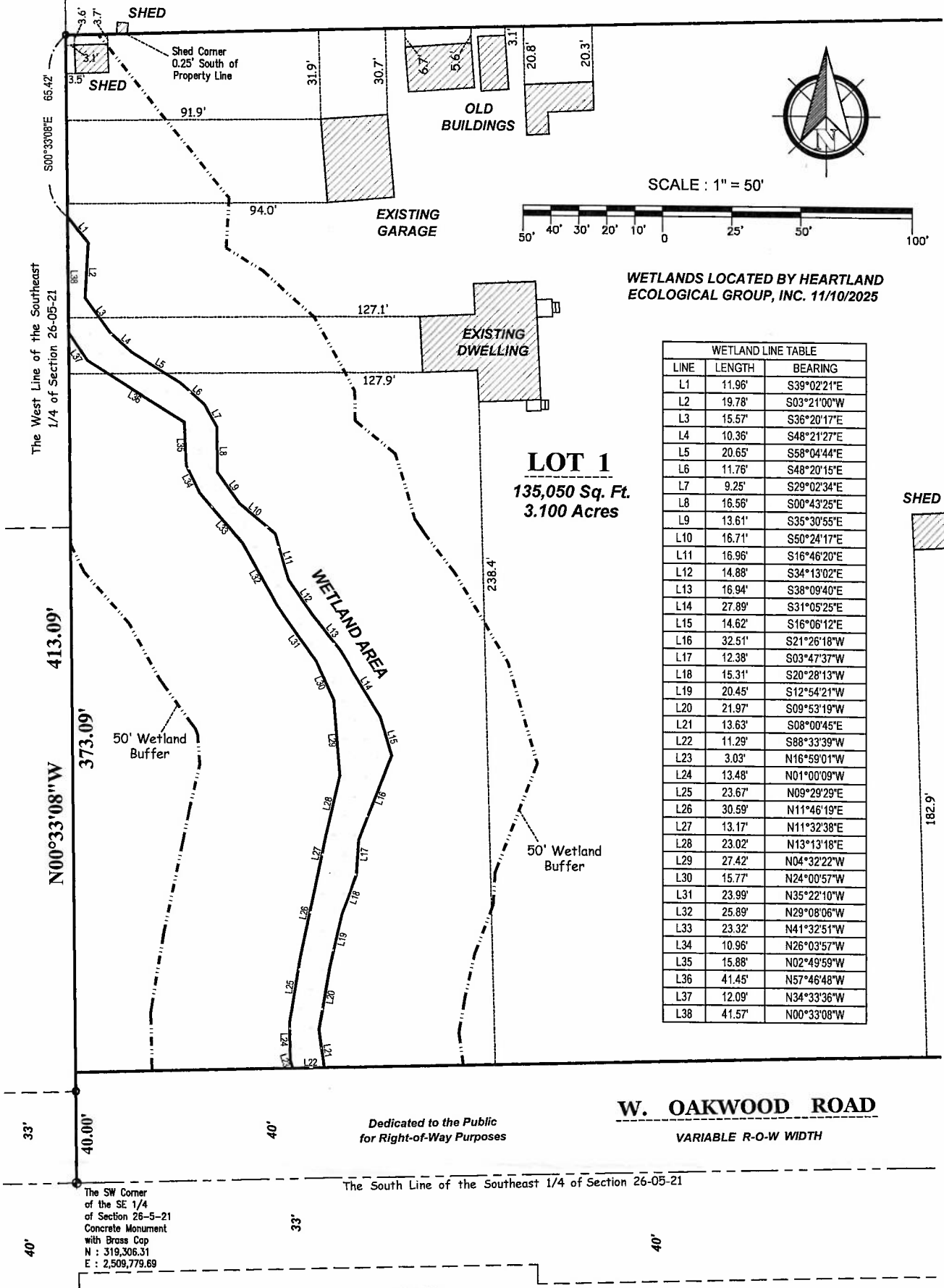
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6871 S. Lovers Lane, Franklin, WI 53132
Phone: (414) 427-1200 endpointolutions.com
info@endpointcorporation.com

Marc C. Passarelli
MARC C. PASSARELLI P.L.S. #2817

CERTIFIED SURVEY MAP NO. _____

BEING A PART OF THE SOUTHWEST 1/4 OF THE SOUTHEAST 1/4 OF SECTION 26, TOWNSHIP 5 NORTH, RANGE 21 EAST, IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN.



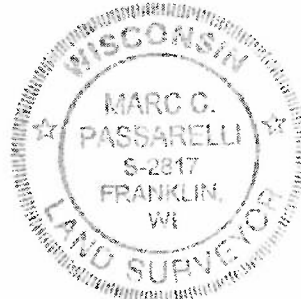
WETLANDS LOCATED BY HEARTLAND ECOLOGICAL GROUP, INC. 11/10/2025

| LINE | LENGTH | BEARING |
|------|--------|-------------|
| L1 | 11.96' | S39°02'21"E |
| L2 | 19.78' | S03°21'00"W |
| L3 | 15.57' | S36°20'17"E |
| L4 | 10.36' | S48°21'27"E |
| L5 | 20.65' | S58°04'44"E |
| L6 | 11.76' | S48°20'15"E |
| L7 | 9.25' | S29°02'34"E |
| L8 | 16.56' | S00°43'25"E |
| L9 | 13.61' | S35°30'55"E |
| L10 | 16.71' | S50°24'17"E |
| L11 | 16.96' | S16°46'20"E |
| L12 | 14.88' | S34°13'02"E |
| L13 | 16.94' | S38°09'40"E |
| L14 | 27.89' | S31°05'25"E |
| L15 | 14.62' | S16°06'12"E |
| L16 | 32.51' | S21°26'18"W |
| L17 | 12.38' | S03°47'37"W |
| L18 | 15.31' | S20°28'13"W |
| L19 | 20.45' | S12°54'21"W |
| L20 | 21.97' | S09°53'19"W |
| L21 | 13.63' | S08°00'45"E |
| L22 | 11.29' | S88°33'39"W |
| L23 | 3.03' | N16°59'01"W |
| L24 | 13.48' | N01°00'09"W |
| L25 | 23.67' | N09°29'29"E |
| L26 | 30.59' | N11°46'19"E |
| L27 | 13.17' | N11°32'38"E |
| L28 | 23.02' | N13°13'18"E |
| L29 | 27.42' | N04°32'22"W |
| L30 | 15.77' | N24°00'57"W |
| L31 | 23.99' | N35°22'10"W |
| L32 | 25.89' | N29°08'06"W |
| L33 | 23.32' | N41°32'51"W |
| L34 | 10.96' | N26°03'57"W |
| L35 | 15.88' | N02°49'59"W |
| L36 | 41.45' | N57°46'48"W |
| L37 | 12.09' | N34°33'36"W |
| L38 | 41.57' | N00°33'08"W |

LOT 1
135,050 Sq. Ft.
3.100 Acres

W. OAKWOOD ROAD
Dedicated to the Public for Right-of-Way Purposes
VARIABLE R-O-W WIDTH

The SW Corner of the SE 1/4 of Section 26-5-21 Concrete Monument with Brass Cap
N : 319,306.31
E : 2,509,779.69



Marc Passarelli
MARC C. PASSARELLI P.L.S. #2817

Endpoint Solutions

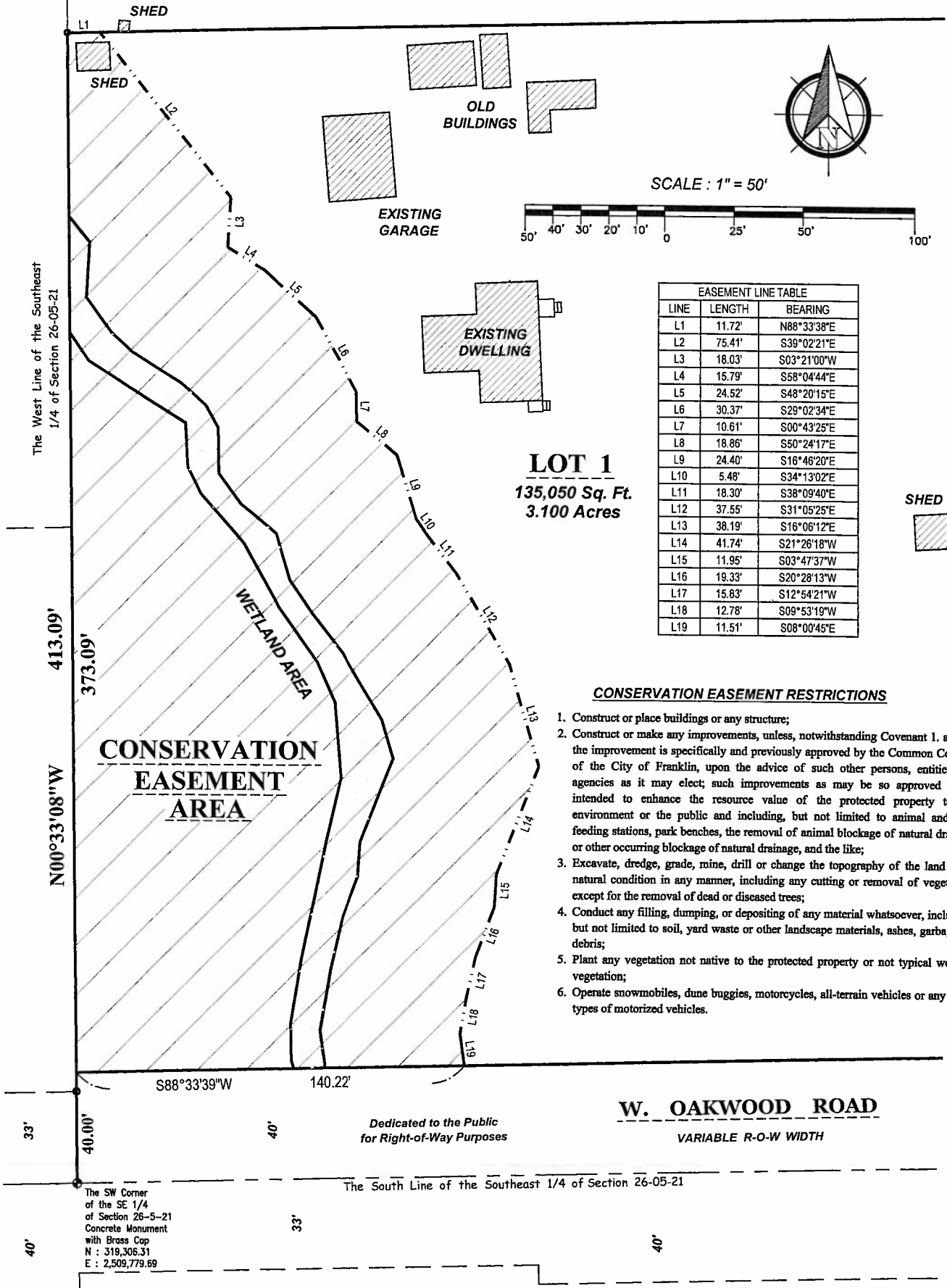
6871 S. Lovers Lane, Franklin, WI 53132
Phone: (414) 427-1200 endpointsolutions.com
info@endpointcorporation.com

DATE: 03/03/2026

SHEET 3 OF 6

CERTIFIED SURVEY MAP NO. _____

BEING A PART OF THE SOUTHWEST 1/4 OF THE SOUTHEAST 1/4 OF SECTION 26, TOWNSHIP 5 NORTH, RANGE 21 EAST, IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN.



| EASEMENT LINE TABLE | | |
|---------------------|--------|-------------|
| LINE | LENGTH | BEARING |
| L1 | 11.72' | N88°33'38"E |
| L2 | 75.41' | S39°02'21"E |
| L3 | 18.03' | S03°21'00"W |
| L4 | 15.79' | S58°04'44"E |
| L5 | 24.52' | S48°20'15"E |
| L6 | 30.37' | S29°02'34"E |
| L7 | 10.61' | S00°43'25"E |
| L8 | 18.86' | S50°24'17"E |
| L9 | 24.40' | S16°46'20"E |
| L10 | 5.48' | S34°13'02"E |
| L11 | 18.30' | S38°09'40"E |
| L12 | 37.55' | S31°05'25"E |
| L13 | 38.19' | S16°06'12"E |
| L14 | 41.74' | S21°26'18"W |
| L15 | 11.95' | S03°47'37"W |
| L16 | 19.33' | S20°28'13"W |
| L17 | 15.83' | S12°54'21"W |
| L18 | 12.78' | S09°53'19"W |
| L19 | 11.51' | S08°00'45"E |

LOT 1
135,050 Sq. Ft.
3.100 Acres

CONSERVATION EASEMENT RESTRICTIONS

1. Construct or place buildings or any structure;
2. Construct or make any improvements, unless, notwithstanding Covenant 1. above, the improvement is specifically and previously approved by the Common Council of the City of Franklin, upon the advice of such other persons, entities, and agencies as it may elect; such improvements as may be so approved being intended to enhance the resource value of the protected property to the environment or the public and including, but not limited to animal and bird feeding stations, park benches, the removal of animal blockage of natural drainage or other occurring blockage of natural drainage, and the like;
3. Excavate, dredge, grade, mine, drill or change the topography of the land or its natural condition in any manner, including any cutting or removal of vegetation, except for the removal of dead or diseased trees;
4. Conduct any filling, dumping, or depositing of any material whatsoever, including, but not limited to soil, yard waste or other landscape materials, ashes, garbage, or debris;
5. Plant any vegetation not native to the protected property or not typical wetland vegetation;
6. Operate snowmobiles, dune buggies, motorcycles, all-terrain vehicles or any other types of motorized vehicles.



Marc Passarelli
MARC C. PASSARELLI P.L.S. #2817

Endpoint Solutions

6871 S. Lovers Lane, Franklin, WI 53132
Phone: (414) 427-1200 endpointolutions.com
info@endpointcorporation.com

CERTIFIED SURVEY MAP NO. _____

BEING A PART OF THE SOUTHWEST 1/4 OF THE SOUTHEAST 1/4 OF SECTION 26, TOWNSHIP 5 NORTH, RANGE 21 EAST, IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN.

SURVEYOR'S CERTIFICATE

I, MARC C. PASSARELLI, PROFESSIONAL LAND SURVEYOR, DO HEREBY CERTIFY: THAT I HAVE SURVEYED, DIVIDED, DEDICATED AND MAPPED A PARCEL OF LAND, BEING A PART OF THE SOUTHWEST 1/4 OF THE SOUTHEAST 1/4 OF SECTION 26, TOWNSHIP 5 NORTH, RANGE 21 EAST, IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN. SAID LAND DESCRIBED BELOW TO-WIT:

COMMENCING AT THE SOUTHEAST CORNER OF SAID SOUTHEAST 1/4 OF SECTION 26; THENCE SOUTH 88°33'39" WEST ALONG THE SOUTH LINE OF SAID SOUTHEAST 1/4, 1820.14 FEET TO THE POINT OF BEGINNING OF THE LANDS TO BE DESCRIBED HEREINAFTER; THENCE CONTINUING SOUTH 88°33'39" WEST, ALONG SAID SOUTH LINE, 829.74 FEET TO THE SOUTHWEST CORNER OF THE SOUTHEAST 1/4 OF SAID SECTION 26; THENCE NORTH 00°33'08" WEST, ALONG THE WEST LINE OF SAID SOUTHEAST 1/4, 413.09 FEET TO THE SOUTHWEST CORNER OF CERTIFIED SURVEY MAP NO. 9342; THENCE NORTH 88°33'39" EAST ALONG THE SOUTH LINE OF SAID CERTIFIED SURVEY MAP, 828.45 FEET; THENCE SOUTH 00°43'54" EAST, 413.07 FEET TO THE POINT OF BEGINNING. CONTAINING 342,448 SQUARE FEET (7.8615 ACRES) OF LAND. DEDICATING THE SOUTH 40 FEET TO THE PUBLIC FOR RIGHT-OF-WAY PURPOSES WHICH CONTAINS 33,187 SQUARE FEET OF LAND (0.762 ACRE).

THAT SUCH MAP IS A TRUE REPRESENTATION OF ALL EXTERIOR BOUNDARIES OF THE LAND SURVEYED AND THE LAND COMBINATION THEREOF MADE.

THAT I HAVE FULLY COMPLIED WITH THE PROVISIONS OF CHAPTER 236 OF THE WISCONSIN STATE STATUTES AND ORDINANCES OF THE CITY OF FRANKLIN, MILWAUKEE COUNTY IN SURVEYING, COMBINING AND MAPPING THE SAME.

Marc C. Passarelli

Marc. C. Passarelli S - 2817

03/03/2026

Date



Endpoint Solutions

6871 S. Lovers Lane, Franklin, WI 53132
Phone: (414) 427-1200 endpointsolutions.com
info@endpointcorporation.com

CERTIFIED SURVEY MAP NO. _____

BEING A PART OF THE SOUTHWEST 1/4 OF THE SOUTHEAST 1/4 OF SECTION 26, TOWNSHIP 5 NORTH, RANGE 21 EAST, IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN.

OWNER'S CERTIFICATE OF DEDICATION:

Marianne Patrenets and John Patrenets (deceased), as owners, and Ken Sternig, Power of Attorney, hereby certifies that they have caused the land described above to be surveyed, divided, dedicated and mapped as represented on this map in accordance with the requirements of Chapter 236 of the Wisconsin State Statutes and Division 15 of the Unified Development Ordinance of the City of Franklin, and that this map is required to be submitted to the following for approval or objection:

City of Franklin:

Witness the hand and seal of said owner this _____ day of _____, 20____.

In the presence of:

Marianne Patrenets

Ken Sternig

STATE OF WISCONSIN)
COUNTY OF MILWAUKEE):SS

Personally came before me this _____ day of _____, 20____, the

above named _____,
individually and as personal representative of the estate of _____, to me be known to be the persons who executed the forgoing instrument and acknowledged the same.

My commission expires: _____

Notary Public

CITY OF FRANKLIN COMMON COUNCIL APPROVAL

Approved and dedication accepted by the Common Council of the City of Franklin, Resolution No. _____, signed on this _____ day of _____, 20__.

John R. Nelson, Mayor

Shirley J. Roberts, City Clerk



Marc Passarelli

Endpoint Solutions

6871 S. Lovers Lane, Franklin, WI 53132
Phone: (414) 427-1200 endpointsolutions.com
info@endpointcorporation.com



TO: City of Franklin Plan Commission

FROM: Régulo Martínez-Montilva, Planning Manager
Planning Department

DATE: March 31, 2026

SUBJECT: **Public participation plan, scope and project schedule for updating the 2009 Comprehensive Master Plan**

According to the 2009 City of Franklin Comprehensive Master Plan: “The Plan should be reviewed and amended periodically, every five years at a minimum. Suggestions for amendments can be brought forward by City staff, officials, and/or residents, and should be consistent with the overall vision of the plan”. In 2024, the Common Council authorized Planning Department staff to undertake a selective update.

The 2009 Comprehensive Master Plan sets a general procedure for updates:

- “Recommendation by the Plan Commission to conduct a review process for the proposed amendment.
- Facilitation of public hearings as required by applicable Wisconsin Statute and/or ordinance.
- Recommendation from the Plan Commission to the Common Council.
- Consideration and decision by the Common Council”.

Public Participation Plan

Wisconsin’s Comprehensive Planning legislation, State Statute 66.1001, sets forth required procedures for adopting comprehensive plans. Those procedures include a formal public participation process (typically referred to as a Public Participation Plan), which must be put in writing and adopted by the governing body of the local community. Information about this public participation process, and the City of Franklin’s Public Participation Plan, is set forth below.

Wisconsin’s Comprehensive Planning Public Participation Process

Wisconsin State Statute 66.1001(4) (a), states:

“The governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, including open discussion, communication programs, information services, and public meetings for which advance notice has been provided, in every stage of the preparation of a comprehensive plan. The written procedures shall provide for wide distribution of proposed, alternative or amended elements of a comprehensive plan and shall provide an opportunity for written comments on the plan to be submitted by members of the public to the governing body and for the governing body to respond to such

written comments. The written procedures shall describe the methods the governing body of a local governmental unit will use to distribute proposed, alternative, or amended elements of a comprehensive plan to owners of property, or to persons who have a leasehold interest in property pursuant to which the persons may extract nonmetallic mineral resources in or on property, in which the allowable use or intensity of use of the property is changed by the comprehensive plan.”

Planning Department staff is proposing the following public participation methods:

- Project Committee: The City of Franklin Plan Commission, acting as the City of Franklin Comprehensive Master Plan Update Project Committee, responsible for providing direction to, and reviewing the work of city staff as the plan proceeds. Each meeting will be open to the public, and will include an agenda item for public comment.
- City website: The City will maintain and appropriately update a page on its website providing information on the status of the plan, as well as of copies of draft maps, chapters, etc. as they are completed. It will also include a method for the public to contact staff with questions or comments.
<https://www.franklinwi.gov/Departments/Planning/Comprehensive-Master-Plan.htm>
- Open House: Event scheduled for Arbor Day on Saturday May 2, 2026, 10am to noon, at the Franklin Library parking lot (9151 W Loomis Rd). Sample flyer attached.
- Public Hearing: Subsequent to the Open House and the Plan Commission’s recommendation, and any resultant changes, a public hearing pursuant to State Statute’s 66.1001(4)(d), (e), and (f), will be held to present the final draft plan and to obtain additional public comment and input, prior to consideration of adoption of the plan by the Common Council.
- Additional meeting(s): At the discretion of the Project Committee/Plan Commission and Common Council, if needed.

Scope of this comprehensive plan update

In 2024, the Common Council authorized Planning Department staff to undertake a selective update of the city’s comprehensive plan, specifically demographic data. Planning Department staff gathered demographic data from the 2010 and 2020 United States censuses as well as population projections for the year 2050, and is proposing to extend the planning horizon from the year 2025 to 2050 with updates to the following chapters:

Chapter 1: Introduction.

- *History* section updated with events between 2009 and 2025.
- *Base Map* and *Aerial Photo* updated.

Chapter 2: Issues & Opportunities.

- *Community Character* updated with 2024 Rural and Urban Areas Map.
- *Demographic Profile* updated with 2010 and 2020 census data as well as population projections for 2050.
- *Relevant Prior Planning Studies* updated with studies completed between 2009 and 2025.
- *TIF Districts* Section updated.
- *Public Participation* (to be updated).
- *Principles, Goals and Objectives* (may include recommendations on which other chapters of the plan should be reviewed in future updates).

Chapter 5: Land Use.

- *Principles, Goals and Objectives* (to be determined).
- *Existing Land Use Programs* updated.
- *Existing Zoning* updated to account for the 2025 Unified Development Ordinance.
- *Public Input* (to be updated).
- *Natural Limitations for Future Development: Development Limitations and Environmentally Sensitive Areas* maps updated.
- Some parts of *Special Considerations and Issues* updated, specifically: *Traditional Neighborhood Development, Conservation Subdivision, Mixed-Use Development, Design Standards, Sustainability and Recreational Trails*.
- *New Sidewalk and Trail Network* map.
- *Existing Land Use Inventory* updated: 2010, 2020 and 2024.
- *Land Use Trends* updated with 1985-2024 analysis.
- *Price of Land* updated with 2023 data.
- *Future Land Use Plan* (to be updated).
- *Summary of Recommendations* (to be determined).

Appendix C: City of Franklin, Demographic Variables and Comparisons updated with 2010 and 2020 census data as well as 2024 population projections for the year 2050.

Draft chapters and Appendix C have been prepared by Planning Department staff: Planning Manager Martínez, Principal Planner Ecks (parts of Chapters 2 and 5), Associate Planner Hamill (Future Land Use Map), Assistant Planner Melton (Appendix C, Demographic Profile, Existing Land Use inventories).

Draft chapters have side comments for new sections and major changes, **highlighted texts** indicate parts of the plan that need additional work.

Project Schedule

Planning Department staff is proposing the timeline below to complete the comprehensive plan update:

| |
|---------------|
| Meeting ● |
| Deliverable ★ |

| Project Steps | 2026 | | | | | | | | | | | | 2027 | | | | |
|------------------------------------------------------------------------|------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|------|--|--|--|--|
| | Apr | May | Jun | Jul | Aug | Sep | Oct | Nov | Dec | Jan | Feb | Mar | | | | | |
| 1st draft | ★ | | | | | | | | | | | | | | | | |
| Plan Commission: Public Participation Plan (Apr. 9, recommendation) | ● | | | | | | | | | | | | | | | | |
| Common Council: Public Participation Plan (Apr. 21, adoption) | | ● | | | | | | | | | | | | | | | |
| Open House on Arbor Day (May. 2) | | ● | | | | | | | | | | | | | | | |
| 2nd draft (with input from Open House) | | | ★ | | | | | | | | | | | | | | |
| Plan Commission: Review of plan update draft | | | | ● | | | | | | | | | | | | | |
| 3rd draft (with Plan Commission feedback) | | | | | ★ | | | | | | | | | | | | |
| Plan Commission: Recommendation | | | | | | ● | | | | | | | | | | | |
| 4th draft (if Plan Commission recommends changes) | | | | | | | ★ | | | | | | | | | | |
| Common Council: Public Hearing and adoption | | | | | | | | ● | | | | | | | | | |
| Additional drafts (if needed) | | | | | | | | | | | | | ★ | | | | |
| Additional meetings (if needed) | | | | | | | | | | | | | ● | | | | |

The 1st draft of this comprehensive plan update is available in the electronic packet for the April 9 Plan Commission meeting:

<https://www.franklinwi.gov/Departments/Elected-Officials/Boards-Comissions/Plan-Commission.htm>

STATE OF WISCONSIN

CITY OF FRANKLIN

MILWAUKEE COUNTY

Draft 03-31-26 RM

RESOLUTION NO. 2026-_____

A RESOLUTION APPROVING THE PUBLIC PARTICIPATION PLAN FOR THE CITY OF FRANKLIN COMPREHENSIVE MASTER PLAN UPDATE

WHEREAS, Wisconsin’s Comprehensive Planning Legislation, as set forth in Wisconsin State Statutes 66.1001, states in part that before a comprehensive plan may take effect, that the governing body of a local governmental unit shall adopt written procedures that are designed to foster public participation, and

WHEREAS, the City of Franklin has recommended approval of the subject Public Participation Plan at its regular meeting held on April ____, 2026, and

WHEREAS, the City of Franklin Common Council has reviewed the subject Public Participation Plan intended to address the provisions of Wisconsin State Statutes 66.1001.

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Common Council of the City of Franklin, Wisconsin, that the Public Participation Plan, be and the same is hereby approved.

Introduced at a regular meeting of the Common Council of the City of Franklin this _____ day of _____, 2026.

Passed and adopted at a regular meeting of the Common Council of the City of Franklin this _____ day of _____, 2026.

APPROVED:

John R. Nelson, Mayor

ATTEST:

Shirley J. Roberts, City Clerk

AYES _____ NOES _____ ABSENT _____

Sample flyer

Franklin is updating its Comprehensive Master Plan



The City of Franklin is updating its Comprehensive Master Plan and needs your help. Your input and ideas are important, and the City needs to hear what you have to say!

What is a comprehensive plan?

It's a policy document to set goals, objectives, and recommendations, for the growth and environmental conservation of a community. It also has a future land use map to show what a community might look like in 20-25 years (planning horizon).

Why is the City updating its comp. plan?

Comprehensive plans must be updated every 10 years per Wisconsin Statutes. The future land use map has been amended several times since its adoption in 2009, but other parts of the plan haven't been updated.

What will the plan update do?

This is a selective update to only some parts of the plan, for example:

- Planning horizon extended to 2050 (currently 2025)
- Update community data and population projections for 2050
- Future land use map
- Suggestions of topics for further study

Get involved!

