The YouTube channel "City of Franklin WI" will be live streaming the Common Council meeting so that the public will be able to view and listen to the meeting.
https://www.youtube.com/c/CityofFranklinWIGov

CITY OF FRANKLIN
COMMON COUNCIL MEETING*
FRANKLIN CITY HALL – COMMON COUNCIL CHAMBERS
9229 WEST LOOMIS ROAD, FRANKLIN, WISCONSIN
AGENDA
TUESDAY, DECEMBER 1, 2026 AT 6:30 P.M.

A. Call to Order and Roll Call.

B. Citizen Comment Period.

C. Approval of Minutes: Regular Common Council Meeting of November 17, 2026.

D. Hearings: Public Hearing – An Ordinance to adopt the 2050 Comprehensive Master Plan, an update to the 2025 Comprehensive Master Plan pursuant to Wis. Stat. § 66.1001(4)(c). The City of Franklin Plan Commission, together with the residents of the City of Franklin by way of public informational meetings, Planning Department staff and City staff, has prepared the 2050 Comprehensive Master Plan by updating the following chapters of the 2025 Comprehensive Master Plan: 1 Introduction; 2 Issues and Opportunities; 5 Land Use; Appendix C Demographic Variables and Comparisons; Appendix E Issues and Opportunities; and adding Appendix J 2026 Public Participation Results. This public hearing is being held pursuant to the requirements of Wis. Stat. § 66.1001(4)(d). The proposed comprehensive plan update is available at the Dept. of City Development at city hall or at: https://ecode360.com/FR1719/documents/Comp._Plan_Update_(2026).

E. Organizational Business.

F. Letters.

G. Reports and Recommendations:
1. An Ordinance to adopt the 2050 Comprehensive Master Plan, an update to the 2025 Comprehensive Master Plan pursuant to Wis. Stat. § 66.1001(4)(c).
2. Updated with Lower Tax Finalization of 2026 Property Tax Rates and Tax Levy Information.
3. Authorization to Bid 2027 Local Street Improvement Program.
4. A Resolution to adopt a fee schedule for the Unified Development Ordinance (UDO) pursuant to UDO Section 15-9-01D Fees.
5. A Resolution authorizing certain officials to execute the 2027 Quarry Monitoring Services Agreement with Stantec Consulting Services Inc.
6. Approval of the 2027-2028 Laredo Access Memorandum of Understanding with the Milwaukee County Register of Deeds.

7. Motion to Authorize the Director of Health and Human Services to Accept and Execute the Grant Modification for the 2026-2027 Public Health Infrastructure Grant.
8. A Resolution to Authorize Certain Officials to Execute an Integrated Payments Addendum with BS&A Software, LLC to Replace the City's Payment Processing Services.
9. A Resolution Approving a Partial Property Tax Rescission and Refund for 20 Parcels Outlined on the Financial Memo Referencing Real Property Tax Rescissions Dated December 1, 2026.
10. Approval of the 2027 Employee Benefit-Related Coverage Renewals.
11. Approval of the 2027 Municipal Insurance Renewal.

H. Licenses and Permits: License Committee Meeting of December 1, 2026.

I. Bills.

Request for Approval of Vouchers and Payroll.

J. Adjournment.

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

[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:

December 3	Plan Commission	6:00 p.m.
December 15	Common Council	6:30 p.m.
December 17	Plan Commission	6:00 p.m.
December 24 & 25	City Hall Closed-Christmas	
December 31	City Hall Closed-New Year's Eve	
January 1	City Hall Closed-New Year's Day	

C.

CITY OF FRANKLIN
COMMON COUNCIL MEETING
NOVEMBER 17, 2026
MINUTES

ROLL CALL	A.	The regular meeting of the Franklin Common Council was held on November 17, 2026, and was called to order at 6:30 p.m. by Mayor John R. Nelson in the Franklin City Hall Council Chambers, 9229 W. Loomis Road, Franklin, Wisconsin. On roll call, the following were present: Alderman Johnson, Alderwoman Eichmann, Alderman Hasan, Alderwoman Kresovic, Alderman Salous, and Alderwoman Kenney. Also in attendance were Director of Administration Kelly Hersh, City Attorney Christina Lucchesi and Deputy City Clerk Maggie Poplar.
CITIZEN COMMENT	B.	Citizen comment period was opened at 6:31 p.m. and was closed at 6:36 p.m.
MINUTES NOVEMBER 4, 2026	C.	Alderman Hasan moved to approve the minutes of the Common Council meeting of November 4, 2026, as presented. Seconded by Alderwoman Eichmann. All voted Aye; motion carried.
HEARING: 2027 BUDGET	D.	A public hearing was called to order on November 17, 2026 at 6:38 p.m. on the 2027 Mayor's Recommended Budget. Public hearing was closed at 6:41 p.m.
ORD. NO. 2026-2754 ADOPT 2027 ANNUAL BUDGET	G.1.	Alderman Hasan moved to adopt Ordinance No. 2026-2754, AN ORDINANCE ADOPTING THE 2027 ANNUAL BUDGETS FOR THE GENERAL, CIVIC CELEBRATIONS, ST. MARTIN'S FAIR, DONATIONS, GRANTS, SOLID WASTE COLLECTION, SANITARY SEWER, CAPITAL OUTLAY, EQUIPMENT REPLACEMENT, STREET IMPROVEMENT, CAPITAL IMPROVEMENT, DEBT SERVICE, DEVELOPMENT, UTILITY DEVELOPMENT, TID 5, TID 6, TID 7, TID 8, TID 9, TID 10, TID 11, OPIOID SETTLEMENT FUND, AND INTERNAL SERVICE FUNDS AND ESTABLISHING THE TAX LEVY, ESTABLISHING THE SOLID WASTE FEE, AND OTHER REVENUE FOR THE CITY OF FRANKLIN including the following three amendments, 1. Additional 0.5 FTE Police Department Records Clerk: Additional ~$45,000 if benefits are taken: The addition of 0.5 FTE for a Police Department Records Clerk will provide additional administrative support to manage increasing records requests, report processing, data entry, and other records-related responsibilities; 2. Additional $23,000 to Wisconsin state utility aid: this addition was provided by the Department of Revenue on September 15, 2026; 3. Remaining $7,805 added to unrestricted contingency to balance the budget the three additional

amendments, Seconded by Alderwoman Kenney. On roll call, all voted Aye. Motion carried.

ORD. NO. 2026-2755 REZONE TKN 849-0100-000	G.2.	Alderman Johnson moved to adopt Ordinance No. 2026-2755, AN ORDINANCE TO AMEND THE UNIFIED DEVELOPMENT ORDINANCE (ZONING MAP) TO REZONE THE PROPERTY BEARING TKN 849-0100-000 FROM R-SE SUBURBAN/ESTATE RESIDENCE DISTRICT TO R-SR SUBURBAN RESIDENCE DISTRICT (8748 S. 83RD STREET) (JOSEPH & KELLY BURLESON, APPLICANTS & PROPERTY OWNERS). Seconded by Alderwoman Eichmann. All voted Aye; motion carried.
RES. NO. 2026-8548 SURVEY MAP 8748 S 83RD ST	G.3.	Alderman Johnson moved to adopt Resolution No. 2026-8548, A RESOLUTION CONDITIONALLY APPROVING A TWO-LOT CERTIFIED SURVEY MAP, A REDIVISION OF LOT 10, BLOCK 10, IN SECURITY ACRES ADDITION, BEING A SUBDIVISION OF THE WEST ½ OF THE NORTHEAST ¼ OF SECTION 21, TOWN 5 NORTH, RANGE 21 EAST, CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN (JOSEPH & KELLY BURLESON, PROPERTY OWNERS) (8748 S. 83RD STREET). Seconded by Alderwoman Eichmann. All voted Aye; motion carried.
RES. NO. 2026-8549 SURVEY MAP 7461 S 68TH ST	G.4.	Alderman Salous moved to adopt Resolution No. 2026-8549, A RESOLUTION CONDITIONALLY APPROVING A TWO-LOT CERTIFIED SURVEY MAP, BEING A PART OF THE SOUTHEAST ¼ OF THE NORTHWEST ¼ OF SECTION 10, TOWNSHIP 5 NORTH, RANGE 21 EAST IN THE CITY OF FRANKLIN, MILWAUKEE COUNTY, WISCONSIN (ANGEL TABER, APPLICANT AND PROPERTY OWNER). Seconded by Alderwoman Kresovic. All voted Aye; motion carried.
RES. NO. 2026-8550 CONSERVATION EASEMENT 7461 S 68TH ST	G.5.	Alderman Salous moved to adopt Resolution No. 2026-8550, A RESOLUTION AUTHORIZING CERTAIN OFFICIALS TO ACCEPT A CONSERVATION EASEMENT FOR AND AS PART OF THE APPROVAL OF A CERTIFIED SURVEY MAP FOR THE PROPERTY LOCATED AT 7461 S 68TH ST (TKN 756-9999-000) (ANGEL TABER, APPLICANT AND PROPERTY OWNER). Seconded by Alderwoman Eichmann. All voted Aye; motion carried.
FRANKLIN TOURISM ANNUAL REPORT	G.6.	No action requested. This presentation is for providing an annual report from the Tourism Commission and Engage Franklin.

PUBLIC HEALTH GRANTS

G.7. Alderman Hasan moved to approve the acceptance of the modified 2026 Division of Public Health Consolidated Contract Grants for the Franklin Health Department. Seconded by Alderwoman Kenney. All voted Aye; motion carried.

ORD. NO. 2026-2756 AMEND ORD. NO. 2025-2712 FOR S 116TH ST TRAIL

G.8. Alderwoman Kresovic moved to adopt Ordinance No. 2026-2756, AN ORDINANCE TO AMEND ORDINANCE 2025-2712, AN ORDINANCE ADOPTING THE 2026 ANNUAL BUDGETS FOR THE CAPITAL IMPROVEMENT FUND TO PROVIDE $77,272 OF APPROPRIATIONS FOR THE PURCHASE OF ADDITIONAL WETLAND MITIGATION CREDITS FOR THE S. 116TH STREET TRAIL. Seconded by Alderman Hasan. On roll call, all voted Aye. Motion carried.

ORD. NO. 2026-2757 AMEND ORD. NO. 2025-2712 FOR CHANGE ORDER NO. 2 FOR S 116TH ST TRAIL

G.9. Alderman Hasan moved to adopt Ordinance No. 2026-2757, AN ORDINANCE TO AMEND ORDINANCE 2025-2712, AN ORDINANCE ADOPTING THE 2026 ANNUAL BUDGETS FOR THE CAPITAL IMPROVEMENT FUND TO PROVIDE $55,000 OF APPROPRIATIONS FOR CHANGE ORDER NO. 2 TO WILLKOMM EXCAVATING AND GRADING, INC. FOR THE S. 116TH STREET TRAIL. Seconded by Alderwoman Kenney. On roll call, all voted Aye. Motion carried.

MISCELLANEOUS LICENSES

H. Alderman Johnson moved to approve the following licenses of the License Committee Meeting of November 17, 2026.

Grant People Uniting for the Betterment of Life and Investment in the Community (PUBLIC) Grant to Franklin Noon Lions Club, Civic Celebration & St. Martin's Fair, Fee Waivers: License Fees – Temporary Class B Beer, Peddler's, Operators, Food, Locations: Civic Celebration, St. Martin's Labor Day Fair, Dates of Events: 7/2 – 7/4/27, 9/5 – 9/6/27;

Seconded by Alderwoman Eichmann. On roll call, Alderman Salous, Alderwoman Kresovic, Alderman Hasan, Alderwoman Eichmann, and Alderman Johnson voted Aye; and Alderwoman Kenney abstained. Motion carried.

Alderman Johnson moved to approve the following licenses of the License Committee Meeting of November 17, 2026.

Grant New 2026-27 Operator License to Ryan Wunderlich with a letter;
Grant Class A Combination 2026-27 pending inspections & occupancy permits to Aldi Inc., DBA Aldi OAK #145, Malik Azman, Agent, 7765 South Lovers Lane Rd;

Grant New 2026-27 Operator License to Ashlee Smith;
Grant People Uniting for the Betterment of Life and Investment in the Community (PUBLIC) Grant to Franklin Park Concerts, Inc – Free Concerts, Fee Waivers: Park Permits, Band Shell Fees, Dates of Events: 6/27/27, 7/11/27, 7/25/27, 8/8/27, and 8/22/27, Location: Lions Legend I Bandshell;
Grant Entertainment and Amusement 2026-2027 to J&J Bar LLC, DBA J&J Sports Bar & Grill, 7211 S 76th St, Jagroop Bhullar, Agent.

Seconded by Alderman Eichmann. All voted Aye; motion carried.

VOUCHERS AND PAYROLL

I. Alderman Hasan moved to approve City vouchers with an ending date of November 12, 2026 in the amount of $1,396,153.01, and payroll dated November 13, 2026 in the amount of $496,709.80 and payments of the various payroll deductions in the amount of $268,066.52 plus City matching payments, and Estimated payroll dated November 27, 2026 in the amount of $500,000 and payments of the various payroll deductions in the amount of $713,000, plus City matching payments. Seconded by Alderwoman Kenney. On roll call, all voted Aye. Motion carried.

ADJOURNMENT

J. Alderwoman Kenney moved to adjourn the meeting of the Common Council at 7:59 p.m. Seconded by Alderwoman Kresovic. All voted Aye; motion carried.

D.

NOTICE OF PUBLIC HEARING
CITY OF FRANKLIN
COMMON COUNCIL

HEARING DATE: Tuesday, December 1, 2026, at 6:30 p.m.
PLACE: The Common Council Chambers at the Franklin City Hall, 9229 W Loomis Rd, Franklin, WI 53132.

PROPOSAL: Ordinance to adopt the 2050 Comprehensive Master Plan, an update to the 2025 Comprehensive Master Plan pursuant to Wis. Stat. § 66.1001(4)(c). The City of Franklin Plan Commission, together with the residents of the City of Franklin by way of public informational meetings, Planning Department staff and City staff, has prepared the 2050 Comprehensive Master Plan by updating the following chapters of the 2025 Comprehensive Master Plan: 1 Introduction; 2 Issues and Opportunities; 5 Land Use; Appendix C Demographic Variables and Comparisons; Appendix E Issues and Opportunities; and adding Appendix J 2026 Public Participation Results.

PUBLIC HEARING INFORMATION

This public hearing is being held pursuant to the requirements of Wis. Stat. §66.1001(4)(d). The proposed comprehensive plan update is available at the Dept. of City Development at city hall or at: https://ecode360.com/FR1719/documents/Comp._Plan_Update_(2026).

The public is invited to attend the public hearing and to provide input. The proposed ordinance is subject to revisions following public hearing and the further consideration by the Common Council.

October 13, 2026.

Régulo Martínez-Montilva, Planning Manager
Department of City Development
City of Franklin
(414) 425-4024
www.franklinwi.gov/planning
generalplanning@franklinwi.gov

N.B. Class I

Please publish October 28, 2026

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/01/26
REPORTS & RECOMMENDATIONS	**Ordinance to adopt the 2050 Comprehensive Master Plan, an update to the 2025 Comprehensive Master Plan pursuant to Wis. Stat. § 66.1001(4)(c)**	ITEM NUMBER M.1.

Planning Department staff is presenting the 2050 Comprehensive Master Plan Update for public hearing and consideration of the Common Council to adopt this plan update pursuant to Wisconsin Statutes Sec. 66.1001(4).

The City of Franklin Plan Commission recommended adoption of this comprehensive plan update by Resolution 2026-014, adopted on September 3, 2026, pursuant to Wisconsin Statutes Sec. 66.1001(4)(b).

This item includes the following documents:

1. Memorandum to the Common Council with a summary of this plan update and procedure for adopting a comprehensive plan.
2. Ordinance in draft form to adopt this plan update.
3. Plan Commission Resolution 2026-014 recommending adoption of this plan update.
4. 2050 Comprehensive Master Plan. Only the chapters being updated: 1. Introduction, 2. Issues & Opportunities and 5. Land Use, as well as Appendix C Demographic Variables and Comparisons and new Appendix J 2026 Public Participation Results.

All chapters and appendices are available at:
https://www.franklinwi.gov/Departments/Planning/Comprehensive-Master-Plan.htm

Fiscal note: This update is an in-house project by Planning Department staff. No fiscal impact is anticipated besides staff hours and printing/supplies costs from the Planning Department budget.

COUNCIL ACTION REQUESTED

A motion to adopt Ordinance No. _____, to adopt the 2050 Comprehensive Master Plan, an update to the 2025 Comprehensive Master Plan pursuant to Wis. Stat. § 66.1001(4)(c).

Department of City Development: RM

Franklin
WISCONSIN

Planning Department

TO: City of Franklin Common Council

FROM: Régulo Martínez-Montilva, AICP, CNUa, Planning Manager
Planning Department

DATE: November 23, 2026

SUBJECT: **Comprehensive Master Plan Update: Public Hearing on December 1, 2026**

Planning Department staff is presenting before you tonight the Comprehensive Master Plan Update for public hearing pursuant to Wisconsin Statutes Sec. 66.1001(4). An ordinance to adopt this update is attached to the meeting packet for consideration of the Common Council.

The City of Franklin Plan Commission recommended adoption of this comprehensive plan update by Resolution 2026-014, adopted on September 3, 2026, pursuant to Wisconsin Statutes sec. 66.1001(4)(b). Resolution attached to the meeting packet.

Contents of plan update

A comprehensive plan is a policy document to set goals, objectives and recommendations for the city's growth and environmental conservation. The comprehensive plan have a future land use map that shows how the city might look like in 20-25 years (planning horizon). The current comprehensive plan was prepared in 2009 with a planning horizon for 2025, this plan update extends the planning horizon to 2050.

This is a partial update as only the content of the following plan elements are being updated:

Chapter 1: Introduction.

- Base Map and Aerial Photo updated.
- Section added about the scope of the 2050 Comprehensive Master Plan update (prepared in 2025-2026).
- History section updated with events after 2009.

Chapter 2: Issues & Opportunities.

- Regional Map 2.1 updated.
- Added 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.
- 2026 Public Participation with results of the Next Priorities activity from the Open House.
- Plannings Areas section reorganized in major citywide issues, issues by planning area moved to Appendix E Issues & Opportunities, Design Preference Survey and Listening Session Results.
- Principles, goals and objectives updated by adding: recent land use trends, universal design concept to "high quality definition", and objective to monitor demographic trends.

Chapter 5: Land Use.

- Principles, Goals and Objectives updated.
- Existing Conditions updated: Land Use Programs, Unified Development Ordinance Rewrite, Public Participation, Natural Limitations for Future Development, Special Considerations and Issues.
- Existing Zoning updated to account for the 2025 Unified Development Ordinance.
- 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.
- Land Use Trends updated with projections for year 2050 (previously 2025).
- Future Land Use Plan and Future Land Use Map updated.
- Summary of Recommendations updated.

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.

Appendix J: 2026 Public Participation Results (new).

Only the updated plan elements listed above are attached to the meeting packet[1]. Draft chapters and appendices have been prepared in-house by Planning Department staff: Planning Manager Martínez,

[1] All chapters and appendices, as well as the public participation plan are available at: https://www.franklinwi.gov/Departments/Planning/Comprehensive-Master-Plan.htm

Principal Planner Ecks (parts of Chapters 2 & 5), Associate Planner Hamill (maps), Assistant Planner Melton (table of contents and format revisions to all chapters, Demographic Profile, Existing Land Use, Appendices C, E and J).

Public participation

In April 2026, the Common Council adopted a public participation plan for this update with the following 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. All meetings were open to the public and had an agenda item for public comment.

  The Plan Commission held three meetings on this plan update:
  1. Recommendation of public participation plan and review of 1st plan draft (April 9).
  2. Review of 2nd plan draft with input from public open house (June 18).
  3. Recommendation to the Common Council (September 3).

- Open House: Arbor Day event held on Saturday May 2, at the Franklin Library parking lot (9151 W Loomis Rd). Planning staff presented informational boards to participants on these topics:
  - Demographic Profile.
  - Land Use Trends 1985-2024.
  - Future Land Use Map.



Arbor Day Event on May 2, 2026.



Planning Department booth.

- City website: The City maintains 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. https://www.franklinwi.gov/Departments/Planning/Comprehensive-Master-Plan.htm

- Tonight's Public Hearing: Pursuant to Wisconsin Statutes sec. 66.1001(4)(d), to obtain additional public comments.

- Additional meeting(s): Economic Development Commission (July 30, 2026). Planning Department staff made revisions to the future land use map per the "Prioritization of Industrial and Retail Nodes" report prepared by the Economic Development Commission. Report and summary of map revisions available in the Economic Development Commission meeting packet of July 30, 2026.

Procedure for adopting a comprehensive plan

Wisconsin Statutes sec. 66.1001 Comprehensive Planning sets forth procedures for adopting comprehensive plan in sub. 4, which is copied below along with Planning staff comments on the completion of each step (**bold**): ✅ step completed; 🚩 step for tonight's meeting or after adoption.

SUB. (4) PROCEDURES FOR ADOPTING COMPREHENSIVE PLANS.

(a) "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".

✅ **The Common Council adopted the Public Participation Plan by Resolution No. 2026-8474 on April 21, 2026.**

(b) "The plan commission or other body of a local governmental unit that is authorized to prepare or amend a comprehensive plan may recommend the adoption or amendment of a comprehensive plan only by adopting a resolution by a majority vote of the entire commission. The vote shall be recorded in the official minutes of the plan commission or other body. The resolution shall refer to maps and other descriptive materials that relate to one or more elements of a comprehensive plan. One copy of an adopted comprehensive plan, or of an amendment to such a plan, shall be sent to all of the following:

1. Every governmental body that is located in whole or in part within the boundaries of the local governmental unit.
2. The clerk of every local governmental unit that is adjacent to the local governmental unit that is the subject of the plan that is adopted or amended as described in par. (b) (intro.).
4. After September 1, 2005, the department of administration.
5. The regional planning commission in which the local governmental unit is located.
6. The public library that serves the area in which the local governmental unit is located".

✅ **The Plan Commission passed Resolution No. 2026-014 on September 3, 2026, to recommend adoption of this comprehensive plan update to the Common Council.**

🚩 **After adoption by the Common Council, Planning staff will send copies of the adopted plan to the organizations listed above.**

(c) "No comprehensive plan that is recommended for adoption or amendment under par. (b) may take effect until the political subdivision enacts an ordinance or the regional planning commission adopts a resolution that adopts the plan or amendment. The political subdivision may not enact an ordinance or the regional planning commission may not adopt a resolution under this paragraph unless the comprehensive plan contains all of the elements specified in sub. (2). An ordinance may be enacted or a resolution may be adopted under this paragraph only by a majority vote of the members-elect, as defined in s. 59.001 (2m), of the governing body. One copy of a comprehensive plan enacted or adopted under this paragraph shall be sent to all of the entities specified under par. (b)."

🚩 **An ordinance to adopt this comprehensive plan update is attached to tonight's meeting packet for consideration of the Common Council.**

(d) "No political subdivision may enact an ordinance or no regional planning commission may adopt a resolution under par. (c) unless the political subdivision or regional planning commission holds at least one public hearing at which the proposed ordinance or resolution is discussed. That hearing must be preceded by a class 1 notice under ch. 985 that is published at least 30 days before the hearing is held. The political subdivision or regional planning commission may also provide notice of the hearing by any other means it considers appropriate. The class 1 notice shall contain at least the following information:

1. The date, time and place of the hearing.
2. A summary, which may include a map, of the proposed comprehensive plan or amendment to such a plan.
3. The name of an individual employed by the local governmental unit who may provide additional information regarding the proposed ordinance.
4. Information relating to where and when the proposed comprehensive plan or amendment to such a plan may be inspected before the hearing, and how a copy of the plan or amendment may be obtained".

🚩 **Public hearing is scheduled for tonight's meeting.**

✅ **Planning staff sent a class 1 notice for publication.**

(e) "At least 30 days before the hearing described in par. (d) is held, a local governmental unit shall provide written notice to all of the following:

1. An operator who has obtained, or made application for, a permit that is described under s. 295.12 (3) (d).

2. A person who has registered a marketable nonmetallic mineral deposit under s. 295.20.

3. Any other property owner or leaseholder who has an interest in property pursuant to which the person may extract nonmetallic mineral resources, if the property owner or leaseholder requests in writing that the local governmental unit provide the property owner or leaseholder notice of the hearing described in par. (d)."