Share your ideas with us at the Arbor Day event: Sat. May 2, 2026, 10am to noon, at the Franklin Library parking (9151 W Loomis Rd, Franklin WI). If you can't attend, call or send us an email with your comments.

Franklin Planning Department

☎ (414)425-4024

✉ generalplanning@franklinwi.gov

CHAPTER 1: INTRODUCTION

The City of Franklin Comprehensive Master Plan sets forth goals, objectives, policies, standards, guidelines and recommendations, for the growth, development, redevelopment, and preservation of the City of Franklin. The Plan also provides numerous suggestions and recommendations of topics for further study, some of which may not be undertaken within the timeframe of this plan. This plan can and will be reviewed and amended over time, providing specific opportunities for the reaffirmation, prioritization, and pursuit of such studies, the results of which will be incorporated into this plan as appropriate.

The City of Franklin Comprehensive Master Plan is an official public used to direct future actions of the City as they relate to planning, zoning, land division, and official mapping. However, the Comprehensive Master Plan is not the City's zoning ordinance. Moreover, the Comprehensive Master Plan requires only that the City's zoning ordinance be consistent with the Plan – the zoning ordinance is not required to be identical to the Plan. A comprehensive plan must meet the requirements of state statute 62.23(3) and Wisconsin's Comprehensive Planning Law set forth in state statute 66.1001.

In 2009, the City of Franklin adopted the 2025 Comprehensive Master Plan after a combined effort, over almost four years, of consultants, city staff, elected officials, residents, and property owners. This effort included consideration of the City of Franklin's previous plans and studies, including the previous Comprehensive Master Plan prepared in 1992, and incorporate many of the findings and recommendations of those plans.

In 2024, the Common Council authorized Planning Department staff to initiate an update of demographic data of the 2025 Comprehensive Master Plan. The planning horizon for this update is the year 2050 since available population projections by the Wisconsin Department of Administration and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) are up to 2050.

Commented [RM1]: New paragraph

2025 COMPREHENSIVE MASTER PLAN (VINTAGE 2009)

For planning purposes, the City was divided into neighborhood planning areas to address specific concerns related to preservation of neighborhood character, local environmental assets, and infrastructure needs. As required by Wisconsin State Statute 66.1001, a Public Participation Plan was adopted by the Common Council on August 5, 2008 (a copy of Resolution NO. 2008-6470 is included in Appendix A). In this regard, it can be noted that the planning process included:

- 33 Project Committee meetings
- 21 Plan Commission meetings
- 19 Neighborhood Planning meetings
- 3 city-wide public meetings
- 1 City newsletter article
- a community wide opinion survey and a design preference survey
- a periodically updated city website devoted exclusively to the Comprehensive Master Plan update

In addition, all comments received on the draft plan were reviewed and considered by the Project Committee, the Plan Commission, and the Common Council. A copy of that information has been included in Appendix B.

All factors of development are addressed in the Comprehensive Master Plan, including social, economic, and physical. It is necessary to look beyond only the physical attributes of growth in order to obtain the successful implementation of the Comprehensive Master Plan. Healthy communities grow in all three areas, and a balance should be achieved to provide a quality environment for residents.

- Social issues include those which contribute to the City's character — gathering areas, civic identity, and the "community" feeling identified by residents.
- Economic influences include the creation of jobs, balance of City expenses and revenue, and land value influenced by natural amenities and water quality.
- Physical factors include the actual development of the land — how it looks and feels, what types of development are allowed, and where the development is located.

The Plan recommended development types that are compatible with the uses and goals of the community, will lead to increased value of the City, and endeavors to increase the non-residential tax base from approximately 18 percent to 30 percent.

These factors are interrelated and influence the City's growth and its attractiveness to existing properties owners, as well as to new and prospective residents and businesses.

2050 COMPREHENSIVE MASTER PLAN UPDATE

Commented [RM2]: New section

The purpose of this update is to extend the planning horizon from 2025 to 2050. It's a selective update as only the following Chapters are part of the scope:

Chapter 1: Introduction.

- *History* section updated with events between 2009 and 2025.
- *Base Map* and *Aerial Photo* updated.

Chapter 2: Issues & Opportunities.

- *Community Character* updated with 2024 Rural and Urban Areas Map.
- *Demographic Profile* updated with 2010 and 2020 census data as well as population projections for 2050.
- *Relevant Prior Planning Studies* updated with studies completed between 2009 and 2025.
- *TIF Districts* Section updated.
- *Public Involvement* (to be updated).
- *Principles, Goals and Objectives* (may include recommendations on which other chapters of the plan should be reviewed in future updates).

Chapter 5: Land Use.

- *Principles, Goals and Objectives* (to be determined).
- *Existing Land Use Programs* updated.
- *Existing Zoning* updated to account for the 2025 Unified Development Ordinance.
- *Public Input* (to be updated).
- *Natural Limitations for Future Development: Development Limitations and Environmentally Sensitive Areas* maps updated.
- Some parts of *Special Considerations and Issues* updated, specifically: *Traditional Neighborhood Development, Conservation Subdivision, Mixed-Use Development, Design Standards, Sustainability and Recreational Trails*.
- *New Sidewalk and Trail Network* map.
- *Existing Land Use Inventory* updated: 2010, 2020 and 2024.
- *Land Use Trends* updated with 1985-2024 analysis.
- *Price of Land* updated with 2023 data.
- *Future Land Use Plan* (to be updated).
- *Summary of Recommendations* (to be determined).

Appendix C: City of Franklin, Demographic Variables and Comparisons updated with 2010 and 2020 census data as well as 2024 population projections.

Updates to other appendices may be needed as a result of public participation activities.

The City of Franklin Common Council adopted a Public Participation Plan for this update on [REDACTED].

HISTORY

Sound planning is important to City of Franklin officials, landowners, and residents. The City of Franklin stands at a crucial point in time in terms of making decisions about its future growth and development. The city has experienced rapid and continual growth in developed land between 1980 and 2010, and a slower growth between 2010 and 2024.

The City of Franklin has become one of the most rapidly developing communities in southeastern Wisconsin. In terms of population in 1980, Franklin was the 34th largest community in Wisconsin, the 18th largest in southeast Wisconsin, and the 9th largest in Milwaukee County by populations. In the year 2000, Franklin was the 23rd largest community in Wisconsin, the 11th largest in southeast Wisconsin, and the 5th largest in Milwaukee County. In 2020, Franklin was the 23rd largest community in the State, the 11th largest community in the southeast Wisconsin, and the 5th largest in Milwaukee County. Within Milwaukee County, the City of Franklin (along with the City of Oak Creek) is the County's last "frontier" with the most significant amount of remaining undeveloped land.

A timeline of notable events in the history of Franklin is set forth below, and is also intended to encourage further interest by the reader in these topics.¹

- The first recorded permanent European settlers in the area that would one day become the City of Franklin arrived in the early 1830's.
- In 1838, the then Town of Kinnickinnic was divided into the Towns of Kinnickinnic and Franklin. At that time, the Town of Franklin population was about 240 persons.
- In 1842, the unincorporated community of St. Martins was established, and the first official Town Hall

¹ Additional information concerning the City of Franklin's history can be found in the City's 1992 Comprehensive Master Plan, and "From Cabins to Condos, The History of Franklin, Wisconsin Since 1834", published by the Franklin Historical Society.

meeting was held that year.

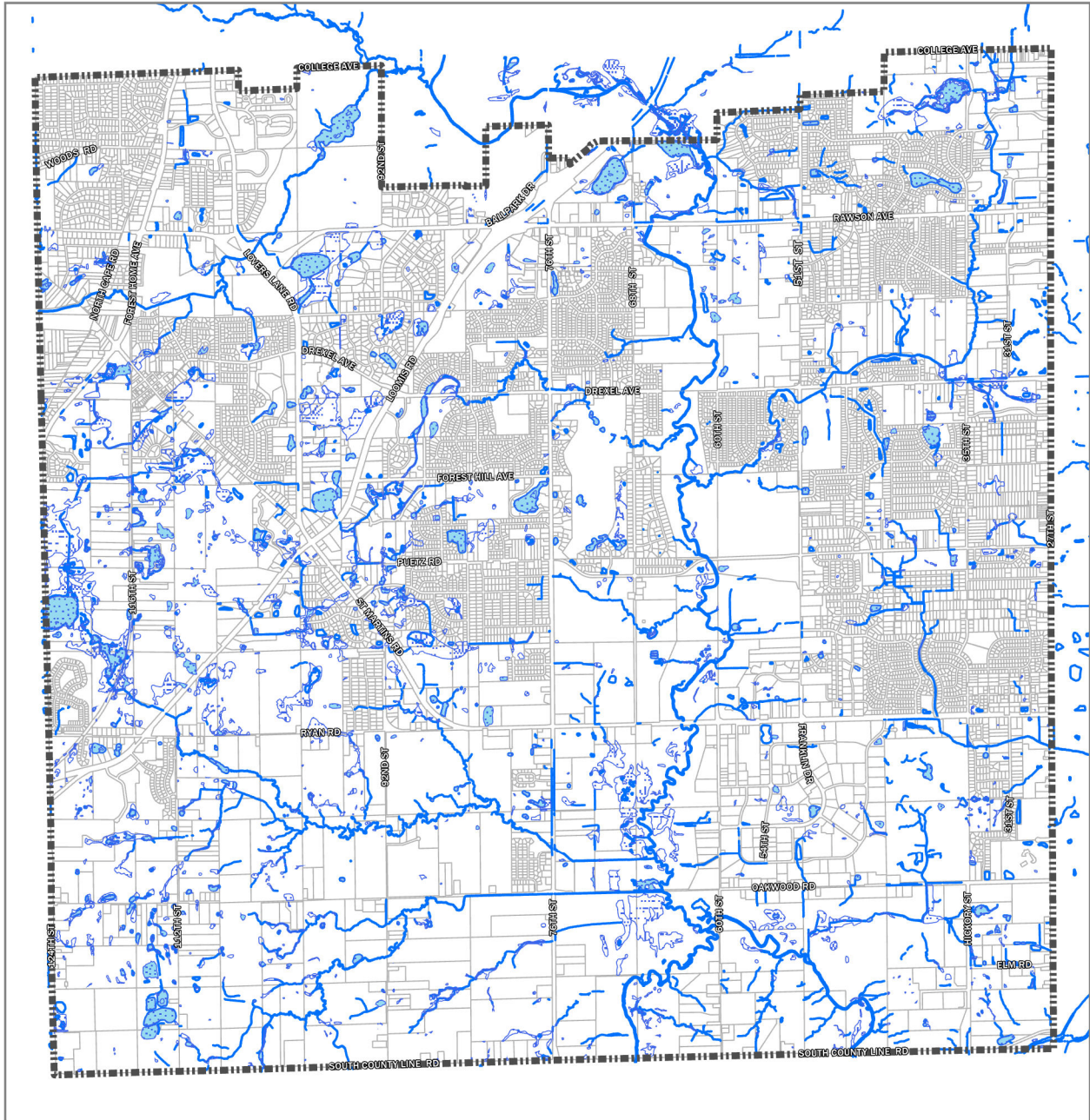
- In 1848, the first church, Holy Assumption, was built.
- In 1850, the St. Martins area was platted (comprised of about 80 acres and about 100 lots), the first mill was constructed, the first public school (Riverside) was built, there were about 150 farms, and the Town's population was about 1,200 persons.
- In 1870, the Town's population was about 2,100 persons.
- From about 1904 to 1939, the St. Martins area was serviced by the Interurban Rapid Transit Line.
- In 1930, the Town's population was about 2,000 persons.
- In 1945, Hales Corners Airport was established.
- In 1950, the Town's population was 3,886 persons, and by 1960 it had increased by about 158 percent, to 10,006 persons (the largest percentage increase to date).
- In 1954, the Franklin Fire Department (volunteer) was established.
- In 1956, the Town incorporated and became the City of Franklin.
- In 1964, the Franklin Police Department was established.
- In 1965, the City of Franklin prepared its first comprehensive plan.
- In 1966, the Franklin Industrial Park was created.
- In 1969, public sanitary sewer service first became available from the Milwaukee Metropolitan Sewerage District.
- The old Town Hall building (built in 1865) continued to be used until 1970.
- In 1970, City Hall was built, and the first full-time member of the Fire Department was hired.
- In 1977, the Water Utility was created.
- In 1980, the City of Franklin's population was 16,871 persons.
- In 1993, the Franklin Business Park was created.
- In 1990, the City's population was 21,855 persons, and by 2000 it had increased by 7,639 persons, to 29,494 (the largest numerical increase to date).
- In 1998, the city adopted the Unified Development Ordinance (UDO).
- In 2002, the Franklin Public Library was built.
- In 2007, the City of Franklin was recognized as one of the top 100 "Best Places to Live" by Money

Magazine.

- In 2009, the City of Franklin adopted the 2025 Comprehensive Master Plan.
- In 2016, the Franklin Corporate Park was created.
- In 2020, the City's population reached 36,116 persons, a slight growth of 1.8% from 35,451 persons.
- In 2010 when compared to growth rates between 20% and 35% during the 1980-2010 period.
- In 2025, the city adopted a rewrite of the 1998 Unified Development Ordinance.

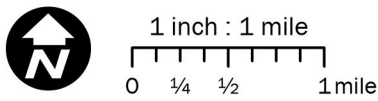
Commented [RM3]: Timeline updated with events between 2009 and 2025.

Map 1.1: Base Map



Base Map

-  Stream
-  Marsh
-  Water bodies
-  City Boundary
-  Parcels



Planning Department
 9229 W Loomis Rd
 Franklin WI-53132

Jan. 2026

Map 1.2: Aerial Photo (2024)



Aerial Photo (2024)

 City Boundary



1 inch : 1 mile
0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

Jan. 2026

WISCONSIN'S COMPREHENSIVE PLANNING LEGISLATION

The Comprehensive Master Plan provides a framework for future growth and development of the City and is enacted to meet the requirements of Wisconsin's Comprehensive Planning legislation. The Plan focuses on the nine "Smart Growth" elements:

1. Issues and Opportunities
2. Housing
3. Transportation
4. Utilities and Community Facilities
5. Agricultural, Natural and Cultural Resources
6. Economic Development
7. Intergovernmental Cooperation
8. Land Use
9. Implementation

This plan is adopted under the authority granted by Section 62.23(3) and 66.1001 of the Wisconsin Statutes.

Effective Date

The City of Franklin 2050 Comprehensive Master Plan was recommended for adoption by the Plan Commission on [REDACTED], 2026.

The City of Franklin Common Council adopted this Plan by ordinance on [REDACTED].

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”), 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.

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 densities 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 services 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. ”

The land use element set forth in this chapter is organized in the following sections:

- Guiding Principles, Goals and Objectives.
- Existing Conditions.
- Land Use Trends.
- Future Land Use Plan.
- Summary of Recommendations.

Commented [RM1]: Chapter reorganized.

2050 Comprehensive Master Plan Update

Commented [RM2]: New section.

This chapter was first prepared for the 2009 comprehensive plan with a planning horizon for the year 2025, this plan update started in 2025 is to extend the planning horizon to the year 2050.

Major updates to this chapter listed below:

- Updates to Principles, Goals and Objectives. (to be determined)
- *Existing Land Use Programs* updated.
- *Existing Zoning* updated to account for the 2025 Unified Development Ordinance.
- Public Input. (to be updated)
- *Natural Limitations for Future Development: Development Limitations and Environmentally Sensitive Areas* maps updated.
- Some parts of *Special Considerations and Issues* updated, specifically: Traditional Neighborhood Development, Conservation Subdivision, Mixed-Use Development, Design Standards, Sustainability and Recreational Trails.
- New *Sidewalk and Trail Network* map.
- *Existing Land Use Inventory* updated: 2010, 2020 and 2024.
- *Land Use Trends* updated with 1985-2024 analysis.
- *Price of Land* updated with 2023 data.
- *Future Land Use Plan* updated.
- Summary of Recommendations. (to be determined)

The [redacted] sections have not been substantially updated since 2009.

GUIDING PRINCIPLES, GOALS AND OBJECTIVES

Updates to be determined

“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.

Principles

Updates to this section to be determined

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

1. 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]
2. 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]
3. To permit sustainable growth while protecting the natural resource features and high-quality suburban character of the City. [from Chapter 2, Balanced Development Principle]
4. 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]
5. 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 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

Updates to this section to be determined

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.

1. Encourage land uses, densities and regulations that promote efficient development patterns and relatively low municipal and utility costs. [Wis. Stats. 16.965(4)(b)5, Smart Growth provisions]
2. 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 Smart Growth provisions]
 - 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]
3. 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]
4. 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]
5. 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]
6. Encourage redevelopment of public and private property in accord with all pertinent principles, goals, objectives, and policies set forth in this Plan. [Smart Growth provisions]

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.

EXISTING CONDITIONS

Existing Land Use Programs

“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, two Alderpersons 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; and
- may reverse, affirm wholly or partly, modify, issue, or direct the issue of permits.

Parks Commission (formerly Environmental Commission)

Commented [RM3]: Subsection updated.

At the time of the adoption of this Comprehensive Master Plan in 2009, the Environmental Commission was tasked with oversight of environmental policy in the City of Franklin. The powers and duties of the former Environmental Commission were incorporated into those of the Parks Commission in 2025. Their work was combined to a single commission responsible for oversight of City Parks and natural resources, as well as the policy responsibilities of both bodies.

The Parks Commission consists of seven members: one Alderperson and six citizens, all appointed by the Mayor and confirmed by the Common Council. This Commission also includes ex-officio representatives from the community group Kayla's Krew for Kayla's Playground, and from the Franklin Public School District's Franklin Community Education and Recreation Department.

The Commission is empowered by Wisconsin Statutes §27.08, 27.09 and 27.10, and Article 10 of the City of Franklin Municipal Code. Other powers and duties may be granted by statute or by the Common Council. The powers and duties of the Parks Commission include:

- Appointing agents and employees subject to approval of the Mayor and Common Council as may be necessary to carry out the functions of the Parks Commission.
- Charge and supervision of all City parks and recreation programs, subject to Mayor and Common Council supervision. In particular, the Commission contributes to land use planning through oversight of the implementation of the Comprehensive Outdoor Recreation Plan or CORP, which is an element of this Comprehensive Master Plan. It outlines plans for acquisition and development of public parks, open space, and outdoor recreation in the City of Franklin.
- Reports and recommendations, including budgetary items, to the Mayor and Common Council.
- Reviews and recommendations on policies and procedures regarding City efforts to perform recycling and composting in the City as may be required from time to time due to changes in State laws, regulations, or funding.
- Makes recommendations regarding environmental issues of concern to the City.
- Monitor federal and state laws and policies regarding environmental issues as they relate to the City.
- Promoting interest in obtaining grants to assist the City in environmental matters.
- Promoting citizen participation in events concerning environmental issues, including the popular Arbor Day Celebration
- In addition to these specified powers and duties, the Commission reviews and recommends upon matters directed to it by the Common Council.

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 1998 Unified Development Ordinance (UDO) incorporated many of the standards and recommendations contained within the 1992 Comprehensive Master Plan. Similarly, the 2025 UDO addressed several recommendations of the 2009 comprehensive plan as discussed further in this Chapter.

While the 1992 Comprehensive Master Plan has been superseded by the Plan adopted in 2009, 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.

Official Map

An official map may show existing and planned streets, the city adopted its original official map in 1970 and was last updated in 1997. See current Official Map in Chapter 7, Map 7.5.

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: 2030 for the City of Franklin, Milwaukee County, Wisconsin” (2002, updated in 2011 and 2015)
- “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).

Unified Development Ordinance Rewrite

Commented [RM4]: New subsection.

The purpose of the Unified Development Ordinance (UDO) is to “promote the health, safety, morals, prosperity, aesthetics, and general welfare and to regulate land uses and control the division of land within the limits of the City of Franklin, Wisconsin”.

In simple terms, the Unified Development Ordinance contains all of the City’s zoning and land division related regulations within one document. The city adopted the current Unified Development Ordinance (UDO) in 2025, after a complete rewrite of the 1998 UDO.

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

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 Engineering Department, and the Inspection Services Department are also responsible for administration of specific portions of the UDO.

The city adopted a new Unified Development Ordinance (UDO) in 2025 as a full rewrite of the 1998 UDO. The rewrite process began in 2021, when the City hired a consultant team (Houseal Lavigne and Birchline Planning), to support the process and began gathering input from residents, stakeholders, and local officials on priorities for the project.

By adopting the 2025 UDO, the city accomplished several recommendations from the comprehensive plan prepared in 2009:

- ✓ “It is recommended that the City undertake an update of the Unified Development Ordinance as soon as practical”.
- ✓ “Additional mixed-use zoning and design provisions should be included within the Unified Development Ordinance”. The UDO now allows vertical mixed use (multifamily over commercial) in most business districts and set design standards for commercial and mixed use districts.
- ✓ “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”. Use tables are now organized in broad land use categories (i.e. General Retail).
- ✓ “Continued update/revision of the City’s Sign Ordinance”. Signs regulations have been updated and are now part of the UDO.
- ✓ “Consider update/revision of the City’s regulations pertaining to lot coverage”. Lot coverage was replaced with impervious surface ratio.
- ✓ “Consider creation of an ordinance, or update/revision of the City’s regulations, to address wind energy conversion systems and solar panels”. The UDO now has standards specific to solar and wind farms.
- ✓ “Consider update/revision of the Home Based Occupations provisions of the Unified Development Ordinance”. These provisions have been updated and renamed as Home Based Business.
- ✓ “Consider update/revision of the City’s regulations pertaining to accessory structures”. Accessory structures as well as fences regulations have been updated.
- ✓ “Consider update/revision of the Essential Services provisions of the Unified Development Ordinance”.
- ✓ “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”. The UDO now provides cluster development standards and the option of density bonuses”
- ✓ “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”. The open space subdivision options were replaced with cluster development standards.
- ✓ “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”.
- ✓ “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”.
- ✓ “Rezone all parks to P-1”.

- ✓ “Eliminate the C-1 zoning district”.

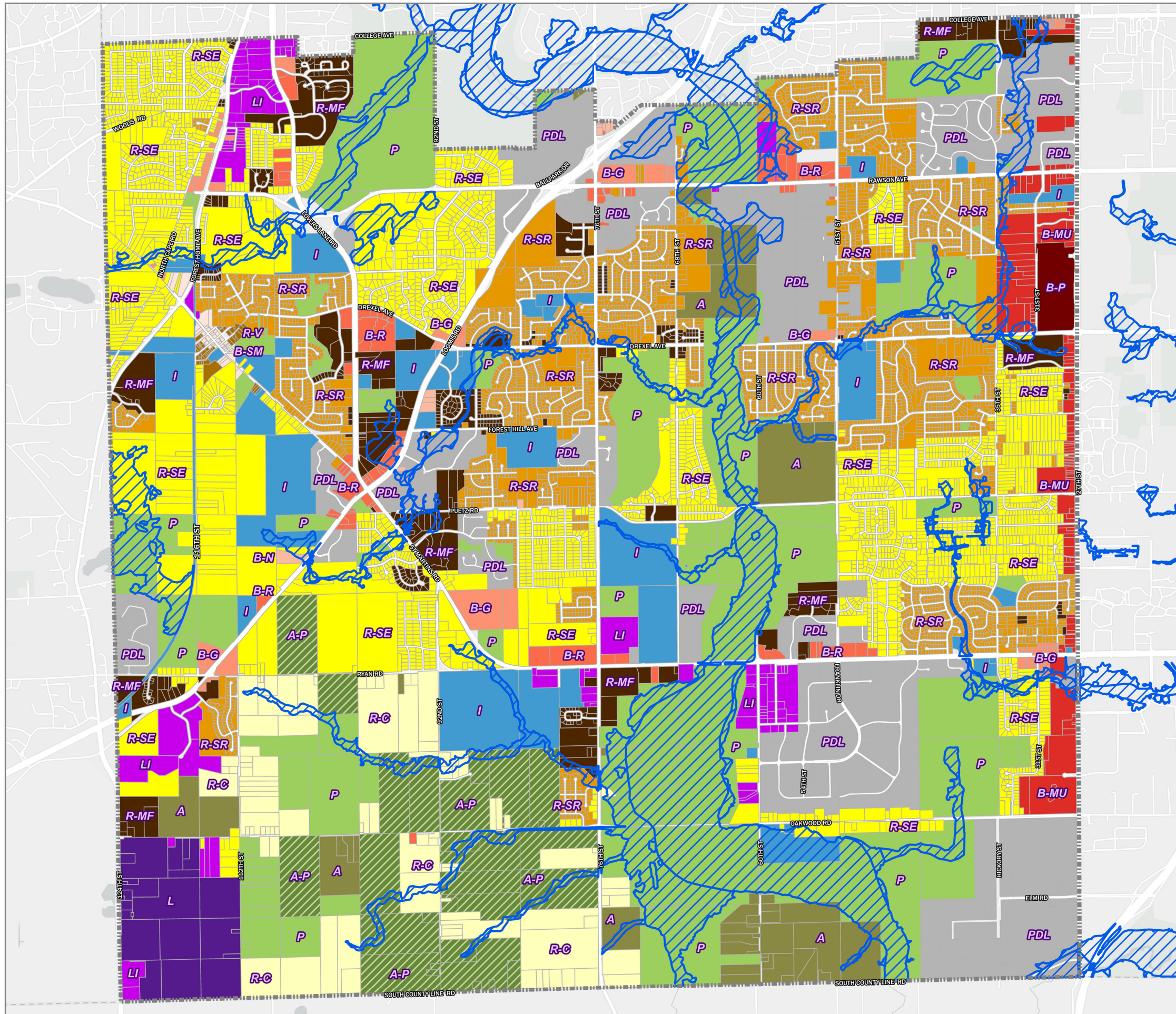
Additionally, the city’s floodplain zoning ordinance was updated in 2024 addressing a recommendation from the comprehensive plan.

Existing Zoning

Commented [RM5]: Section updated.






















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 consists of 19 zoning districts in 2025, including four residential districts, four commercial and mixed-use districts, two agricultural districts, as well as business park, industrial, park, institutional and landfill districts, a planned development legacy district and a floodplain overlay district. The intent and standards of each district are set forth in the Unified Development Ordinance, which was adopted on May 6, 2025, as a full rewrite of the 1998 UDO.



Existing Zoning

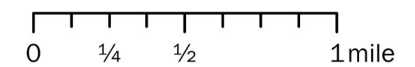
Map 5.3

-  City boundary
-  Parcels
- Zoning District**
-  A - Agricultural
-  A-P - Prime Agricultural
-  R-C - Countryside Residence
-  R-SE - Suburban/Estate Residence
-  R-SR - Suburban Residence
-  R-MF - Multiple-Family Residence
-  R-V - Village Residence
-  B-SM - St. Martins Road Historic Business
-  B-N - Neighborhood Business
-  B-G - General Business
-  B-R - Regional Business
-  B-MU - South 27th Street Mixed Use
-  B-P - Business Park
-  I - Institutional
-  LI - Limited Industrial
-  L - Landfill
-  P - Parks and Open Space
-  PDL - Planned Development Legacy
-  FP - Floodplain Overlay District

Source:
 Zoning: Ordinance 2025-2675. May 6, 2025
 Base map: Milwaukee County Land Info, Esri, TomTom, Garmin, SafeGraph, GeoTechnologies, Inc, METI/NASA, USGS, EPA, NPS, USDA, USFWS

December 2025

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Planning Department
 9229 W Loomis Rd
 Franklin WI-53132

City of Franklin Comprehensive Plan

The following are the current (2025) zoning districts found in the City of Franklin Zoning Ordinance:

Residential Districts

R-C - Countryside Residence District (minimum lot size = 40,000 sq. ft.)

- allows low density single-family housing
- intended to maintain a rural residential character in the southwest portion of the city
- minimum lot size of 5 acres where not served by public sanitary sewer and water service

R-SE - Suburban/Estate Residence District (minimum lot size = 18,000 sq. ft.)

- allows single-family housing at moderately low densities housing
- requires public sanitary sewer and water service

R-SR - Suburban Residence District (minimum lot size = 10,000 sq. ft.)

- allows single-family housing with a suburban character
- requires public sanitary sewer and water service

R-MF - Multiple-Family Residence District (minimum lot size = 4,500 sq. ft. per dwelling unit)

- allows multi-family housing, most dense residential district
- requires public sanitary sewer and water service

R-V - 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

Commercial and Mixed-Use Districts

These districts allow for vertical mixed-use: commercial uses on the ground floor and apartments on upper floors.

B-N - Neighborhood Business District

- provides for the convenience of those in nearby residential districts
- limits building heights to not to exceed 40 feet to ensure compatibility with surrounding land uses

B-G - General Business District

- allows a variety of commercial service and retail uses
- limits building heights to not to exceed 40 feet to ensure compatibility with surrounding land uses

B-R - Regional Business District

- allows moderately large-scale development along major roadways
- intended to serve the needs of Franklin residents as well as a regional consumer market beyond city's boundaries

B-MU - South 27th Street Mixed-Use District

- provides for development of certain mixed uses including retail, commercial, office, and residential
- located along South 27th Street

B-SM - 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

Industrial and Agricultural Districts

B-P - Business Park District

- allows a mix of light industrial, research, and office uses
- intended for uses conducted primarily indoors
- allows for buildings up to 90 feet tall

LI - Limited Industrial District

- allows for manufacturing, industrial, warehousing, and similar uses

A - Agricultural District

- intended for small farming operations engaged in crop production, livestock and other agricultural activities
- retains rural character and allows for single-family residential

A-P - 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

Miscellaneous Districts

P - Park District

- intended to provide for the public and private recreational facilities while preserving the city's natural resources

I - Institutional District

- intended for permanent public or quasi-public uses, municipal facilities, utilities and noncommercial places of assembly

L - Landfill District

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

PDL - Planned Development Legacy District

- includes properties that have been previously zoned as a “planned development district” and with a unique set of regulations for each district
- the city currently (2025) has 44 planned development legacy districts
- not intended to accommodate new planned development legacy districts, however, new planned developments may be adopted as overlay zoning over a base zoning district

FP – Floodplain Overlay 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
- regulated by the Floodplain Zoning Ordinance

Zoning Map updates

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. The zoning map was updated concurrently with the Unified Development Ordinance Text in 2025. It is recommended that future changes to the City’s Zoning Map will occur over time as property owners and the City itself determine to be appropriate, timely and consistent with this comprehensive plan.

Zoning and Land Division Changes

As stated numerous times throughout this Plan, the City of Franklin 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...”

In this regard, it can be noted that numerous recommendations contained within the City of Franklin 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);
- 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 2007 City of Franklin Design Standards and Construction Specifications, amended in 2017, (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).
- 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-MF Multiple-Family Residence 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.

Public Input

Updates to be determined

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
- Upscaled dining
- Small privately-owned businesses

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 E.

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 fared 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 fared poorly.

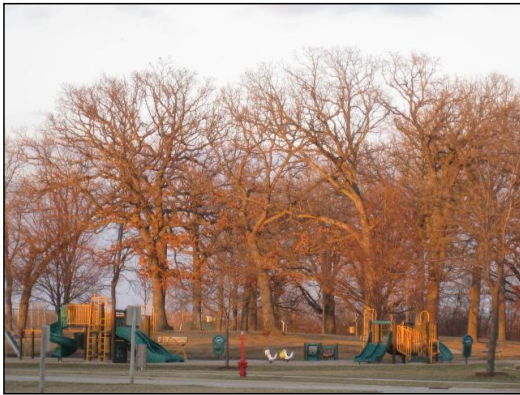
Institutional

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.

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:

- Special Flood Hazard Area (1% annual chance).
- Wetlands
- Hydric Soils

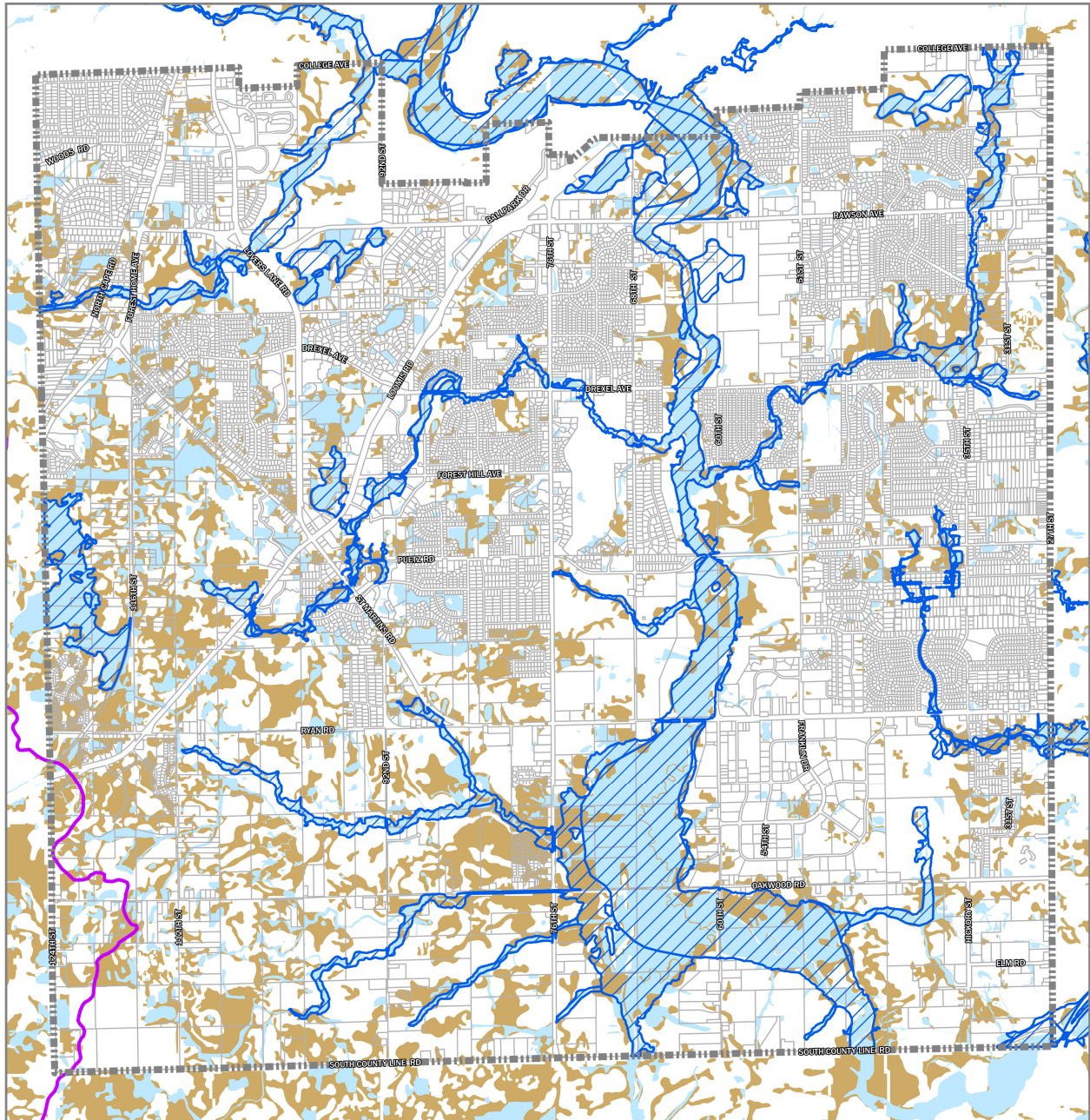
Commented [RM6]: Map updated.


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.

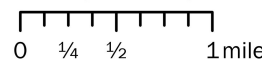
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Map 5.4: Development Limitations











1 inch : 1 mile



Development Limitations

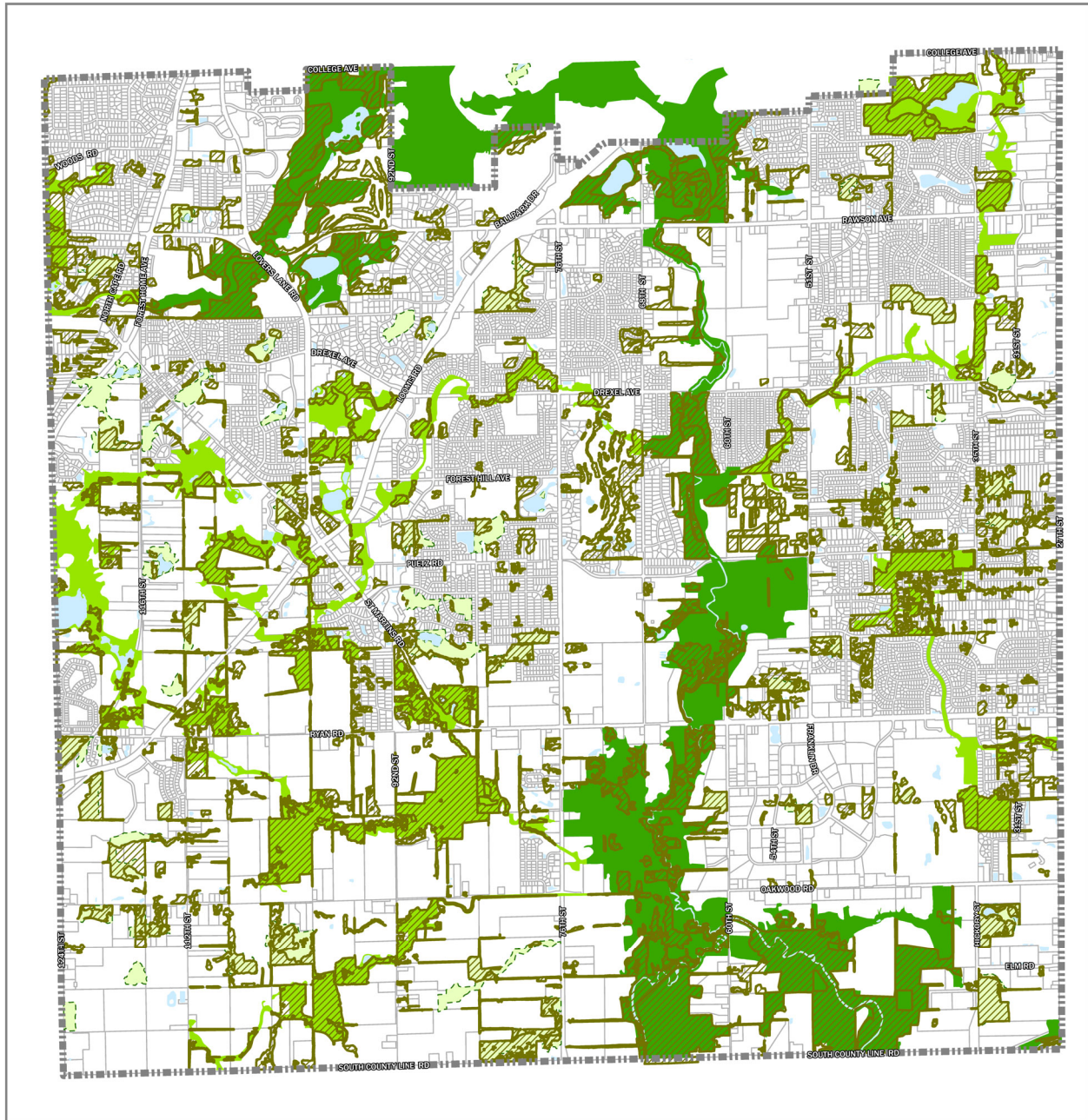
| | |
|-----------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------|
|  Floodplain |  City Boundary |
|  Wetlands |  Parcels |
|  Hydric and partially hydric soils | |
|  Subcontinental divide (Lake Michigan - Mississippi River) | |

Source:
 Floodplain: Flood Insurance Rate Map FIRM, Oct. 2024
 Wetlands: Wisconsin DNR's Wetland Inventory geodatabase, Nov. 2024
 Hydric Soils: Wisconsin DNR Wetland Indicators, Feb. 2022
 Subcontinental divide: Wisconsin DNR Major Basins, Aug. 2025.

Planning Department
 9229 W Loomis Rd
 Franklin WI-53132

Dec. 2025

Map 5.5: Environmentally Sensitive Areas



1 inch : 1 mile
 0 1/4 1/2 1 mile

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Environmentally Sensitive Areas

- | | |
|----------------------------------|---------------|
| Primary environmental corridor | Woodlands |
| Secondary environmental corridor | Surface water |
| Isolated natural resource area | City Boundary |
| | Parcels |

Source:
 Environmental corridors and surface water: SEWRPC, 2020
 Woodlands: City of Franklin Comprehensive Plan, 2009

December 2025

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.

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.

Among recent road improvements, it's worth noting the Elm Road Interchange to I-41 completed in 2021. It's 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

(updates to be determined)

Several development opportunities are identified on Map 5.6 as potential projects. 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.

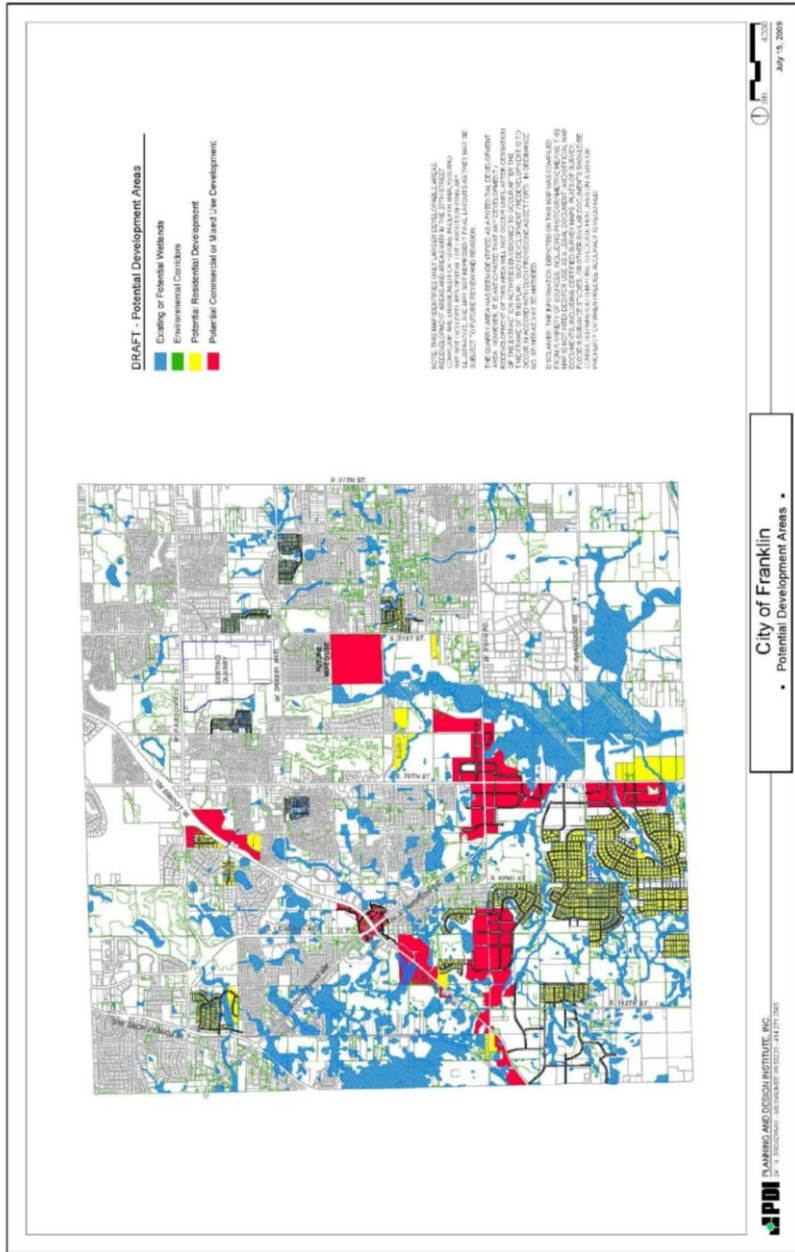
Area B:

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 (updates to be determined)



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

Pursuant to Wisconsin Statutes § 66.1001(3), zoning, subdivision and official mapping ordinances need to be “consistent with” the local comprehensive plan. “Consistent with” means furthers or does not contradict the objectives, goals, and policies contained in the comprehensive plan (Wis. Stats. §66.1001(1)(am)).

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.

Traditional Neighborhood Development (TND)

Commented [RM8]: Subsection updated.

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.

Even though the Unified Development Ordinance (Section 15-10-04) allows Traditional Neighborhood Development as a planned development overlay. It’s recommended that the city enacts a traditional neighborhood development ordinance, adapting the language and concepts of the model ordinance to fit the city’s unique circumstances.

Conservation Subdivision Ordinance

Commented [RM9]: Subsection updated.

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.

The Unified Development Ordinance was updated in 2025 to further these goals and objectives. Section 15-8-09 Cluster Development was created to encourage conservation of environmental resources with density bonuses; and Article 7 Natural Resource Protection Standards is intended to discourage impacts to environmental resources.

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 are 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.

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.

Commented [RM10]: Subsection updated.

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 do 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 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.

The Unified Development Ordinance was updated in 2025 to allow for vertical mixed development in business zoning districts (except Business Park) as permitted as of right use; and to allow for vertical and horizontal mixed-use developments in the South 27th Street Mixed-Use District (B-MU) and St. Martins Road Historic Business District (B-SM).

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

Commented [RM11]: Subsection updated.

Urban Design Criteria be incorporated within the City of Franklin Comprehensive Master Plan by reference except where superseded by more recent standards or guidelines in adopted plans or ordinances.

The City of Franklin 2025 Unified Development Ordinance, in Article 5: General Development Standards, sets forth a number of design standards pertaining to: land divisions; traffic, off-street parking and loading, and highway access; landscaping; lighting; screening, exterior materials and glazing. The Unified Development Ordinance also includes design related standards and/or guidelines for specific uses in Article 4.

The City of Franklin has also prepared "City of Franklin Design Standards and Construction Specifications", adopted in 2007 and updated in 2017, which pertain to: roadways; sanitary sewers; water distribution system; grading and drainage; street trees; etc. 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:

In 2009, the comprehensive plan listed a series of recommendations for further study. The following have been addressed with the rewrite of the Unified Development Ordinance in 2025:

- ✓ Update/revision of the City's architectural standards, such as:
- ✓ additional stone or brick on multi-family structures; (Sec. 15-5-10.B created to regulate exterior building cladding materials).
- ✓ additional pedestrian amenities; (new pedestrian circulation standards and bicycle parking requirements added)
- ✓ Update/revision of the City's lighting standards;
- ✓ Review and consider revision of building height limits in select non-residential districts.
- ✓ 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; (numerous illustrations added throughout the UDO).
- ✓ Update/revise the City's off-street parking standards; (minimum parking quantity requirements replaced with maximums).

However, the following recommendations are still outstanding:

- Research the applicability of Crime Prevention Through Environmental Design considerations to the City of Franklin;
- Study the feasibility of specific design standards for select locations within the City;
- Study the feasibility of incentives for LEED certification and/or the LEED for Neighborhood Development.

Sustainability

Commented [RM12]: Subsection updated.

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 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 (Map 3.1);
- 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.

In practice, sustainability for the City of Franklin has been more aligned with principles of natural resource conservation, a focus on the preservation of natural resources and ecosystems, rather than overall sustainable development and community design. Franklin values parkland and locally designated SEWRPC environmental corridors and prioritizes their protection. This has been accomplished through both the 1998 and 2025 UDO, which identify protected resources including water resources and woodlands, and require their protection during the development process. The most common outcome of this protection is the implementation of conservation easements on private property to limit further impacts.

Conversely, the land use goals and zoning of the City encourage a development pattern and community design does not comport with the common understanding of sustainability: a place that is mindful in its use of limited resources. The result is a City that is spread out, stretching the capacity of land, infrastructure, and services. The resulting community is disjointed, without an identifiable “downtown” and with gaps in City services. This community requires that its residents drive to conduct most activities, replaces ecosystems with turf grass in residential areas, and proposes full expansion into farmland for the built-out condition of the future City.

Franklin has not taken steps to adopt ecologically sustainable practices in any area of governance beyond the most limited zoning requirements. A meaningful exploration of options to reduce emissions, resource consumption, and costs by both government and the community as a whole is overdue, and should be part of future planning work. The current 2026 selective update to the Comprehensive Plan does not seek to alter policy

recommendations or propose new practices, but it is essential to note the discrepancy so that future work may address it.

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;
- 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.

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. The 2009 comprehensive plan proposed that if the Conservancy land use designation along the east side of S. 112th Street not come to fruition, that the City supports consideration of re-designation of these lands for light manufacturing or industrial uses. This proposal is no longer relevant as the lands east of 112th Street adjacent to the landfill are now subject to a conservation easement recorded in 2010 and rezoned Parks in 2025.

Commented [RM13]: Paragraph updated.

Sidewalks and Trails

Commented [RM14]: Draft update, subject to changes.

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 separately. During the preparation of the 2009 Comprehensive Master Plan, 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.

The Future Land Use Map has been updated to include the following:

- Existing sidewalk and trail network: City of Franklin sidewalk inventory (2025).
- Proposed: Comprehensive Outdoor Recreation Plan, Map 7.1 (2010), Planned Development District No. 39 (2016), Ryan Creek Trail Plan (2022).
- Oak Leaf Trail extension (to be determined).

With this update, the proposed sidewalk and trail network increased from 25 miles in the 2009 Comprehensive Plan to 48 miles as shown in the table below. (draft, subject to changes).

Table 5.x: Sidewalk and trail network, existing and proposed (draft, subject to changes)
 City of Franklin 2025, measured in miles

| Existing (total miles) | 66.5 | Proposed (total miles) | 48.0 |
|------------------------|------|------------------------|------|
| Sidewalks* | 49.8 | Sidewalks* | 7.2 |
| Trails | 16.7 | Trails | 24.6 |
| | | Type not specified | 16.2 |

Source: Existing: City of Franklin Sidewalk Inventory, last updated in 2025.
 Proposed: Comprehensive Master Plan (2009), Comprehensive Outdoor Recreation Plan (2010), PDD No. 39 (2016), Ryan Creek Trail Plan (2022).
 (*) Sidewalk length measured on one side only.



As shown on the Future Land Use Map, existing recreation trails within the City of Franklin in 2025 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 comprehensive plan, as well as Planned Development District PDD No. 39 (Franklin Corporate Park) and the Ryan Creek Trail 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, for example:

- The future Ryan Creek Trail the St. Martins Trail at W. Ryan Road, following the course of Ryan Creek to connect to future Franklin Park and Franklin Savannah, the extending eastward to the Oak Leaf Trail.
- Future trail system in the Franklin Corporate Park to be connected to a future extension of the Oak Leaf Trail.

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 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.

LAND USE TRENDS

Commented [RM15]: Section updated.

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 (2024)

“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).

“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.

For this 2026 plan update, Planning Department staff prepared a land use inventory with the same land use classification of eleven categories of the 2009 comprehensive plan: “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”.

This inventory is based on 2020 Southeastern Wisconsin Regional Planning Commission (SEWRPC) data and updated by Planning Department staff through aerial photographic interpretation with the most recent aerial imagery (2024) available at the preparation of this plan update.

The eleven land use categories are classified in two groups: undeveloped (agriculture/unused rural, natural resources, recreational, undeveloped lands and water); and developed (residential, commercial, industrial, institutional, communication and utilities, and transportation). Per this 2024 land use inventory, undeveloped land uses encompass approximately 56.8% of the city's area and tend to be located in the southern and western sections of the city, while developed uses account for 43.2%.

Undeveloped land uses

- Agriculture/Unused Rural: cropland, pasture, farm buildings; unplatted land, platted lots and unimproved right-of-way where adjacent to this land use category.
- Natural Resources: wetlands, woodlands, SEWRPC environmental corridors and isolated natural resource areas as well as areas under conservation easements.
- Recreational: parks, athletic fields and golf courses (public and private).
- Undeveloped lands: unplatted land and platted lots surrounded by developed land uses.
- Water: lakes, streams, natural ponds and stormwater ponds.

Developed land uses

- Commercial: retail sales, services, hotels and offices.
- Communication and utilities: electrical substations, water towers and lift stations.
- Industrial: manufacturing, wholesaling, storage, extractive (quarries) and landfills.
- Institutional: educational and government facilities, cemeteries, houses of worship, civic organizations, hospitals and correctional facilities.
- Residential: single-family, two-family and multi-family residential; as well as mobile home parks.
- Transportation: roads and truck terminals, not including unimproved right-of-way.

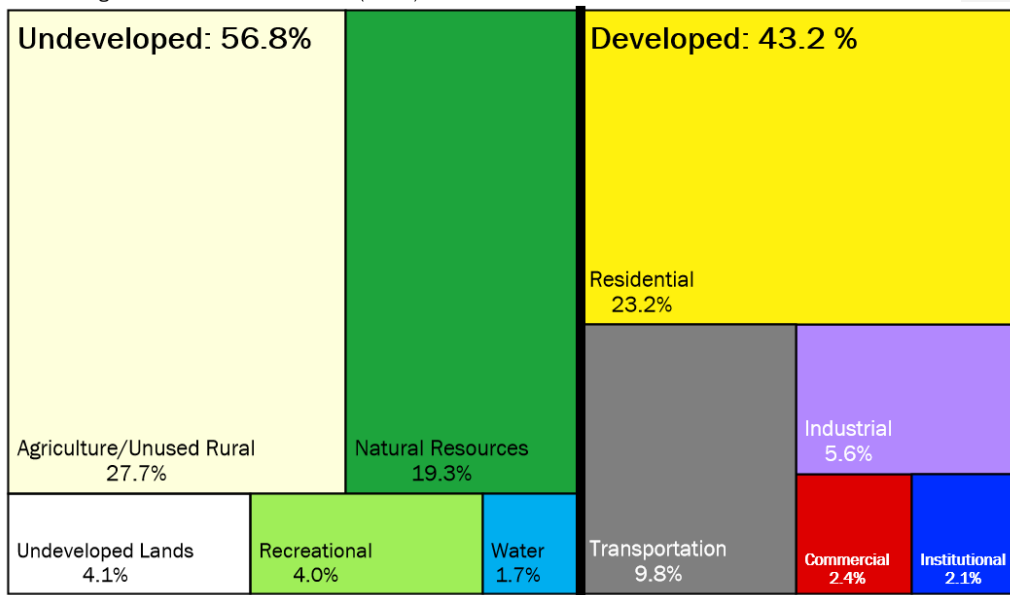
To put these land use amounts in perspective, the following recent land use inventory information from neighboring communities is provided for comparison purposes. The City of Greenfield in 2020 consisted of 91.7% of developed land uses which included: 46% residential; 8% business and office; 0.3% industrial, 7% public parks, and other developed land uses (2020 Greenfield Comprehensive Plan). The City of Muskego in 2024, consisted of 31% residential; 2% commercial; 5% industrial uses (including landfills); and 7% right-of-way (Muskego 2035 Comprehensive Plan, draft Dec. 15, 2025).

Table 5.__: Existing land use in Franklin (2024)

| Undeveloped Land Use Class | Acres | % Total |
|-----------------------------|---------------|--------------|
| Agriculture/Unused Rural | 6,147 | 27.7% |
| Natural Resources | 4,278 | 19.3% |
| Recreational | 878 | 4.0% |
| Undeveloped Lands | 915 | 4.1% |
| Water | 370 | 1.7% |
| Subtotal | 12,588 | 56.8% |
| Developed Land Use Class | | |
| Commercial | 524 | 2.4% |
| Communication and Utilities | 40 | 0.2% |
| Industrial | 1,238 | 5.6% |
| Institutional | 469 | 2.1% |
| Residential | 5,137 | 23.2% |
| Transportation | 2,184 | 9.8% |
| Subtotal | 9,592 | 43.2% |
| Total | 22,180 | 100% |

Table 5.__: Existing land use in Franklin (2024), by percent of city's area.