✅ **Planning staff mailed postcards to the organizations listed above and adjacent local governmental units.**

(f) "A political subdivision shall maintain a list of persons who submit a written or electronic request to receive notice of any proposed ordinance, described under par. (c), that affects the allowable use of the property owned by the person. Annually, the political subdivision shall inform residents of the political subdivision that they may add their names to the list. The political subdivision may satisfy this requirement to provide such information by any of the following means: publishing a 1st class notice under ch. 985; publishing on the political subdivision's Internet site; 1st class mail; or including the information in a mailing that is sent to all property owners. At least 30 days before the hearing described in par. (d) is held a political subdivision shall provide written notice, including a copy or summary of the proposed ordinance, to all such persons whose property, the allowable use of which, may be affected by the proposed ordinance. The notice shall be by mail or in any reasonable form that is agreed to by the person and the political subdivision, including electronic mail, voice mail, or text message. The political subdivision may charge each person on the list who receives a notice by 1st class mail a fee that does not exceed the approximate cost of providing the notice to the person".

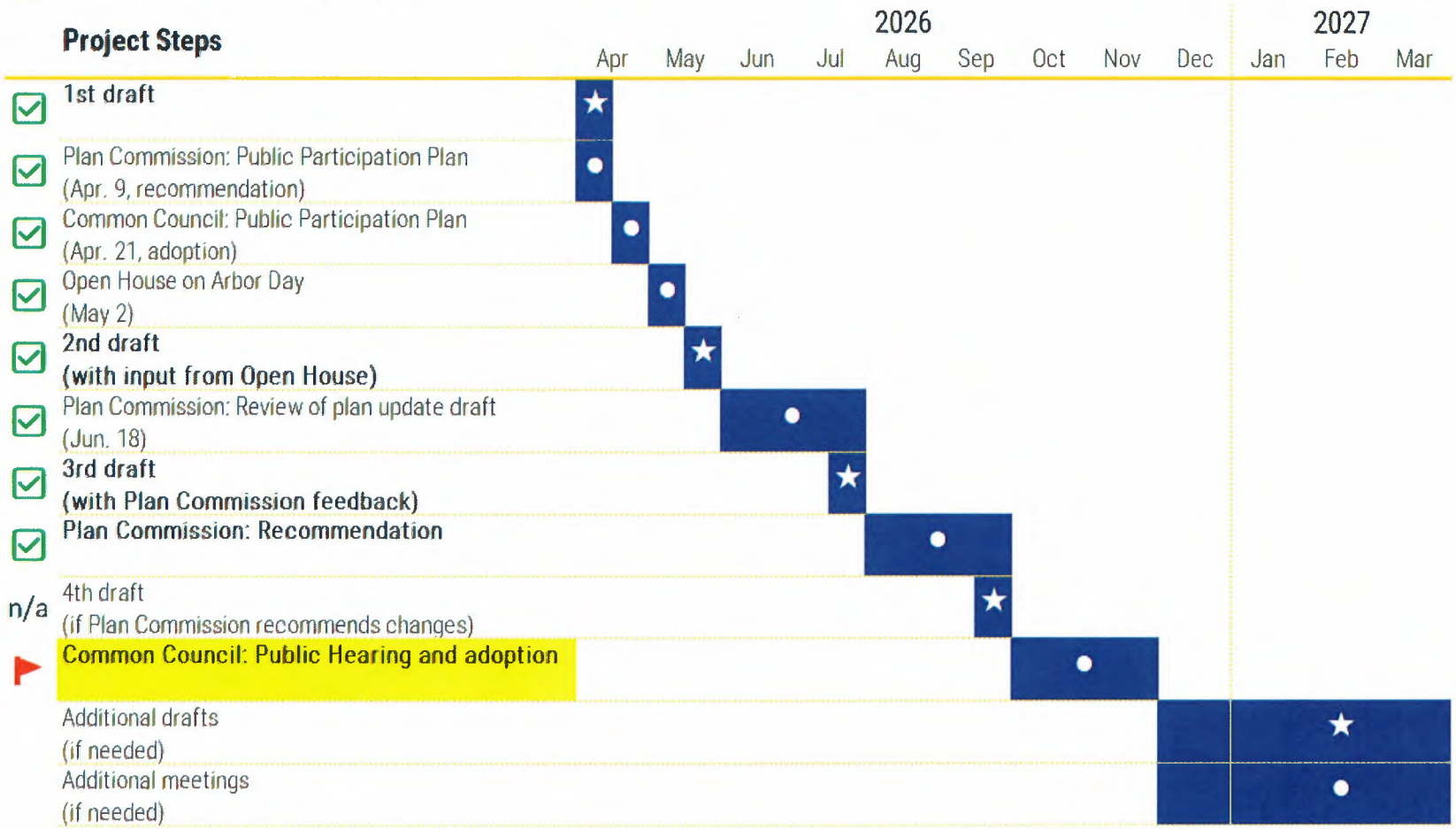
✅ **Any person can request to be included in the list referenced in this subsection, this information is available on the city's website.**

✅ **Planning staff sent emails to all persons in this list.**

Project Schedule

Step completed Current step.

Meeting ●
Deliverable ★



Plan revision after Plan Commission recommendation

After the Plan Commission recommendation on September 3, 2026. Planning Department staff received one public comment from a resident suggesting that the future land use should be Institutional for the parcels owned by the City of Franklin and located south of city hall. Specifically, 9331 & 9371 W Loomis Road and tax key number 801-996-000 (approx. 7 acres), see map below.



Planning Dept. staff has no objections to this suggestion and recommends Institutional as the future land use designation for these three parcels. If the Common Council adopts the plan update with this revision, Planning Department staff will update future land use acreage accordingly (tables 5.9; 5.10 and 5.12).

STATE OF WISCONSIN CITY OF FRANKLIN MILWAUKEE COUNTY

Draft 10-12-2026

ORDINANCE NO. 2026-_____

AN ORDINANCE TO ADOPT THE 2050 COMPREHENSIVE MASTER PLAN, AN UPDATE TO THE 2025 COMPREHENSIVE MASTER PLAN PURSUANT TO WIS. STAT. § 66.1001(4)(c)

WHEREAS, the City of Franklin Plan Commission, together with the residents of the City of Franklin by way of public informational meetings, Planning Department staff and City staff, has prepared the 2050 Comprehensive Master Plan by updating the following chapters of the 2025 Comprehensive Master Plan: 1 Introduction; 2 Issues and Opportunities; 5 Land Use; Appendix C Demographic Variables and Comparisons; and adding Appendix J 2026 Public Participation Results; and

WHEREAS, a comprehensive plan shall contain all elements listed in Wis. Stat. § 66.1001(2)(b); the 2050 Comprehensive Master Plan consists of the following chapters: 1 Introduction; 2 Issues & Opportunities; 3 Agricultural, Natural & Cultural Resources; 4 Economic Development; 5 Land Use; 6 Housing; 7 Transportation; 8 Utilities & Community Facilities; 9 Intergovernmental Cooperation and 10 Implementation, a copy of which is annexed hereto; and

WHEREAS, the aforesaid 2050 Comprehensive Master Plan preparation followed the procedures set forth in the Public Participation Plan adopted by the Common Council by Resolution No. 2026-8474, pursuant to Wis. Stat. § 66.1001(4)(a); and

WHEREAS, pursuant to Wis. Stat. §§ 62.23(2) and (3) and 66.1001(4), the City of Franklin is authorized to prepare and adopt and to amend a comprehensive plan as defined in Wis. Stat. §§ 66.1001(1)(a) and 66.1001(2); and

WHEREAS, the Plan Commission of the City of Franklin by a majority vote of the entire Commission on September 3, 2026, recorded in its official minutes, has a adopted a resolution recommending to the Common Council the adoption of the 2050 Comprehensive Master Plan; and

WHEREAS, the City of Franklin has held at least one public hearing upon this proposed Ordinance, in compliance with the requirements of Wis. Stat. § 66.1001(4)(d); the Common Council having received input from the public at a duly noticed public hearing on December 1, 2026.

NOW, THEREFORE, the Mayor and Common Council of the City of Franklin, Wisconsin, do ordain as follows:

SECTION 1: The 2050 Comprehensive Master Plan, an update to the 2025 Comprehensive Master Plan, in the form and content as annexed hereto and incorporated herein, be and the same is hereby adopted, pursuant to Wis. Stat. § 66.1001(4)(c).

SECTION 2: The terms and provisions of this ordinance are severable. Should any term or provision of this ordinance be found to be invalid by a court of competent jurisdiction, the remaining terms and provisions shall remain in full force and effect.

SECTION 3: All ordinances and parts of ordinances in contravention to this ordinance are hereby repealed.

SECTION 4: This ordinance shall take effect and be in force from and after its passage and publication.

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

Passed and adopted by a majority vote of the members-elect of the Common Council 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 _____

STATE OF WISCONSIN CITY OF FRANKLIN MILWAUKEE COUNTY
PLAN COMMISSION

RESOLUTION NO. 2026-014

A RESOLUTION RECOMMENDING THE ADOPTION OF
THE 2050 COMPREHENSIVE MASTER PLAN,
AN UPDATE TO THE 2025 COMPREHENSIVE MASTER PLAN
TO THE COMMON COUNCIL
PURSUANT TO WIS. STAT. § 66.1001(4)(b)

WHEREAS, the City of Franklin Plan Commission, together with the residents of the City of Franklin by way of public informational meetings, Planning Department staff and City staff, has prepared the 2050 Comprehensive Master Plan by updating the following chapters of the 2025 Comprehensive Master Plan: 1 Introduction; 2 Issues and Opportunities; 5 Land Use; Appendix C Demographic Variables and Comparisons; and adding Appendix J 2026 Public Participation Results; and

WHEREAS, a comprehensive plan shall contain all elements listed in Wis. Stat. § 66.1001(2)(b); the 2050 Comprehensive Master Plan consists of the following chapters: 1 Introduction; 2 Issues & Opportunities; 3 Agricultural, Natural & Cultural Resources; 4 Economic Development; 5 Land Use; 6 Housing; 7 Transportation; 8 Utilities & Community Facilities; 9 Intergovernmental Cooperation and 10 Implementation, a copy of which is annexed hereto; and

WHEREAS, the aforesaid 2050 Comprehensive Master Plan preparation followed the procedures set forth in the Public Participation Plan adopted by the Common Council by Resolution No. 2026-8474, pursuant to Wis. Stat. § 66.1001(4)(a); and

WHEREAS, a comprehensive plan shall be updated no less than once every 10 years pursuant to Wis. Stat. § 66.1001(2)(i); and the City of Franklin has amended the Future Land Use Map of the 2025 Comprehensive Master Plan since its adoption in 2009, but other plan elements have not been updated; and

WHEREAS, pursuant to Wis. Stat. § 62.23(2) and (3) and 66.1001(4), the City of Franklin is authorized to prepare and adopt and to amend a comprehensive plan as defined in Wis. Stat. §§ 66.1001(1)(a) and 66.1001(2); and

WHEREAS, pursuant to Wis. Stat. § 66.1001(4)(b), the Plan Commission may recommend the amendment of the Comprehensive Master Plan to the Common Council by adopting a resolution by a majority vote of the entire Commission, which vote shall be recorded in the official minutes of the Plan Commission; and

WHEREAS, the Plan Commission having determined that the 2050 Comprehensive Master Plan, in form and content as is annexed hereto, is in proper form and content for adoption by the Common Council, subject to such modifications the Common Council may consider reasonable and necessary, following public hearing, in order to protect and promote the health, safety and welfare of the City of Franklin.

NOW, THEREFORE, BE IT RESOLVED, by the Plan Commission of the City of Franklin, Wisconsin, that the 2050 Comprehensive Master Plan be and the same is hereby recommended for adoption by the Common Council.

Introduced at a regular meeting of the Plan Commission of the City of Franklin this 3rd day of September, 2026.

Passed and adopted at a regular meeting of the Plan Commission of the City of Franklin this 3rd day of September, 2026.

APPROVED:

John R. Nelson, Chairman

ATTEST:

Shirley J. Roberts, City Clerk

AYES 4 NOES 0 ABSENT 2 (Commissioners Rebecca Specht & Patrick Leon)

Franklin
WISCONSIN

Department of City Development

City of Franklin 2050 Comprehensive Master Plan

Adopted XXXXX xx, 2026


Mike Miller Images






Mike Miller Images

Celebrating Quality of Life

Acknowledgements and Plan Contents

2025 Comprehensive Master Plan (Adopted 2009)

Mayor
Thomas M. Taylor

Common Council
Steve Olson (District 1), Timothy C. Solomon (District 2), Kristen Wilhelm (District 3), Steve F. Taylor (District 4), Lyle Sohns (District 5), and Kenneth P. Skowronski (District 6)

Plan Commission
Chair: Mayor Thomas M. Taylor
Members: Alderman Kenneth P. Skowronski, David Fowler, Kevin Haley, Pete Kosovich, and Randy Ritter
John Bennett, City Engineer

Comprehensive Master Plan Update Project Committee
Chair: Mayor Thomas M. Taylor
Members: Alderman Kenneth P. Skowronski, David Fowler, Kevin Haley, Pete Kosovich, and Randy Ritter
John Bennett, City Engineer

Consultants
PDI/GRAEF, R.A. Smith National, and Cedarburg Science

Special Thanks
Special thanks for their input and contributions to the Economic Development Commission, City Attorney's Office, Police Department, Fire Department, and Engineering Department.

2050 Comprehensive Master Plan Update (2026)

Mayor
John Nelson

Common Council
Clarke Johnson (District 1), Michelle Eichman (District 2), Yousef Hasan (District 3), Mira Kresovic (District 4), Nabil Salous (District 5), and Danelle Kenney (District 6).

Plan Commission and Comprehensive Master Plan Update Project Committee
Chair: Mayor John Nelson
Members: Alderwoman Michelle Eichmann, Alderman Nabil Salous, Kevin Haley, Patrick Leon, Michael Shawgo, and Rebecca Specht

Department of City Development Staff
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Rose Melton, Assistant Planner
Nick Fuchs, Planner
John Regetz, Director of Economic Development

Special Thanks
Special thanks for their input and contributions to the Health Department, Engineering Department, Department of Administration, City Attorney's Office and Economic Development Commission.

Comprehensive Master Plan Contents

The December 1, 2026, Common Council meeting packet includes only updated chapters and appendices.
Full plan available at:
https://www.franklinwi.gov/Departments/Planning/Comprehensive-Master-Plan.htm

Chapter 1: Introduction (updated 2026)

Chapter 2: Issues & Opportunities (updated 2026)

Chapter 3: Agricultural, Natural, & Cultural Resources

Chapter 4: Economic Development

Chapter 5: Land Use (updated 2026)

Chapter 6: Housing

Chapter 7: Transportation

Chapter 8: Utilities and Community Facilities

Chapter 9: Intergovernmental Cooperation

Chapter 10: Implementation

Appendices:

A: Resolutions and Ordinances

B: Public Comment

C: City of Franklin, Demographic Variables and Comparisons (updated 2026)

D: City Planning Survey 2005 – Citywide Results

E: Issues and Opportunities, Design Preference Survey and Listening Session Results (updated 2026)

F: Data Parameters for the Natural & Agricultural Resource Assessment in Franklin

G: Agricultural Lands, Hydric Soils, Linkages, and Natural Resources Maps by Planning Area

H: Trade Area Market Profile Reports and Retail Marketplace Profiles 2005

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

J: 2026 Public Participation Results

CHAPTER 1: INTRODUCTION

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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 document 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 the Planning Department staff to start an update of demographic data of the 2025 Comprehensive Master Plan. The planning horizon for this update is the year 2050, as population projections by the Wisconsin Department of Administration and the Southeastern Wisconsin Regional Planning Commission (SEWRPC) are available through 2050.

2025 COMPREHENSIVE MASTER PLAN (VINTAGE 2009)

In 2009, 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 were addressed in the Comprehensive Master Plan, including social, economic, and physical. It was 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 2009 plan recommended development types that were 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 (2025-2026)

In 2025, Planning Department staff started a plan update 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.
- 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.
- Tax Incremental Financing (TIF) Districts Section updated.
- Public Participation updated with additional activities.
- Principles, Goals and Objectives.

Chapter 5: Land Use.

- Principles, Goals and Objectives.
- Existing Land Use Programs updated.
- Existing Zoning updated to account for the 2025 Unified Development Ordinance.
- Public Input.
- 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, recommendations accomplished by the 2025 Unified Development Ordinance (UDO) moved to UDO Rewrite section, new recommendations added.

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

New **Appendix J: Public Participation activities 2026: results.**

The City of Franklin Common Council adopted a Public Participation Plan for this update on April 21, 2026 (see Chapter 2).

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 experienced a rapid population growth between 1980 and 2010, over 20% per decade. 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 Wisconsin, 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 area that would eventually include the City of Franklin is the traditional homeland of indigenous people including the Mesquaki, Sauk and Fox, Dakota Oyáte, Ioway, Miami, and Kickapoo and Mascouten. More recent inhabitants included the Bodwe'wadmi or Potawatomi. The Indian Community School also acknowledges the area's importance to the Ho-Chungra or Ho-Chunk and

[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.

Omāēqnomenēwak or Menominee[2].

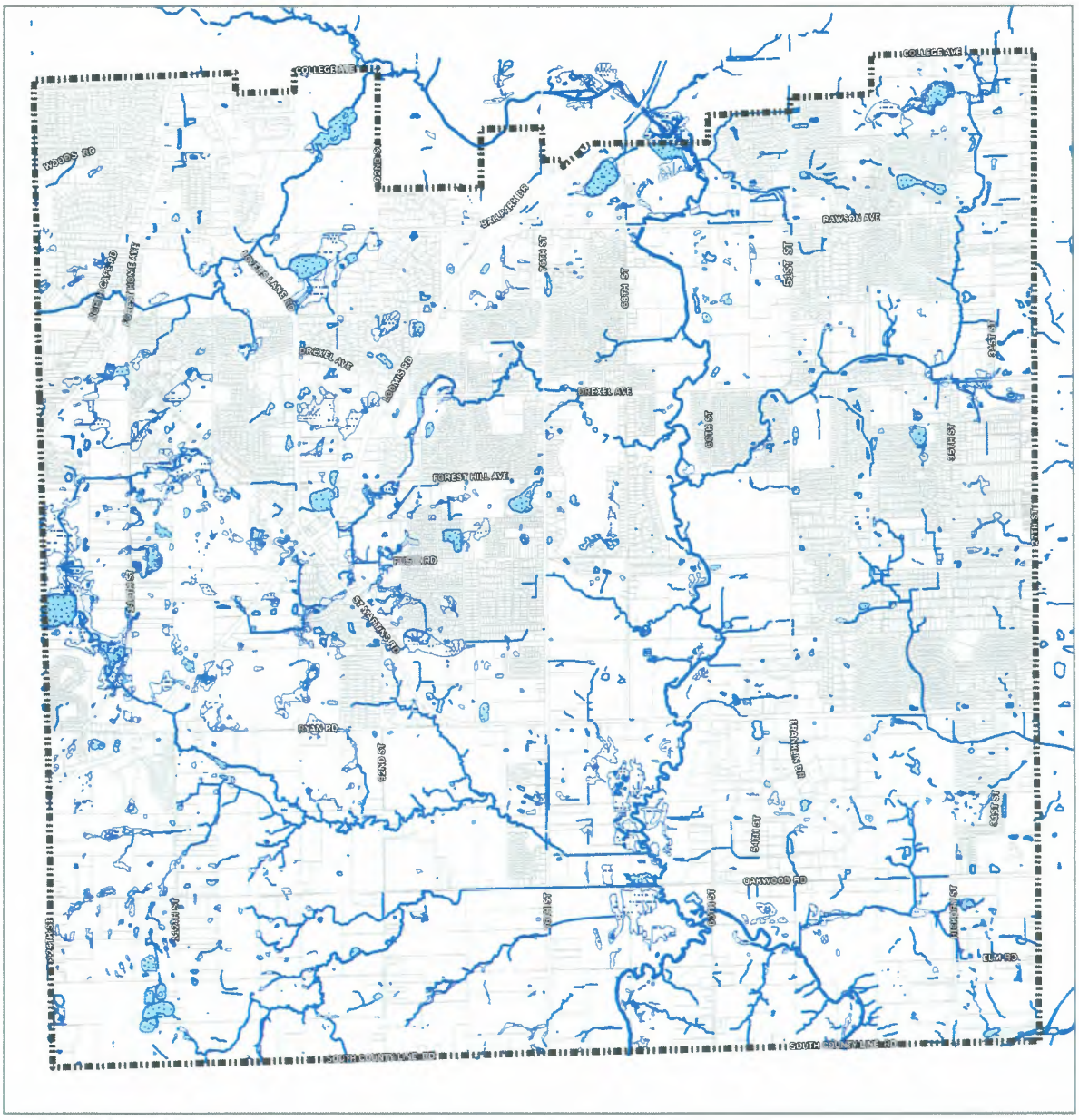
- The first recorded permanent European settlers in the area that would one day become the City of Franklin arrived in the early 1830's.
- In 1838, the then Town of Kinnickinnic was divided into the Towns of Kinnickinnic and Franklin. At that time, the Town of Franklin population was about 240 persons.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

---

[2] Land and Water Acknowledgement. Indian Community School. https://www.ics-edu.org/page/land-and-water-acknowledgment.

- 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 2025, the City adopted a rewrite of the 1998 Unified Development Ordinance.

Map 1.1: Base Map



Franklin
WISCONSIN

1 inch : 1 mile

0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

Base Map

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

Jan. 2026

Map 1.2: Aerial Photo (2024)



Franklin
WISCONSIN

1 inch : 1 mile

0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

Aerial Photo (2024)

City Boundary

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 September 3, 2026.

The City of Franklin Common Council adopted this Plan by ordinance on _____.

CHAPTER 2: ISSUES & OPPORTUNITIES

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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.

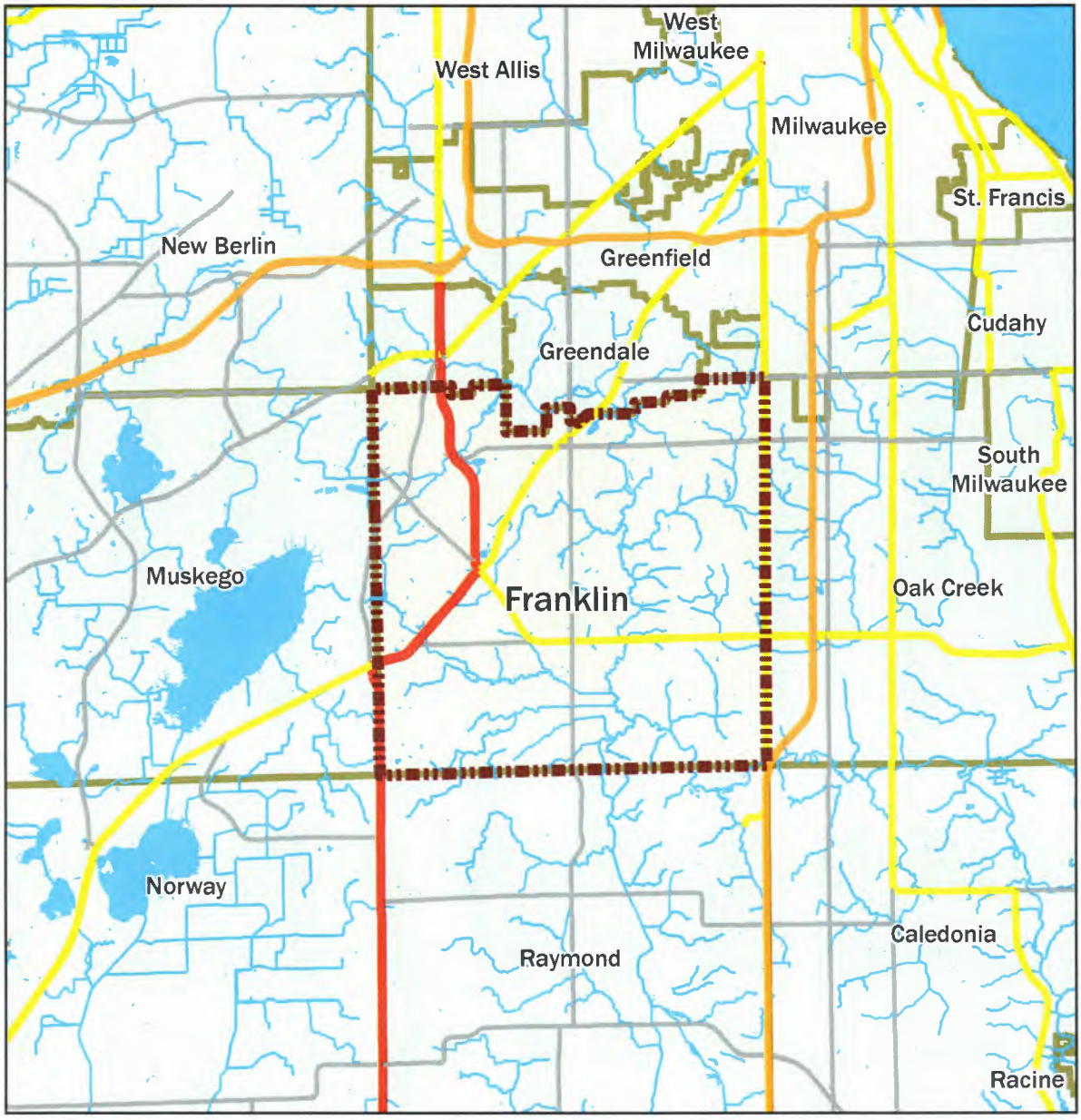
Wisconsin's Comprehensive Planning Legislation understands the importance of this, as evidenced by its identifying issues and opportunities as one of the elements that all comprehensive plans must contain. Section 66.1001(2)(a) of the Wisconsin Statute describes the Issues and Opportunities Element as:

> "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.