Not including Communication and Utilities (0.2%)



Existing Land Use (2024)

Map 5.1

Land Use Classification with percentage of city's area

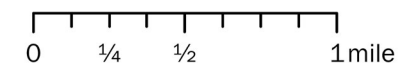
- Agriculture/Unused Rural Lands: 27.7%
- Commercial: 2.4%
- Communication and Utilities: 0.2%
- Industrial: 5.6%
- Institutional: 2.1%
- Natural Resources: 19.3%
- Recreational: 4.0%
- Residential: 23.2%
- Transportation: 9.8%
- Undeveloped Lands: 4.1%
- Water: 1.7%

- City Boundary
- Parcels
- Floodplain (1% annual chance)

Source:
 2020-2024 updates: City of Franklin Planning Department.
 2020 version: Southeastern Wisconsin Regional Planning Commission (SEWRPC).

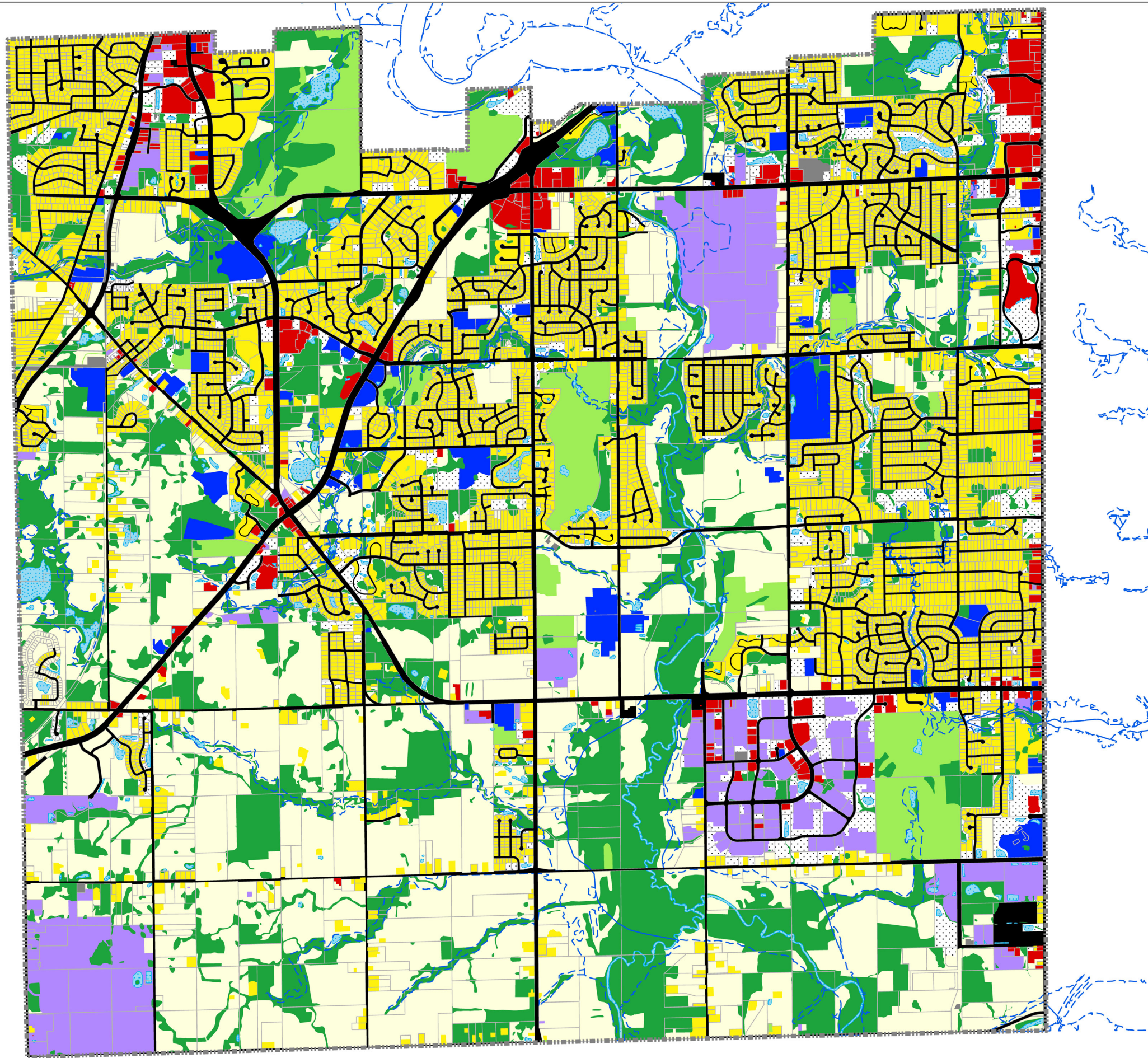
January 2026

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Planning Department
 9229 W Loomis Rd
 Franklin WI-53132

City of Franklin Comprehensive Plan



Land Use Trends (1985-2024)

Commented [RM16]: Section updated.

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

The 2009 comprehensive plan analyzed existing land use trends between 1985 and 2005. For this 2026 plan update, Planning staff added land use inventories of years 2010, 2020 and 2024 to analyze existing land use trends.

1985

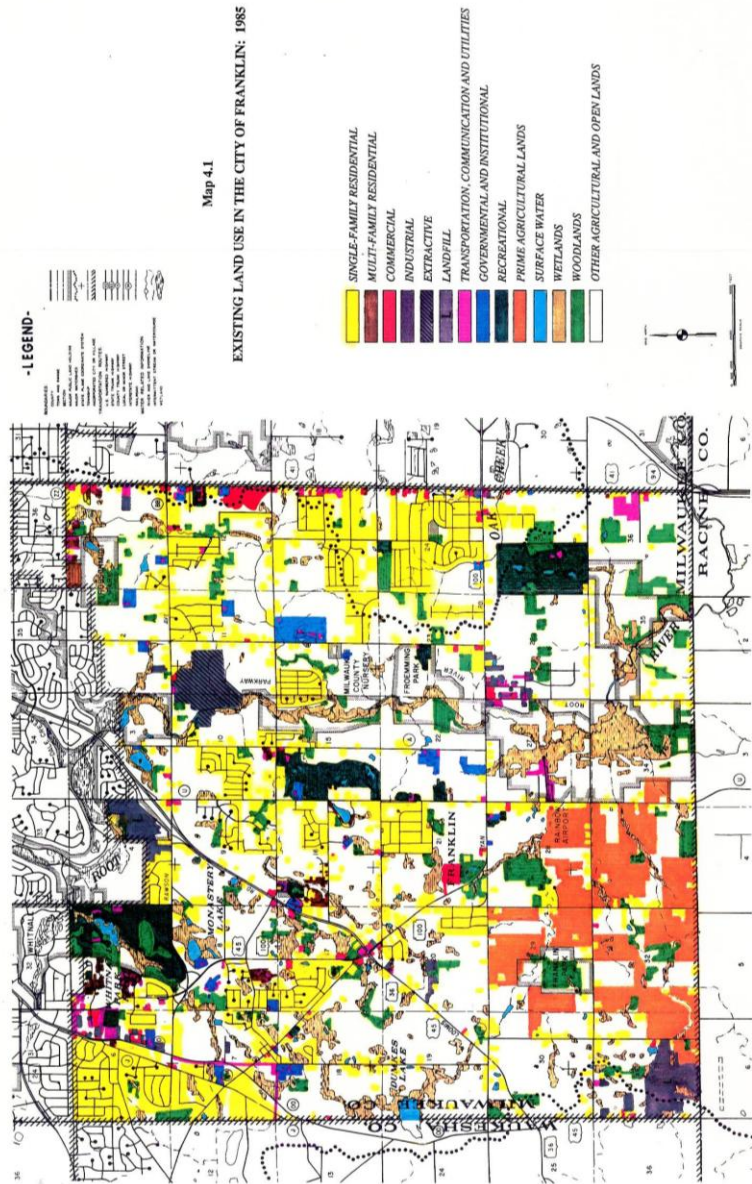
This year was selected due to available data from the 1992 comprehensive plan.

Table 5.3: Land use in Franklin (1985)

| 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
 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).

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



2005

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. 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.

Table 5.____: Land use in Franklin (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% |

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, 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.

2010-2020**Commented [RM17]:** New subsection.

Planning staff selected the years 2010 and 2020 because it corresponds to the decennial census, available data from SEWRPC, didn't need to be updated using aerial photographic interpretation.

Table 5.____: Land use in Franklin (2010)

| Undeveloped Land Use Class | Acres | % Total |
|------------------------------------|---------------|----------------|
| Agriculture/Unused Rural | 7,286 | 32.8% |
| Natural Resources | 3,924 | 17.7% |
| Recreational | 791 | 3.6% |
| Undeveloped Lands | 902 | 4.1% |
| Water | 351 | 1.6% |
| Subtotal | 13,254 | 59.8% |
| Developed Land Use Class | | |
| Commercial | 493 | 2.2% |
| Communication and Utilities | 35 | 0.2% |
| Industrial | 1,008 | 4.5% |
| Institutional | 435 | 2.0% |
| Residential | 4,849 | 21.9% |
| Transportation | 2,107 | 9.5% |
| Subtotal | 8,926 | 40.2% |
| Total | 22,180 | 100% |

Table 5.____: Land use in Franklin (2020)

| Undeveloped Land Use Class | Acres | % Total |
|------------------------------------|---------------|----------------|
| Agriculture/Unused Rural | 6,513 | 29.4% |
| Natural Resources | 4,232 | 19.1% |
| Recreational | 873 | 3.9% |
| Undeveloped Lands | 952 | 4.3% |
| Water | 352 | 1.6% |
| Subtotal | 12,922 | 58.3% |
| Developed Land Use Class | | |
| Commercial | 519 | 2.3% |
| Communication and Utilities | 39 | 0.2% |
| Industrial | 1,084 | 4.9% |
| Institutional | 469 | 2.1% |
| Residential | 4,996 | 22.5% |
| Transportation | 2,150 | 9.7% |
| Subtotal | 9,258 | 41.7% |
| Total | 22,180 | 100% |

Source: Prepared in-house based on geographical data from SEWRPC.

Current Land Use Trends

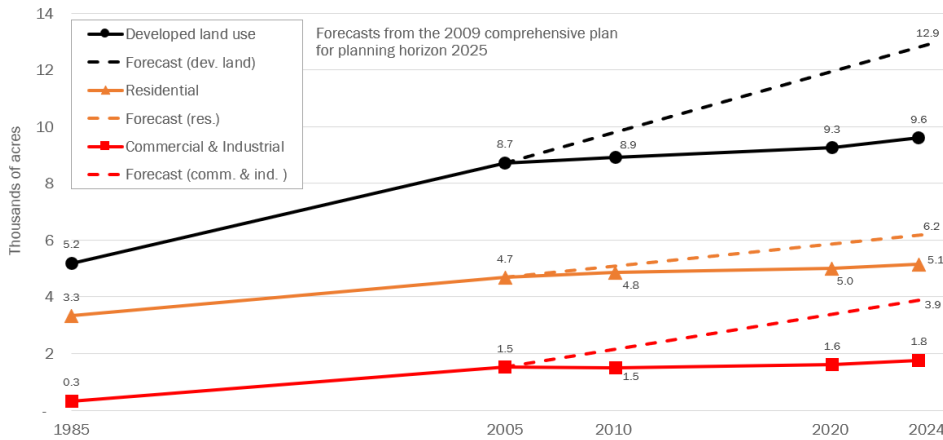
Commented [RM18]: Subsection updated.

This section identifies some of the major land use changes that have occurred between the 1985 land use inventory (Map 5.____) and the 2024 land use inventory (Map 5.____), and discusses current land use trends within the City.

During the 1985-2005 period, the city had a rapid growth of 68% in developed land uses, the 2009 comprehensive plan considered this historic trend and projected a growth of 58% between 2005 and planning horizon 2025. However, the city experienced a slower growth of 7.5% during the 2005-2024 period. Note that most land uses in the developed land group, such as residential as well as commercial and industrial combined, had a similar trend of rapid growth in the 1985-2005 period followed by slower growth.

Table 5.____: Forecasted growth in 2009 versus actual growth (1985-2024)

Developed land uses, residential, as well as commercial and industrial



Residential Uses: In 2024, residential uses continue to be the predominant developed land use category with 5,137 acres (23.2% of the city’s area), growing 5.9% between 2010 and 2024. The majority of residential land is devoted to single-family (87.9%), while multi-family is 7.9% and two-family 2.9% (see 2024 City Land Use Highlights).

Medium to high single family residential densities (over 2.3 dwelling units per acre) 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 are not available in some areas and agricultural uses are still present.

Commercial and Industrial Uses: For this 2026 plan update, trends in commercial and industrial land uses are analyzed together due to discrepancies in their classification between 2005 and 2024, the 2005 land use inventory classified manufacturing sites in the Franklin Business Park as commercial, while the 2010, 2020 and

2024 inventories classified them as industrial. Planning staff considers that industrial is the appropriate category for manufacturing sites in the Franklin Business Park based on the 2015 SEWRPC Land Use Classification.

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 grew 6.2% from 2010 to 2024, from 493 to 524 acres (2.2 to 2.4% of the city's area), which is very similar to the growth rate for residential land use in the same period.

Half of all commercial land is just for off-street parking (see 2024 City Land Use Highlights). The 2025 Unified Development Ordinance eliminated minimum parking requirements to incentivize a more efficient use of the city's commercial land which represents only 2.4% of the city's area.

Industrial uses occur at Franklin Industrial Park, Franklin Business Park and along portions of Forest Home Avenue. Ryan Meadows and the Franklin Corporate Park also has industrial uses with significant portions of undeveloped land and zoned for industrial uses. The amount of industrial land uses has increased significantly during the 2010-2024 period with a growth rate of 22.9%, from 1,008 to 1,238 acres.

It's worth noting that manufacturing and warehousing represent 28% of industrial land, while industrial parking 10%, the Franklin Aggregates Quarry 25%, the Waste Management Metro Landfill 26% (see 2024 City Land Use Highlights).

Natural Resources: This land use category is analyzed for the 2010-2024 period because the 1985 inventory didn't have this category and the 2005 inventory classified a significant portion of agriculture and unused rural lands as natural resources (i.e. 60th Street and S. County Line Road). Note that this category includes: wetlands, woodlands, floodplains, SEWRPC environmental corridors and isolated natural resource areas as well as areas under conservation easements.

Even though developed land uses increased in the 2010-2024 period, natural resources areas increased by 9%, from 3,924 to 4,278 acres. This increase is likely due to the long-standing desire of the City to support natural resource protection standards in the Unified Development Ordinance (UDO) in 1998 and maintained in the 2025 UDO. For example, during the approval process for a new subdivision or site, developers must submit a natural resource protection plan to the city outlining all present natural resources (wetlands, wetland buffers, shore setbacks, woodlands, etc.), if the proposal is approved, the UDO requires a conservation easement for those identified natural resources.

Public agencies own around 25% of all land in the city, presence of floodplains and natural resources are common in publicly owned lands (see 2024 City Land Use Highlights). For example, a significant portion of the floodplain along the Root River is owned by Milwaukee County.

INSERT 2024 Land Use Highlights

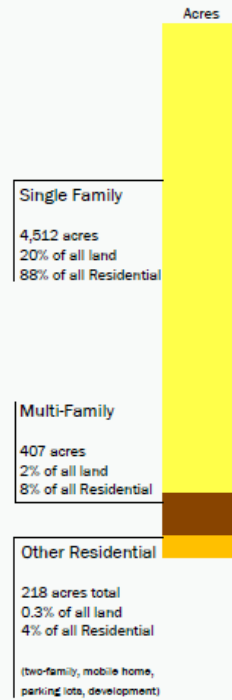
2024 City Land Use Highlights

Sources: 2024 Parcel and Property Owner Data, 2024 City of Franklin Aerial Imagery, SEWRPC Land Use Data

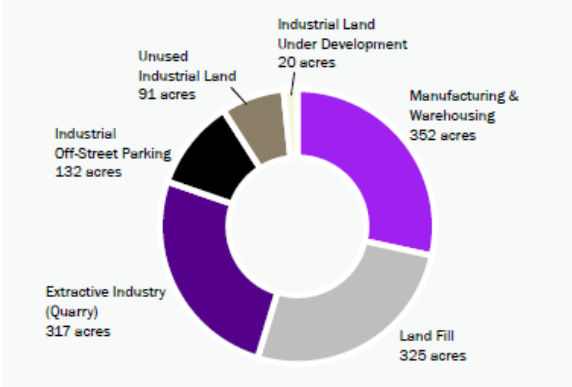
Public agencies own around 25% of all land in Franklin, and most represent areas in the floodplain or natural resource features.

| Agency | Acreage | Percent of Public Land |
|------------------------------------------|---------|------------------------|
| Milwaukee County | 4,017 | 67.0% |
| City of Franklin | 967 | 16.1% |
| Franklin Public Schools | 551 | 9.2% |
| City of Milwaukee | 155 | 2.6% |
| State of Wisconsin | 134 | 2.2% |
| Milwaukee Metropolitan Sewerage District | 103 | 1.7% |
| City of Waukesha | 61 | 1.0% |
| United States (Post Office) | 4 | 0.1% |

Most Residential Land is developed for Single Family Housing:



Manufacturing and Warehousing, Land Fill, and Quarry land uses occupy similar area of Industrially Developed Land:



Off-Street Parking Lots containing 10 or more spaces take up 585 acres, or 2.6% of city land. Commercial land uses have the most off-street parking.

50% of commercially developed land is just for off-street parking.

45% of all off-street in Franklin is dedicated to commercial land.



Price of Land

Commented [RM19]: Section updated with 2023 data.

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 \$15,000 to \$500,000 per acre in 2023.

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

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 acre

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 acre

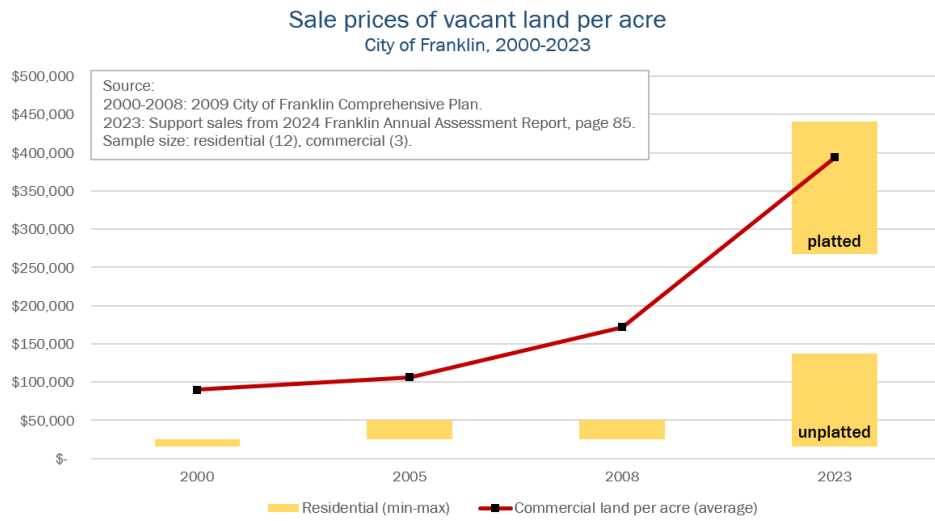
2023

- Residential Land, platted - \$267,000 to \$441,000 per acre
Residential Land, unplatted - \$15,000 to \$137,000 per acre
- Commercial Land (average) - \$394,000 per acre

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. Between 2000 and 2008, the cost of commercial 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; in 2023, it was not possible to analyze this difference due to a small sample size (3 records).

Table 5.1 identifies sale prices of vacant land (per acre) from 2000 to 2023, price range for residential and average price for commercial. This table shows significant increases in residential and commercial land between 2000 and 2023. In 2023, available data allowed to discern between platted and unplatted residential land, it's worth noting the price gap.

Table 5.1: Sales prices of vacant land per acre



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

Existing Population Trends

Commented [RM20]: Section updated.

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 35,451 in 2010. Following a peak growth rate of 158 percent between 1950 and 1960, Franklin grew by an average of 29 percent per decade between 1960 and 2010. Between 2010 and 2020, the city experienced a very much slower growth rate of 1.8%, this slower growth is expected to be followed by population decline in the next three decades according to population projections by the Wisconsin Department of Administration.

Table 5.5: City of Franklin population (1950-2020), and population projection (2030-2050)

| | Population | % Change |
|-------|------------|----------|
| 1950 | 3,886 | - |
| 1960 | 10,006 | 157.5% |
| 1970 | 12,247 | 22.4% |
| 1980 | 16,871 | 37.8% |
| 1990 | 21,855 | 29.6% |
| 2000 | 29,494 | 35.0% |
| 2010 | 35,451 | 20.2% |
| 2020 | 36,116 | 1.8% |
| 2030* | 35,132 | -2.8% |
| 2040* | 33,747 | -4.1% |
| 2050* | 32,299 | -4.5% |

Source: U.S. Census. (*) Population projection prepared by the Wisconsin Department of Administration in 2024.

This section compiles existing population trends and their implications for land use planning:

- Anticipated population decline for the next three decades.
- Even though a population decline is anticipated, total number households may continue grow. During the 2010-2020 decade, population grew by 1.8% while households grew by 12.5%, this trend is likely due to a smaller average household size.
- The city experienced an increase in the number multifamily residential units constructed since 2018. Recent approval of the Poths General development indicates that this trend may continue.
- Aging population. Residents aged +55 made up a third of Franklin’s population compared to only a quarter in Milwaukee County.
- Only 7.4% of Franklin residents both live and work in the city (2020).
- Less than 1% of worker reported using public transportation or walking for the work commute (2020).

The *Demographic Profile* in Chapter 2 analyses in greater detail these population characteristics, such as age, fertility, educational attainment, employment and households. Appendix C *City of Franklin Demographic Variables and Comparisons* provides detailed data tables.

THE FOLLOWING SECTIONS HAVE NOT BEEN UPDATED YET

- A draft version of the Future Land Use Map is attached for review.

Future Land Use Trends

Updates in progress

This section discusses future land/use development and populations trends utilizing past and present information.

Future Population Growth and Trends

Updates in progress

Population change has two components. (1) natural change: birth minus deaths, fertility and mortality rates tend to be somewhat predictable. (2) net migration: in-movers minus out-movers, net migration tends to change more quickly and is less predictable.

As shown on Table 5.6, according to the Wisconsin Department of Administration's Demographic Services Center, the population between 2020 and 2050 is expected to decrease to 32,299 (about 10%), a sharp contrast with the rapid growth rate that the City experienced since 1960. It's worth noting that only three of the 19 municipalities in Milwaukee County are expected to have a population growth. ▸

[Reason for projected population decrease: low fertility rate (<2.04) ?, mortality rate over fertility rate?]

According to the Department of Administration, Demographic Services Center, in prior decades, it was common to infer population increases associated with counties dominated by new suburban development, this factor appears to be less salient in the 2024 population projections as age distribution and fertility rates are becoming more salient.

To expect a population growth similar to prior decades would require one or more of the following demographic shifts: a large decrease in mortality, a large increase in fertility or a large increase in net-in migration. A large decrease in mortality is unlikely as the baby boomer generation (born 1946-1964) will enter higher-mortality age groups.

The regional plan Vision 2050 prepared by the Southeastern Wisconsin Regional Planning Commission (SEWRPC) is based on an intermediate growth scenario of 51,150 inhabitants for 2050 (about 41% growth from the 2020 population). Alternatively, the plan also estimates a high-growth scenario with a population of 54,900. As noted above, an intermediate or high growth scenario would require demographic shifts.

Table 5.6, POPULATION PROJECTION COMPARISONS FOR THE CITY OF FRANKLIN [update]

| | 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 [add date published]

(Update to this paragraph to be determined)

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

Updates in progress

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 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;
- median income levels will continue to increase;
- 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:

Draft updates below

- conservation or cluster 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;

- multi-family development as a percentage of total development within the City will slowly increase (multifamily development increased from 20% of total housing units to 23% in 2020, Appendix C).

With the adoption of new Unified Development in 2025, these new trends are assumed:

Draft updates below

- accessory dwelling units will likely occur in existing and future neighborhoods;
- mixed-use development will occur more often as it's now a permitted use in most business districts;
- duplexes and townhouses will occur more often;
- more compact development with smaller lots will occur more often;
- accessory dwelling units will likely occur in existing and future neighborhoods.

New trends may be added:

- **Trends from 2020 census data may be added.**

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 timetable 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)

Not updated yet

The City of Franklin Future Land Use Plan is based upon the guiding principles, goals and objectives, as well as the existing conditions and trends previously discuss in this chapter. This Future Land Use plan section contains the Future Land Use Map and the Land Use Design Policies.

Future Land Use Map

Updates in progress

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.

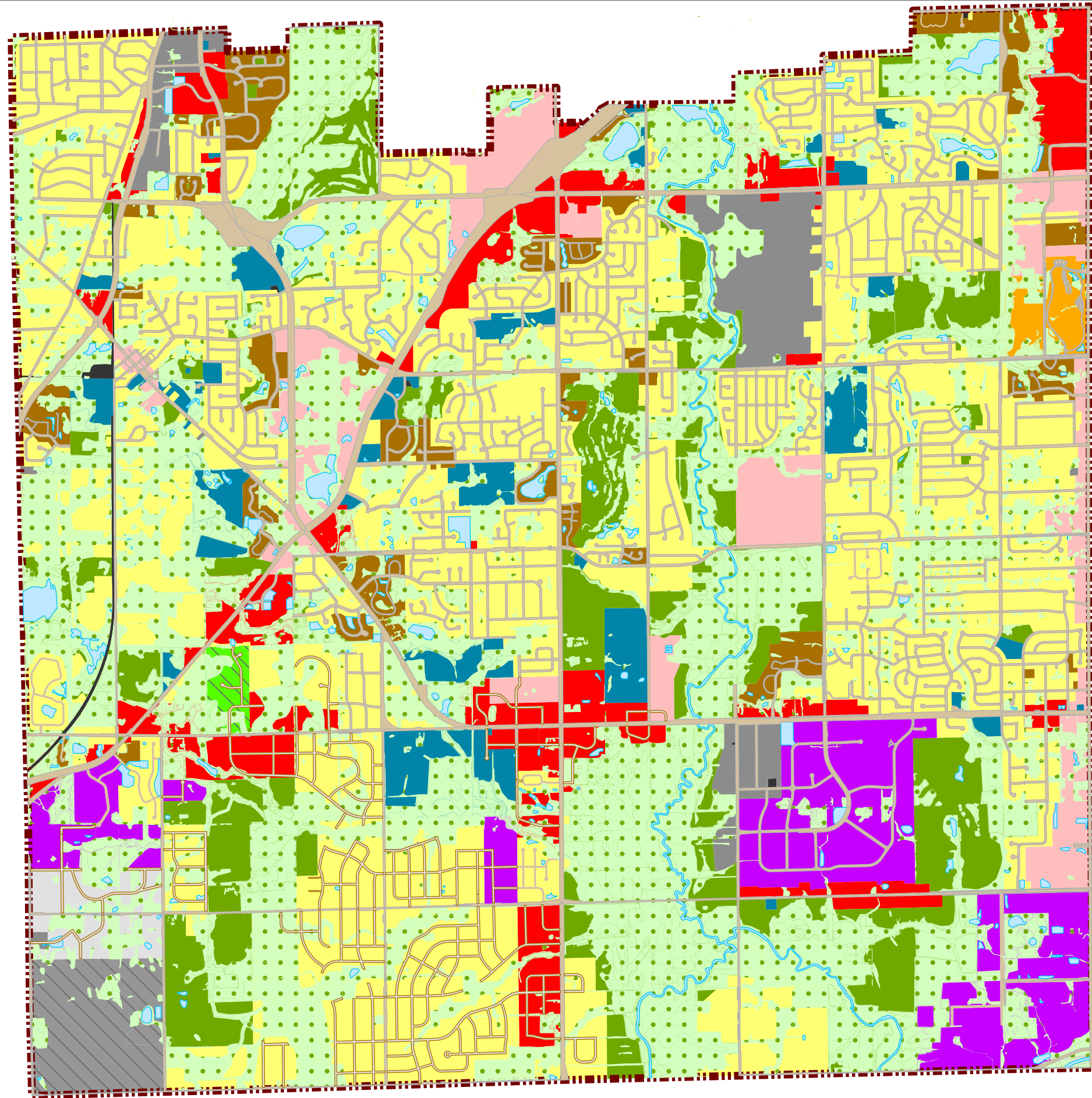
In addition to the principles, goals, objectives, and policies set forth earlier in this chapter, and the Land Use Design Policies set forth in the following section of this chapter, the Future Land Use Plan was also prepared in accordance with the following plans, planning efforts, and guidelines, which 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, and 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.
- The Ryan Creek Trail plan adopted in 2022.
- The Parkland Acquisition Study prepared in 2020.

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.



Future Land Use Map 5.X

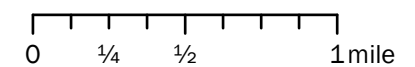
- Agricultural
- Areas of Natural Resource Features
- Business Park
- Commercial
- Communication and Utilities
- Industrial
- Institutional
- Landfill
- Light Manufacturing
- Mixed Use
- Office
- Recreational
- Residential
- Residential - Multi-Family
- Transportation
- Water

DRAFT

- This map version has the following changes:
- Amendments adopted by ordinance between 2010 and 2025 (except Costco, to be added).
 - Developments approved between 2010 and 2025: Cape Crossing, Ryan Meadows, Ryanwood Manor, Park Circle, Tess Creek, Aspen Woods, Rock Sports Complex, Velo Village, Carma Labs, Pleasant View Reserve, Carma Labs, Franklin Corporate Park, etc.
 - Franklin Industrial Park and Franklin Business Park designated as business park (formerly commercial).
 - Future roads layout updated to connect to approved developments: south of Ryan Meadows; and west and north of Ryanwood Manor.
 - Areas of Natural Resource Features include:
 - o Wetlands (2024)
 - o Woodlands (2009)
 - o SEWRPC environmental corridors and INRAs (2020)
 - o Floodplain (2024)
 - o Conservation easements (2025)
 - o Linkages (2009 Comprehensive Plan)

March 2026

1:40,000



Planning Department
9229 W Loomis Rd
Franklin WI-53132

City of Franklin Comprehensive Plan

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.

Update Table with new FLUM - 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 | 22180.00¹ | 100.00% |

¹ Further refinement of these future land use acreages is anticipated as more detailed information becomes available.

Future Land Use Changes

Not updated yet

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

Not updated yet

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

Not updated yet

"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.

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)

Updates to be determined

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.
- **Traffic and Circulation** — the patterns of vehicular/pedestrian movement and access (including parking) and the integration of these patterns with each other and places.

- **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. 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.
- **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, but 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 landscape.** 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 edges of developments 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 streetlight shall be placed where the entry place intersects with a public street.
- b) **Encourage cross-access.** 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 the property owner(s) or 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 Article 7 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 landscape.** 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.** 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 environmental areas.** 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.

SUMMARY OF RECOMMENDATIONS

Updates in progress

- 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 that 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 to update the city's Official Map (last updated in 1997).
- It is recommended that infill development be encouraged in areas surrounded by existing compatible uses and with existing infrastructure 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 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 the following design related issues be considered and/or be the subject of further study by the City when a reasonable opportunity arises.
 - Applicability of Crime Prevention Through Environmental Design to the City.
 - 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.
 - Creation of an ordinance to address issues related to abandonment of large buildings.

By adopting the 2025 Unified Development Ordinance, the city accomplished several recommendations from the 2009 comprehensive plan, these accomplishments have been removed from the list above (see Unified Development Ordinance Rewrite section for full list).

CHAPTER 2: ISSUES & OPPORTUNITIES

INTRODUCTION

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

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

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

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

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

While located within the Milwaukee metropolitan area, the City of Franklin is also adjacent to suburban and rural communities. Although primarily suburban in character itself, the City of Franklin actually consists of a variety of land uses and densities:

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

During the preparation of the 2009 comprehensive plan, the City was divided into nine planning areas (see Map 2.2), the 2050 comprehensive plan update is not proposing any changes to the boundaries of these planning areas. The Comprehensive Master Plan will address the City as a whole, but will also include specific recommendations for each of the nine planning areas.

The issues and opportunities element in this chapter is organized in the following sections:

- Background.
- Public Involvement. (to be updated)
- Planning Areas: Issues and Preferences. (to be updated)
- City-wide Principles, Goals and Objectives. (to be updated)

Commented [RM2]: For this update, Chapter 2 has been reorganized.

2050 Comprehensive Master Plan Update

The 2009 comprehensive plan has a planning horizon for the year 2025, this plan update started in 2025 is to extend the planning horizon to the year 2050.

Commented [RM3]: New section.

Major updates to this chapter listed below:

- *Community Character* updated with 2024 Rural and Urban Areas Map.
- *Demographic Profile* updated with 2010 and 2020 census data as well as population projections for 2050.
- *Relevant Prior Planning Studies* updated with studies completed between 2009 and 2025.
- *TIF Districts* Section updated.
- *Public Participation* (to be determined).

- *Principles, Goals and Objectives* (to be determined).

BACKGROUND

The following information is intended to help identify and put into perspective the current situation of the City of Franklin. While Chapter 1 of this Plan presented primarily historical information to identify benchmarks during the growth of the community, Chapter 2 presents current information, to show where the City is now. To help put this information in a more understandable perspective, some references to historical change, and benchmarking, are presented. The primary sources of the following information are the year 2000, 2010 and 2020 U.S. Census, Wisconsin Department of Administration populations projections, Southeastern Wisconsin Regional Planning Commission population projections, and the 1992 and 2009 City of Franklin Comprehensive Master Plan.

This *Background* section consists of:

- Community Character
- Relevant Prior Planning Studies
- Demographic Profile
- TIF Districts

Community Character

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

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

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

Commented [RM4]: Section updated with 2024 Rural and Urban Areas Map



Rural Character

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

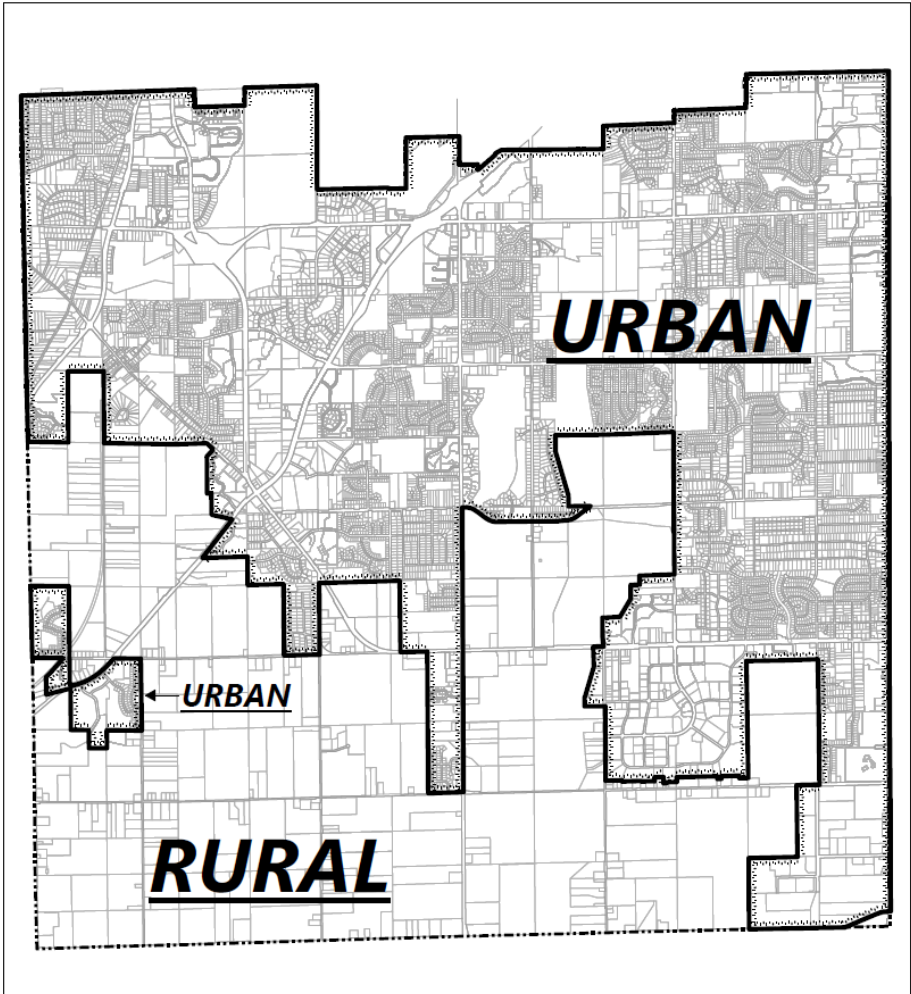
For most residents, the rural character of Franklin is prized for its visual quality. A significant portion of Franklin’s population appreciates and encounters the rural character from the vantage point of road corridors. Residents that live on farms or countryside estates, and the many residents who participate in passive outdoor recreation, also experience the rural character.

The city adopted the Rural and Urban Areas map in 1985 (last updated in 2024) to regulate raising of farm animals and parking of agricultural equipment, typically allowed in rural areas and restricted in urban areas. Per this map, the southwest portion of the city is considered rural (approx. 38% of the city’s area), in this map “urban” represents both urban and suburban characters.

Urban Character

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

Map 2.2: Rural and Urban Areas



Suburban Character

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

Summary

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

Relevant Prior Planning Studies

This comprehensive plan considers and incorporates many of the proposals and recommendations contained within the 1992 and 2009 comprehensive plans, and from other planning studies as discussed below.

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

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

The 2009 Comprehensive Plan considered the following planning efforts:

City of Franklin Research Findings (Franklin Needs Study) (1998). An economic development needs Study that identifies "holes" in the city's business base that city officials and residents would like to see filled. The recommendations promote capitalization of Franklin's unique characteristics, support careful control of the structure and infrastructure of development,

focus on a mix of businesses, “citizen driven” commercial development, pedestrian-focused retail environments, and small retail development clusters.

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

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

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

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

South 27th Street Corridor Plan (2004). A visionary, market-based land use plan that incorporates design guidelines, zoning recommendations and implementation concepts for

future development; natural areas preservation; and street and circulation design for a significant commercial/retail corridor.

WIS 241 (South 27th Street) Access Management Plan, County Line Road to County ZZ (College Avenue), Milwaukee County, Wisconsin (November 2005). A collaborative planning effort sponsored by the Wisconsin Department of Transportation to create a long-term vision for access management of the 27th Street corridor. The plan envisions the incremental implementation of its recommendations as land uses change over time or when safety issues occur. The plan focused on public and private road access to South 27th Street, local circulation needs, medians, and signalized intersections and traffic progression.

For the 2050 Comprehensive Plan update, this list is expanded with planning efforts between 2010 and 2025:

Unified Development Ordinance UDO (1998, 2025). This ordinance contains all of the City's zoning and land division related regulations within one document. The 2025 UDO is a complete rewrite of the 1998 UDO.

Comprehensive Outdoor Recreation Plan 2020 CORP (2002, 2011, 2015). The City of Franklin owns a number of parks and conservation areas, as well as properties intended as future parks and open space. The Comprehensive Outdoor Recreation Plan or "CORP", produced in 2002 and subsequently updated in 2011 and 2015, is the plan for lands owned by the City of Franklin and intended for recreational and conservation uses within the City's corporate boundary. The 2009 Comprehensive Plan described this document as an extension of the Comprehensive plan, designed to address projected and prioritized public park, open space, and recreational facilities needs through the year 2020 for the city. The plan included recommendations for improvements to existing outdoor recreation facilities, as well as acquisition and development of new outdoor recreation facilities. Preparation, adoption, and regular 5-year updates of the Comprehensive Outdoor Recreation Plan would maintain the City's eligibility to apply for the State's Stewardship Grant Program.

In 2011 the community brought forth a proposal to develop an Inclusive "All Abilities" playground in memory and honor of the life of Kayla Runte, a young community member with special needs. The park is the first of its kind in the region and is designed to be a "truly all-accessible (playground) for all children and families of any age and ability." Since the park was

Commented [RM5]: New subsection.

not envisioned in the existing Comprehensive Outdoor Recreation Plan (CORP), the document was amended to enable its development.

Current Status: The overall CORP has not been updated at the required intervals. As of this writing in 2026, the 2015 update to allow for the creation of Kayla's Playground is the most recent work done on the plan itself, and this was narrowly focused on a single new park. This lack of planning has several impacts on the City's ability to develop and manage parks:

1. The CORP is a required document to maintain the City's eligibility to apply for the State's Stewardship Grant Program for public lands. Without an update, the City is not eligible for this important source of funds.
2. The CORP incorporates State of Wisconsin requirements for recreational facilities which are based on population growth projections. Prior plans anticipated relatively rapid population growth. The 2026 Comprehensive Master Plan update includes updated demographic information; current projections from this 2026 update foresee a possible decline in population (see Chart 2.1). The current work on the Comprehensive Master Plan does not update the CORP to reflect these trends. This means that some facilities planned for future population may not be necessary or appropriate.
3. The CORP and its recommended facilities are the basis of the Park Impact fee assessed under Wis. Stat. 66.55 on all new residential development on the City. The City charges this fee so that such developments "pay for" the expansion of park facilities recommended in the CORP to meet the increase in population from new homes, without penalizing existing residents. The Impact Fee revenue is not intended to cover the entire cost of new park developments; the City must also provide a "match" of public dollars.

If Impact Fee funds are not used within a timeframe set by the state, the funds must be repaid. The current pace of work on plan implementation means that the City has narrowly missed being required to repay these funds, and the long holding period means that the value of the funds decreases over time due to inflation – a fee assessed in 2020 has very different purchasing power in 2026.

Franklin commissions periodic Impact Fee Studies for all categories of this revenue type, which funds infrastructure such as parks. Since the expectations for population growth have changed, the plan, and therefore the fees, may be in excess of what is required for the City's needs for its park system.

Parkland Acquisition Study (2020). In 2020, the City of Franklin reached a critical moment where it was holding approximately \$1.8 million in Park impact fees which needed to be spent down or paid back. In order to resolve the matter, the City undertook a Parkland Acquisition Study to identify available lands appropriate for park development and purchase them. The initial phase of this Study resulted in the purchase of lands along Lovers Lane (8120 S LOVERS LANE RD etc.) for a future “mini” park, and site of a City of Franklin Water Tower.

The Strategy was adopted by Common Council at the September 21, 2021 meeting, and that “Scenario E” be implemented for the future use of Park Impact Fees. Scenario E recommended the purchase of a 60-acre or larger park for future development, and use of any remaining fees on the development of trails. As a result, the City purchased two parcels identified in the Comprehensive Master Plan and CORP as the future “Southwest Park”.

Ryan Creek Trail Plan (2022). The Ryan Creek Trail is a large trail segment contemplated by the Comprehensive Outdoor Recreation Plan. The general route is proposed to follow Ryan Creek, a significant water feature which begins in the southwest corner of Franklin just east of the Subcontinental Divide, and flows eastward to become part of the Root River. The Ryan Creek corridor includes many important natural resource features, and would be an appealing place for recreation.

The Concept Plan identifies major features in the region relevant to trail design including: other trail connections; destinations such as existing and future parks and natural areas, schools, and other civic facilities; and future residential development areas. It proposes one Primary route which generally follows along the Ryan Creek corridor, and several secondary and tertiary connections to key destinations. This plan was adopted by Resolution No. 2022-7874.

Housing Affordability Reports (since 2020). Annual reports of the municipality’s implementation of the housing element of the comprehensive plan.

Floodplain Zoning Ordinance (2024). This ordinance regulates development in the Special Flood Hazard Area (i.e. where structures can be built on a lot, permitted and prohibited uses), the city first adopted this ordinance in 2008.

Demographic Profile

This Chapter's Demographic Profile presents historic and current population characteristics for the City of Franklin. Selected data includes employment, households, and housing trends. The section also introduces population projections for the city, which later chapters address in greater detail. Appendix C provides detailed tables of selected data used in each of the following sections.

Population Projections (Appendix C.1)

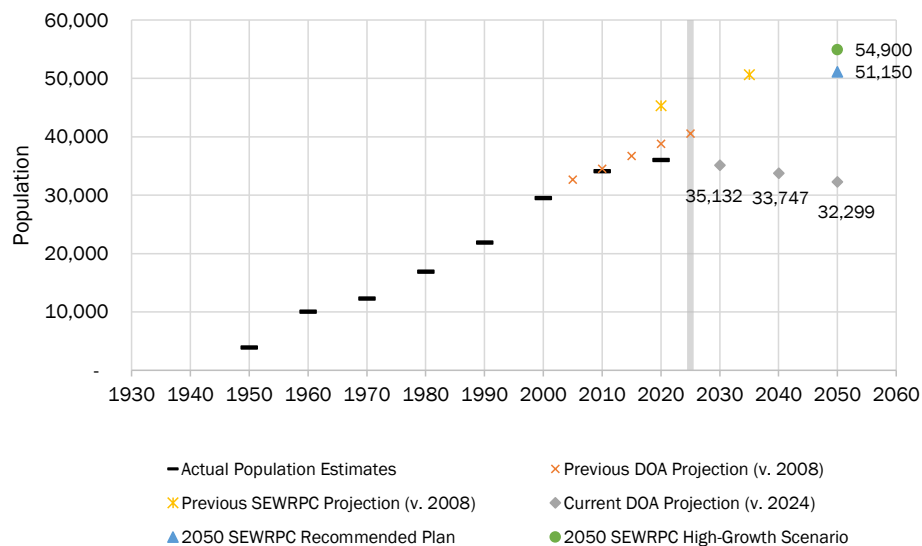
Multiple agencies prepare population projections for use in policy-making and planning. This Plan uses population projections from the Wisconsin Department of Administration (DOA) and Southeastern Wisconsin Regional Planning Commission (SEWRPC or The Commission). Agencies' population projections may differ due to the method of preparation, what data is included, and how agencies estimate the impact of policy changes. Chart 2.1 compares the reality of population trends in Franklin with the different projections available. This comparison highlights the shift in population projections between the writing of the Comprehensive Plan (2009) and the 2025 update.

SEWRPC provides two population projections: one based on the Recommended Plan and one based on the High Growth Scenario. While both project growth, the outcome depends on whether Franklin implements The Commission's recommendations. This Plan brings attention to two key reasons why The Commission's estimates project population growth. First, the Recommended Plan assumes that the southwest part of the city will get public sanitary sewer service by 2035. Second, The Commission assumes that residential development will continue at a similar density. Based on these assumptions, The Commission projects that Franklin could grow to 54,900 residents under the High-Growth Scenario. However, infrastructure costs may limit new sewer adoption in the City.

Historically, population trends in Franklin have more closely matched projections provided by the DOA. For example, in 2008 the DOA projected that Franklin would reach 34,530 residents by 2020. In 2020, the city's population reached 36,013 residents. DOA Projections prepared in 2024 show the population of Franklin declining after 2020, shrinking to 32,299 residents by 2050. As shown in Chart 2.1, the difference between the population projections by the DOA and SEWRPC increased dramatically over time. The two agencies' projected 2020 populations differ by around 16%. For the year 2050, the SEWRPC High-Growth Scenario population projection is almost 70% higher than that of the DOA.

Commented [RM6]: Updated with 2010 and 2020 census data as well as population projections for 2050.

Chart 2.1: Difference Between Population Projections, City of Franklin



The difference in available population projections highlights the breadth of possibilities available to Franklin, depending on what policies the City prioritizes over the coming decades. Strong growth at the beginning of the city’s history influenced the population projections and the policy decisions made over the last 20 years. This expected growth informed the goals, objectives, recommendations, and policies of the chapters written in 2009. The City’s planning and policy decisions should respond to updated data as it becomes available.

Population (Appendix C.1)

The City of Franklin witnessed strong population growth between 1980 and 2008, reaching 33,550 residents in 2008. At the time, Franklin was growing at a faster rate compared to surrounding communities and the County as a whole. The City’s highest rate of population increase per decade was around 158%, which occurred between 1950 and 1960. Since 2008, the population has continued to grow but at a much slower rate. As of 2020, the City’s population reached 36,116 residents. This growth represents an increase of only 1.8% from 2010.

Franklin is not alone in seeing both slowed growth in the last decade and projected population decline. Of nine neighboring communities, only Oak Creek and Wauwatosa are projected to grow going into 2050. This update contrasts with historic projections, which anticipated both Franklin and Oak Creek growing over 37% going into 2025. Between 2020 and 2050, the DOA projects Franklin’s population to shrink around 10%, which is

comparable to the projected 9% decrease for the Milwaukee County population. Changes to population age characteristics and fertility can influence population size and projections. The next two sections discuss these characteristics in greater detail.

Age Characteristics (Appendix C.2)

In line with state and national trends, the population of Franklin is aging. The median age of the City increased to 39.2 years in 2010 and 43.4 years in 2020. In comparison, the median age for Milwaukee County only increased to 35 years in 2020. In 2000, almost half the City’s population was between 25 and 54 years of age. It appears that this population has largely aged in place, resulting in a greater population of residents ages 50 to 69 compared to Milwaukee County. Residents aged 55+ made up a third of Franklin’s population compared to only a quarter of the County’s population in 2020.

A population pyramid helps show the distribution of a population by age group (Charts 2 and 3). A top-heavy or inverted pyramid shape signals an aging population and that younger cohorts are not replacing their older counterparts. This trend can contribute toward population decline, as discussed in the above sections. Age distribution has implications for many aspects of a community and should strongly inform the recommendations of this Comprehensive Plan.

Chart 2.2: Population Pyramid, City of Franklin (2020)

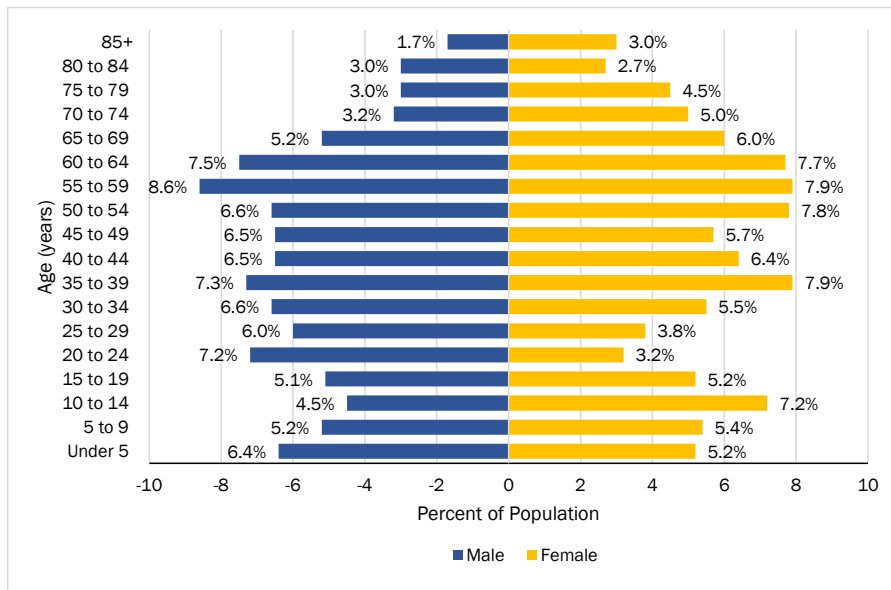
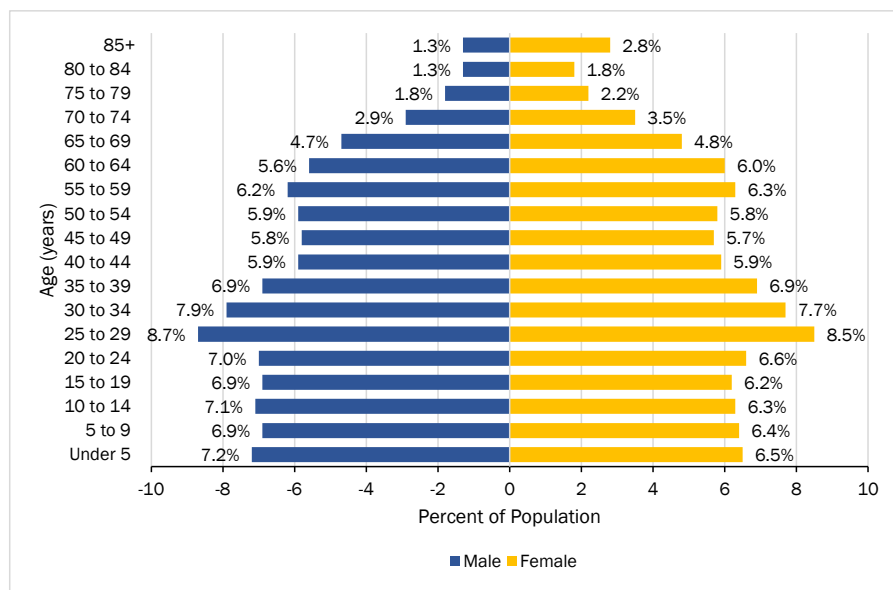


Chart 2.3: Population Pyramid, Milwaukee County (2020)



The Milwaukee County Community Rehabilitation Center (formerly House of Corrections), is located in the center of the City of Franklin, in Census Tract 1972 Census Block Group 4. According to the City's history, including the population of this facility was critical for Franklin's incorporation as a fourth-class city in 1956.¹ The American Community Survey age and population data used in the Demographic Profile includes the residents of the Community Rehabilitation Center (CRC). However, CRC residents are not able to participate in economic, social, and political activities in the same capacity as non-institutionalized residents of the City of Franklin. This inclusion should be carefully considered due to the size and ages of the 2020 CRC population.

In 2020, Franklin had 22% more men than women aged 15 to 49 years old. In comparison, there were 3% fewer men than women in this age group than Milwaukee County as a whole. This difference is largely accounted for by the CRC, which had 1,587 residents in 2020 (1,451 males aged 18 to 64).² In 2020, residents of the CRC accounted for approximately 4.4% of the city's population. For scale, CRC residents accounted for only 0.2% of

¹ City of Franklin (n.d.). About Franklin: History. <https://www.franklinwi.gov/About-Franklin.htm>.

² U.S. Census Bureau (2020). ACS 5-Year Estimates (Table S0101).

Milwaukee County's total population in the same year.³ Analyzing the population pyramids while acknowledging the CRC emphasizes Franklin's small population of young and middle-aged adult residents.⁴

Birth Rates & Fertility (Appendix C.3)

Birth and age specific fertility rates are adjusted based on the population of women aged 15 to 49 years old, which is considered the typical reproductive age group. This normalization allows comparison between Milwaukee County and the City of Franklin despite the County's much larger population.