Map 2.1: Regional Map



Franklin WISCONSIN

1 inch : 3 mile

0 ½ 1 2 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

Regional Map

- City of Franklin Boundary
- Municipal Boundaries
- Rivers & Streams
- Waterbodies

Major Roads
- County Road
- Interstate Highway
- State Highway
- US Highway

Source: Wisconsin Department of Natural Resources

May 2026

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:

- a developing 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;
- three business parks in the south; and
- an industrial park in the northwest.

During the preparation of the 2009 Comprehensive Master Plan, the City was divided into nine planning areas (see Map 5.4 in Chapter 5), the 2050 Comprehensive Plan update is not proposing any changes to the boundaries of these planning areas. The Comprehensive Master Plan addresses the City as a whole, but will also include specific recommendations for each of the nine planning areas.

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

- Background.
- Public Participation.
- Planning Areas: Issues and Preferences.
- Citywide Principles, Goals and Objectives.

2050 Comprehensive Master Plan Update

The 2009 Comprehensive Master Plan had a planning horizon for the year 2025. The plan update started in 2025 extends the planning horizon to the year 2050.

Major updates to this chapter are 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, Next Priorities activity added.

- Principles, Goals and Objectives updated.

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:

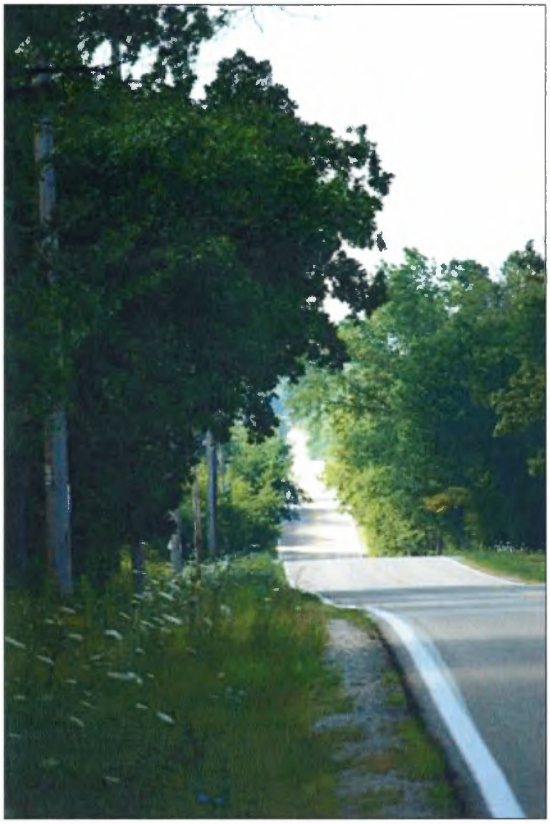
- Community Character
- Relevant Prior Planning Studies
- Demographic Profile
- TIF Districts

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 public amenities. Since "character" is influenced by human values and perceptions, the term is difficult to define.

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

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



Rural Character

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

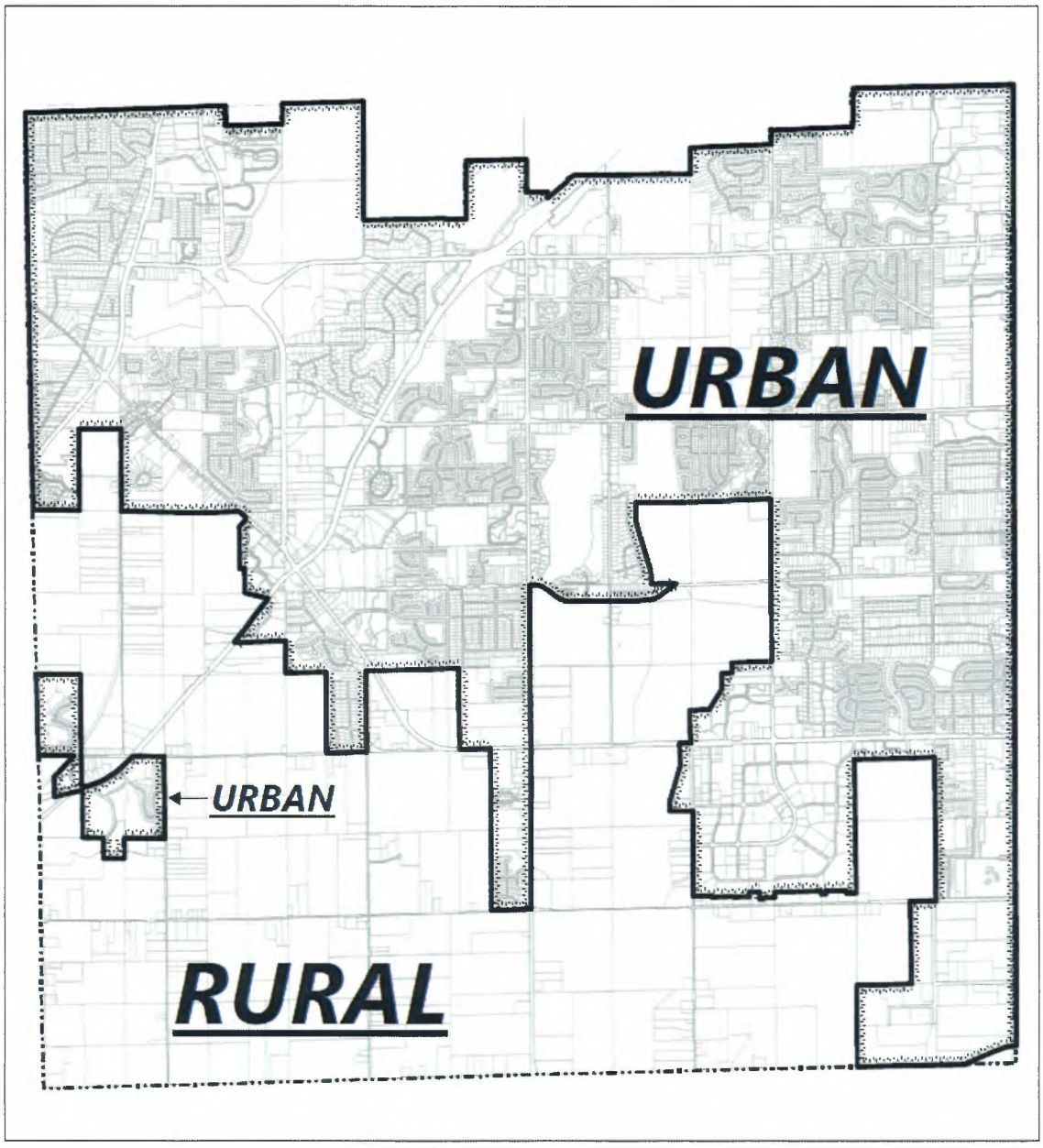
For most residents, the rural character of Franklin is prized for its visual quality. A significant portion of Franklin's population appreciates and encounters the rural character from the vantage point of road corridors. Residents that live on farms or countryside estates, and the many residents who 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 Master 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. See Unified Development Ordinance Rewrite section in Chapter 5 for more information.

Comprehensive Outdoor Recreation Plan 2030 CORP (2002, updated 2011 and 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", is the plan for lands owned by the City of Franklin and intended for recreational and conservation uses. The CORP is an extension of the 2009 Comprehensive Plan designed to address projected and prioritized public park, open space, and recreational facilities needs through the year 2030. The plan included recommendations for improving existing facilities, as well as for acquiring and developing new 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 proposed 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."[1] Since the park was 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. Funding Eligibility: The CORP is a required document to maintain the City's eligibility to apply for the State's Stewardship Grant Program for public land acquisition. Without an update, the City is not eligible for grant programs that require an up to date plan.
2. Slowed population growth: 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. Impact fees: 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 Fess 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. Additionally, 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.

[1] https://www.kaylaskrew.org/index.html

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 greater than what the City 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 response, 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 proposed route follows Ryan Creek, which begins in the southwest corner of Franklin and flows east to 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, civic buildings; and future residential 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.

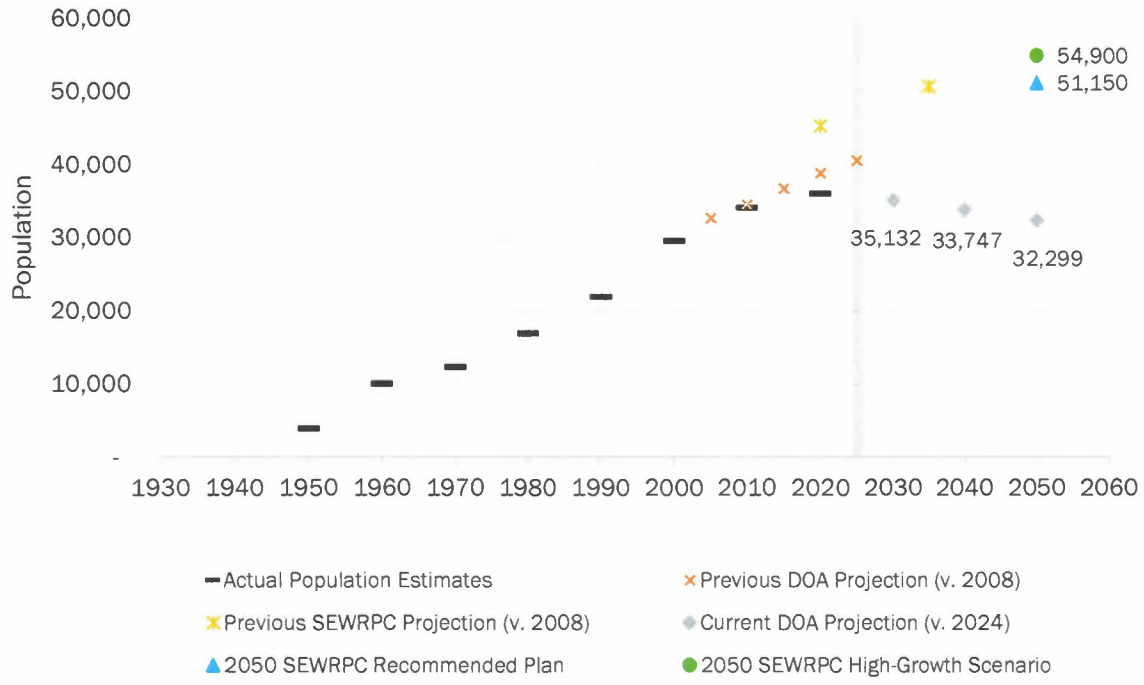
Population Projections (Appendix C.1)

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. In 2026, the Ryan Creek Interceptor Sewer is available in some areas and has allowed the development of new subdivisions since 2017, such as Park Circle, Ryanwood Manor, Ryan Meadows, Cape Crossing and Woodfield Trail. 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 increase 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.

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 2.2 and 2.3). 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)

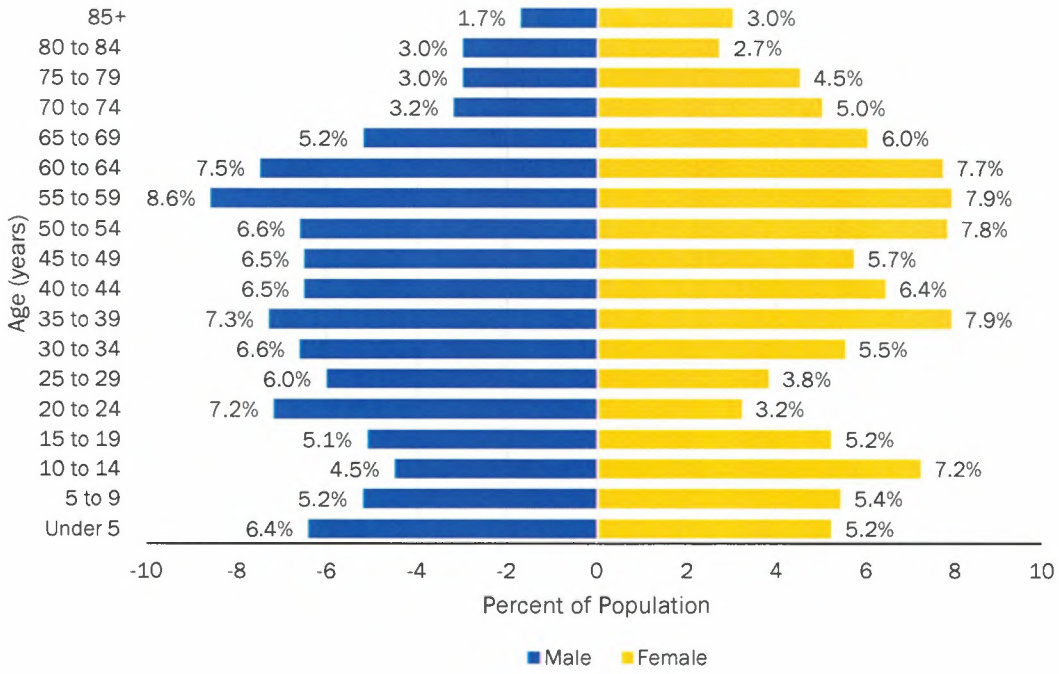
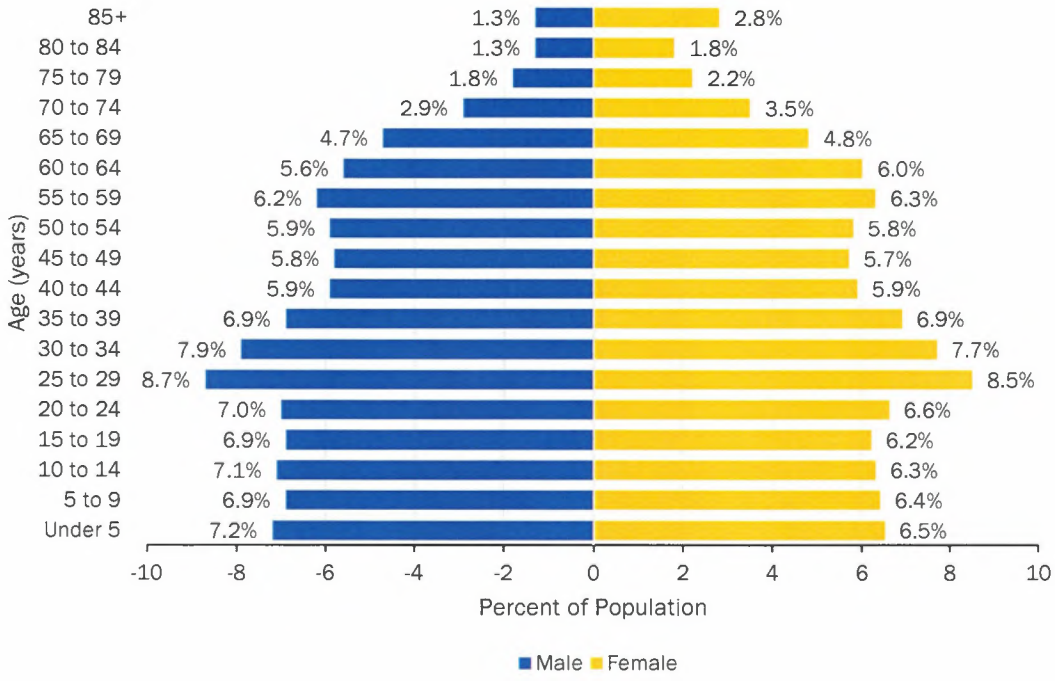


Chart 2.3: Population Pyramid, Milwaukee County (2020)



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. [2] 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).[3] 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

[2] City of Franklin (n.d.). About Franklin: History. https://www.franklinwi.gov/About-Franklin.htm.

[3] U.S. Census Bureau (2020). ACS 5-Year Estimates (Table S0101).

Milwaukee County's total population in the same year.[4] Analyzing the population pyramids while acknowledging the CRC emphasizes Franklin's small population of young and middle-aged adult residents.[5]

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

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[4] U.S. Census Bureau (2020). Decennial Census (Table P18).

[5] 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.[6] 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%.[7]

Occupation describes what individuals do at work, while industry describes the specialization of their employer.[8] 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 civilians 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.[9] In total, the City of Franklin provided 13,559 total jobs in 2020.

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

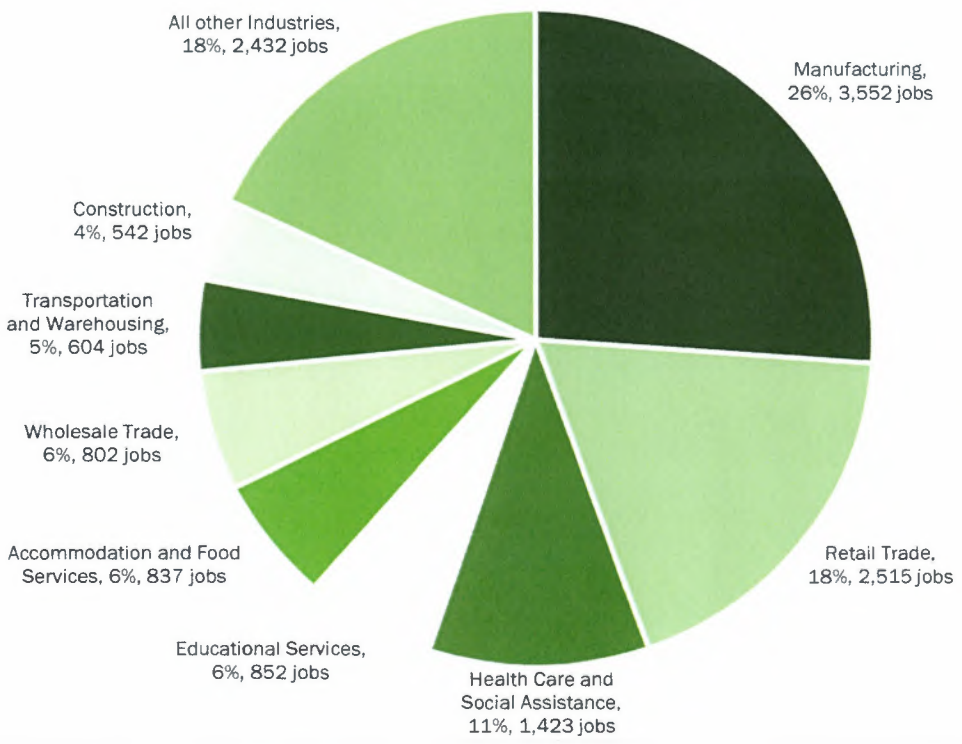
[7] U.S. Census Bureau (2010, 2020). Decennial Census (Table DP03).

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

[9] 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 North American Industry Classification (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 2.1). 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 2.1: 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 Statistics[10], 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.

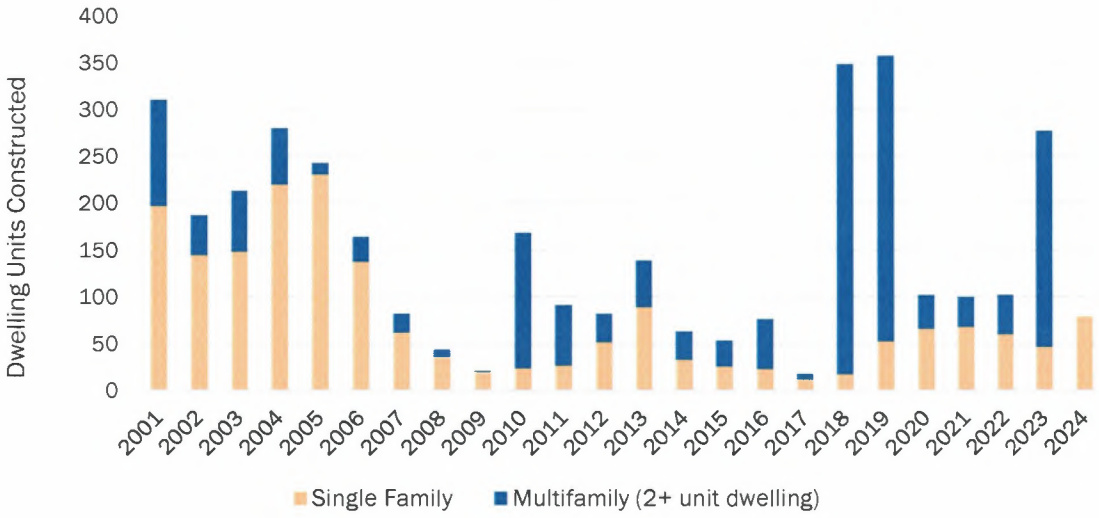
The value of owner-occupied housing units also increased for both the City of Franklin and Milwaukee County in the last 30 years. The median value of owner-occupied units in Franklin increased from $94,300 to $262,200, which represents a value increase of around 180%. In contrast, the median value for 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. Chart 2.5 shows a drop in the construction of single-family homes after around 2005 and increased multifamily construction in 2018,

[10] U.S. Bureau of Labor Statistics (n.d.). CPI Inflation Calculator. https://www.bls.gov/data/inflation_calculator.htm.

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).

Chart 2.5: 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.[11] 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.

[11] 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.

PUBLIC PARTICIPATION

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.

> "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." Excerpt from Wisconsin State Statute 66.1001(4) (a)

On April 21, 2026, the Common Council adopted a public participation plan with following 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: to host information on the status of the plan, as well as of copies of draft maps and chapters as they are completed. It also provides email and phone contacts to submit questions and comments, as well as the option to receive individual notices.
- Open House: Arbor Day event held on Saturday May 2, 2026, at the Franklin Library parking lot, with a turnout of 60 participants.
- 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), 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.

Next Priorities activity (2026)

The 2026 update for the 2050 Comprehensive Master Plan is a partial update to only three chapters of the plan as described in Chapter 1. The Next Priorities activity is to receive public input on which chapters should be updated next. Participants were asked to pick up to two topics, results below:

1st. Comprehensive Outdoor Recreation Plan (9 votes).
2nd. Chapter 3: Agriculture, Natural and Cultural Resources (7).
3rd. Ch. 7: Transportation (4).
4th. Ch. 6: Housing (2).
5th. Chapters 8: Utilities and Communication Facilities and 10: Implementation (1 vote each).
Chapters 4: Economic Development and 9: Intergovernmental Cooperation had no votes.

This activity was part of the Open House at the Arbor Day event on May 2, 2026.