Between 2010 and 2020, both the City of Franklin and Milwaukee County saw reduced birth rates for females aged 15 to 19. The total birth rate (ages 15 to 50) dropped in Milwaukee County from 58 to 49 per one thousand women between 2010 and 2020. In contrast, the birth rate in the City of Franklin was stable at 55 births per one thousand women during that time. It is important to note that the pandemic may have influenced the birth rate in 2020 and the years immediately following. With the impacts of the pandemic in mind, this analysis compared age specific fertility rates in Franklin and Milwaukee County during 2023. In 2023, the age-specific fertility rate for women aged 25 to 34 were higher in the City of Franklin compared to Milwaukee County. However, Milwaukee County's 2020 population had a much greater proportion of women aged 15 to 49 years old (47.7%) compared to the City of Franklin (37.7%) (see Charts 2.2 and 2.3). Having a smaller population in this reproductive age group likely contributes to the projected population decline, as there are fewer women to give birth compared to the total size of the population.

Educational Attainment (Appendix C.4)

In general, education levels increased in both the City of Franklin and Milwaukee County between 1990 and 2020. However, the population of Franklin continued to hold higher levels of education than the County as a whole. In 2020, 93.9% of Franklin residents had at least graduated high school and 40.6% of residents held at least a bachelor's degree. In comparison, 88.7% of County residents had at least graduated high school and 31.3% of residents held at least a bachelor's degree.

Industry and Employment (Appendix C.5)

The City of Franklin is home to a selection of retail establishments that offer shopping destinations for residents and visitors. The number of establishments in selected categories rose from 60 in 2002 to 76 in 2022. During

³ U.S. Census Bureau (2020). Decennial Census (Table P18).

⁴ U.S. Census Bureau (2020). ACS 5-Year Estimates (Table B01001).

that time, Franklin saw a decrease in the number of Motor Vehicle and Parts Dealers. Growth in the number of establishments included increased Health and Personal Care Retailers as well as Food and Beverage Retailers.

It is important to note that the majority of Franklin residents work outside the city. In 2020, only 1,247 (or 7.4%) of Franklin residents both lived and worked in the city. In comparison, 15,562 residents worked outside of the Franklin.⁵ The mean travel time to work was 25.1 minutes and 83.7% of Franklin workers drove alone (2020). Fewer than 1 percent of workers reported using public transportation or walking to work. Since 2010, the percentage of residents working from home increased from 3.2% to 8.6%.⁶

Occupation describes what individuals do at work, while industry describes the specialization of their employer.⁷ The mix of occupations held by Franklin residents changed little between 2000 and 2020. Management, Professional, & Related remained the most common occupation category (45.8% of employed citizens over 16 years old). Mirroring trends in the County as a whole, Franklin saw small increases in Management, Professional, & Related Services as well as in Service occupations. While the mix of occupations remained similar, the industries that Franklin residents work in shifted between 2000 and 2020. Notable changes include fewer Franklin residents working in the Agricultural, Manufacturing, and Information industries. At the same time, the percent working in Educational, Health and Social Services increased (19.5% to 24.4% of workers).

The number of establishments in the health and educational industries also increased between 2002 and 2022. In particular, the number of Health Care & Social Assistance establishments increased to more than 85 in 2022. Of the selected industries, Health Care & Social Assistance establishments had the second highest revenue and by far the greatest annual payroll in 2022. This data represents a shift from 2002, when Retail Trade establishments had the largest revenue, annual payroll, and most employees of these selected industries. However, the selected industries leave out Manufacturing establishments, which represent a critical part of Franklin's economy. Over the last 30 years, the City of Franklin has prioritized industrial and manufacturing development and attraction. This priority has helped increase the number of manufacturing jobs located in the city to from 2,526 in 2002 to 3,542 in 2022.⁸ In total, the City of Franklin provided 13,559 total jobs in 2020.

⁵ U.S. Census Bureau (2020). OnTheMap Application and LEHD Origin-Destination Employment Statistics. <https://onthemap.ces.census.gov/>.

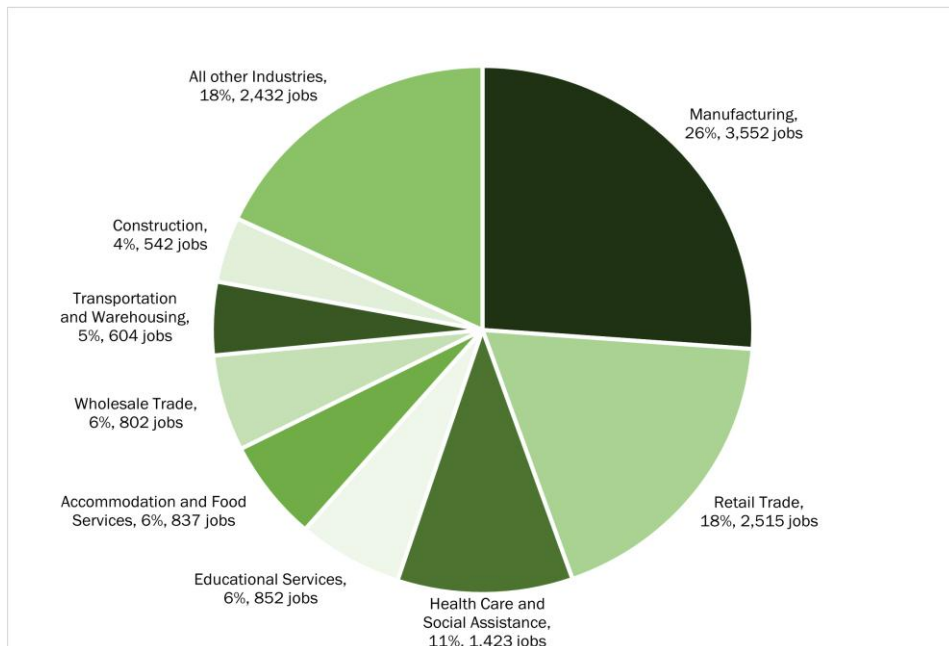
⁶ U.S. Census Bureau (2010, 2020). Decennial Census (Table DP03).

⁷ U.S. Census Bureau (2024). Frequently Asked Questions (FAQs) about Industry and Occupation.

⁸ U.S. Census Bureau (2002, 2022). OnTheMap Application and LEHD Origin-Destination Employment Statistics. <https://onthemap.ces.census.gov/>.

The greatest number of these jobs were in the Manufacturing, Retail Trade, and Health Care & Social Assistance industries (see Chart 2.4).

Chart 2.4: Total Jobs by NAICS Industry, City of Franklin (2020)



Source: U.S. Census Bureau (2020). OnTheMap Application and LEHD Origin-Destination Employment Statistics.

Households and Housing Characteristics (Appendix C.6)

The number of households in the City of Franklin has grown since reaching 10,637 households in 2000. However, growth has started to slow at 12,233 households in 2010 and 13,760 households in 2020. Average household size continued to decline during this timeframe, reaching 2.46 persons per household in 2020. This average household size was comparable to Milwaukee County (2.42 persons per household). Average Franklin family size remained similar between 2000 and 2020. In 2020, the average Franklin family was smaller than that of the County (3.02 compared to 3.24 persons per family). Shrinking household sizes in combination with projected population decline may not result in proportionally fewer households. For example, the population and number of households in Franklin both show slowed growth from 1990 to 2020 (Table 2.5). However, the number of households shows a higher rate of growth than the population overall. This data aligns with the trend

toward smaller household and family sizes. For this reason, growth in the number of small households could continue to create demand for housing units in Franklin even as the population shrinks.

Table 2.5: Population and Household Changes by Decade, City of Franklin (1990 to 2020)

| Year | Population | Pop. % Change | Number of Households | Households % Change |
|------|------------|---------------|----------------------|---------------------|
| 1990 | 21,855 | - | 7,443 | - |
| 2000 | 29,494 | 35.0% | 10,637 | 42.9% |
| 2010 | 35,451 | 20.2% | 12,233 | 15.0% |
| 2020 | 36,116 | 1.8% | 13,760 | 12.5% |

Sources: Wisconsin Department of Administration, 2010 & 202 ACS 5-Year Estimates (S1901), 1990 & 2000 U.S. Census

Household income increased in both the city of Franklin and Milwaukee County since 1990. In 2020, the City of Franklin median household income was \$81,321 compared to \$52,260 for the County as a whole. However, increased inflation over this time period affected the buying power of these increased household incomes. According to calculations by the Bureau of Labor Statistics⁹, the 1990 Franklin median household income of \$43,686 had equivalent buying power of \$88,459 in 2020. In contrast, the 1990 Milwaukee County median household income of \$38,100 had equivalent buying power of \$77,148 in 2020. This calculation indicates that the median Franklin household's buying power remained relatively similar or increased, whereas the median County household's buying power decreased over the same timeframe.

The value of owner-occupied housing units also increased for both the City of Franklin and Milwaukee County in the last 30 years. The median value of owner-occupied units in Franklin increased from \$94,300 to \$262,200, which represents a value increase of around 180%. In contrast, the median value for Milwaukee County owner-occupied units only rose from \$103,200 to \$162,200, or a 57% increase. Most housing units in the City of Franklin were built after 1980 (65% as of 2020). In contrast, the housing stock of the County as a whole is much older, as the majority of structures were built before 1960 (58% as of 2020). The age of a community's housing stock can have implications for housing value, construction methods, and exposure to environmental hazards.

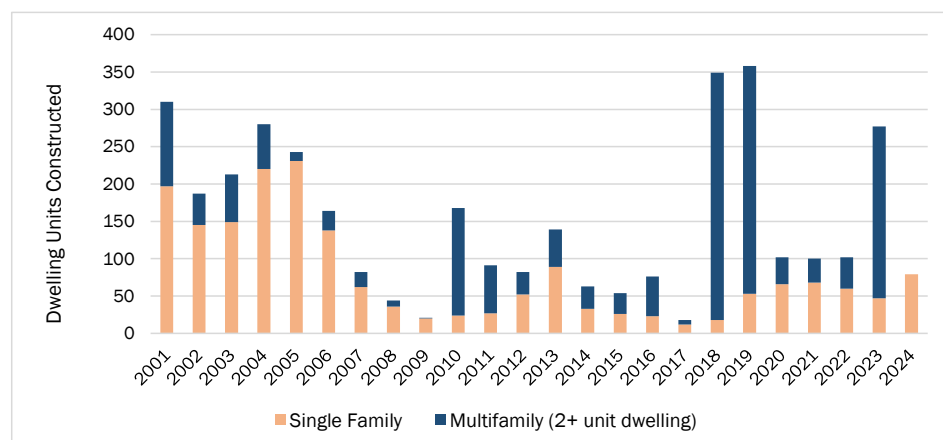
The City gained at least 5,700 new housing units between 1990 and 2020. New single-family homes and larger apartment buildings (containing 10+ units) made up the majority of these new units. Table 2.6 shows a drop off

⁹ U.S. Bureau of Labor Statistics (n.d.). CPI Inflation Calculator.

https://www.bls.gov/data/inflation_calculator.htm.

in the construction of single-family homes after around 2005 and increased multifamily construction in 2018, 2019, and 2023. These spikes come from approval and construction of a few apartment complexes, including Velo Village (Ballpark Drive) and Seasons at Franklin (S. 27th Street).

Table 2.6: Housing Units Constructed in Franklin, 2001 to 2024



Source: City of Franklin (2024). 2024 Housing Affordability Report, Table 2: Overall Housing Platted/Approved and Constructed.

Compared to Milwaukee County, Franklin has a much smaller proportion of 2-, 3-, or 4-unit housing structures. These types of structures are referred to as “Missing Middle Housing,” which refers to the lack of small, multiple family housing options in many communities.¹⁰ The percentage of vacant housing units in Franklin dropped from 4.1% in 1990 to 2.5% in 2020. The vacancy rates also remain lower in the City of Franklin compared to Milwaukee County, in which 8.5% of housing units were vacant in 2020. The mix of owner- and renter-occupied units in Franklin remained comparable over the last 30 years, with 78.2% of units owner-occupied in 2020. In contrast, Milwaukee County housing units were just under half owner-occupied in 2020.

¹⁰ National League of Cities (2024). What is Missing Middle Housing?
<https://www.nlc.org/article/2024/01/23/what-is-missing-middle-housing/>.

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.

The City has five active Tax Incremental Finance Districts as of 2025 (approximately 6% of the city's area), and two TIF Districts pending review (TID #10 & #11). The city's 2025-2028 Economic Development Strategic Plan recommends the use of Tax Incremental Financing as an incentive tool for land development.

Commented [RM7]: New paragraph.

PUBLIC PARTICIPATION

Section to be updated.

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

- City-wide community survey (provided to over 12,000 residents and business owners in July 2005, included 27 questions ranging from background information about the respondents to how they rate the overall quality of services in the city);
- A Kick-Off Meeting held in August 2005, to provide an introduction of the comprehensive master plan update effort, a summary of the results of the community survey, and to conduct a design preference survey;
- Constant web-site updates (copies of the surveys, minutes, agendas, draft chapters, and other pertinent information, was maintained on a separate webpage linked to the City's website and the Planning Department's webpage);
- Nine Listening Sessions and Design Preference Surveys (conducted in September and November 2005 for each of the neighborhood planning areas, the Listening Sessions included the Design Preference Survey to obtain resident feedback on preferred types of development);
- Ten Review Session meetings (two for each neighborhood planning area, conducted in two rounds, one round of meetings with each neighborhood in June 2009, to obtain public comment on the draft plan prior to completion, and a second round of meetings with each neighborhood in July 2009, to obtain public comment on the final draft plan prior to a citywide open house and a citywide public hearing);
- 21 Plan Commission and 33 Project Committee meetings (all meetings of the Project Committee/Plan Commission were open to the public, and those Project Committee meetings dealing with the Plan Update included a public comment period);
- Open House (provided an opportunity for the public to ask questions about the final draft Plan of City staff and the consultant); and
- Public Hearing (provided an opportunity for the public to officially comment on the final draft Plan).

Design Preference Survey Results

The Design Preference Survey was conducted at the neighborhood Listening Sessions held in November 2005, and consisted of the review and ranking of 78 images of different types of development. In general, it can be noted that the 475 individuals who participated generally preferred suburban type development, such as: high-quality, large lot, residential development; high quality non-residential development utilizing many architectural and landscaping features of residential developments such as pitched roofs and landscaping; smaller

developments and smaller buildings; significant amounts of open space/green space; curvilinear roads; and managed landscaping/parklands. Detailed results of this survey are presented in Appendix E.

Community Survey

A city-wide survey was conducted in July 2005 to gauge community support for existing and future development and services. The following table provides excerpts from the survey that illustrate the most widely supported (or opposed in one instance) issues, full survey results are located in the Appendix D. Table 2.2: Community Survey Summary.

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

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

PLANNING AREAS: ISSUES AND PREFERENCES

Section to be updated with results from public participation activities.

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

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

Area A: the northwestern portion of the City

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

Sidewalks and Bike paths

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

Streets in Neighborhoods

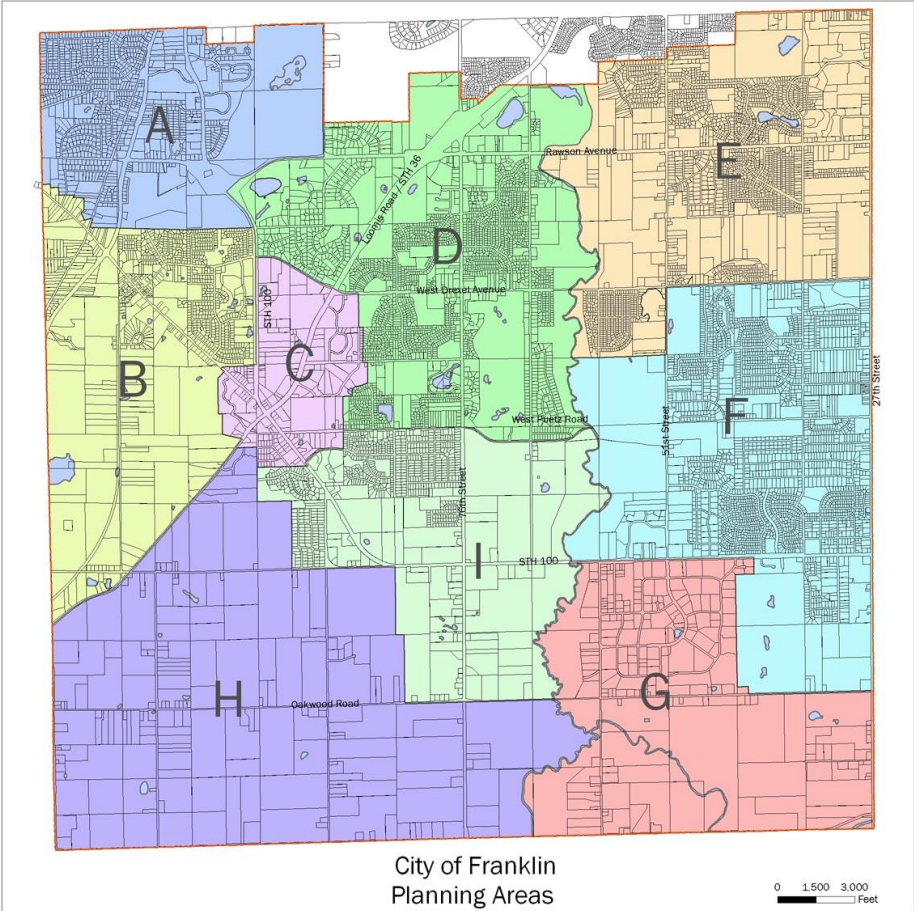
The type and speed limits of streets in the neighborhoods was addressed by multiple residents. One resident indicated that arterials in residential areas are not appropriate. Another resident suggested changes in striping and speed limits should be considered to limit the impacts caused by major roads.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

Multifamily Development

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

Map 2.3: Planning Areas

Commented [RM8]: Map format and parcel layer to be updated.



Area B: the west central portion of the City

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

Subdivisions

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

Natural Resources

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

Identity of Neighborhood

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

St Martins

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

Schools

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

Area C: the civic center portion of the City

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

Natural Resources

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

Multifamily Development

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

Elderly Housing

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

Commercial Development

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

Area D: the north central portion of the City

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

High Traffic

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

Streets in Neighborhoods

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

Sidewalks and Bike paths

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

Area E: the northeastern portion of the City

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

Sidewalks and Bike paths

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

Sycamore Street Extension

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

Balanced Land Uses

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

Buffering

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

Area F: the east central portion of the City

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

High-quality Retail

Several residents of this area expressed a desire to attract high-quality/high-end retailers to Franklin. Specific retail types discussed included clothing and grocery stores (such as Sendik's). Residents also indicated they

believed Franklin could become a destination for boutique retail, much like Greendale's village center that was privately subsidized.

Natural Resources

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

Preservation of "Franklin" Character

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

Industrial Development

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

Area G: the southeastern portion of the City

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

Preservation of "Franklin" Character

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

Retail

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

Sexual Predators

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

Recreation

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

Area H: the southwestern portion of the City

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

Landfill

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

Infrastructure

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

Preservation of "Franklin" Character

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

Paths and Trails

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

Subdivisions

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

Area I: the central portion of the City

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

Taxes

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

Access

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

CITY-WIDE PRINCIPLES, GOALS AND OBJECTIVES

Section to be updated

This Plan sets forth a number of principles, goals, objectives, policies, programs, recommendations, and suggestions based upon the input of citizens, officials, and staff. All of these guidelines incorporate or support the frequently expressed desire of residents to retain the City of Franklin's character. This includes maintaining a mix of urban, suburban, and rural areas, protecting and preserving important natural resource features, and ensuring high quality development. This chapter sets forth the principles, goals and objectives of this Plan, however, the specific policies, programs, recommendations and suggestions of this Plan are set forth in the specific chapter to which they most pertain. This chapter also identifies the City of Franklin's Vision Statement and Mission Statement which are consistent with and are incorporated into this Plan. Lastly, the over-riding principles of this Plan, including those of Balanced Development, High Quality Development, Preserve Rural/Suburban Community Character, as well as the information contained in the City's Vision and Mission Statements and the various chapters of this [City of Franklin 2025 Comprehensive Master Plan](#), are also identified in this Chapter.

Vision Statement and Mission Statement

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

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

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

crime, a clean environment, and quality educational opportunities to make Franklin the primary destination to live and learn, work and play, and to do business.

Principles

Section to be updated.

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

Balanced Development

The opinions of the residents and property owners indicate a strong desire for the City of Franklin to permit growth while protecting the natural resource features and high-quality suburban character that currently exists. Survey results and public comment support large-lot residential development, small-scale commercial development, and preservation of natural resource features. Residents appear to desire additional housing. The City, however, has set a goal of lowering the tax-rate by achieving a 70 percent residential and 30 percent non-residential tax base as the City continues to grow¹¹. This is the percentage that contributes to the overall tax base, not percentage of land area in the City.

In 2024, residential tax base was approximately 75 percent, and the non-residential tax base was 25 percent, while the residential tax base was 72 percent in 2010¹².

A significant challenge for the Comprehensive Master Plan is how to achieve a development balance with an appropriate 70/30 tax base goal, a balance which addresses both economic and social values. **This plan should consider the impact of a future population decrease to achieve this goal, per projections by the Wisconsin Department of Administration, the city's population is expected to decrease from 36,116 persons in 2020 to 32,299 persons by 2050.**

Commented [RM9]: Subsection updated:

- 2024 residential vs. non-residential tax base.
- New trends and challenges to achieve a balanced development.

Commented [RM10]: To be considered when drafting goals and objectives.

¹¹ The Common Council, at their June 29, 2005 special meeting, approved a motion “[T]hat it remain a goal of the Common Council to obtain the 70/30 ratio of residential to commercial assessed valuation.

¹² City of Franklin Assessed Values by Property Class.

The 2009 comprehensive plan identified the following challenges to achieve a balanced development, particularly from the standpoint of non-residential development:

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

For this update, planning staff identifies the following trends and challenges to achieve a balanced development:

- the shift towards teleworking after the COVID-19 pandemic reduces demand for office space.
- the shortage of non-residential vacant developable parcels identified in the 2009 plan has been reduced by new developments such as the Franklin Corporate Park (2016) and Ryan Meadows (2019).

Commented [RM11]: Draft only, other trends may be added.

High Quality Development

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

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

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 the 2009 comprehensive 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.

Agricultural, Natural and Cultural Resources Principle

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

Economic Development Principles

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

Land Use Principles

- Enhance the quality of life for present and future generations by providing economic growth through the highest quality of residential, recreational, and business development in Southeastern Wisconsin;
- Encourage quality development that includes smaller and mixed-use commercial centers and corridors, and provides for new office parks that attract knowledge-workers and information industries to the community, while continuing to develop and maintain quality residential areas that provide a wide range of housing opportunities to support the needs of working professionals, seniors, and families;
- Permit sustainable growth while protecting the natural resource features and high-quality suburban character of the City;
- Allow for various types of development, while giving appropriate consideration to the impact of new development on the local property tax burden; and
- Utilize the Land Use chapter as the principle means to integrate and ensure consistency between all of the other elements of this Comprehensive Master Plan.

Housing Principles

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

Transportation Principles

- Create a safe and efficient transportation network that is integrated into the regional transportation system;
- Provide viable options for travel through multiple modes including driving, transit, walking, and bicycling; and
- Serve the needs of City residents with limited access to transportation, including the young, elderly, and disabled.

Utility and Community Facilities Principle

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

Goals and Objectives

Updates to be determined.

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

1. **Preserve and enhance the City's community character, including individual planning area identities, while directing growth and development.** (see Chapter 2)
 - Protect the City's remaining natural resource features.
 - Require high value development that contributes to the City's tax base and helps to lower the City tax rate.
 - Limit the expansion of the landfill and buffer it to maintain property values in the surrounding area.
 - Allow existing agriculture land to remain in farming production until alternative long-term uses are identified and come to fruition.

2. **Protect environmental resources.** (see Chapter 3)
 - Discourage incompatible development and alteration of floodplains, lakes, rivers and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impacts upon adjacent properties.
 - Control and minimize development within the Southeastern Wisconsin Regional Planning Commission's delineated Environmental Corridors and Isolated Natural Resource Areas to protect, preserve, and enhance those natural resource features contained within, to maintain the natural beauty of the City, to balance these with the development rights of the underlying existing and planned zoning, and to minimize adverse impacts to surrounding properties.

3. **Provide park and recreation areas throughout the City as identified in the Comprehensive Outdoor Recreation Plan.** (see Chapter 3)
 - Preserve existing parks, recreation areas, and recreational opportunities.
 - Create a city-wide trail system for pedestrians and bicyclists.
 - Identify opportunities for new neighborhood parks and city parks.
 - Create links to other natural areas in the City when developing park areas.

- Identify potential funding mechanisms for the development and maintenance of parks, recreation facilities, and programs.
 - Work with MMSD and non-profit agencies to purchase/protect conservation sites.
 - Continue to update the Comprehensive Outdoor Recreation Plan to maintain the City's eligibility to apply for State Stewardship Program grants.
4. **Promote an active and healthy lifestyle.** (see Chapter 3)
- Provide access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle.
5. **Protect natural resources while permitting growth and high quality suburban character.** (see Chapter 3)
- The opinions of the residents and property owners indicate a strong desire for the City of Franklin to permit growth while protecting the natural resource features and high-quality suburban character that currently exists.
 - Prevent and control erosion, sedimentation, and other pollution of the surface and subsurface waters through stormwater management policies and practices.
6. **Protect natural resources to a greater extent, and agricultural and cultural resources to a lesser extent.** (see Ch. 3)
- Protect natural, and to a lesser extent agricultural and cultural resources, to achieve many purposes, including: control erosion and sedimentation; promote and maintain the natural beauty of the City; sustain a high quality and interconnected natural resource network throughout the City; serve as buffers between different land uses and land use densities; and serve as locations for existing and future parks, outdoor recreation sites, and trails.
7. **Pursue and achieve business attraction, retention, and expansion.** (see Chapter 4)
- Although this aspect of economic development may seem to overlap the other goals and objectives, or may seem to be a strategy through which the other goals and objectives can be attained, it is such a core aspect of economic development that it is, in and of itself, a goal and objective.
8. **70/30 Goal.** (see Chapters 2 and 4)
- Strive toward a 70/30 ratio of residential to commercial assessed valuation.
9. **Balanced Development.** (see Chapters 2 and 4)
- Permit growth while protecting the natural resource features and high quality suburban character, and promoting business development to enhance the tax base while promoting residential development to meet citizen demands for residential housing.

10. **High quality and high value development.** (see Chapters 2 and 4)
 - Apply to all development regardless of use, that high quality and high value go hand in hand and, importantly, that high value development decreases the tax burden.
11. **Expand and stabilize the current economic base.** (see Chapter 4)
 - Establish an economic development program that can effectively react to requests for information from potential developers and proactively work to recruit business to the City.
12. **Create Jobs.** (see Chapter 4)
 - Create a range of employment opportunities at the state, regional, and local levels.
13. **Redevelop lands with existing infrastructure and public services and maintain and rehabilitate existing residential, commercial, and industrial structures.** (see Chapter 4)
 - Leverage added value from past investments and to restrict negative impacts on the City's economic base.
14. **Decrease homeowners tax burden through quality non-residential development.** (see Chapter 4)
15. **Encourage high quality commercial, retail and office development in appropriate locations.** (see Chapter 5)
 - Accommodate (where appropriate) high quality neighborhood-scale commercial development, which serves local residents, is compatible with adjacent uses, and is consistent with the capacity of the City's infrastructure.
 - Require site plan approval for all new development and redevelopment.
16. **Accommodate (where appropriate) mixed-use development within identified districts and commercial areas.** (see Chapter 5)
 - Provide for mixed-use buildings to include housing within identified districts and commercial corridors.
 - Identify location(s) that will support a "village center" development with quality retail, residential, institutional, and/or recreational uses.
 - Include public open space within, and adjacent to, mixed-use developments.
 - Require site plan approval for all mixed-use development.
 - Establish architectural, landscape and site development standards for mixed-use development that improves the value of the properties.
17. **Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and utility costs.** (see Chapter 5)
18. **Build community identity by revitalizing main streets, special districts, and other important areas of the City, enforcing**

appropriate design standards, and by creating and preserving varied and unique development and land uses.

(see Chapter 5)

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

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

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

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

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

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

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

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

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

- Allow for a variety of residential types and densities within the requirements for high quality development and compatibility with adjacent uses, wherever possible and appropriate.

- Manage the development of multi-family housing to prevent a future surplus of this housing type.
- Manage the development of senior housing to prevent a future surplus of this housing type.
- Ensure an adequate choice in size, cost, and location of housing units to assure equal housing opportunities.

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

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

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

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

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

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

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

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

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

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

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

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

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

- 35. Provide transportation options for the disabled and those who cannot drive.** (see Chapter 7)
- 36. Continue to provide City residents with high-quality, efficient services, utilities and community facilities.** (see Ch. 8)
- Regularly review service levels and demand to ensure the provision of the best services possible.
 - Develop a phased plan for the extension of sewer and water services that can be used to prioritize the City investments and to leverage the actions and investments of MMSD and surrounding communities.
 - Encourage upgrade of the internet and cable services in the southern part of the City to provide an improved service for existing residents and a competitive market for future development.
 - Support efforts to develop a Community Center.
 - Work with the school districts to identify the needs and locations for new facilities.
 - Determine future Police Department staff levels to determine the need for and location of new facilities.
- 37. Provide adequate infrastructure and public services to meet existing and future conditions.** (see Chapter 8)
- Upgrade and expand City (and joint) services, utilities and community facilities as necessary to meet demand.
- 38. Provide the fire protection facilities necessary to maintain high quality fire protection throughout the City.** (see Ch. 8)
- Determine future Fire Department and Emergency Service Department staff levels to determine the need for and location of new facilities.
- 39. Retain a refined sanitary sewer service area that is in conformance with both the adopted area wide water quality management plan and this Plan.** (see Chapter 8)
- 40. Establish cooperative planning with surrounding communities.**
- Continue cooperative planning with surrounding communities, Milwaukee County, MMSD, and the school districts.
- 41. Encourage coordination and cooperation among nearby units of government.** (see Chapter 9)
- Continue efforts to establish and maintain existing joint services and identify new opportunities for joint services with adjacent communities, school districts, the Milwaukee Metropolitan Sewerage District, civic organizations, etc.
- 42. When deemed in the best interest of the City of Franklin by the Common Council, the City may pursue annexation of lands located within unincorporated areas and within its extraterritorial plat jurisdiction area.** (see Chapter 9)
- 43. Pursuant to Wisconsin State Statutes 66.23 and 236.10, as may be amended, the City shall endeavor to review and consider all subdivision plats, certified survey maps, and other planning related matters concerning those lands located within the City's extraterritorial jurisdiction.** (see Chapter 9)

C.1: Population Projections

City of Franklin Percent Population Change

| Year | Total | % Change |
|-------|--------|----------|
| 1980 | 16,871 | - |
| 1990 | 21,855 | 29.5% |
| 2000 | 29,494 | 35.0% |
| 2010 | 35,451 | 20.2% |
| 2020 | 36,116 | 1.8% |
| 2030* | 35,132 | -2.8% |
| 2040* | 33,747 | -4.1% |
| 2050* | 32,299 | -4.5% |

Source: Wisconsin Department of Administration

* indicates future population projection (vintage 2024)

Milwaukee County Communities, Population

| Community | 1980 | 1990 | 2000 | 2010 | 2020 | 2030* | 2040* | 2050* |
|-------------------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|
| Village of Hales Corner | 7,110 | 7,623 | 7,765 | 7,692 | 7,720 | 7,328 | 6,860 | 6,389 |
| City of Cudahy | 19,547 | 18,659 | 18,429 | 18,267 | 18,204 | 17,408 | 16,426 | 15,430 |
| City of Franklin | 16,871 | 21,855 | 29,494 | 35,451 | 36,116 | 35,132 | 33,747 | 32,299 |
| City of Greenfield | 31,353 | 33,403 | 35,476 | 36,720 | 37,803 | 37,392 | 36,529 | 35,561 |
| City of Milwaukee | 636,295 | 628,088 | 596,974 | 594,833 | 577,922 | 558,270 | 532,419 | 505,785 |
| City of Oak Creek | 16,932 | 19,513 | 28,456 | 34,451 | 36,497 | 40,416 | 43,669 | 46,558 |
| City of St. Francis | 10,095 | 9,245 | 8,662 | 9,365 | 9,161 | 8,728 | 8,203 | 7,673 |
| City of South Milwaukee | 21,069 | 20,958 | 21,256 | 21,156 | 20,795 | 19,770 | 18,539 | 17,299 |
| City of Wauwatosa | 51,308 | 49,366 | 47,271 | 46,396 | 48,387 | 49,438 | 49,826 | 49,986 |
| City of West Allis | 63,982 | 63,221 | 61,254 | 60,411 | 60,325 | 58,092 | 55,221 | 52,280 |

Source: Wisconsin Department of Administration

* indicates future population projection (vintage 2024)

Milwaukee County Communities, Previous (2000 to 2025) and Current (2020 to 2050) Population Projections

| Community | 2000-2025* | 2020-2050^ |
|-------------------------|--------------|---------------|
| Village of Hales Corner | -1.3% | -17.2% |
| City of Cudahy | -3.1% | -15.2% |
| City of Franklin | 37.5% | -10.6% |
| City of Greenfield | 11.8% | -5.9% |
| City of Milwaukee | -6.1% | -12.5% |
| City of Oak Creek | 38.1% | 27.6% |
| City of St. Francis | -2.3% | -16.2% |
| City of South Milwaukee | 2.7% | -16.8% |
| City of Wauwatosa | -10.4% | 3.3% |
| City of West Allis | -6.2% | -13.3% |

Source: Wisconsin Department of Administration

* indicates previous population projection (vintage 2008)

^ indicates current population projection (vintage 2024)

The 2025 Comprehensive Master Plan prepared in 2009 used Wisconsin DOA population projections from 2008 that projected growth going into 2025.

Wisconsin DOA projections published in 2024 project population decline between 2020 and 2050 for several communities, including the City of Franklin.

County Population Total

| County | 1980 | 2000 | 2020 | 2050* |
|-----------|---------|---------|---------|---------|
| Milwaukee | 964,988 | 940,164 | 939,489 | 851,605 |
| Racine | 173,732 | 188,831 | 197,727 | 170,420 |
| Waukesha | 280,203 | 360,767 | 406,978 | 380,010 |

Source: Wisconsin Department of Administration (Wisconsin County Population Projections by Age and Sex)

* indicates future population projection (vintage 2024)

County Percent Population Change

| County | 1980-2000 | 2000-2020 | 2020-2050* |
|-----------|-----------|-----------|------------|
| Milwaukee | -2.6% | -0.1% | -9.4% |
| Racine | 8.7% | 4.7% | -13.8% |
| Waukesha | 28.8% | 12.8% | -6.6% |

Source: Wisconsin Department of Administration

* indicates future population projection (vintage 2024)

C.2: Age Characteristics

City of Franklin Population

| Age Group | 1990, Total | 1990, % | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total | 2020, % |
|------------|-------------|---------|-------------|---------|-------------|---------|-------------|---------|
| 0 to 9 | 3,216 | 14.7% | 3,499 | 11.9% | 4,121 | 12.1% | 3,992 | 11.1% |
| 10 to 19 | 2,913 | 13.3% | 4,240 | 14.4% | 4,393 | 12.9% | 3,937 | 10.9% |
| 20 to 34 | 5,691 | 26.0% | 5,490 | 18.6% | 6,233 | 18.3% | 5,844 | 16.2% |
| 35 to 54 | 6,627 | 30.3% | 10,780 | 36.6% | 10,728 | 31.5% | 9,823 | 27.3% |
| 55 to 64 | 1,815 | 8.3% | 2,565 | 8.7% | 4,291 | 12.6% | 5,711 | 15.9% |
| 65 to 84 | 1,516 | 6.9% | 2,716 | 9.2% | 3,712 | 10.9% | 5,867 | 16.3% |
| 85+ | 77 | 0.4% | 204 | 0.7% | 511 | 1.5% | 839 | 2.3% |
| Median Age | N/A | - | 37.9 | - | 39.2 | - | 43.4 | - |

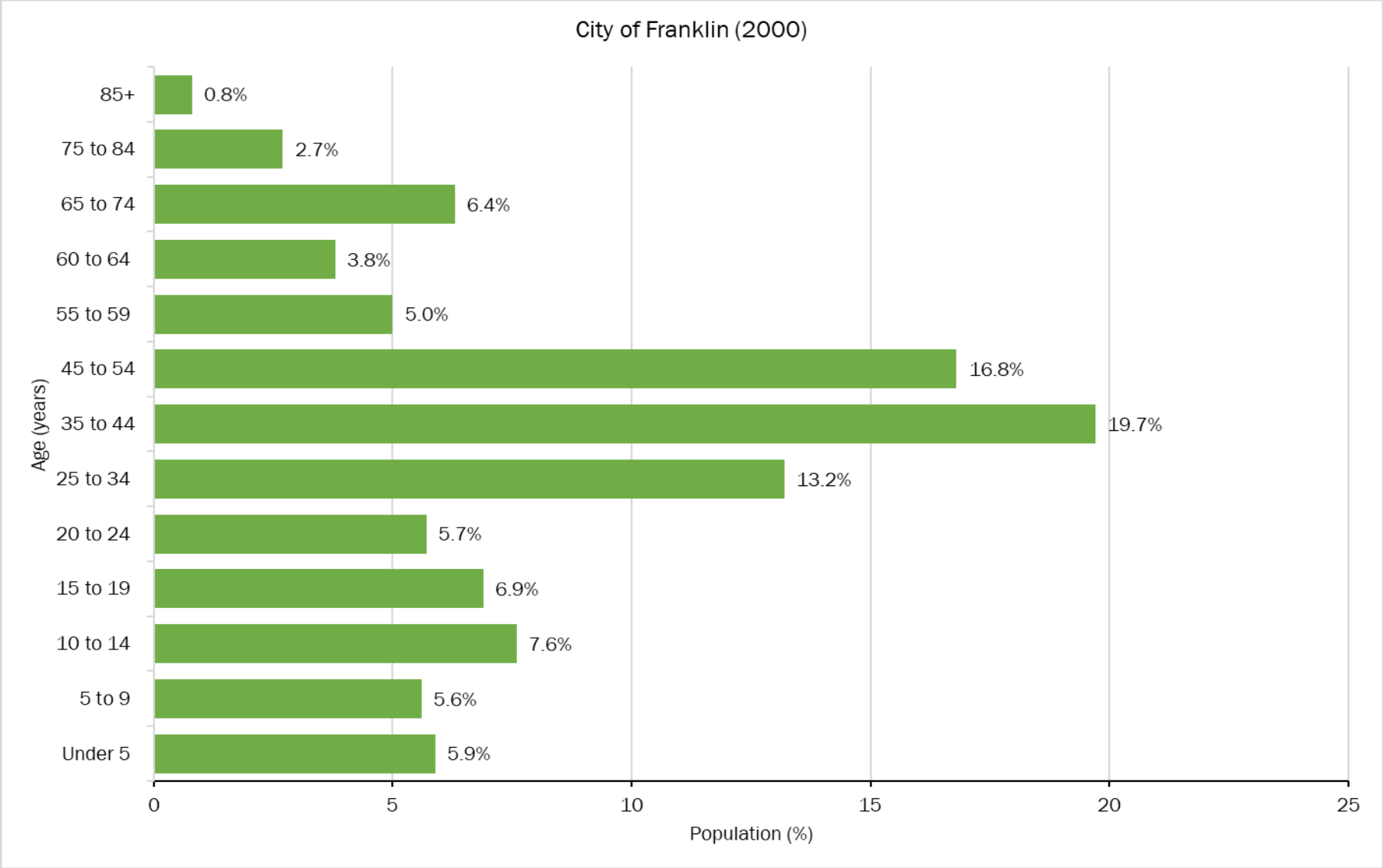
Source: 2010 & 2020 ACS 5-Year Estimates (Table S0101), 2000 U.S. Census; N/A indicates data is unavailable; - indicates an otherwise blank cell

Milwaukee County Population

| Age Group | 2000, Total | 2000, % | 2020, Total | 2020, % |
|------------|-------------|---------|-------------|---------|
| 0 to 9 | 138,394 | 14.7% | 128,002 | 13.5% |
| 10 to 19 | 137,867 | 14.7% | 125,682 | 13.2% |
| 20 to 34 | 211,003 | 22.4% | 220,335 | 23.2% |
| 35 to 54 | 261,674 | 27.8% | 231,909 | 24.4% |
| 55 to 64 | 69,541 | 7.4% | 114,142 | 12.0% |
| 65 to 84 | 105,173 | 11.2% | 109,099 | 11.5% |
| 85+ | 16,512 | 1.8% | 20,011 | 2.1% |
| Median Age | 33.7 | - | 35 | - |

Source: 2020 ACS 5-Year Estimates (Table S0101), 2000 U.S. Census; N/A indicates data is unavailable; - indicates an otherwise blank cell

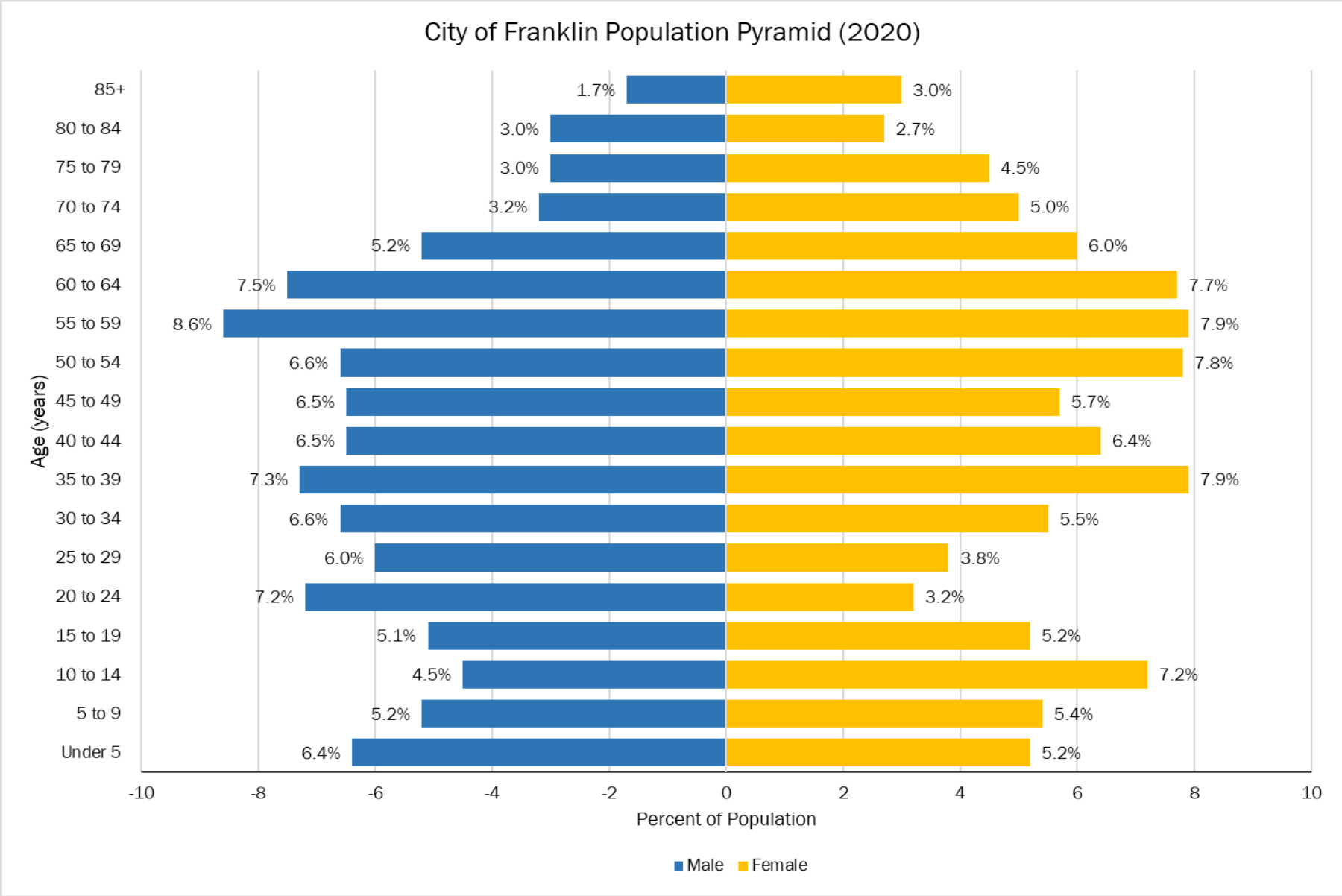
City of Franklin Population Distribution (2000)



Source: 2000 U.S. Decennial Census (Table DP01)

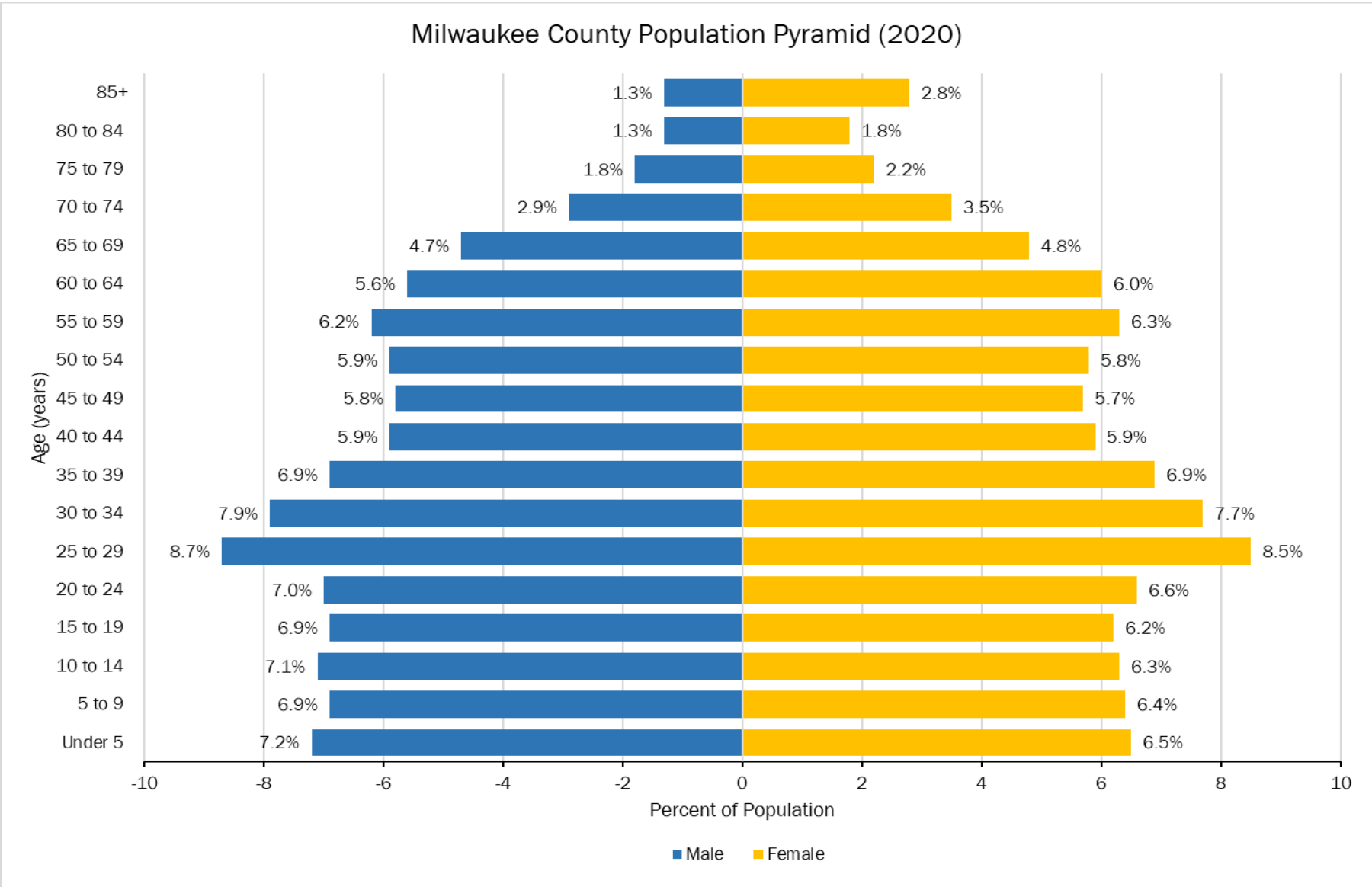
Due to lack of data availability, the above population distribution is for both sexes (sex-segregated data not readily available)

City of Franklin Population Pyramid (2020)



Source: 2020 ACS 5-Year Estimates (Table S0101)

Milwaukee County Population Pyramid (2020)



Source: 2020 ACS 5-Year Estimates (Table S0101)

C.3: Birth Rates and Fertility

City of Franklin Birth Rates (Per 1000 Women)

| Age Group | 2010 | 2020 |
|-----------------------|-----------|-----------|
| 15 to 19 years | 24 | 0 |
| 20 to 34 years | 119 | 146 |
| 35 to 50 years | 24 | 16 |
| 15 to 50 years | 55 | 55 |

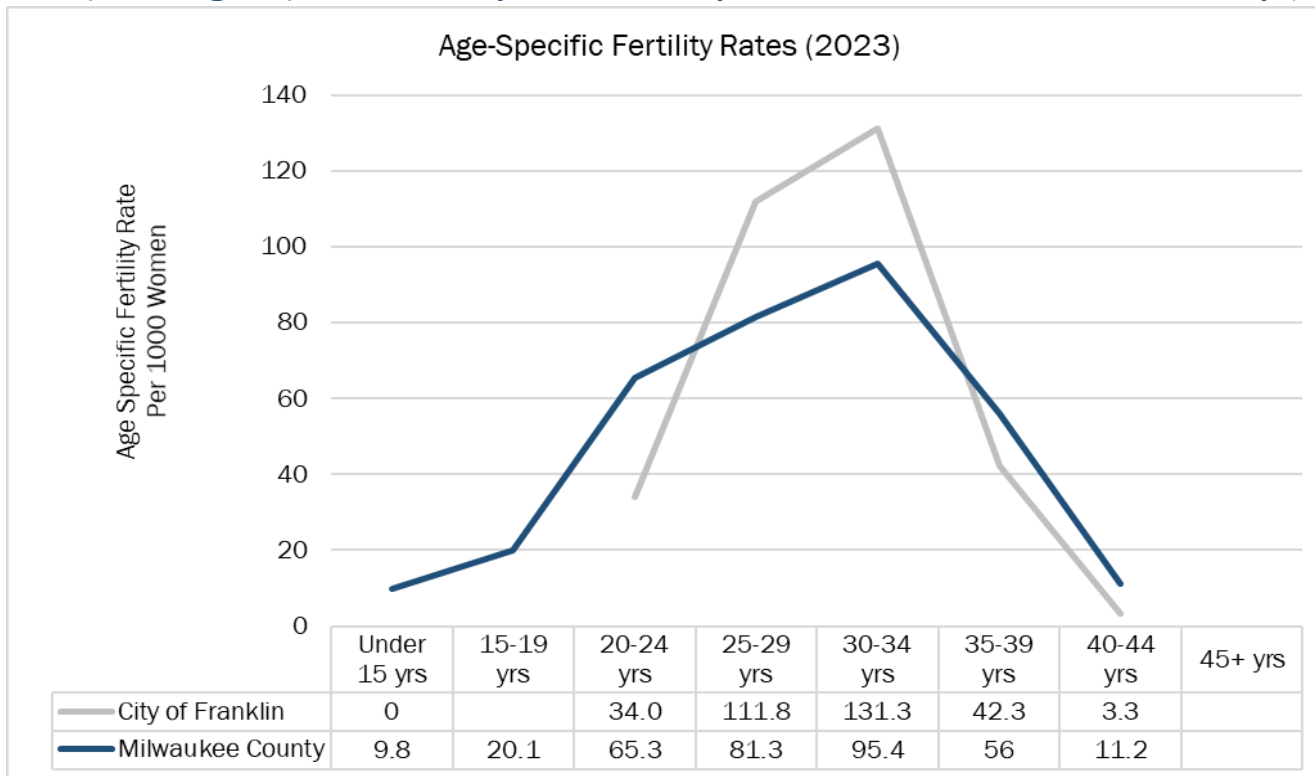
Source: 2010 & 2020 ACS 5-Year Estimates (Table DP01)

Milwaukee County Birth Rates (Per 1000 Women)

| Age Group | 2010 | 2020 |
|-----------------------|-----------|-----------|
| 15 to 19 years | 39 | 8 |
| 20 to 34 years | 97 | 80 |
| 35 to 50 years | 23 | 26 |
| 15 to 50 years | 58 | 49 |

Source: 2010 & 2020 ACS 5-Year Estimates (Table DP01)

Compared Age- Specific Fertility Rates for City of Franklin and Milwaukee County (Per 1000 Women)



Source: 2023 ACS 5-Year Estimates (Table S0101); Wisconsin Dept of Health Services (WISH Birth Counts Module 2023, WISH Fertility Module 2023)

Blank cells or missing points were not provided, birth counts under 5 were not reported to protect confidentiality

C.4: Educational Attainment

City of Franklin Educational Attainment, Population 25 Years and Older

| Education Level | 1990, Total | 1990, % | 2000, Total | 2000, % | 2010, Total* | 2010, % | 2020, Total | 2020, % |
|---------------------------------|---------------|----------|---------------|----------|---------------|----------|---------------|----------|
| Less than 9th Grade | 551 | 3.9% | 418 | 2.1% | 586 | 2.5% | 387 | 1.5% |
| 9th to 12th (No Diploma) | 1,563 | 11.0% | 1,602 | 7.9% | 1,313 | 5.6% | 1,216 | 4.6% |
| High School Graduate | 4,646 | 32.6% | 5,659 | 28.0% | 6,447 | 27.5% | 6,950 | 26.5% |
| Some college (No Degree) | 3,016 | 21.2% | 4,763 | 23.6% | 4,970 | 21.2% | 4,867 | 18.6% |
| Associates Degree | 1,067 | 7.5% | 1,889 | 9.4% | 2,016 | 8.6% | 2,141 | 8.2% |
| Bachelor's Degree | 2,525 | 17.7% | 4,155 | 20.6% | 5,533 | 23.6% | 7,076 | 27.0% |
| Graduate/Professional Deg. | 870 | 6.1% | 1,716 | 8.5% | 2,579 | 11.0% | 3,569 | 13.6% |
| High School Grad or + | N/A | 85.2% | N/A | 90.0% | 21,545 | 91.9% | 24,603 | 93.9% |
| Bachelor's Degree or + | N/A | 23.8% | N/A | 29.1% | 8,112 | 34.6% | 10,645 | 40.6% |
| Population 25 Years or + | 14,238 | - | 20,202 | - | 23,444 | - | 26,206 | - |

Source: 2010 & 2020 ACS 5-Year Estimates (Table S1501), 2000 U.S. Census; N/A data unavailable; - indicates a blank cell; * contain additional error

Milwaukee County Educational Attainment, Population 25 Years and Older

| Education Level | 2000, Total | 2000, % | 2020, Total | 2020, % |
|---------------------------------|----------------|----------|----------------|----------|
| Less than 9th Grade | 35,344 | 5.9% | 25,622 | 4.1% |
| 9th to 12th (No Diploma) | 82,070 | 13.8% | 45,396 | 7.2% |
| High School Graduate | 174,794 | 29.4% | 183,048 | 29.0% |
| Some college (No Degree) | 125,242 | 21.1% | 129,148 | 20.5% |
| Associates Degree | 36,477 | 6.1% | 49,869 | 7.9% |
| Bachelor's Degree | 93,384 | 15.7% | 126,353 | 20.0% |
| Graduate/Professional Deg. | 47,076 | 7.9% | 71,290 | 11.3% |
| High School Grad or + | N/A | 76.4% | 559,708 | 88.7% |
| Bachelor's Degree or + | N/A | 23.6% | 197,643 | 31.3% |
| Population 25 Years or + | 594,387 | - | 630,726 | - |