Public Participation (2009)

A series of public participation strategies were utilized throughout the planning process for the 2025 Comprehensive Master Plan adopted in 2009. 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 (2005)

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 (2005)

A city-wide survey was conducted in July 2005 to gauge community support for existing and future development and services. The following tables provide 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: Single-Family Housing Issues Response Excerpts

Single-Family Housing Issues	Percent Respondents in Support
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

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

Table 2.3: Multi-Family Housing Issues Response Excerpts

Multi-Family Housing Issues	Percent Respondents in Support
Form of ownership *	80
Includes substantial amount of open space	75
Adds little traffic to local streets	79
Architectural quality and design	80

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

Table 2.4: Community Facilities and Open Spaces Response Excerpt

Community Facility and Open Space Issues	Percent Respondents in Support
The city should provide neighborhood parks, playgrounds, and recreational facilities	74

Table 2.5: Public Policies and Community Information Community Survey Response Excerpts

Public Policy and Community Information Issues	Percent Respondents in Support
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

Table 2.6: Infrastructure Response Excerpt

INFRASTRUCTURE	PERCENT RESPONDENTS OPPOSED
Sidewalks on all residential streets	74

PLANNING AREAS: ISSUES AND PREFERENCES

During the initial public involvement phase for the 2009 Comprehensive Master Plan, a Design Preference Survey and Listening Session was conducted with all nine planning areas (see Chapter 5, Map 5.4). These events allowed residents and property owners to express critical issues for each planning area.

The following section summarizes key priorities identified by the public and incorporated into the Comprehensive Master Plan. The nine Listening Sessions were conducted between September 19th and November 22nd, 2005. Appendix E organizes the issues or neighborhood specific concerns by planning area.

Neighborhood Identities and Preservation of "Franklin" Character

- Support for neighborhood-scale planning to maintain each area's individual character
- Strong support for preserving rural and open character in the west and southwest of Franklin
- Comments supporting St. Martins area's historic preservation and rehabilitation

Natural Resources and Recreation

- Many comments in favor of preserving and restoring natural resource areas
- Concern about losing green space and wetlands to development
- Comments in favor of preserving open and rural space
- Comments supporting City land purchases to permanently protect natural resource areas

- Support for recreation and trails that connect natural resource areas

Sidewalks, Paths, and Trails

- Many comments in support of sidewalks or multi-use paths for walking and biking
- Residents supported trails and paths along busy corridors to improve road safety
- Support for neighborhood connections and using paths to access commercial and civic uses
- Support for paths and trails to connect parks and for recreation
- Some residents had concerns about maintenance and upkeep of sidewalks

Streets and Traffic

- Many comments concerned about traffic speed and safety, especially in neighborhoods
- Conversations about what types of road design is appropriate for neighborhoods
- Support for short, connected streets within neighborhoods
- Comments in favor of limiting long cul-de-sacs, but also for limiting new road impacts on natural resources

Balance of Land Uses

- Support for buffers between land uses of different intensities, such as residential and industrial
- Comments support maintaining open space as the City develops
- Questions about the balance of industrial space available and the level of demand
- Comments supporting increased multifamily development to increase housing affordability
- Concerns about multifamily development being an appropriate density

Retail and Commercial Development

- Comments supporting small scale commercial development
- Support for retail along major streets
- Desire for high-quality/high-end retail in Franklin
- Residents were divided about increased retail presence in more rural parts of the City. Some value preserving open space and are more willing to drive

Services and Utilities

- Some concerns about how improvements and new development will impact the tax base
- Concerns about access to sanitary sewer, cable, and high-speed internet service in the southwest
- Comments about how population changes will impact schools and school locations

- Concerns about the future of the landfill and potential expansion

CITYWIDE PRINCIPLES, GOALS AND OBJECTIVES

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 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

The following principles describe the overall guiding elements of the City of Franklin 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 grow[12]. 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 2010[13]. It's worth noting that the ratio of land devoted to residential uses compared to non-residential (commercial and industrials) was 74 percent, very similar to the tax base ratio. In 2024, the City had 5,137 acres of residential use and 1,762 acres of commercial and industrial.

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.

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[12] 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.

[13] City of Franklin Assessed Values by Property Class.

The 2009 Comprehensive Master 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).

High Quality Development

The Comprehensive Master Plan recommends a guiding principle of High Quality Development, regardless of use. The City's priority will be to allow various types of development that also move the City toward a balanced and sustainable 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 Master 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.
- Promote Universal Design, which is defined by Ron Mace and the Universal Design project as, "Design that is usable by all people to the greatest extent possible without the need for adaptation or specialized design." This concept emphasizes that design can be used to reduce the amount of conflict between all people and the built environment." For example, accessible parking, level access from sidewalks and zero-entry thresholds.

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; 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 business 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.

Transporation 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 people with disabilities.

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 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.
- Maintain a balance between the level of service provided by the City and the tax base required to sustain it.

Goals and Objectives

The goals and objectives of the City of Franklin are statements identifying the City's priorities and intentions with respect to land use and development. Public input, the City's Vision Statement and Mission Statement, and the above principles inform the plan's goals. 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.

The following is a selection of the Comprehensive Master Plan goals listed by chapter, while the related objectives are listed below each goal. Each chapter contains a full list of goals and objectives on their respective topics.

Chapter 2: Issues & Opportunities

Preserve and enhance the City's community character by creating policies to shape community and development.

- Protect the City's remaining natural resource features.
- Promote high quality 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.
- Monitor and respond to demographic trends including age and population projections. Create policies and programs that promote stability for residents, businesses, and the City.

Chapter 3: Agriculture, Natural & Cultural Resources

Protect environmental resources.

- 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.

Provide park and recreation areas throughout the City as identified in the Comprehensive Outdoor Recreation Plan.

- 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.

Protect natural resources to a greater extent, and agricultural and cultural resources to a lesser extent.

- 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.

Chapter 4: Economic Development

Pursue and achieve business attraction, retention, and expansion.

70/30 Goal.

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

Balanced Development.

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

High quality and high value development.

- Allow for various types of development, as long as the value provides a high increment to the City, thereby helping to decrease the tax burden.

Expand and stabilize the current economic base.

Create jobs.

- Create a range of employment opportunities.

Redevelop lands with existing infrastructure and public services and maintain and rehabilitate existing residential, commercial, and industrial structures.

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

Decrease homeowners tax burden through quality non-residential development.

Chapter 5: Land Use

Encourage land uses, densities, and regulations that promote efficient development patterns and relatively low municipal and utility costs.

Foster community identity in the built environment at the street, neighborhood, and community scale.

- Revitalize main streets, special districts, and areas of historic/cultural importance, such as the St. Martin's area the S. 27th Street Corridor.
- Create and enforce design standards that are appropriate for different types and scales of development.
- Prepare and update area plans to maintain the character of neighborhoods and to guide new development where it is appropriate.

Encourage high quality commercial development in appropriate locations.

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

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

- 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 through natural resource protection and land banking.

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

- 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.
- Establish architectural, landscape and site development standards for mixed-use development that improves the value of the properties.

Encourage redevelopment of public and private property in accord with all pertinent principles, goals, objectives, and policies set forth in this Plan.

Chapter 6: Housing

Encourage high quality residential development in the City.

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

Ensure compatibility with adjacent land uses.

- Encourage infill residential development in appropriate areas that are currently adjacent to residential uses.
- Require new residential development to be compatible with surrounding land uses and densities whenever possible and appropriate.
- 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.

Provide adequate location and choice of housing and a variety of housing types for varying age and income groups for different size households.

- Ensure an adequate choice in size, cost, and location of housing units to assure equal housing opportunities.
- 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.

Chapter 7: Transportation

Ensure the safe and efficient operation of the transportation system within Franklin.

- 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.
- 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.

Provide an interconnected network of major and minor arterial roads.

Establish a network of interconnected collector roads and local streets providing access from private land to arterial roads.

Maintain a network of roadways that supports the movement of freight by truck.

Consider alternative design approaches where appropriate.

Support regional efforts to expand commuter rail options and preserve access to freight rail services.

Enforce provisions of Franklin's Airport Overlay District that mitigate airport noise impacts.

Provide appropriate facilities to encourage recreational and commuter bicycle trips.

Develop a system of sidewalks and paths that links neighborhoods to active destinations.

Support the continuation and expansion of regional transit services.

Provide transportation options for individuals with disabilities and those who cannot drive.

Chapter 8: Utilities & Community Facilities

Continue to provide City residents with high-quality, efficient services, utilities and community facilities.

- 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.

Provide adequate infrastructure and public services to meet existing and future conditions.

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

Provide the fire protection facilities necessary to maintain high quality fire protection throughout the City.

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

Retain a refined sanitary sewer service area that is in conformance with both the adopted area wide water quality management plan and this Plan.

Establish cooperative planning with surrounding communities.

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

Chapter 9: Intergovernmental Cooperation

Encourage coordination and cooperation among nearby units of government.

- 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.

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.

- 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.

CHAPTER 5: LAND USE

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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 principles, 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 chapter is organized in the following sections:

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

2050 Comprehensive Master Plan Update

This chapter was first prepared for the 2009 Comprehensive Master Plan with a planning horizon for the year 2025, the 2025-2026 plan update is to extend the planning horizon to the year 2050.

Major updates to this chapter listed below:

- Updates to Principles, Goals and Objectives.
- Existing Land Use Programs updated.
- Existing Zoning updated to account for the 2025 Unified Development Ordinance.
- Public Input.
- 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 updated.

GUIDING PRINCIPLES, GOALS AND OBJECTIVES

> "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

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 business 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, that also move the City toward a balanced and sustainable 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.

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

Goals and Objectives

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

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. Foster community identity in the built environment at the street, neighborhood, and community scale. [from Smart Growth provisions]
   - Revitalize main streets, special districts, and areas of historic/cultural importance, such as the St. Martin's area and the S. 27th Street Corridor.
   - Create and enforce design standards that are appropriate for different types and scales of development.
   - Prepare and update area plans to maintain the character of neighborhoods and to guide new development where it is appropriate.

3. Encourage high quality commercial development in appropriate locations. [from public input]
   - Accommodate (where appropriate) high quality neighborhood-scale commercial development compatible with adjacent uses, and 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]
   - 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]
   - 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 through natural resource protection and land banking.

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]
- 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 Planning Department. 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; and

- may reverse, affirm wholly or partly, modify, issue, or direct the issue of permits.

Parks Commission (formerly Environmental Commission)

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 (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 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.

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

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.

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

- Natural resource protection;
- Design standards; and
- Accessory structures and uses.

It can be noted that while the Plan Commission and the Planning Department 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 2009 Comprehensive Master Plan:

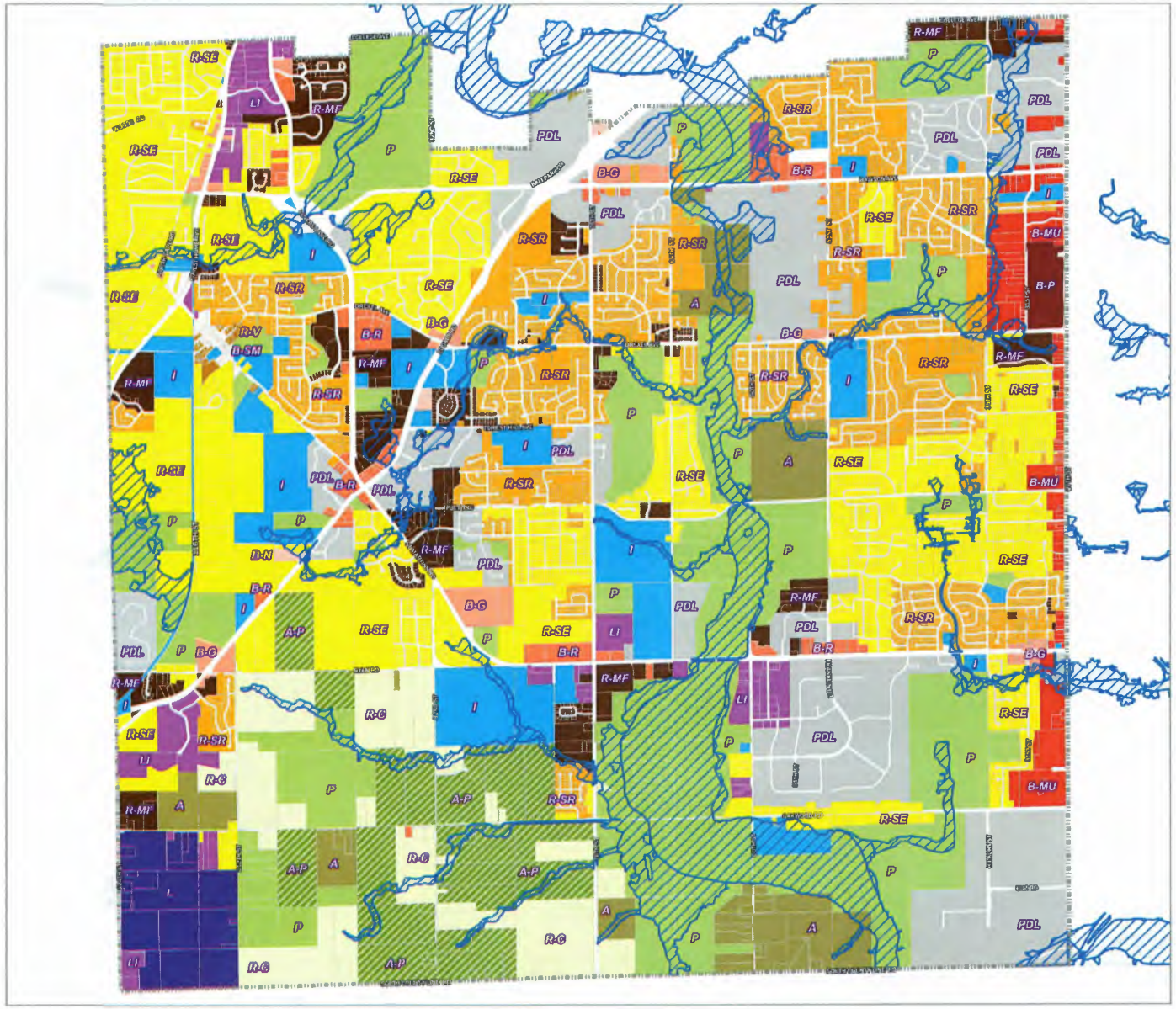
- ✓ "It is recommended that the City undertake an update of the Unified Development Ordinance as soon as practical".
- ✓ "Additional mixed-use zoning and design provisions should be included within the Unified Development Ordinance". The UDO now allows vertical mixed use (multifamily over commercial) 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 has new standards for 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 2009 Comprehensive Master Plan.

Zoning Map

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." A zoning map shows the boundaries and labels of the districts or zones into which the community has been divided. As shown on Map 5.1, 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, planned development legacy districts and a floodplain overlay district.



Existing Zoning

Map 5.1

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

1:40,000

0 ¼ ½ 1 mile

N

Franklin WISCONSIN

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 maximum building heights to 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 has 45 planned development legacy districts as of 2026
- 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..."

A list of zoning and/or land division recommendations is set forth below:

- 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 all zoning districts (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 Participation

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 public participation activities were conducted for the preparation of the Comprehensive Master Plan between 2005 and 2009, and for the plan update in 2026.

Like-Dislike activity (2026)

During the Open House at the Arbor Day event on May 2, 2026, participants were asked to identify places they like and do not like within the City, up to two places in each category, 60 responses were received.

Planning Department staff compared each response to the Future Land Use Map and made the following corrections to the map:

- Designate Kayla's playground as Recreation.
- Designate the area between the Root River and the Root River Canal, on both sides of 60th Street, from Residential to Agricultural, because this area is surrounded by floodplains, currently zoned for agriculture, and distant from existing public water and sewer infrastructure (over 3,000 feet).

See Appendix J: Public Participation activities 2026: results; for a table with all responses by place (i.e. subdivisions and intersections).

Communitywide Survey: Land Use Opinions (2005)

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 and Appendices D and E, 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 (2005-2009)

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 (5.8) and Areas of Natural Resources (5.9) when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, road alignments, and related development matters.

Map 5.2, "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

Map 5.3, "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 5.3 include:

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

Map 5.2: Development Limitations



Franklin
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1 inch : 1 mile

0 ¼ ½ 1 mile

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Franklin WI-53132

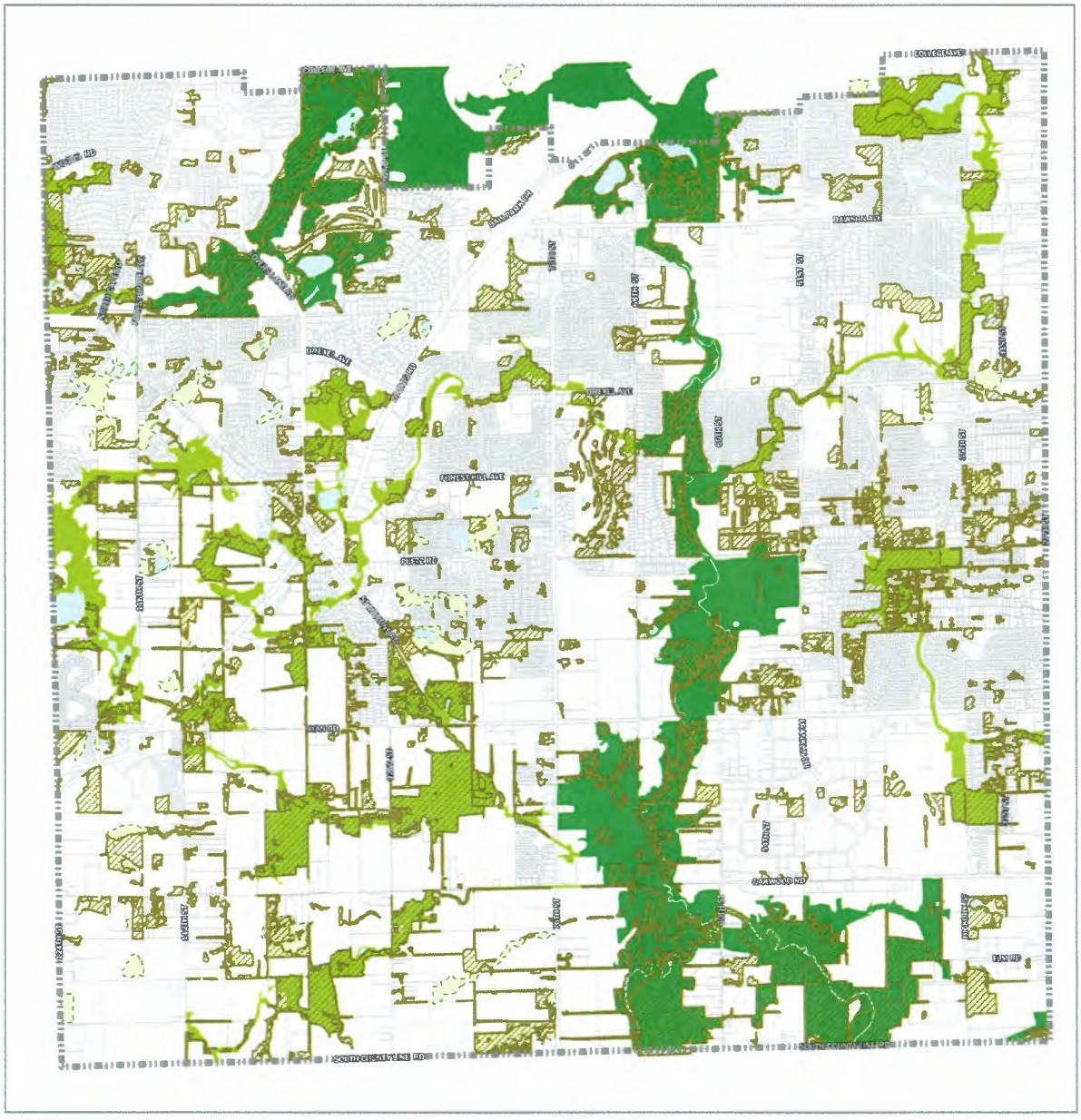
Development Limitations

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

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.

Dec. 2025

Map 5.3: Environmentally Sensitive Areas



Franklin
WISCONSIN

1 inch : 1 mile

0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

Environmentally Sensitive Areas

Environmental Corridors

- Primary environmental corridor
- Secondary environmental corridor
- Isolated natural resource area

- Woodlands
- Surface water
- 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

Development opportunities and planning areas are identified on Map 5.4 as potential projects and listed below:

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.

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, and west of 76th Street.

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. The large number of big-box parking lots in this area also provides an opportunity for infill development.

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. The Mixed Use Business Park (Planned Development District #39) has several vacant parcels designated for commercial and industrial uses.

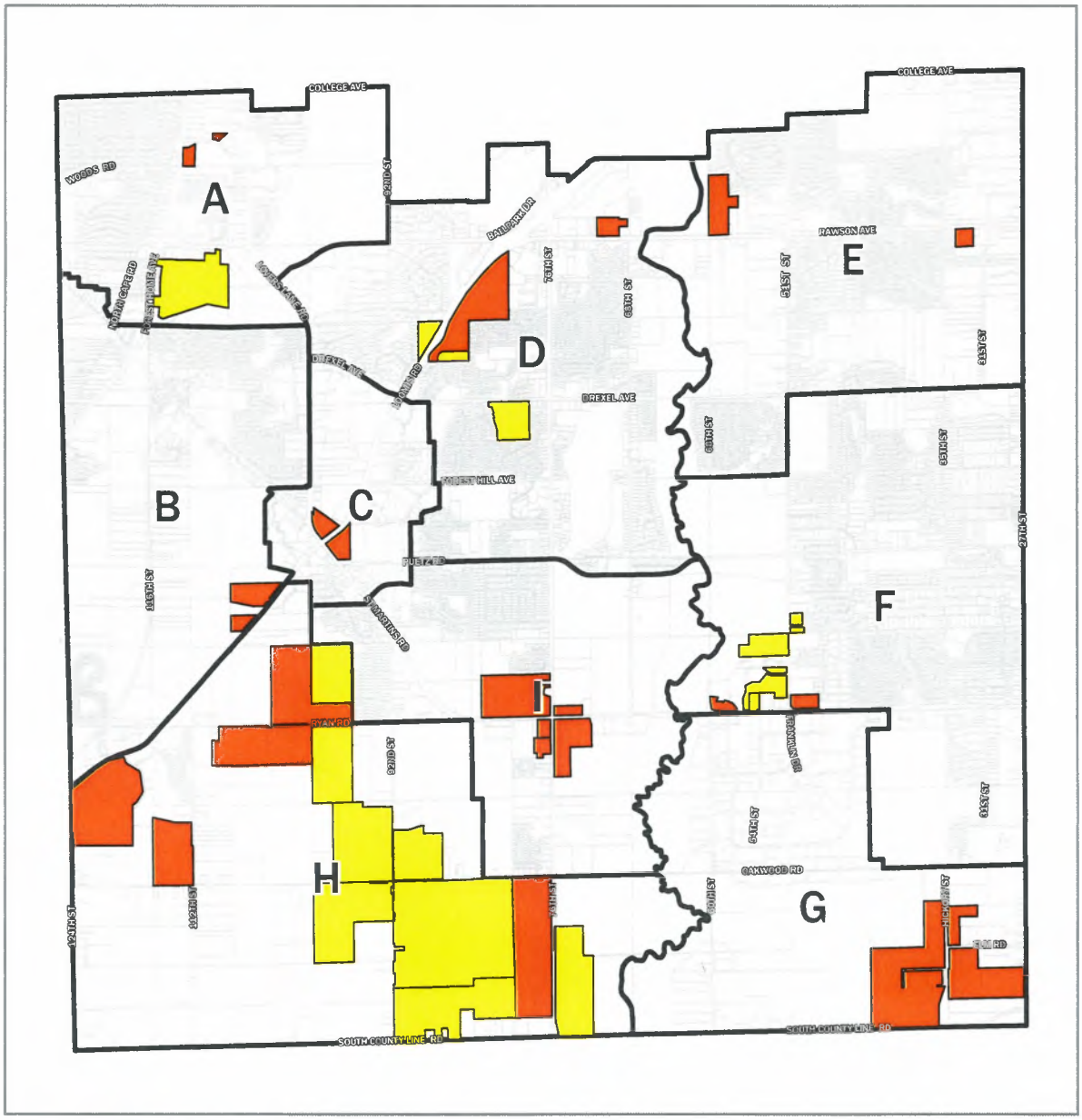
Area H:

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. The Ryan Meadows development has vacant parcels designated for industrial use.