Source: 2020 ACS 5-Year Estimates (Table S1501), 2000 U.S. Census; N/A data unavailable; - indicates a blank cell; * contain additional error

C.5 Industry and Employment

City of Franklin Occupation, Employed Civilian Population Ages 16+

| Occupation | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total | 2020, % |
|----------------------------------------|---------------|----------|---------------|----------|---------------|----------|
| Management, Professional, & Related | 6,321 | 40.0% | 7,404 | 43.4% | 7,547 | 45.8% |
| Service | 1,482 | 9.4% | 1,783 | 10.4% | 1,808 | 11.0% |
| Sales and Office | 4,369 | 27.7% | 5,123 | 30.0% | 4,147 | 25.1% |
| Farming, Fishing, & Forestry (1) | 7 | 0.0% | 1,199 | 7.0% | 1,226 | 7.4% |
| Construction, Extraction, & Maint. (1) | 1,273 | 8.1% | - | - | - | - |
| Production, Transp., & Material Moving | 2,332 | 14.8% | 1,561 | 9.1% | 1,764 | 10.7% |
| Employed Civilian Pop. 16+ | 15,784 | - | 17,070 | - | 16,492 | - |

Source: 2010 & 2020 ACS 5-Year Estimates (Table S2401) 2000 U.S. Census

- indicates an otherwise blank cell

*Percent estimates are calculated from the Total provided by the ACS and may contain additional error

(1) After 2000, the ACS combined Farming, Fishing, & Forestry with Construction, Extraction, & Maintenance

Some occupation titles and codes may have changed during a 2018 SOC revision, use caution when comparing pre-2018 and post-2018 data

Milwaukee County Occupation, Employed Civilian Population Ages 16+

| Occupation | 2000, Total | 2000, % | 2020, Total | 2020, % |
|----------------------------------------|----------------|----------|----------------|----------|
| Management, Professional, & Related | 141,207 | 32.3% | 168,065 | 36.7% |
| Service | 67,739 | 15.5% | 88,421 | 19.3% |
| Sales and Office | 118,936 | 27.2% | 94,518 | 20.6% |
| Farming, Fishing, & Forestry (1) | 672 | 2.0% | 27,318 | 6.0% |
| Construction, Extraction, & Maint. (1) | 28,124 | 6.4% | - | - |
| Production, Transp., & Material Moving | 80,200 | 18.4% | 79,584 | 17.4% |
| Employed Civilian Pop. 16+ | 436,878 | - | 457,906 | - |

Source: 2020 ACS 5-Year Estimates (Table S2401) 2000 U.S. Census

- indicates an otherwise blank cell

(1) After 2000, the ACS combined Farming, Fishing, & Forestry with Construction, Extraction, & Maintenance

Some occupation titles and codes may have changed during a 2018 SOC revision, use caution when comparing pre-2018 and post-2018 data

City of Franklin and Milwaukee County Industry, Civilian Employed Population 16+

Source: 2010 & 2020 ACS 5-Year Estimates (Table DP03), 2000 U.S. Census

Some industry titles and codes may have changed during a 2017 NAICS revision, use caution when comparing pre-2017 and post-2017 data

| City of Franklin, Industry | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total | 2020, % |
|-----------------------------------------------------------------------------------|--------------------|----------------|--------------------|----------------|--------------------|----------------|
| Agriculture, forestry, fishing & hunting, & mining | 39 | 2.0% | 34 | 0.2% | 15 | 0.1% |
| Construction | 896 | 5.7% | 854 | 5.0% | 796 | 4.8% |
| Manufacturing | 3,281 | 20.9% | 2,570 | 15.1% | 2,701 | 16.4% |
| Wholesale trade | 519 | 3.3% | 856 | 5.0% | 528 | 3.2% |
| Retail trade | 1,656 | 10.5% | 2,178 | 12.8% | 1,753 | 10.6% |
| Transportation & warehousing, & utilities | 1,218 | 7.7% | 860 | 5.0% | 1,010 | 6.1% |
| Information | 412 | 2.6% | 544 | 3.2% | 151 | 0.9% |
| Finance, insurance, real estate and rental and leasing | 1,251 | 8.0% | 1,558 | 9.1% | 1,490 | 9.0% |
| Professional, scientific, management, administrative, & waste management services | 1,374 | 8.7% | 1,467 | 8.5% | 1,616 | 9.8% |
| Educational, health and social services | 3,069 | 19.5% | 3,979 | 23.3% | 4,025 | 24.4% |
| Arts, entertainment, recreation, accommodation & food services | 853 | 5.4% | 1,058 | 6.2% | 1,082 | 6.6% |
| Other services | 737 | 4.7% | 644 | 3.8% | 640 | 3.9% |
| Public administration | 419 | 2.7% | 468 | 2.7% | 685 | 4.2% |

| Milwaukee County, Industry | 2000, Total | 2000, % | 2020, Total | 2020, % |
|-----------------------------------------------------------------------------------|--------------------|----------------|--------------------|----------------|
| Agriculture, forestry, fishing & hunting, & mining | 1,304 | 0.3% | 2,036 | 0.4% |
| Construction | 17,516 | 4.0% | 19,026 | 4.2% |
| Manufacturing | 80,675 | 18.5% | 68,694 | 15.0% |
| Wholesale trade | 14,061 | 3.2% | 10,416 | 2.3% |
| Retail trade | 45,561 | 10.4% | 47,290 | 10.3% |
| Transportation & warehousing, & utilities | 23,270 | 5.3% | 24,193 | 5.3% |
| Information | 12,892 | 3.0% | 7,924 | 1.7% |
| Finance, insurance, real estate and rental and leasing | 33,529 | 7.7% | 29,183 | 6.4% |
| Professional, scientific, management, administrative, & waste management services | 40,676 | 9.3% | 50,165 | 11.0% |
| Educational, health and social services | 97,952 | 22.4% | 120,557 | 26.3% |
| Arts, entertainment, recreation, accommodation & food services | 33,611 | 7.7% | 42,732 | 9.3% |
| Other services | 18,804 | 4.3% | 20,157 | 4.4% |
| Public administration | 17,027 | 3.9% | 15,533 | 3.4% |

2002* City of Franklin, Selected Retail Trade Establishments

| 2002* Industry | Establishments |
|------------------------------------------------|----------------|
| Motor vehicle & parts dealers | 12 |
| Furniture & home furnishings stores | 5 |
| Electronics & appliance stores | 2 |
| Material & garden equipment & supplies dealers | 5 |
| Food & beverage stores | 5 |
| Health & personal care stores | 8 |
| Gasoline stations | 6 |
| Clothing & clothing accessories stores | 2 |
| Sporting goods, hobby, book, & music stores | 1 |
| General merchandise stores | 3 |
| Miscellaneous store retailers | 7 |
| Nonstore retailers | 4 |
| Total Retail Trade | 60 |

Source: City of Franklin 2025 Comprehensive Master Plan; * date not specified

2022 City of Franklin, Selected Retail Trade Establishments

| 2022 Industry | Establishments |
|-------------------------------------------------------------|----------------|
| Motor Vehicle and Parts Dealers | 9 |
| Furniture and Home Furnishings Retailers | D |
| Building Material and Garden Equipment and Supplies Dealers | 6 |
| Health and Personal Care Retailers | 10 |
| Food and Beverage Retailers | 13 |
| Gasoline Stations | 9 |
| Clothing, Clothing Accessories, Shoe, and Jewelry Retailers | 3 |
| Sporting Goods, Hobby, and Musical Instrument Retailers | 6 |
| General Merchandise Retailers | 5 |
| All Other Miscellaneous Retailers | 6 |
| Total Retail Trade | 76 |

Source: U.S. Economic Census (Table ECNBASIC2022)

NAICS Industry titles and codes were updated in 2017, categories may differ. Use caution when comparing pre-2017 and post-2017 data

D: Withheld to avoid disclosing data for individual companies

2002 and 2022, City of Franklin Economic Sector (Industry), Selected Statistics

Source: Economic Census (ECNBASIC2022), 2002 Economic Census, U.S. Census

N: Not available or not comparable; D: Withheld to avoid disclosing data for individual companies; data are included in higher level totals

Unless noted by (1), counts are for all establishments (subject to and exempt from federal income tax); (1) indicates that establishments subject to federal income tax

(+) In 2022, there were 85 Health care and social assistance establishments subject to federal income tax

c: This code was copied from the previous plan, however, the code meaning was lost

| 2002, Industry Description | Establishments | Sales, value of shipments, or revenue (\$1,000) | Annual payroll (\$1,000) | Employees |
|-------------------------------------------------------------------|----------------|-------------------------------------------------|--------------------------|-----------|
| Wholesale trade | 36 | 171,894 | 14,635 | 316 |
| Retail trade | 60 | 376,953 | 33,702 | 1,671 |
| Information | 3 | N | 1,293 | 25 |
| Real estate & rental & leasing | 13 | 9,508 | 1,181 | 72 |
| Professional, scientific, & technical services | 49 | 31,638 | 12,938 | 378 |
| Administrative & support & waste management & remediation service | 33 | 26,428 | 10,285 | 311 |
| Educational services (1) | 5 | 1,239 | 412 | 32 |
| Health care & social assistance | 59 | 44,463 | 18,521 | 525 |
| Arts, entertainment, & recreation | 7 | D | D | c |
| Accommodation & food services | 44 | 23,293 | 6,401 | 690 |
| Other services (except for public administration) | 49 | 28,960 | 9,799 | 427 |

| 2022, Industry Description | Establishments | Sales, value of shipments, or revenue (\$1,000) | Annual payroll (\$1,000) | Employees |
|-------------------------------------------------------------------|----------------|-------------------------------------------------|--------------------------|----------------|
| Wholesale trade | 33 | 240,321 | 24,669 | 323 |
| Retail trade | 76 | 895,368 | 83,645 | 2,444 |
| Information | 10 | 43,116 | D | 20 to 99 |
| Real estate & rental & leasing | 44 | 36,060 | 6,254 | 175 |
| Professional, scientific, & technical services | 69 | 73,560 | 17,642 | 324 |
| Administrative & support & waste management & remediation service | 40 | 103,699 | 37,827 | 725 |
| Educational services (1) | 12 | 7,010 | 2,590 | 182 |
| Health care & social assistance | D(+) | 335,471 | 145,678 | 1,000 to 2,499 |
| Arts, entertainment, & recreation | 14 | 32,086 | 11,029 | 415 |
| Accommodation & food services | 71 | 70,965 | 22,806 | 1,082 |
| Other services (except for public administration) | 51 | 61,237 | 17,136 | 442 |

C.6: Households and Housing Characteristics

City of Franklin Household & Family Size

| Indicator | 2000 | 2010 | 2020 |
|------------------------|------|------|------|
| Average Household Size | 2.58 | 2.54 | 2.46 |
| Average Family Size | 3.06 | 3.10 | 3.02 |

Source: 2010 & 2020 ACS 5-Year Estimates (Table S1101), 2000 U.S. Census

Milwaukee County Household & Family Size

| Indicator | 2000 | 2020 |
|------------------------|------|------|
| Average Household Size | 2.43 | 2.42 |
| Average Family Size | 3.13 | 3.24 |

Source: 2020 ACS 5-Year Estimates (Table S1101), 2000 U.S. Census

Household Income, Number of Households (in contemporary dollars)

Sources: 2010 & 2020 ACS 5-Year Estimates (Table S1901), 1990 & 2000 U.S. Census

N/A data is unavailable; - indicates an otherwise blank cell; * Counts of households were calculated and contain additional error

Incomes are inflation adjusted for that year's inflation (2010 income is adjusted for 2010 inflation)

City of Franklin

| Household Income | 1990, Total | 1990, % | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total* | 2020, % |
|--------------------------|-----------------|----------|-----------------|----------|-----------------|----------|-----------------|----------|
| Less than \$15,000 | 591 | 7.9% | 563 | 5.3% | 599 | 4.9% | 729 | 5.3% |
| \$15,000 to \$34,999 | 2,048 | 27.5% | 1,671 | 15.7% | 1,749 | 14.3% | 1,844 | 13.4% |
| \$35,000 to \$49,999 | 1,919 | 25.8% | 1,436 | 13.5% | 1,346 | 11.0% | 1,582 | 11.5% |
| \$50,000 to \$74,999 | 2,034 | 27.3% | 2,497 | 23.5% | 2,251 | 18.4% | 2,147 | 15.6% |
| \$75,000 to \$99,999 | 523 | 7.0% | 2,261 | 21.3% | 1,908 | 15.6% | 1,679 | 12.2% |
| \$100,000 to \$149,999 | 260 | 3.5% | 1,621 | 15.2% | 2,850 | 23.3% | 2,972 | 21.6% |
| \$150,000 to \$199,000 | 68 | 0.9% | 588 | 5.5% | 1,541 | 7.3% | 2,793 | 11.80% |
| \$200,000+ | N/A | N/A | N/A | N/A | 648 | 5.30% | 1,169 | 8.50% |
| No. of Households | 7,443 | - | 10,637 | - | 12,233 | - | 13,760 | - |
| Median Income | \$43,686 | - | \$64,315 | - | \$78,349 | - | \$81,321 | - |

Milwaukee County

| Household Income | 2000, Total | 2000, % | 2020, Total* | 2020, % |
|--------------------------|-----------------|----------|-----------------|----------|
| Less than \$15,000 | 65,598 | 17.4% | 52,567 | 13.7% |
| \$15,000 to \$34,999 | 107,365 | 28.4% | 79,427 | 20.7% |
| \$35,000 to \$49,999 | 66,510 | 17.6% | 52,184 | 13.6% |
| \$50,000 to \$74,999 | 72,565 | 19.2% | 69,450 | 18.1% |
| \$75,000 to \$99,999 | 35,982 | 9.5% | 46,428 | 12.1% |
| \$100,000 to \$149,999 | 20,472 | 5.4% | 50,265 | 13.1% |
| \$150,000 to \$199,000 | 9,491 | 2.5% | 18,034 | 4.7% |
| \$200,000+ | N/A | N/A | 15,348 | 4.0% |
| No. of Households | 377,983 | - | 383,703 | - |
| Median Income | \$38,100 | - | \$52,260 | - |

Occupied Housing, Units in Structure

Sources: 2010 & 2020 ACS 5-Year Estimates (Table S2504), 1990 & 2000 U.S. Census

N/A data is not available; - indicates an otherwise blank cell

^ In 1990 and 2000, data is available for 10 to 19 Units and 20+ Units. Starting in 2010, data is only available for 10+ units

(+) In 1990 and 2000, data is available for Mobile Homes and Other types of housing. Starting in 2010, these two categories combine

City of Franklin

| Housing Units | 1990, Total | 1990, % | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total | 2020, % |
|-------------------------------------|--------------|----------|---------------|----------|---------------|----------|--------------|----------|
| 1 Unit (Detached) | 4,905 | 61.1% | 6,933 | 63.3% | 7,743 | 63.3% | 8,469 | 61.5% |
| 1 Unit (Attached) | 969 | 12.1% | 1,217 | 11.1% | 1,517 | 12.4% | 1,453 | 10.6% |
| 2 Units | 261 | 3.3% | 324 | 3.0% | 220 | 1.8% | 463 | 3.4% |
| 3 or 4 Units | 184 | 2.3% | 245 | 2.2% | 330 | 2.7% | 390 | 2.8% |
| 5 to 9 Units | 504 | 6.3% | 831 | 7.6% | 795 | 6.5% | 977 | 7.1% |
| 10 to 19 Units(10+ Units^) | 302 | 3.8% | 388 | 3.5% | 1529^ | 12.5%^ | 1878^ | 13.6%^ |
| 20+ Units | 629 | 7.8% | 880 | 8.0% | N/A | N/A | N/A | N/A |
| Mobile home (Mobile home/other (+)) | 153 | 1.9% | 138 | 1.3% | 98 (+) | 0.8% (+) | 130 (+) | 0.9% (+) |
| Other | 119 | 1.5% | 0 | 0% | N/A | N/A | N/A | N/A |
| Total Occupied Housing Units | 8,026 | - | 10,956 | - | 12,233 | - | 13760 | - |

Milwaukee County

| Housing Units | 2000, Total | 2000, % | 2020, Total | 2020, % |
|-------------------------------------|----------------|----------|----------------|----------|
| 1 Unit (Detached) | 182,862 | 45.7% | 181,388 | 47.3% |
| 1 Unit (Attached) | 20,979 | 5.2% | 18,823 | 4.9% |
| 2 Units | 72,856 | 18.2% | 61,506 | 16.0% |
| 3 or 4 Units | 26,382 | 6.6% | 22,418 | 5.8% |
| 5 to 9 Units | 24,566 | 6.1% | 24,078 | 6.3% |
| 10 to 19 Units (10+ Units^) | 17,695 | 4.4% | 73,208^ | 19.1%^ |
| 20+ Units | 52,566 | 13.1% | N/A | N/A |
| Mobile home (Mobile home/other (+)) | 2,075 | 0.5% | 2,282 (+) | 0.6% (+) |
| Other | 112 | 0.0% | N/A | N/A |
| Total Occupied Housing Units | 400,093 | - | 383,703 | - |

City of Franklin Housing, Year Structure Built

| Year | 2000, Total | 2000, % | 2010, Total* | 2010, % | 2020, Total | 2020, % |
|------------------|-------------|---------|--------------|---------|-------------|---------|
| 2014 or later | - | - | - | - | 206 | 1.5% |
| 2010 to 2013 | - | - | - | - | 240 | 1.7% |
| 2000 to 2009 | - | - | 2,361 | 19.3% | 2,776 | 20.2% |
| 1980 to 1999 (1) | 5,932 | 54.1% | 5,309 | 43.4% | 5,741 | 41.7% |
| 1960 to 1979 | 3,011 | 27.5% | 2,691 | 22.0% | 2,757 | 20.0% |
| 1940 to 1959 | 1,490 | 13.6% | 1,492 | 12.2% | 1,514 | 11.0% |
| 1939 or earlier | 523 | 4.8% | 379 | 3.1% | 526 | 3.8% |

Source: 2010 & 2020 ACS 5-Year Estimates (Table S2504), 1990 & 2000 U.S. Census

- indicates an otherwise blank cell

* Estimates calculated from percentages given by the ACS

(1) For pre-2010 data, the time period 1980 to 1999 includes units built through March 2000

Milwaukee County Housing, Year Structure Built

| Year | 2000, Total | 2000, % | 2020, Total | 2020, % |
|------------------|-------------|---------|-------------|---------|
| 2014 or later | - | - | 4,032 | 1.1% |
| 2010 to 2013 | - | - | 4,616 | 1.2% |
| 2000 to 2009 | - | - | 18,085 | 4.7% |
| 1980 to 1999 (1) | 46,886 | 11.7% | 45,170 | 11.8% |
| 1960 to 1979 | 101,742 | 25.4% | 86,859 | 22.6% |
| 1940 to 1959 | 135,416 | 33.8% | 111,886 | 29.2% |
| 1939 or earlier | 116,049 | 29.0% | 113,055 | 29.5% |

Source: 2020 ACS 5-Year Estimates (Table S2504), 1990 & 2000 U.S. Census

- indicates an otherwise blank cell

(1) For pre-2010 data, the time period 1980 to 1999 includes units built through March 2000

Owner Occupied Housing Value (in contemporary dollars)

Source: 2010 & 2020 ACS 5-Year Estimates (DP04), 1990 & 2000 U.S. Census

N/A data is unavailable; - indicates an otherwise blank cell; * Counts of households were calculated and contain additional error

Incomes are inflation adjusted based on that year (2010 is 2010-inflation adjusted)

City of Franklin

| Owner Occupied Unit Value | 1990, Total | 1990, % | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total | 2020, % |
|------------------------------|-----------------|----------|------------------|----------|------------------|----------|------------------|----------|
| Less Than \$50,000 | 88 | 1.8% | 14 | 0.2% | 183 | 1.9% | 183 | 1.7% |
| \$50,000 to \$99,000 | 2,715 | 56.6% | 386 | 5.3% | 90 | 0.9% | 188 | 1.7% |
| \$100,000 to \$149,000 | 1,763 | 36.7% | 2,782 | 38.3% | 736 | 7.5% | 893 | 8.3% |
| \$150,000 to \$199,000 | 179 | 3.7% | 2,834 | 39.0% | 2,050 | 20.9% | 1,580 | 14.7% |
| \$200,000 to \$299,000 | 43 | 0.9% | 1,021 | 14.0% | 4,323 | 44.0% | 4,212 | 39.1% |
| \$300,000 to \$499,000 | 8 | 0.2% | 174 | 2.4% | 2,151 | 21.9% | 3,108 | 28.9% |
| \$500,000 to \$999,000 | 24 | 0.5% | 41 | 0.6% | 244 | 2.5% | 558 | 5.2% |
| \$1,000,000+ | N/A | 0.0% | 15 | 0.2% | 52 | 0.5% | 39 | 0.4% |
| Total Specified Units | 4,798 | - | 7,267 | - | 9,829 | - | 10,761 | - |
| Median Value | \$94,300 | - | \$156,400 | - | \$239,800 | - | \$262,200 | - |

Milwaukee County

| Owner Occupied Unit Value | 2000, Total | 2000, % | 2020, Total | 2020, % |
|------------------------------|------------------|----------|------------------|----------|
| Less Than \$50,000 | 16,203 | 9.9% | 10,079 | 5.3% |
| \$50,000 to \$99,000 | 61,792 | 37.6% | 27,169 | 14.4% |
| \$100,000 to \$149,000 | 52,685 | 32.1% | 43,004 | 22.8% |
| \$150,000 to \$199,000 | 20,296 | 12.4% | 40,648 | 21.6% |
| \$200,000 to \$299,000 | 9,042 | 5.5% | 40,307 | 21.4% |
| \$300,000 to \$499,000 | 2,785 | 1.7% | 20,566 | 10.9% |
| \$500,000 to \$999,000 | 1,052 | 0.6% | 5,455 | 2.9% |
| \$1,000,000+ | 307 | 0.2% | 1,202 | 0.6% |
| Total Specified Units | 164,162 | - | 188,430 | - |
| Median Value | \$103,200 | - | \$164,200 | - |

Vacant Housing, Units in Structure

Source: 2010 & 2023 ACS 5-Year Estimates (Table B25136), 1990 & 2000 U.S. Census

N/A data is not available; - indicates an otherwise blank cell

* In 1990 and 2000, data is available for 2, 3 or 4, and 5 to 9 Units. Starting in 2010, data is only available for 2-9 units

^ In 1990 and 2000, data is available for 10 to 19 Units and 20+ Units. Starting in 2010, data is only available for 10+ units

(+) In 1990 and 2000, data is available for Mobile Homes and Other types of housing. After 2000, these two categories combine

Please note high margin of error values for the City of Franklin in 2023

City of Franklin

| Housing Units | 1990, Total | 1990, % | 2000, Total | 2000, % | 2023, Total | 2023, % | 2023, Error |
|-------------------------------------|-------------|----------|-------------|----------|-------------|----------|-------------|
| 1 Unit (Detached) | 52 | 16.3% | 74 | 21.5% | 120 | 32.3% | ±110 |
| 1 Unit (Attached) | 28 | 8.8% | 70 | 20.3% | 38 | 10.2% | ±52 |
| 2 Units (2-9 Units*) | 24 | 7.5% | 13 | 3.8% | 72(+) | 19.4% | ±66 |
| 3 or 4 Units | 27 | 8.5% | 0 | 0.0% | - | - | - |
| 5 to 9 Units | 103 | 32.3% | 94 | 27.3% | - | - | - |
| 10 to 19 Units(10+ Units^) | 0 | 0.0% | 42 | 12.2% | 141(#) | 38.0% | ±119 |
| 20+ Units | 77 | 24.2% | 51 | 14.8% | - | - | - |
| Mobile home (Mobile home/other (+)) | 0 | 0.0% | 0 | 0.0% | 0 | 0% | ±21 |
| Other | 8 | 2.5% | 0 | 0.0% | - | - | - |
| Total Vacant Units | 319 | - | 344 | - | 371 | - | ±181 |

Milwaukee County

| Housing Units | 2000, Total | 2000, % | 2023, Total | 2023, % | 2023, Error |
|-------------------------------------|---------------|----------|---------------|----------|---------------|
| 1 Unit (Detached) | 4,199 | 18.8% | 8,419 | 24.2% | ±632 |
| 1 Unit (Attached) | 1,633 | 7.3% | 968 | 2.8% | ±280 |
| 2 Units (2-9 Units*) | 6,259 | 28.0% | 15,466 | 44.5% | ±1,061 |
| 3 or 4 Units | 2,220 | 9.9% | - | - | - |
| 5 to 9 Units | 1,933 | 8.6% | - | - | - |
| 10 to 19 Units (10+ Units^) | 1,646 | 7.4% | 9,751 | 28.0% | ±817 |
| 20+ Units | 4,399 | 19.7% | - | - | - |
| Mobile home (Mobile home/other (+)) | 61 | 0.3% | 188 | 0.5% | ±94 |
| Other | 14 | 0.1% | - | - | - |
| Total Vacant Units | 22,364 | - | 34,792 | - | ±1,352 |

City of Franklin Occupancy Status

| Status of Unit | 1990, Total | 1990, % | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total | 2020, % |
|--------------------|--------------|----------|---------------|----------|---------------|----------|---------------|----------|
| Occupied | 7,434 | 95.9% | 10,602 | 96.9% | 12,233 | 94.1% | 13,760 | 97.5% |
| Vacant | 319 | 4.1% | 334 | 3.1% | 767 | 5.9% | 354 | 2.5% |
| Total Units | 7,753 | - | 10,936 | - | 13,000 | - | 14,114 | - |

Source: 2010 & 2020 ACS 5-Year Estimates (Table DP04), 1990 & 2000 U.S. Census

Milwaukee County Occupancy Status

| Status of Unit | 2000, Total | 2000, % | 2020, Total | 2020, % |
|--------------------|----------------|----------|----------------|----------|
| Occupied | 377,729 | 94.4% | 383,703 | 91.5% |
| Vacant | 22,364 | 5.6% | 35,607 | 8.5% |
| Total Units | 400,093 | - | 419,310 | - |

Source: 2020 ACS 5-Year Estimates (Table DP04), 1990 & 2000 U.S. Census

City of Franklin Tenure

| Tenure | 1990, Total | 1990, % | 2000, Total | 2000, % | 2010, Total | 2010, % | 2020, Total | 2020, % |
|--------------------|--------------|----------|---------------|----------|---------------|----------|---------------|----------|
| Owner Occupied | 5,664 | 76.2% | 8,313 | 78.4% | 9,829 | 80.3% | 10,761 | 78.2% |
| Renter Occupied | 1,770 | 23.8% | 2,289 | 21.6% | 2,404 | 19.7% | 2,999 | 21.8% |
| Total Units | 7,434 | - | 10,602 | - | 12,233 | - | 13,760 | - |

Source: 2010 & 2020 ACS 5-Year Estimates (Table DP04), 1990 & 2000 U.S. Census

Milwaukee County Tenure

| Tenure | 2000, Total | 2000, % | 2020, Total | 2020, % |
|--------------------|----------------|----------|----------------|----------|
| Owner Occupied | 198,752 | 52.6% | 188,430 | 49.1% |
| Renter Occupied | 178,977 | 47.4% | 195,273 | 50.9% |
| Total Units | 377,729 | - | 383,703 | - |

Source: 2020 ACS 5-Year Estimates (Table DP04), 1990 & 2000 U.S. Census