Area I:

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

Map 5.4: Potential Development Areas





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).

Managing Land Use Conflicts

Land use planning aims to balance a community's present conditions with its future needs and goals. Conflict can arise from land uses of different intensities sharing resources or boundaries. Historically, planners sought to keep different land uses separated to "eliminate" these conflicts. However, this practice created country-wide challenges related to job, housing, and transportation access. Modern zoning policies limit land use conflicts by managing the location and intensity of neighboring uses. For example, buffers between residential and industrial uses may limit conflict between these two land uses. Today, many planners and communities promote mixed-use developments to provide benefits in the present and to allow flexibility for different possible futures. The U.S. Environmental Protection Agency outlines some key economic benefits of "Smart Growth" or mixed-use development:.[1]

- Economic Advantages of Compact Development:
    - Higher Revenue Generation per Acre of Land
    - Infrastructure and Service Delivery Cost Savings
    - Redevelopment and Reuse Opportunities
    - Economic Productivity and Job Creation

[1] "Smart Growth and Economic Success: Benefits for Real Estate Developers, Investors, Businesses, and Local Governments." (2012). Office of Sustainable Communities Smart Growth Program, United States Environmental Protection Agency. https://www.epa.gov/sites/default/files/documents/smart_growth_and_economic_success.pdf

- Economic Advantages of Walkability
    - Price Premium
    - Economic Revitalization
- Economic Advantages of a Diverse Range of Choices
    - Meeting Market Demand
    - Responding to Changing Demographics
    - Reducing Housing and Transportation Costs

Long-range plans provide context and actions to guide a community into its desired future. However, there is no one appropriate future because communities are dynamic and it is not possible to predict the future. Plans should aim to manage new land use conflict that may occur as a community moves toward its goals. For example, the timeline of development and redevelopment can be unpredictable. It is important that plan updates are regular and respond to important community changes. While these updates may seem like inconsistencies, they are a necessary part of the planning process.

Traditional Neighborhood Development (TND)

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

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

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

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

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.

The 2025 Unified Development Ordinance update created new options for Franklin: accessory dwelling units (ADUs) and removed parking minimums for all development types. This change creates an opportunity to redevelop some parking areas into higher value uses and could advance the City's goal of a 70/30 residential to commercial tax base. ADUs can increase housing supply without extending City's infrastructure.

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.

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); 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 refers to the arrangement of buildings, open spaces, destinations, and resources in the built environment. Often, the goal of urban design is to create places with community-specific character or identity. Communities can develop design standards/criteria/guidelines to supplement the zoning codes. The use of design standards/criteria/guidelines has over time become a firmly established practice within Franklin with the adoption of the 1992 Comprehensive Master Plan

According to Planning and Urban Design Standards, dated 2006 and prepared by the American Planning Association, the purpose of design standards/criteria/guidelines is to:

- "Provide a connection between general planning policies and implementing regulations,"
- "Convey a sense of the preferred quality for a place," and
- "Address the following five subjects: Overall site design; Use of plant materials; Building orientation and form; Signage; and Public spaces."

The 1992 Comprehensive Master Plan, 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." The 1992 Plan recommended that the City base its planning decisions upon sound urban design criteria. Additional recommendations included general design criteria for residential, industrial, general commercial, and village area commercial development, pertaining to: street, block, and lot layouts and arrangements; general landscaping; utility easements; stormwater drainage and erosion/sedimentation control; automobile parking; easements; vehicular access and circulation; pedestrian circulation; land use spatial considerations; etc. It is recommended that these Urban Design Criteria be incorporated within the City of Franklin 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, loading, access, landscaping, lighting, screening, exterior materials and glazing.

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.

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

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 that 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, car dependent, without an identifiable "downtown" and stretching the capacity of land, infrastructure, and services. An exploration of options to reduce emissions, resource consumption, and costs should be part of future planning work.

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.

In 1992, a cost of development study found that a new single family detached home costs more to service that it generates in annual revenue: $10,607 cost to service with an estimated annual property tax of $5,000 at that time[2], resulting in a ratio of 1:2 (revenue: cost).

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 several 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,

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[2] Hulsey, Brett. "Sprawl Cost Us All: How Uncontrolled Sprawl Increases Your Property Taxes and Threatens Your Quality of Life". February, 1996.

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.

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.

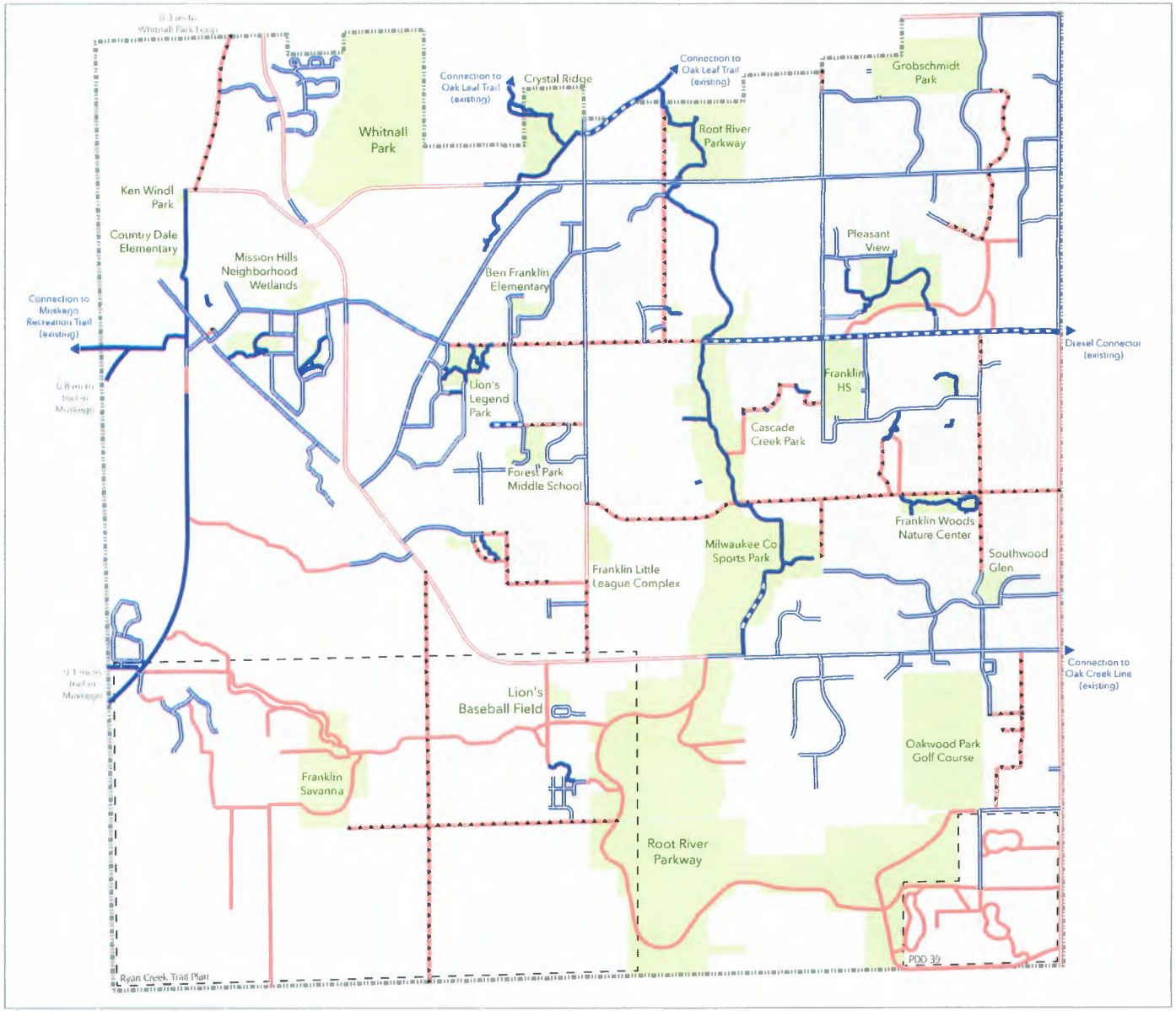
The second change pertains to the future land use designation of the lands east of and immediately adjacent to the landfill. The 2009 Comprehensive Master Plan proposed that if the Conservancy land use designation along the east side of S. 112th Street not come to fruition, that the City supports consideration 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 to Parks in 2025.

Sidewalks and Trails

Detailed information pertaining to recreational trails 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. However, the City of Franklin Comprehensive Master Plan Update Project Committee determined that this matter also warranted discussion in the Land Use chapter.

For this 2026 Comprehensive Master Plan update, Planning Department staff prepared a new Sidewalk and Trail Network Map (5.5) containing 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 Mixed Use Business Park (2016), Ryan Creek Trail Plan (2022) and Oak Leaf Trail extension from the Milwaukee County Trail Network Plan (draft March 2026).



Sidewalk and Trail Network

Map 5.5

Existing network
- Trail
- Sidewalk*
- Road Shoulder

Proposed network
- Trail
- Sidewalk*
- Type not specified

- City Boundary
- Parcels
- Parks and schools
- Approximate study area of other plans:
  - Ryan Creek Trail Plan (2022)
  - Planned Development District No. 39 (2016)

(*) Sidewalks may be located on both sides of the street or on only one side.

Source:
Existing network:
- City of Franklin sidewalk inventory (2025).

Proposed network:
- City of Franklin Comprehensive Master Plan
- Comprehensive Outdoor Recreation Plan (2010)
- Planned Development District No. 39 Mixed Use Business Park (2016)
- Ryan Creek Trail Plan (2022)
- Milwaukee County Trail Network Plan (draft March 2026).

September 2026

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City of Franklin Comprehensive Plan

With this new map, the proposed sidewalk and trail network increased from 25 miles in the 2009 Comprehensive Plan to 58 miles as shown in the table below:

Table 5.1: Sidewalk and Trail Network, Existing and Proposed
City of Franklin (2025); measured in miles

Existing	Miles	Proposed	Miles
Total	**71.87**	**Total**	**58.6**
Sidewalks*	51.0	Sidewalks*	12.4
Trails	17.7	Trails	27.3
Road shoulder	3.1	Type not specified	18.9

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 Sidewalk and Trail Network 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 the Milwaukee County Sports Park 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 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 recreational 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 (Mixed Use Business Park) and the Ryan Creek Trail Plan. These trails are intended to connect many of the existing and proposed parks, outdoor recreation, and open space sites within the City to one another, for example:

- The future Ryan Creek Trail 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 proposed recreational trails and sidewalks be developed, subject to further study and refinement as soon as possible as part of the update of the City's Comprehensive Outdoor Recreation Plan, or by a separate effort, as may be determined by the Common Council.

Land Use Trends

In order to plan for future land uses and development, sound planning practice dictates that it is necessary to first consider existing land uses and 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.

> "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.

Existing Land Use Inventory (2024)

For the 2026 plan update, Planning Department staff prepared a land use inventory with the same land use classification of eleven categories of the 2009 Comprehensive Master 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 available (2024).

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: schools, 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.

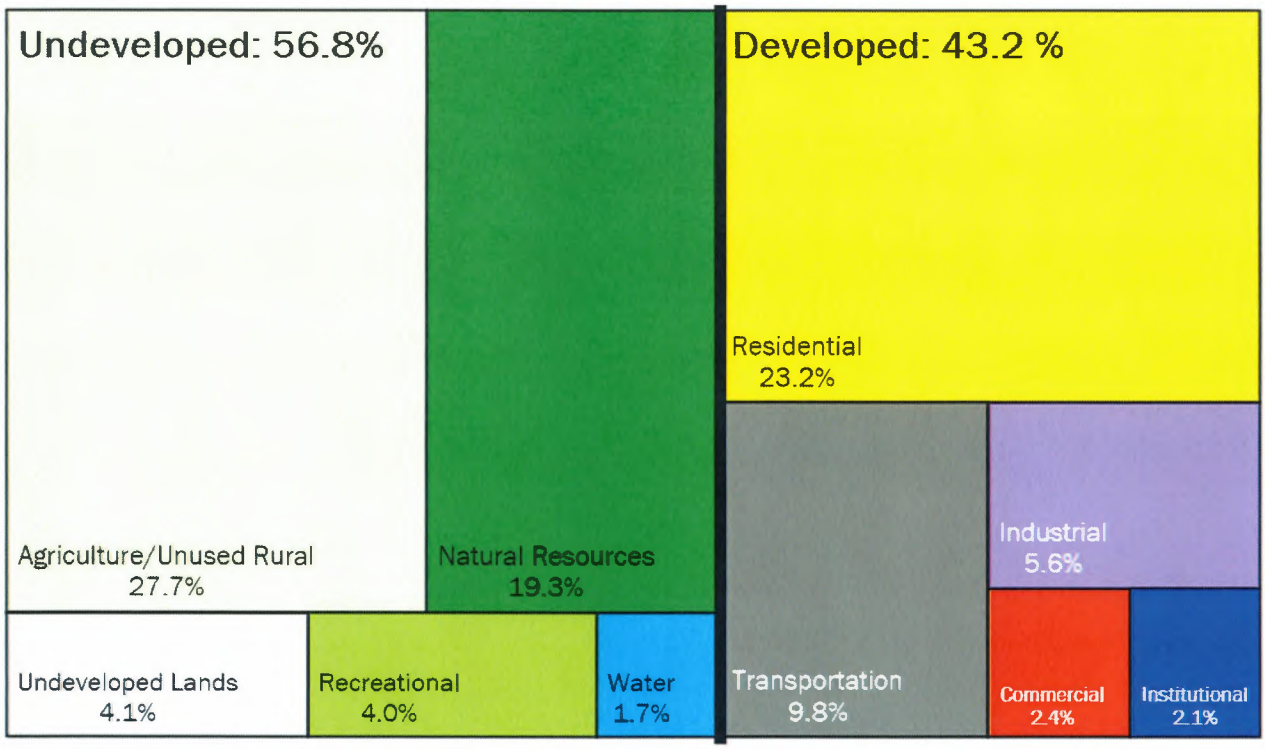
To put these land use amounts in perspective, the following recent land use inventory information from neighboring communities is provided for comparison purposes. The City of Greenfield in 2020 consisted of 91.7% of developed land uses which included: 46% residential; 8% business and office; 0.3% industrial, 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).

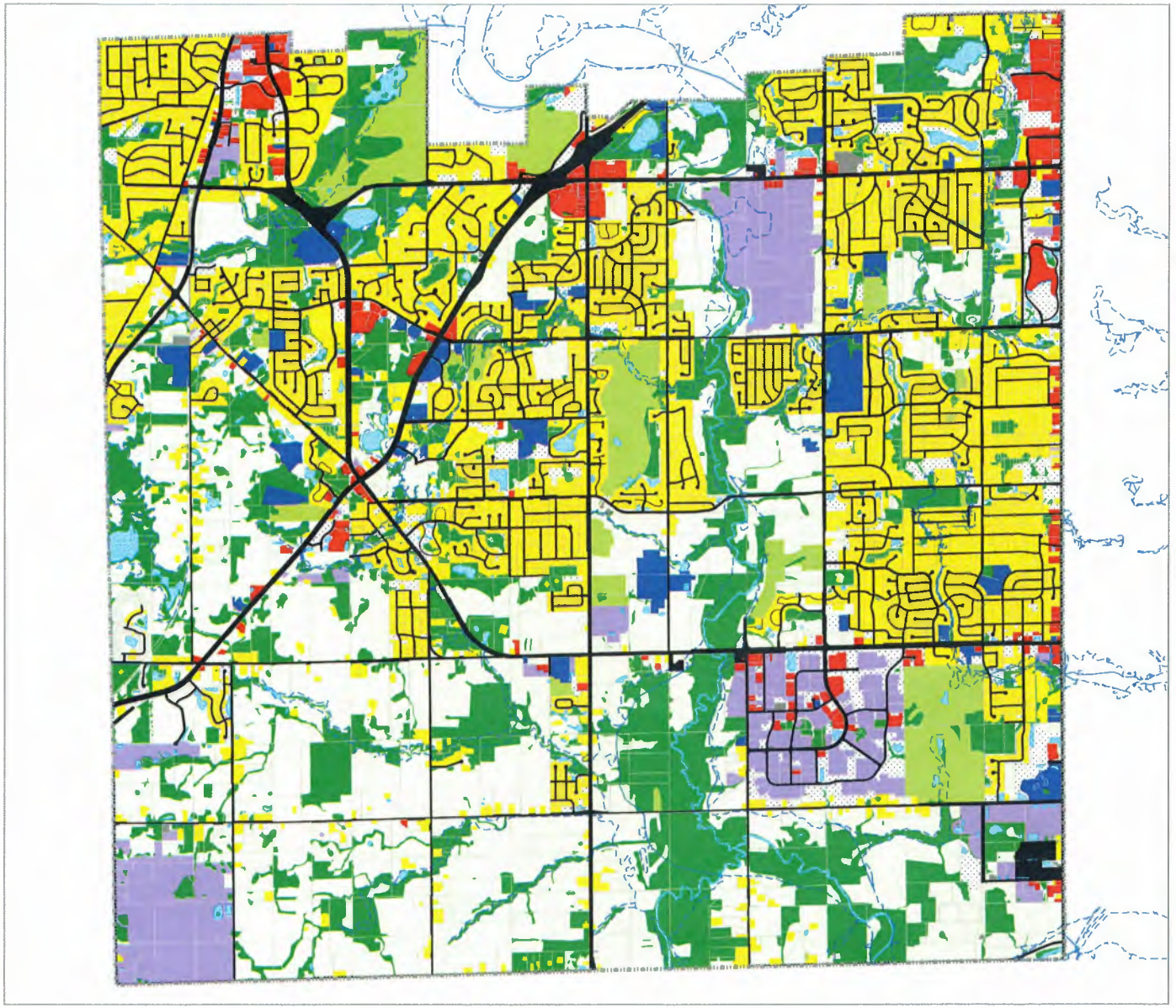
Table 5.2: Existing Land Use in Franklin (2024)

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	Acres	% Total
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%**
City Total	**22,180**	**100%**

Chart 5.1: Existing Land Use in Franklin (2024), by Percent of City's Area.
Not including Communication and Utilities (0.2%)





Existing Land Use (2024)

Map 5.6

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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City of Franklin Comprehensive Plan

Land Use Trends (1985-2024)

> "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 Master Plan analyzed land use trends between 1985 and 2005. For the 2026 plan update, Planning Department staff added these land use inventories: 2010, 2020 and 2024.

1985

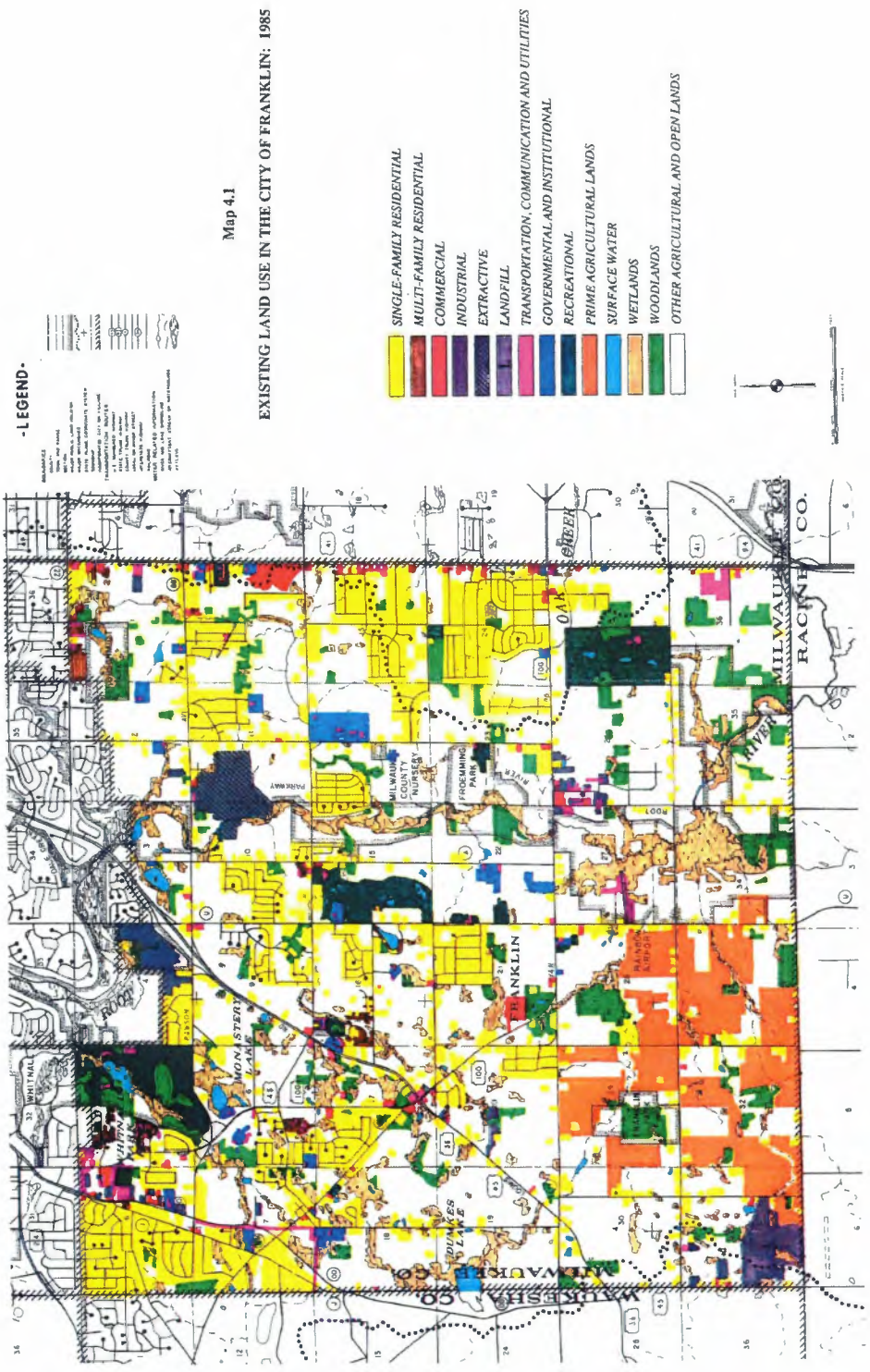
This year was selected due to available data from the 1992 Comprehensive Master Plan.

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 5.7: Existing Land Use in the City of Franklin (1985)



2005

The City's 2005 land use inventory was initially based upon the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) year 2000 land use inventory. It was then updated by City staff based upon year 2005 aerial photographic interpretation.

Table 5.4: 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%**
City Total	**22,180.00**	**100.00%**

A comparison of the 1985 City of Franklin land use inventory 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

Planning staff selected the years 2010 and 2020 because they correspond to the U.S. Decennial Census and available land use data from the Southeastern Wisconsin Regional Planning Commission.

Table 5.5: 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	Acres	% Total
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%**
City Total	**22,180**	**100%**

Table 5.6: 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	Acres	% Total
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%**
City Total	**22,180**	**100%**

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

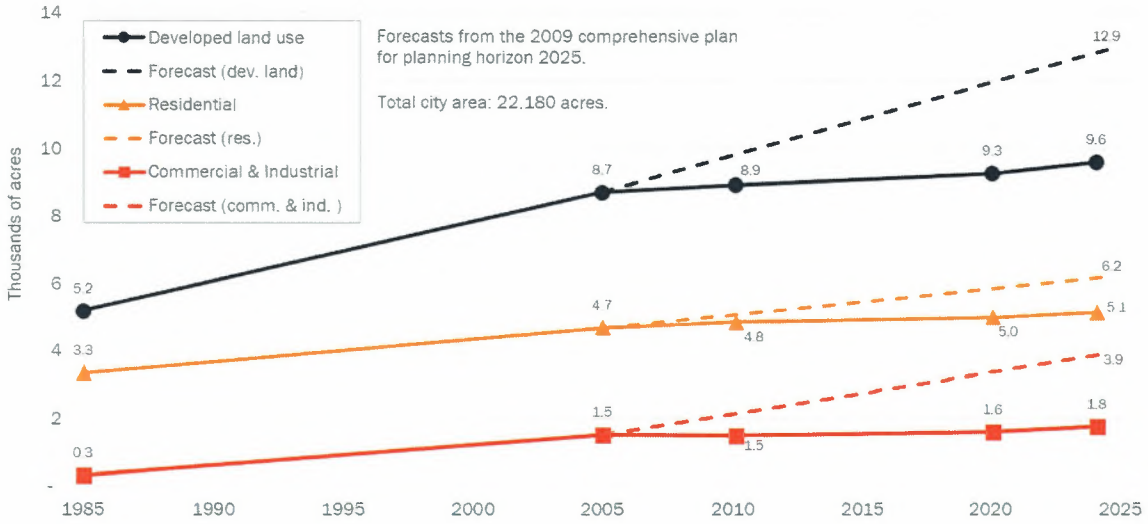
Current Land Use Trends

This section identifies some of the major land use changes that have occurred between the 1985 land use inventory (Map 5.7) and the 2024 land use inventory (Map 5.6), 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 Master 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.

Chart 5.2: 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 is 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: In Chart 5.2, 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 consider 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: most of 27th Street, portions of Rawson Avenue, Ryan Road, Loomis Road, and Forest Home Avenue. As well as major intersections: 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). Note that the growth rate is very similar to residential land use during the same period.

Half of all commercial land is devoted 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 total area of industrial land uses has increased substantially during the 2010-2024 period, from 1,008 to 1,238 acres (22%).

It is worth noting that manufacturing and warehousing represent 28% of industrial land, while industrial parking occupies 10%, the Franklin Aggregates Quarry 25% and 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.

Figure 5.1

2024 City Land Use Highlights

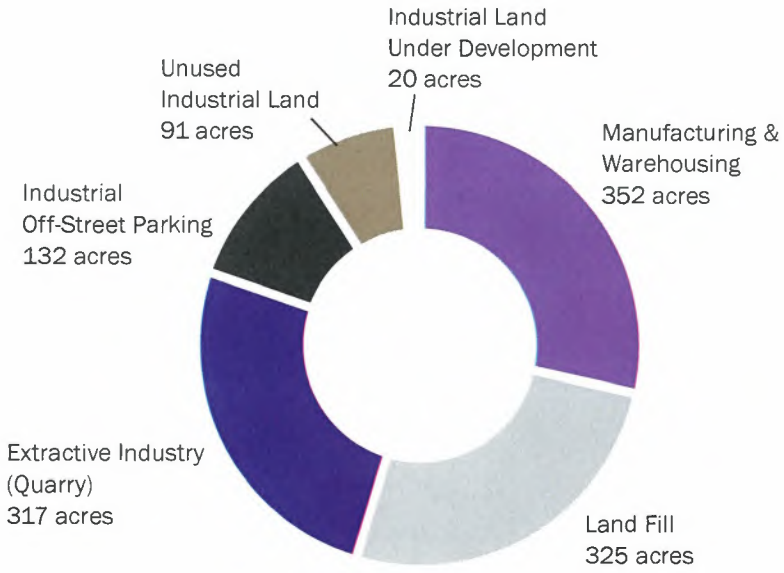
Sources: 2024 Parcel and Property Owner Data, 2024 City of Franklin Aerial Imagery, SEWRPC Land Use Data

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

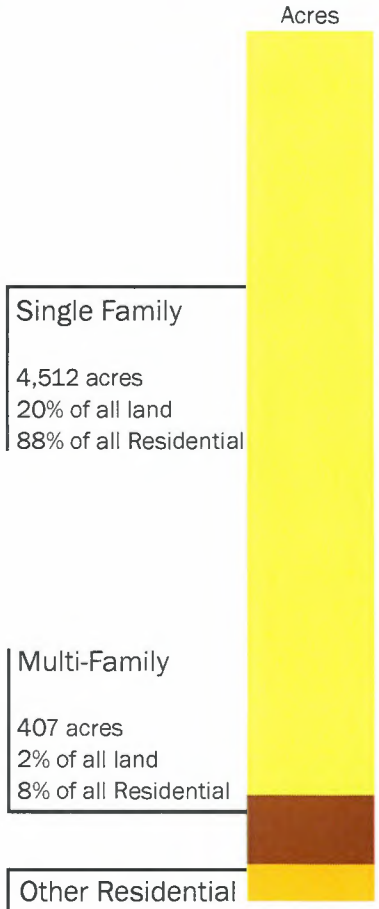
Agency	Acreage	Percent of Public Land
Milwaukee County	4,017	67.0%
City of Franklin	967	16.1%
Franklin Public Schools	551	9.2%
City of Milwaukee	155	2.6%
State of Wisconsin	134	2.2%
Milwaukee Metropolitan Sewerage District	103	1.7%
City of Waukesha	61	1.0%
United States (Post Office)	4	0.1%

*This estimate includes only parcels and not publically owned roads or right-of-way.

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



Most Residential Land was developed for Single Family Housing:



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

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

45% of all off-street parking was dedicated to commercial land.



Price of Land

According to the City of Franklin Assessor, there are several factors in determining the selling price of land, such as the location of the land, permitted uses (zoning), and availability of utilities. These factors all strongly affect the cost or value of land. Price ranges and averages of vacant developable land between 2000 and 2023 are shown below (not adjusted for inflation):

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

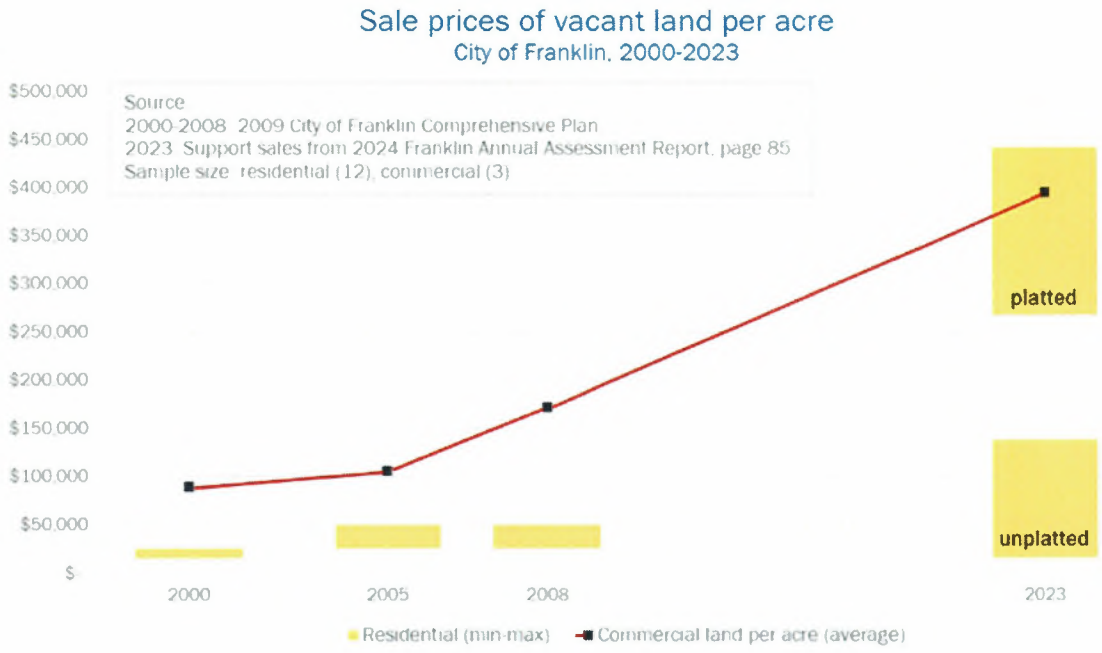
- Residential Land, platted - $267,000 to $441,000 per acre
- Residential Land, unplatted - $15,000 to $137,000 per acre
- Commercial Land (average) - $394,000 per acre

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 conditions and inflation. Between 2000 and 2008, the cost of commercial land in the Business and Industrial Parks was 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).

Chart 5.3 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 is worth noting the price gap.

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.

Chart 5.3: Sales Prices of Vacant Land Per Acre



Existing Population Trends

According to the U.S. Census (as shown in Table 5.7), 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 5.7: 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 and Leo Franklin developments suggests 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.

Future Land Use Trends

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

Future Population Growth and Trends

Population change has two components. (1) natural change: birth minus deaths, fertility and mortality rates that 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 5.8, 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 population growth.

Table 5.8: Comparison of Population Projections, City of Franklin

Year	U.S. Census	DOA Projection	% Change	SEWRPC Projection	% Change
2020	36,116	-	-	-	-
2030	-	35,132	-2.8%	-	-
2040	-	33,747	-4.1%	-	-
2050	-	32,299	-4.5% (-10.6% accumulated)	51,150	41.6%

Sources: Wisconsin Department of Administration DOA (2024); Southeastern Wisconsin Regional Planning Commission SEWRPC (2024)

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 future large decrease in mortality is unlikely as the baby boomer generation (born 1946-1964) will enter higher-mortality age groups; and a large increase in fertility is also unlikely due to an inverted population pyramid in 2020. A large increase in net-in migration is uncertain.

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.

Build-out population projection

Yet another means for population projection involves estimating the number of new residential land that could potentially be created within the City. Multiplying the acreage of potential residential land by the persons per acre of residential in 2020, one can determine a projected population at the time of complete build-out in the City.

The Future Land Use Map 2050 designates 6,351 acres for residential uses (single-family and multi-family). In 2020, the City had 4,996 acres of residential use and a population of 36,116 (7.2 persons per acre or 2.9 dwelling units with an average household size of 2.46 from the 2020 U.S. Census). Therefore, the Future Land Use Map could be expected to allow for a population of 45,727 at complete build-out. This projection assumes the density observed in 2020, factors like multifamily developments, mixed use developments in commercial areas, smaller residential lots, and accessory dwelling units may accommodate a greater population.

In comparison, the Southeastern Regional Plan Commission (The Commission) projects a 2050 population of 54,900 Franklin residents. This projection represents an additional 18,784 City residents from 2020. To accommodate that level of population growth, new development would likely combine a few different strategies. Below are some example scenarios of how development could accommodate the High Growth Scenario. These estimates assume the average household size remains at 2.46 persons:

- Only grow from adding ADUs: Around 90% of existing single-family homes would add an Accessory Dwelling Unit.
- Only grow on new residential land (1,413 acres): All new housing on future residential land would have an average density of 13.3 persons per acre (5.4 dwelling units per acre). This density exceeds maximum allowed densities in single-family residential districts under the current Unified Development Ordinance.

- Infill and new development across all future residential land (6,509 acres): Average residential density would increase from 7.2 persons per acre to 8.6 persons per acre (3.49 dwelling units per acre).

These example scenarios are useful for thinking about different ways the City could accommodate population or household growth but are not realistic. For example, the current share of homes with an Accessory Dwelling Unit is closer to 1.3% nationally, according to the Urban Institute.[3] Additionally, Franklin is unlikely to reach High Growth Scenario population projection by 2050. The Commission previously projected a 2020 population of 45,314, which the City did not reach.

Future Land Use Patterns and Trends

It is assumed that the following land use trends identified in the 2009 Comprehensive Master Plan will continue relatively unchanged for the planning horizon (2050):

- community character will remain primarily suburban;
- the strong emphasis on natural resource protection will continue;
- development will primarily occur as identified within this Plan;
- the population's average age will continue to increase;
- 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 that depend on installed physical infrastructure, such as sanitary sewer, municipal water, parks, and stormwater management will be maintained;
- 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 the 2025-2026 plan update, these new trends are assumed:

- population decline as forecasted by the Wisconsin Department of Administration is likely;

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[3] Goodman, Laurie. (2024) "To Increase the Housing Supply, Focus on ADU Financing." Housing Finance Policy Center. Urban Institute. ADU Financing.

- number of households may continue to grow even if the population shrinks; and the average household size (number of persons per dwelling unit) will continue to decrease;
- aging population that desires to stay in the community will drive demand for aging in place, universal design, housing affordability, and senior housing;
- car dependent land uses will have an increasing impact on the community due to aging population;
- 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 policies 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);
- emerging state and federal policies in agriculture and industry may have unanticipated impacts on Franklin development and economic trends (data centers, cannabis, solar and alternative energy, energy storage).
- Regional environmental policy change for floodplain development will impact existing and future development
    - Flood insurance rate map areas may increase
    - Overall change in weather patterns and intensity for nonregulated flood hazard areas, flooding already occurs outside regulated floodplain

- Land use trends that strengthen emergency response and preparedness will be increasingly important in response to an aging population and severe weather events.
- Current levels of service that depend on staffing levels, such as police, fire and rescue, library, etc., will be subject to City budget constraints.

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

- accessory dwelling units will likely occur in existing and future neighborhoods;
- mixed-use development will occur more often as it is 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;
- protection of environmental corridors will be promoted.
- Higher design standards for commercial development, such as architecture, landscaping, etc. will be required for new developments.

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)

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 discussed 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

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 a 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) 20-25 years into the future.

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.

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.

The Land Use Design Policies are informed by the land use principles, goals and objectives. The Future Land Use Plan was 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.
- Prioritization of Industrial and Retail Nodes prepared by the Economic Development Commission in 2026.

The land use categories in the Future Land Use Map (5.8) and Areas of Natural Resource Map (5.9) are defined below:

Agricultural land uses include any cropland, pasture, farm buildings, and farm dwellings. These areas will be primarily used for raising and keeping crops and/or animals.

Business Park is a land use designed to attract and support professional uses. These areas are planned with a combination of design elements (roads, architecture, signage, etc.) to create a specific Business Park identity. Business Parks may have a mix of office, research, warehouse, production, and other associated uses.

Commercial land use consists of retail, service providers, and office. Individual developments can vary in scale from large retailers to neighborhood-scale businesses. Specific uses can include private health care facilities, restaurants, shopping centers, and more. Commercial land use also includes vertical mixed-use buildings with commercial on the ground floor and residential on upper floors.

Communication and Utilities land uses include essential utility infrastructure. Uses can include electrical substations, water towers, and lift stations.

Industrial land uses include manufacturing, industry, warehousing, and processing facilities. In Franklin, this land use represents historically industrial areas that were not planned or developed as business parks.

Institutional land uses include public services or community amenities. These uses can include government buildings, schools, libraries, religious institutions, cemeteries, and correctional facilities.

Landfill land uses are primarily for disposing of nontoxic waste or garbage. Landfills gradually fill over time and can sometimes be converted to other land uses. However, for the planning horizon of 2050, the City anticipates these areas will continue as Landfill.

Mixed Use contains two or more basic land uses in the same development. These uses can be arranged vertically, such as first floor retail in an apartment building. Different uses may also be arranged horizontally, as long as

they are not separated by roads or parking areas. Mixed Use land use can offer more amenities within a smaller area and allow greater connectivity between residential and commercial uses.

Recreational land use is intended for active and passive recreation. These areas can serve one single or several neighborhoods. Areas with significant natural features may have only limited hiking or walking trails.

Residential land use includes land intended for single-family development. This land use can include platted subdivisions as well as low-density rural development. Single-family development includes accessory structures, including accessory dwelling units.

Residential – Multifamily includes residential property designed for 2 or more households. This category can include duplexes, townhomes, apartments, and senior housing developments. Commercial and Mixed-Use land uses can also feature multifamily housing. However, the Multifamily Residential land use refers to development primarily for residential and accessory uses.

Transportation land use includes all public right-of-way. Improved roads, dedicated but unimproved road, and public sidewalk may all be part of this land use. Transportation land use also includes truck and bus terminals.

Water land uses include natural and artificial open waters. These include landscape and stormwater ponds, lakes, streams, and rivers.

Areas of Natural Resources (Map 5.9)

Areas of Natural Resources combine several different types of environmental areas. These areas include wetlands, woodlands, floodplains, conservation easement, proposed linkages, and SEWRPC-identified areas (environmental corridors and isolated natural resource areas). In general, development of Areas of Natural Resource Features shall be limited. However, some may be used for recreation and trails. The Floodplain Ordinance, natural resource compensation requirements, and conservation easements are the primary tools to protect these areas.

Maps 5.8 and 5.9, as well as Table 5.9 identify the amount, the type, and the spatial distribution of land uses envisioned to be present within the City of Franklin by the year 2050. A discussion of the trends inherent in this information is set forth in the following sections of this chapter.

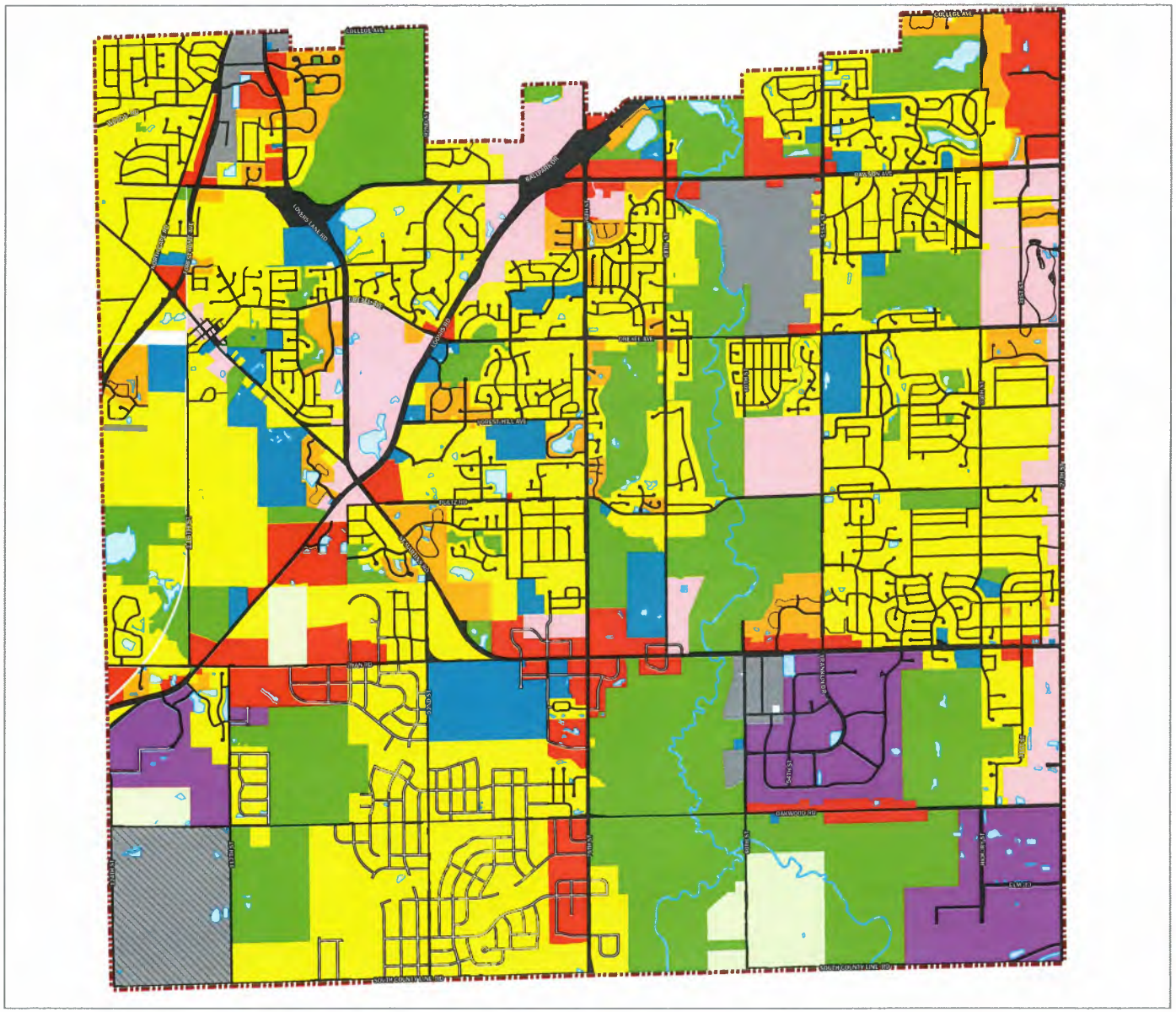
Table 5.9: Future Land Use in Franklin (2050)
Per Future Land Use Map

Undeveloped Land Use Class	Acres	% Total
Agricultural	259	1.2%
Natural Resources	6,903	31.1%
Recreational	1,601	7.2%
Water	387	1.7%
Subtotal	**9,150**	**41.3%**

Developed Land Use Class	Acres	% Total
Business Park	927	4.2%
Commercial	932	4.2%
Communication and Utilities	40	0.2%
Industrial	476	2.1%
Institutional	597	2.7%
Landfill	385	1.4%
Mixed Use	936	3.5%
Residential	5,717	25.8%
Residential - Multi-Family	634	2.9%
Transportation	2,152	9.7%
Transportation - Proposed	234	1.1%
Subtotal	**13,030**	**58.7%**
City Total	**22,180**	**100%**

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:

- Add public comments (if any).



Future Land Use

Map 5.8

- Agricultural
- Business Park
- Commercial
- Communication and Utilities
- Industrial
- Institutional
- Landfill
- Mixed Use
- Recreational
- Residential
- Residential - Multi-Family
- Water
- Transportation (Existing Roads)
- Transportation (Future Roads)

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, 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 Resources is now referenced in Map 5.9

July 2026

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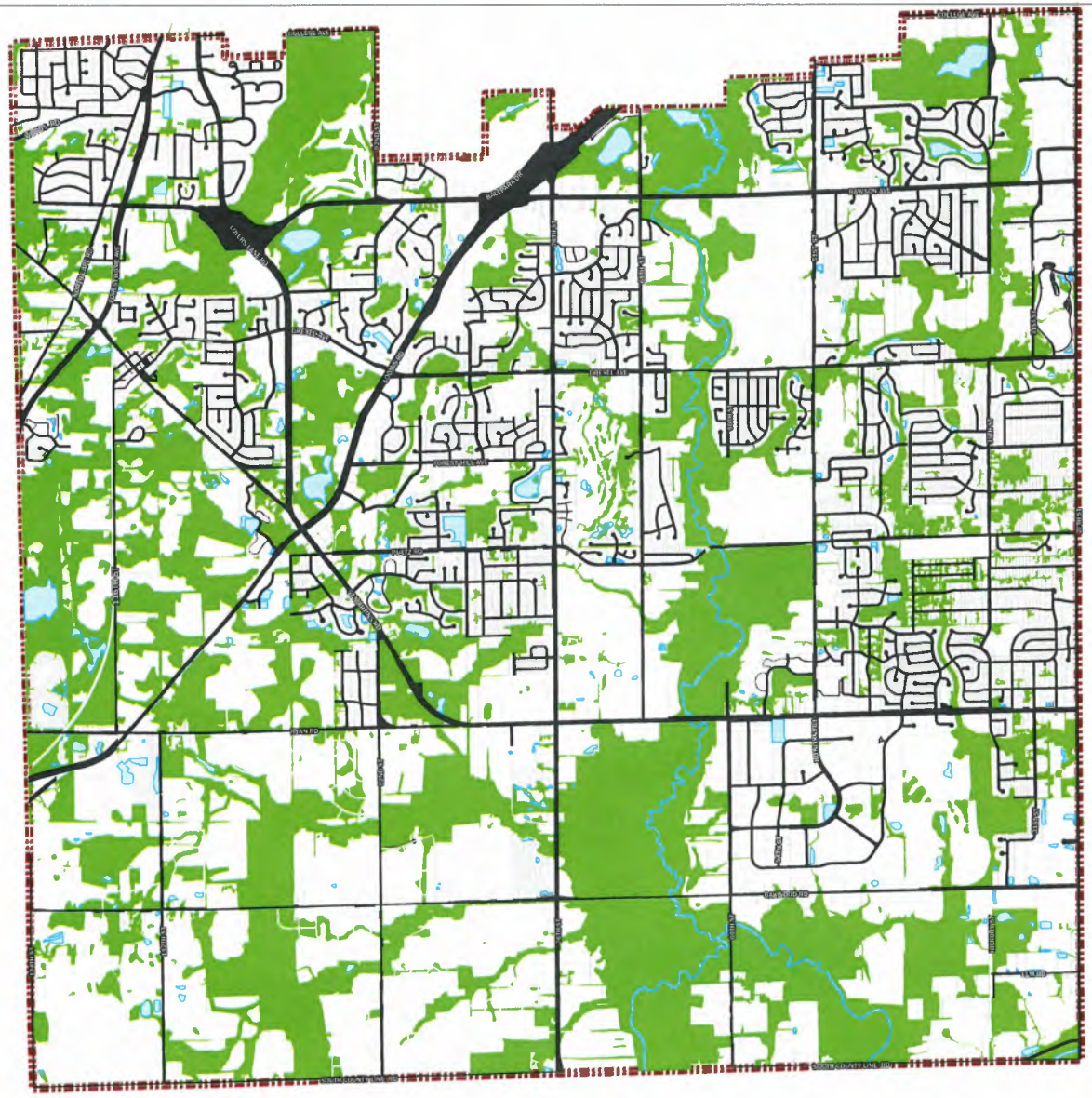
Franklin WISCONSIN

Planning Department
9229 W Loomis Rd
Franklin WI-53132

City of Franklin Comprehensive Plan



Areas of Natural Resources

Map 5.9

- Areas of Natural Resource Features
- Water
- Transportation
- Property

Areas of Natural Resource Features include:

- Wetlands (2024)
- Woodlands (2009)
- Environmental Corridors and Isolated Natural Resource Areas (INRAs) (SEWRPC, 2020)
- Floodplain (2024)
- Conservation easements (2025)
- Linkages (2009 Comprehensive Plan)

July 2026

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Franklin WISCONSIN

Planning Department
9229 W Loomis Rd
Franklin WI-53132

City of Franklin Comprehensive Plan

Future Land Use Changes

The following changes are envisioned between the Existing Land Use Map 2024 and the Future Land Use Map 2050 (Table 5.10):

- A decrease of 5,888 acres (95%), of Agriculture/Unused Rural lands;
- An increase of 2,625 acres (61%), of Natural Resource lands;
- An increase of 1,214 acres (23%), of Residential lands;
- An increase of 1,344 acres (256%), of Commercial and Mixed-Use lands;
- An increase of 550 acres (44%), of Industrial lands.

While it is envisioned that the majority of the Agriculture/Unused Rural lands, and the Undeveloped lands, will be converted to developed land uses, about 42 percent are envisioned to remain undeveloped and over time be converted back to Natural Resources through the implementation of the Unified Development Ordinance natural resource protection standards.

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. 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 2050 Comprehensive Master Plan, the resultant amount and rate of land use change may be slower than that experienced between 2005 and 2024 due to a projected population decline.

In 2024, the City reached about 9,600 acres of developed lands, and the Future Land Use Map envisions 13,030 acres. However, it's unlikely that the City will achieve that extent of developed lands by 2050 because it would require a growth of about 170 acres per year and the City only had experienced such rapid growth between 1985 and 2005. Note that between 2005 and 2024, the City grew at 46 acres per year.

Table 5.10: Comparison of Existing 2024 Land Use to Planning Horizon 2050

Undeveloped Land Use	Existing: 2024 (acres)	Horizon: 2050 (acres)	Change in Acres	% Change
Agricultural	6,147	259	(5,888)	-95%
Natural Resources	4,278	6,903	2,625	61%
Recreational	878	1,601	723	82%
Water	370	387	17	4%
Undeveloped Lands	915	0	(915)	100%
Subtotal	12,588	9,150	(2,523)	**-20%**

Developed Land Use	Existing: 2024 (acres)	Horizon: 2050 (acres)	Change in Acres	% Change
Commercial	524	1,868	1,344	256%
Communication and Utilities	40	40	0	0%
Industrial	1,238	1,788	550	44%
Institutional	469	597	128	27%
Residential (includes Multi-family)	5,137	6,351	1,214	23%
Transportation (includes proposed)	2,184	2,386	202	9%
Subtotal	9,592	13,194	3,602	**37%**
City Total	22,180	22,180	-	-

Commercial includes "Commercial" and "Mixed Use" from the 2050 Land Use Table.
Residential includes single-family and multifamily.
Industrial includes "Industrial", "Business Park" and "Landfill".

Future Land Use Map Highlights

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

Existing land uses are intended to remain an important component of the City's future.

- As expressed by comparison of the Existing Land Use Map to the Future Land Use Map, most of the developed portions of the City of Franklin, as well as most of the natural resource features of the City (subject to the protection and mitigation standards set forth in the UDO), are anticipated to remain unchanged during the time-frame of this Plan.
- Except where otherwise noted in this Plan, the existing legally approved land uses already present within the City of Franklin are to be considered consistent with this Plan until such time as they undergo further development, redevelopment, land division, or rezoning. Only at that time is an existing land use envisioned to change and to become the specific future land use depicted on the Future Land Use Map.
- For the 2050 Comprehensive Plan update, all amendments to the Future Land Use Map adopted by ordinance after the 2009 Comprehensive Plan have been incorporated to the Future Land Use Map.

- For the 2050 Comprehensive Plan update, developments approved or built after the 2009 Comprehensive Master Plan have been incorporated to the Future Land Use Map.
- The 2009 Comprehensive Plan designated the Franklin Industrial Park and the Franklin Business Park as "Commercial", these areas have been redesignated "Business Park".
- The only Office area in the 2009 Comprehensive Plan located in the former Northwestern Mutual campus and surroundings has been designated as Mixed Use to allow for a broader range of uses, including office.

The City of Franklin's overall community character will remain 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. The Future Land Use Map has a residential to commercial ratio of 68/32[4], this ratio is for reference only as the 70/30 goal is for assessed valuation, not acreage.
- 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.
- For the 2050 Comprehensive Master Plan update, Planning Department staff updated the Areas of Natural Resource Features with best available geographic data: Wetlands (2024), Environmental Corridors and Isolated Natural Resource Areas (2020), 1% annual chance floodplain (2024), conservation easements (2025). Woodlands and proposed linkages remain as presented in the 2009 Comprehensive Master Plan. Areas of Natural Resource Features are shown on Map 5.9.

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 business districts and mixed compatible uses planned development districts), as well as proposed future options (such as conservation subdivisions, vertical mixed-Use buildings, horizontal mixed-use sites, and mixed-use walkable areas).

[4] Residential land use consists of areas for single-family and multi-family uses: 6,351 acres. Commercial land use consists of commercial, mixed use, business park and industrial (not including the quarry): 2,954 acres.

- The actual land use composition of such mixed use areas is intended to be in conformance with any adopted plans for specific areas (such as the South 27th Street Corridor Plan and the Crossroads Trade Area Regulating Plan).

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.
- For the 2050 Comprehensive Master Plan update, the light manufacturing area north of the landfill and south of Oakwood Road has been designated as landfill. While north of Oakwood Road, the area in the Mississippi River watershed has been designated as agricultural due to challenges to provide public water and sewer; and the area in the Lake Michigan watershed have been designated to business park.

Future development/redevelopment of the lands within the quarry (PDD NO. 23 and 24) are not anticipated during the timeframe of the City of Franklin 2050 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, 97-1457 and reclamation plan as they may be amended.

The Future Land Use Map is not intended to be an Official Map or a Zoning Map, nor replace or supersede more detailed local area plans.

- The Future Land Use Map is intended to depict one possible future land use scenario, on a community wide basis, which at this point in time most closely reflects the City's desired future conditions.
- The boundaries of the future land uses, and the locations of future roads and trails as depicted on the Future Land Use Map, are not intended to be site specific. Such detail is anticipated, and encouraged, to be determined during more detailed studies and plans.

20-Year Projections in 5-Year Increments

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

To project the future land use for the 2050 planning horizon, Planning Department staff applied the method below:

- Compare the 2020 and 2024 land use inventories to calculate the annualized growth rate of developed land uses during this period: 0.9% or 84 acres per year.
- Assume the 2020-2024 annualized growth rate for the rest of the decade (2020-2030).
- Decrease the 2020-2024 annualized growth rate proportionally to the projected population decline for the following two decades (2030-2050).

Table 5.11: Developed Land Use and Population, Actual and Projected Growth (2010-2050)
Developed Land Use measured in acres

Period	Starting Acreage	Acreage Change	Acreage Growth (%)	Annualized Acreage Growth (%)	Starting Population	Population Change	Population Growth (%)	Annualized Population Growth (%)
2010-2020	8,926*	+332*	+3.7%*	+0.37%*	35,451*	+665*	+1.80%*	+0.18%*
2020-2024	9,258*	+334*	+3.6%*	+0.90%*	-	-	-	-
2024-2030	9,592*	*+518*	*+5.4%*	*+0.90%*	-	-	-	-
2020-2030	-	-	-	-	36,116*	*-984*	*-2.72%*	*-0.27%*
2030-2040	*10,110*	*+505*	*+5.0%*	*+0.50%*	*35,132*	*-1,385*	*-3.94%*	*-0.39%*
2040-2050	*10,615*	*+488*	*+4.6%*	*+0.46%*	*33,747*	*-1,448*	*-4.29%*	*-0.43%*
2050	*11,103*	-	-	-	*32,299*	-	-	-

*Indicates that the value is the actual value for that year. The remaining values are *projected values*.
Source:
Land use projections: Prepared in-house.
Population projections: Wisconsin Department of Administration.

The projected land use growth by 5-year increments for each land use classification (Table 5.11) is based upon an analysis of the Future Land Use Map in conjunction with past land use trends (growth rate in acres per year) and population projections.

Given the projected population decline by 2050, the projected land use is not anticipated to fully reach the levels of the Future Land Use Map 2050 (horizon).

Table 5.12: Projected Land Use Change in Acreage, 5-year Increments (2024-2050)

Undeveloped Land Use	Starting Acreage 2024	2024-2030	30-35	35-40	40-45	2045-2050	Projected Acreage 2050	FLUM Acreage 2050
Agricultural	6,147*	-443	-411	-318	-299	-281	***4,397***	259
Natural Resources	4,278*	+231	+203	+118	+111	+114	***5,054***	6,903
Recreational	878*	+47	+42	+24	+23	+23	***1,037***	1,601
Water	370*	+0.7	+0.6	+0.6	+0.6	+0.6	***373***	387
Undeveloped land	915*	-147	-123	-122	-122	-122	***279***	0
Subtotal	12,588*	-311	-289	-297	-286	-265	***11,140***	9,150

Developed Land Use	Starting Acreage 2024	2024-2030	30-35	35-40	40-45	2045-2050	Projected Acreage 2050	FLUM Acreage 2050
Commercial	524*	+28	+14	+14	+13	+14	***607***	1,868
Utilities	40*	-	-	-	-	-	***40***	40
Industrial	1,238*	+67	+59	+34	+32	+33	***1,463***	1,788
Institutional	469*	+25	+22	+13	+12	+12	***554***	597
Residential	5,137*	+277	+244	+141	+133	+136	***6,069***	6,351
Transportation	2,184*	+28	+23	+23	+24	+24	***2,306***	2,386
Subtotal	9,592*	+425	+362	+226	+215	+219	***11,039***	13,030
Total	22,180*	-	-	-	-	-	22,180	22,180

*Indicates that the value is the actual value for that year. The remaining values are *projected values*.
FLUM: Future Land Use Map.
Utilities: Communication and utilities.
Prepared in-house.

To project changes for each land use classification, Planning Department staff applied the method below:

- Developed land uses (residential, commercial, industrial, institutional) as well as natural resources and recreation. Assume 2020-2024 annualized growth rate from Table 5.11 (actual and projected) for the rest of the decade, and decrease growth rate proportionally to projected population decline for 2030-2050. Note that natural resources areas increased in past years as the City grew due to the City's natural resource protections standards (conservation easements for new development).
- Transportation, water and agriculture. Assume 2010-2020 annualized growth to continue for the projected period, note that agriculture areas decreased in the 2010-2020 and this trend is projected to continue. Past increases in water areas is mostly due to stormwater management ponds for new development. 2010-2020 annualized growth rates: transportation (0.21%), water (0.03%) and agriculture (-1.2%).

- Communication and utilities. Since the Future Land Use Map does not indicate specific areas for this category, no increase is projected. However, it is understood that future studies may identify areas for future communication and utility facilities.
- Undeveloped lands. Remaining areas.

Land Use Design Policies

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

The Residential, Commercial, and Areas of Natural Resource Features (comprised of wetlands, woodlands, floodplains, environmental corridors) future land use categories shown on the Future Land Use Map have been developed based on the following five topics:

- **Visual Character** – the design, arrangement, and location of the elements of the built and open space, 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 the 2009 Comprehensive Master Plan 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 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.** Areas of Natural Resources (Map 5.9) shall be utilized as conservation areas, landscape features within residential developments, or as buffers from adjacent developments. These areas may be utilized for passive recreation or trails. Cluster development design shall be encouraged.

c) **Develop with densities compatible with 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, floodplain ordinances, 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 by the Comprehensive Outdoor Recreation Plan, and in accord with existing regulations. Flexibility and innovation (utilizing concepts such as cluster development design, 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. Road connections between neighborhoods shall be encouraged.

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 from existing and planned truck routes. All stub streets shall be fully improved and temporary turn-arounds shall be provided.

d) **Design neighborhood roads for safety.** Residential streets shall be safe for all users. Design elements will include appropriate widths and features to reduce vehicle speed and maintain visibility at intersections.

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 Areas of Natural Resources (Map 5.9) 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, frontage roads, sidewalks and/or

bicycle facilities shall be required for all major development plans, and strongly encouraged for all other commercial development.



1. Visual Character

a) **Establish buffers when adjacent to lower intensity land uses.** When adjacent to residential areas, a buffer shall be provided. The buffer design may include landscaping/planting, screening, public open space, or a combination of these elements. Openings in the buffer may be allowed for vehicle or pedestrian entries, signage, or other provisions described in these standards.

b) **Design entries as gateways.** Along major edges of a commercial site or development, there shall be gateway-style 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 streetside 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 entrances with design details, windows along streets and pedestrian pathways.

e) **Encourage developments to minimize parking .** Developers shall be encouraged to include only as many parking spaces as are needed, without exceeding the maximum parking allowed. Any parking areas provided shall be of high-quality design. Design elements may include landscaping, decorative fencing, lighting, or combinations of these elements. Use of various durable materials, patterns, and design features to identify travel lanes, parking areas, and pedestrian areas shall be encouraged where appropriate. As much of the parking shall be located within the interior of sites as possible.

f) **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 area of natural resources (Map 5.9), 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, permeable pavements or prairies to help reduce sedimentation and improve water quality, shall be utilized.

3. Traffic and Circulation

a) **Make entrances safe and appealing for all visitors.** Easily identifiable entrances shall be created for pedestrians, cyclists, motorist and transit users. Entry and wayfinding signage should be attractive, draw visitors, and provide safe and clear directions. Entrances shall be designed for safe crossings and sight lines. Sufficient lighting should be provided at intersections and entrances.

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.

d) **Encourage pedestrian and bicycle linkages within and between sites.** Within and between developments, safe and attractive pedestrian and bicycle connections shall be provided. Pedestrian and bicycle linkages shall be designed to appropriate scales and with appropriate amenities such as lights, benches, trash containers, bicycle parking, etc.

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 encouraged.

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 areas of natural resources, 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 areas of natural resources (Map 5.9) to minimize their future utility as developable parcels shall be required.

Areas of Natural Resources Policy (Map 5.9)

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 Areas of Natural Resources (Map 5.9). 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 Areas of Natural Resources future 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 Areas of Natural Resources.** The only development allowed in the Areas of Natural Resources 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 areas of natural resources 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 unless determined necessary for public health and safety reasons and all regulatory approvals are first obtained.

d) **Vistas should be created along streets.** "Parkway" type roads, that follow along the edge of areas of natural resources, visually linking street users to the natural landscape and/or shoreline, shall be encouraged.

2. Natural Environment and Landscape

a) **Conform to environmental regulations.** Development of areas of natural resources 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) **Preserve the existing landscape.** The use of approved structures and paved trails, roads or parking areas within areas of natural resources shall be designed to not detract from the natural beauty of the landscape.

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

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, and may be integrated into these areas of natural resources, 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 areas of natural resources are preserved on the other side, shall be encouraged when possible. 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 connecting existing and future neighborhoods should be created, particular focus shall be upon the completion of the City-wide trail system.

c) **Minimize paved parking areas.** Parking areas, when necessary to provide access to areas of natural resources, 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 areas of natural resources shall be allowed. However, the impact shall be minimized by having only a few, simple paths. Paths shall be

prohibited in particularly sensitive natural resource areas. However, if the paths/facilities are recommended by the Comprehensive Outdoor Recreation Plan or accessibility is legally required, applicable accessibility standards shall be followed.

b) **Utilize natural features as an amenity for development.** Surrounding development shall be planned such that areas of natural resources are seen by many residents.

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 passive recreational activities.** Compatible passive recreational activities such as biking, walking, jogging, swimming and canoeing, shall be allowed.

e) **Protect the environment.** Activities within areas of natural resources shall not create a significant adverse impact upon existing habitats.

f) **Consider controlling access to preservation areas.** Access to areas of natural resources shall be limited, or prohibited if it is essential to protecting 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 areas of natural resources 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 areas of natural resources shall be assigned to neighborhood or homeowners associations that have the organizational capacity to sustain maintenance and management services.

SUMMARY OF RECOMMENDATIONS

This Comprehensive Master Plan recommends:

- Continue 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 as may be determined from time to time by the Common Council.
- Reevaluate the Price of Land information periodically to determine if any trends are occurring that the City determines are necessary to address.
- Use the Future Land Use Map (5.8) and Areas of Natural Resources Map (5.9) when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, road alignments, and related development matters.
- Update the City's Official Map (last updated in 1997).

- Encourage infill development in areas surrounded by existing compatible uses and with existing infrastructure consistent with this Plan.
- 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.
- Identify neighborhood or areas for more detailed plans.
- Conduct a Cost of Development Study at its earliest opportunity.
- Conduct a study of the feasibility of a Growth Management Policy at its earliest opportunity.
- Prepare a Land Development Guide.
- Evaluate the cost and benefits of Purchase of Development Rights (PDR) or Transfer of Development Rights (TDR) programs.
- Update of the City's Comprehensive Outdoor Recreation Plan.
- Use the Land Use Design Policies in addition to 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.
- Update this Land Use Chapter and the Housing Chapter to specify minimum and maximum net density in areas identified for residential uses, expressed in dwelling units per acre; by January 1, 2028, pursuant to 2025 Wisconsin Act 173.
- Consider the following design-related issues for further study:
    - 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.
    - Opportunities to incorporate Universal Design principles and other accessibility features in the City.
- Consider the following zoning and land division issues for further study:
    - Traditional Neighborhood Design (TND).
    - 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 Master Plan, these accomplishments have been removed from the list above (see Unified Development Ordinance Rewrite section for full list).

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	1.9%
2030*	35,132	-2.7%
2040*	33,747	-3.9%
2050*	32,299	-4.3%

Source: Wisconsin Department of Administration

* indicates future population projection (vintage 2024); (+) In 2020, DOA Demographic Services Center reassigned 700 persons from Franklin to City of Milwaukee

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)

Comprehensive Master Plan Update 2050
Only Appendices C, E and J are being updated.
Other appendices available at:
https://www.franklinwi.gov/Departments/Planning/Comprehensive-Master-Plan.htm

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	-

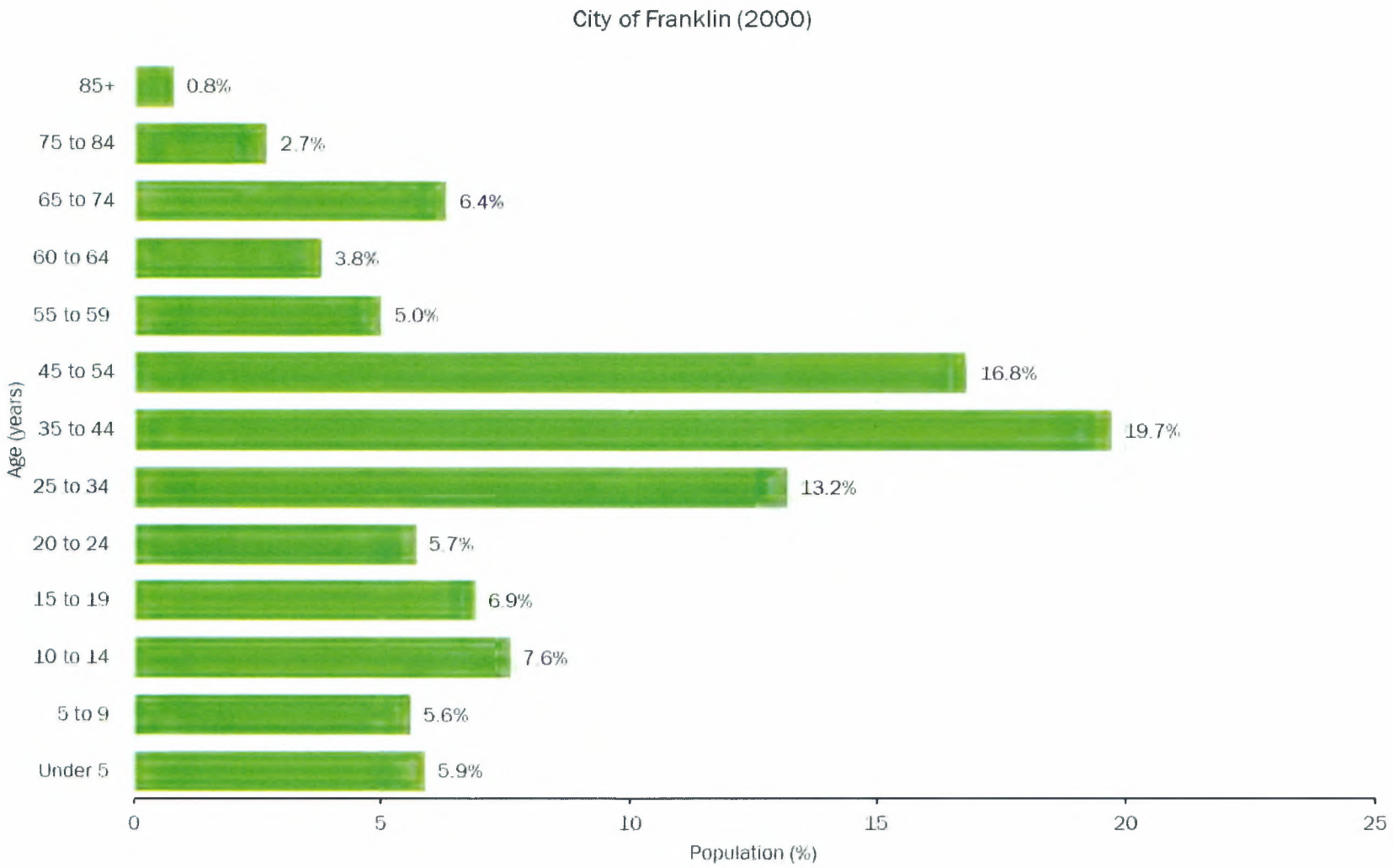
Source: 2010 & 2020 ACS 5-Year Estimates (Table S0101), 2000 U.S. Census; N/A indicates data is unavailable; - indicates an otherwise blank cell

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

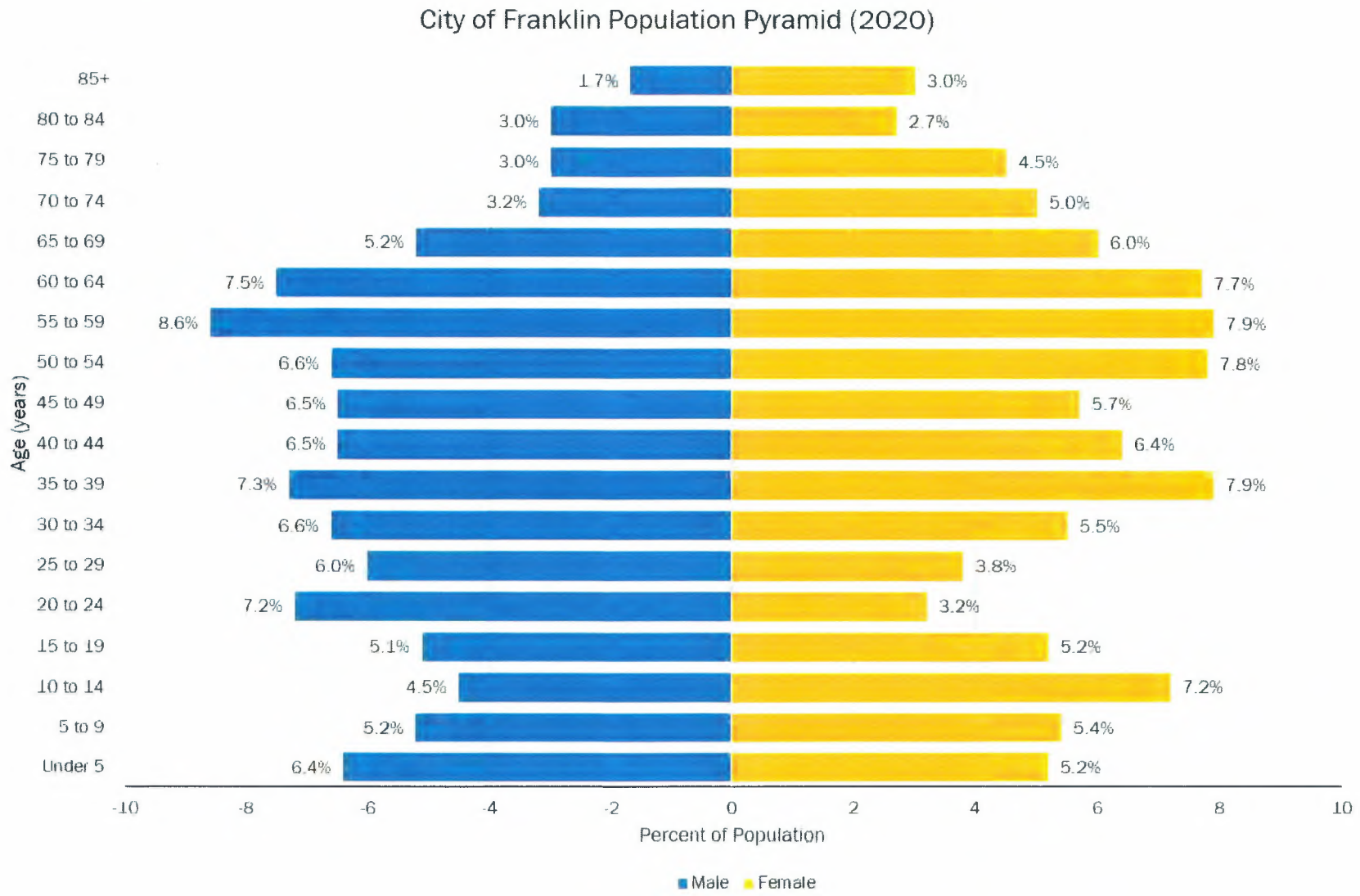
City of Franklin Population Distribution (2000)



Source: 2000 U.S. Decennial Census (Table DP01)

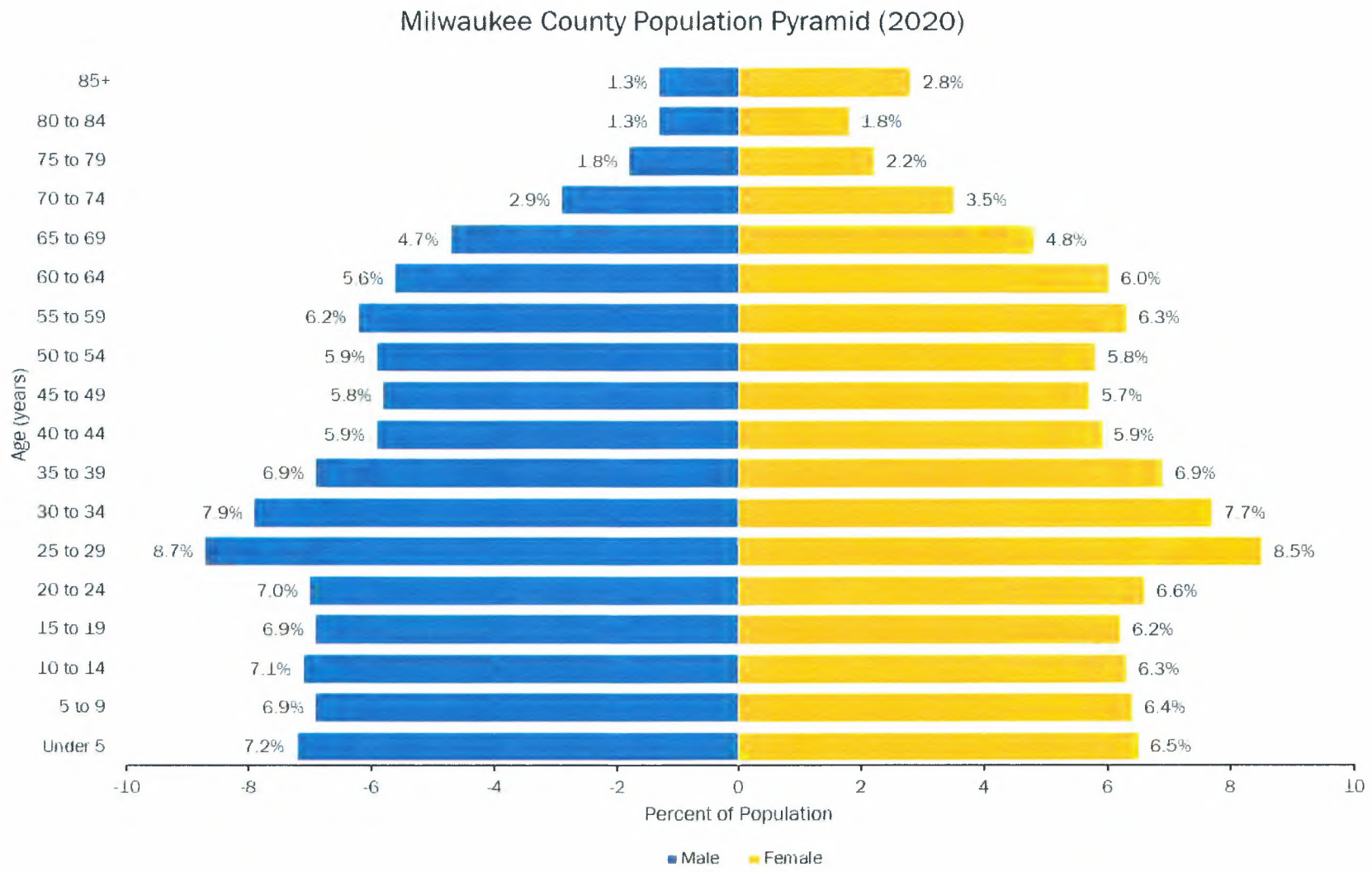
Due to lack of data availability, the above population distribution is for both sexes (sex-segregated data not readily available)

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

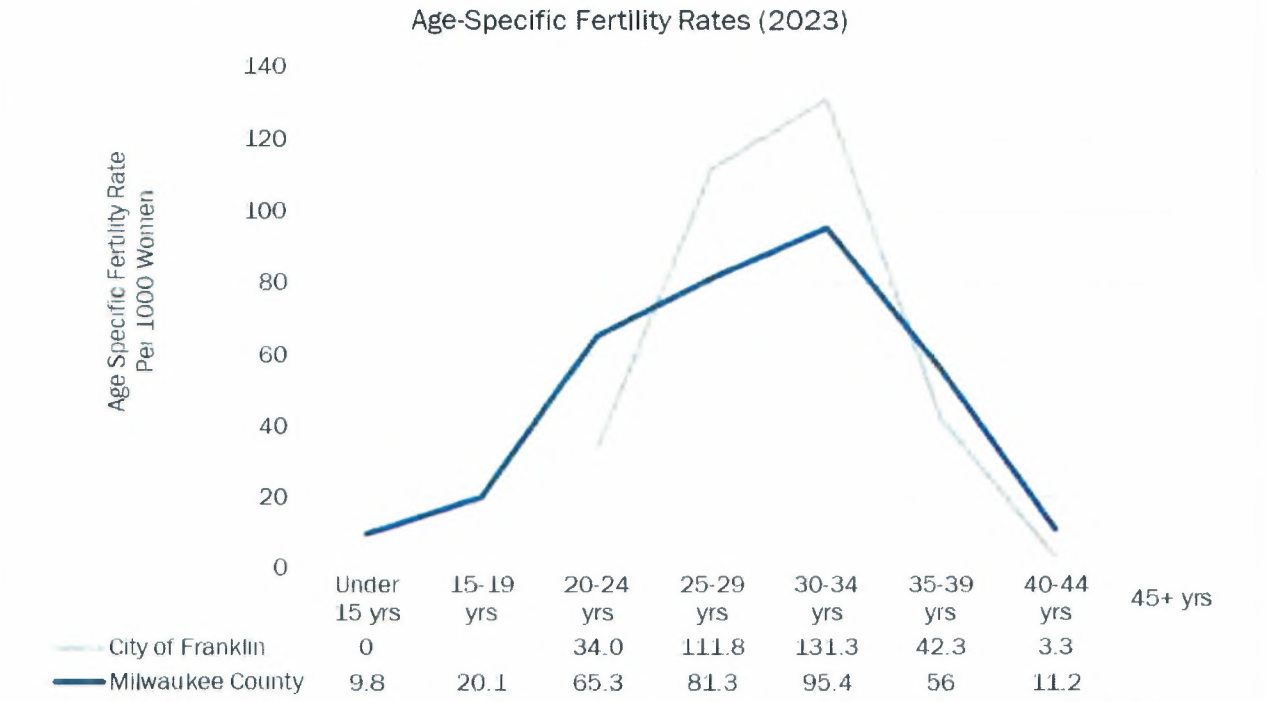
Source: 2010 & 2020 ACS 5-Year Estimates (Table DP01)

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 Popoulation 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%	1,529^	12.5%^	1,878^	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	-	13,760	-

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

APPENDIX E:
Issues & Opportunities
Design Preference Survey and Listening Session Results

Design Preference Survey: Citywide Results

Over 475 Franklin residents and property owners participated in the Design Preference Survey, held in conjunction with the Listening Session meetings. 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, and public spaces. The results were tabulated for each planning area and then used to calculate citywide results, while allowing for comparison between neighborhoods.

Citywide Results: Commercial Retail

Highest Rated Images







Lowest Rated Images







Residents selected images on the left as their three highest rated images out of 28 images. Preferred images typically exhibited specific features desired by participants in the survey, including landscaping features integrated into site plans, traditional architecture, heights of two stories or less, and adjacent parking with features to minimize its visual impact. Larger buildings, including multi-story or "big box" style buildings were generally disliked due to their scale or lack of detail. Blank, unarticulated facades were generally rated significantly lower than detailed storefronts.

Citywide Results: Commercial Office

Highest Rated Images





Lowest Rated Images





The commercial office category results were similar to the commercial retail category. Residents preferred smaller, non-repetitive, detail oriented buildings with parking areas screened from view. Well maintained landscape was rated highly while images that appeared unkept were not.

Citywide Results: Institutional

Highest Rated Images





Lowest Rated Images





Highly rated images featured well-kept landscaped areas, including both hardscaped and plant features. Mature trees were preferred but younger trees were accepted as well. Again, traditional architecture was preferred, with a general preference for pitched roofs over flat ones. Natural materials, such as brick and stone also appeared to be preferred. Contemporary architecture was rated poorly, as well as images with parking immediately adjacent to the building.

Citywide: Results Single Family Residential

Highest Rated Images







Lowest Rated Images







Preferred single family residential images tended to exhibit well maintained landscaping on larger lots. The size of the house, and architectural features, such as porches, seemed to not impact ratings significantly. Images dominated by garages or driveways were generally disliked. Houses on smaller lots that were close to the street and sidewalk were not preferred. Sidewalks, however, did appear in both preferred and disliked images.

Citywide Results: Multifamily Residential

Highest Rated Images





Lowest Rated Images





Multifamily buildings were preferred if located on well landscaped grounds with significant open space surrounding the building. Smaller scale buildings, measured in both height and total units, were generally preferred. Additionally, multifamily buildings that resembled single family homes in architectural style were rated highly. Buildings with a reliance on large surface parking areas, as opposed to garage parking, were generally disliked.

Citywide Results: Road Design

Highest Rated Images







Lowest Rated Images







Landscaped, curving roads were rated highest within the road design section. Preferred images generally exhibited buildings set back from the street. Sidewalks were found in both liked and disliked images and appeared to have no impact on the ratings. Curb and gutter style streets also seemed to have little impact on the rating.

Citywide Results: Open Space

Highest Rated Park Images







Lowest Rated Park Images







Preferred open spaces tended to be highly landscaped areas with paths and mature trees, screened from adjacent development and roads. Well-maintained active and passive recreation areas both scored highly, while spaces receiving less maintenance or more natural unkept areas tended to score lower.

Citywide Results: Open Space

Highest Rated Plaza Images





Lowest Rated Plaza Images





Preferred "plazas," or "urban" open spaces, emphasized seating areas integrated into significant landscaping. In preferred images, decorative paving is typically present in hardscaped area. Garden walls and decorative fencing also tended to increase an images score. Plazas ranked lower tended to have less, or younger, landscape features.

Design Preference Survey: Neighborhood Results

The following images were rated in the top or bottom three of there respective category in one or more of the neighborhood planning areas. These images were not in the citywide top or bottom three and illustrate the differences between the neighborhoods' preferences.

Neighborhood Results: Commercial Retail

Highest Rated Images



This scored in the top three in areas B and C



This image scored in the top three in areas E and G



This image scored in the top three in area C



This image scored in the top three in area H



This image scored in the top three in area D



This images scored in the top three in area H

These images were ranked in the top three in one or more planning areas and showed variation from city-wide images.

Neighborhood Results: Commercial Retail

Lowest Rated Images



This image scored in the bottom three in areas B, G and H



This image scored in the bottom three in area C



This image scored in the bottom three in areas D and G



This image scored in the bottom three in area E

These images were ranked in the top three in one or more planning areas and showed variation from city-wide images.

Neighborhood Results

Commercial Office



This image scored in the top three in areas B and I and in the bottom three in areas C, D and H

Institutional



This image scored in the top three in areas G and H



This image scored in the bottom three in area D

Road Design



This image scored in the bottom three in areas B, C, F and I



This image scored in the bottom three in area H

These images were ranked in the top three in one or more planning areas and showed variation from city-wide images.

Neighborhood Results: Residential

Single Family



This image scored in the top three in areas A, C, D and H



This image scored in the top three in B, C and I



This image scored in the bottom three in areas A, B, C, E and I

Multifamily



This image scored in the bottom three in area G

These images were ranked in the top three in one or more planning areas and showed variation from city-wide images.

Neighborhood Results: Open Space

Highest Rated Images



This image scored in the top three in area G



This image scored in the top three in area H



This image scored in the top three in area I

Lowest Rated Images



This image scored in the bottom three in areas B, D and G



This image scored in the bottom three in area G

These images were ranked in the top three in one or more planning areas and showed variation from city-wide images.

Planning Areas: Issues and Preferences

During the initial public involvement phase for the 2009 Comprehensive 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.

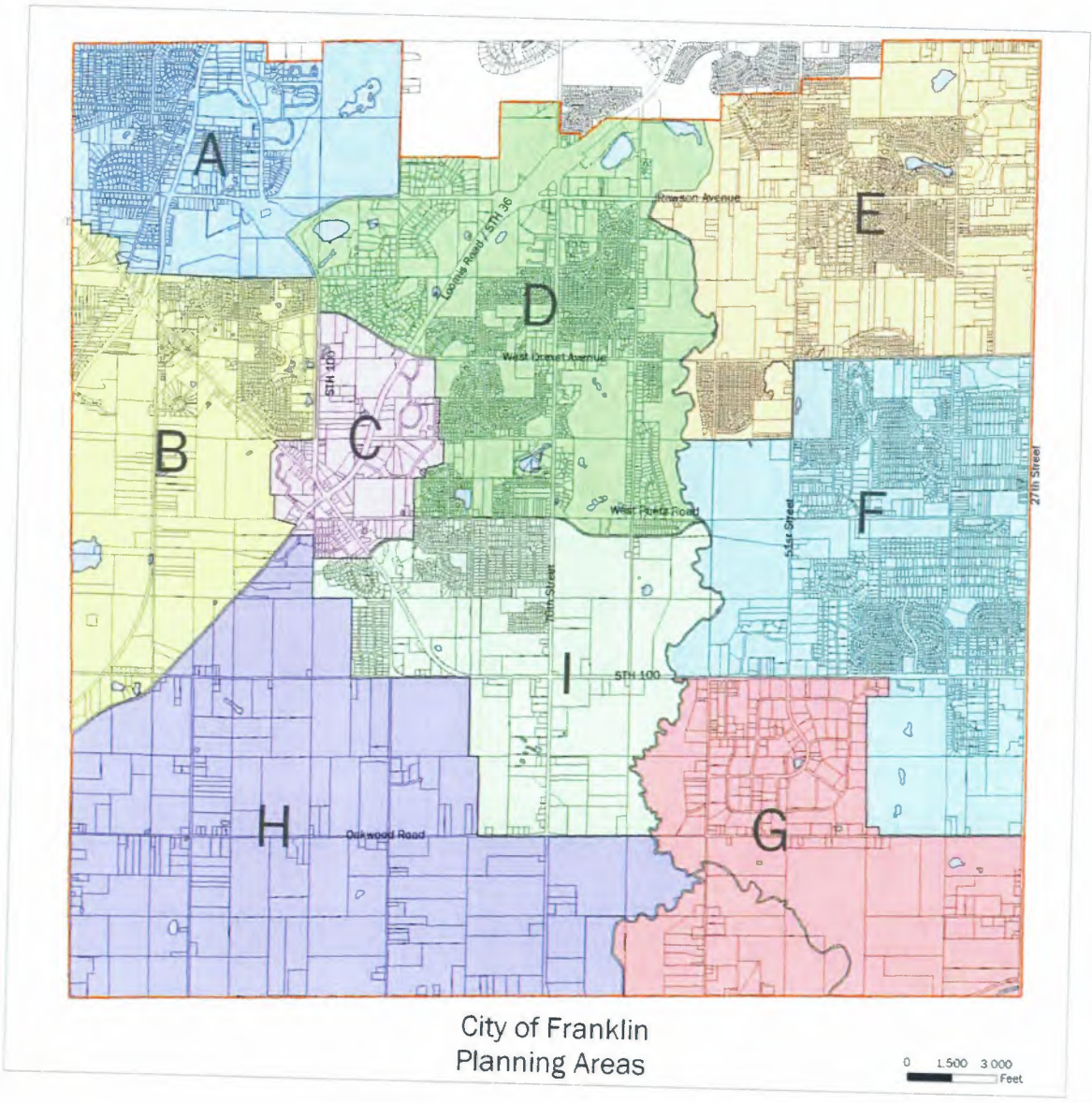
Streets in Neighborhoods

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 E.1: Planning Areas



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.

APPENDIX J: 2026 PUBLIC PARTICIPATION RESULTS

PUBLIC PARTICIPATION OVERVIEW

The 2026 public participation plan intended to collect additional feedback on updates undertaken by the 2025 updates to the city's Comprehensive Master Plan. These comments should be considered as supplemental to the existing Public Participation findings of the 2009 Comprehensive Master Plan. Public Participation efforts for the 2050 Comprehensive Master Plan had the following overall impact:

- Total participants engaged: 60+
- Physical comments received: 44+

[when all comments and events are over, a summary of dates, number of people engaged, number of comments solicited, and other important information]

Arbor Day

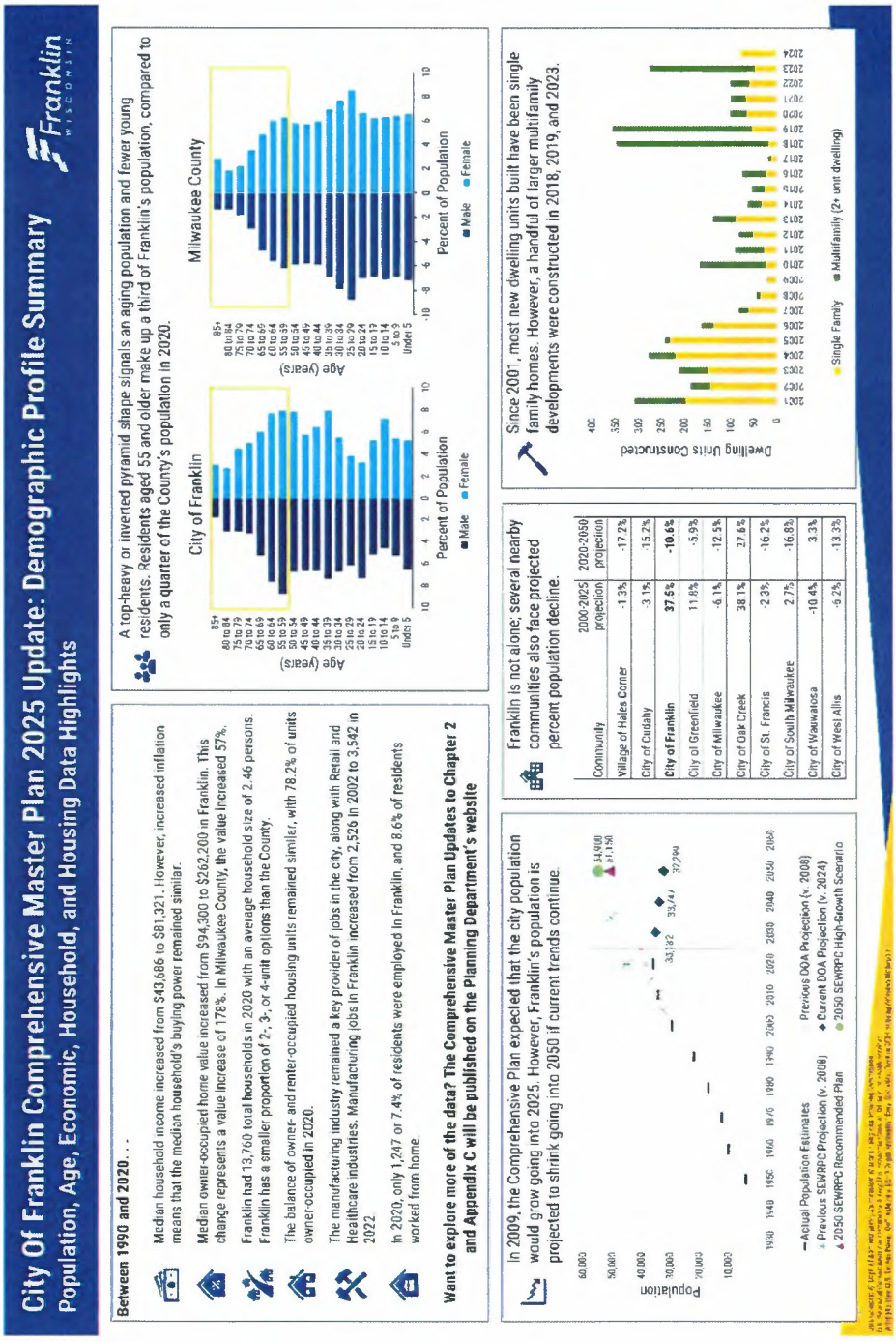
On May 2, 2026, Department of City Development Staff conducted a public participation event from 10am to 12pm at the City of Franklin's Arbor Day celebration. Other organizations attended the event, including the City Health Department, local vendors, and members of the Parks and Environmental Commission. The City also conducted its annual tree give-away. Due to the event's natural resources and environmental protection theme, participants and their comments are likely biased in favor of these issues in the community. While Planning staff is aware of the bias in this data set, natural resources are still a known concern of Franklin residents overall. For this reason, the comments remain valuable to the plan update process.

The public participation event consisted of three informational posters and two activities to solicit public comment. Images of each poster and the results of each activity are included in this appendix. Staff encouraged participants to ask questions and provide comments on the following topics:

- Demographic Data Summary
- Existing Land Use Map and 2024 Highlights
- Draft Future Land Use Map
- A Dot for Your Thoughts Activity
- Future Planning Priorities Activity

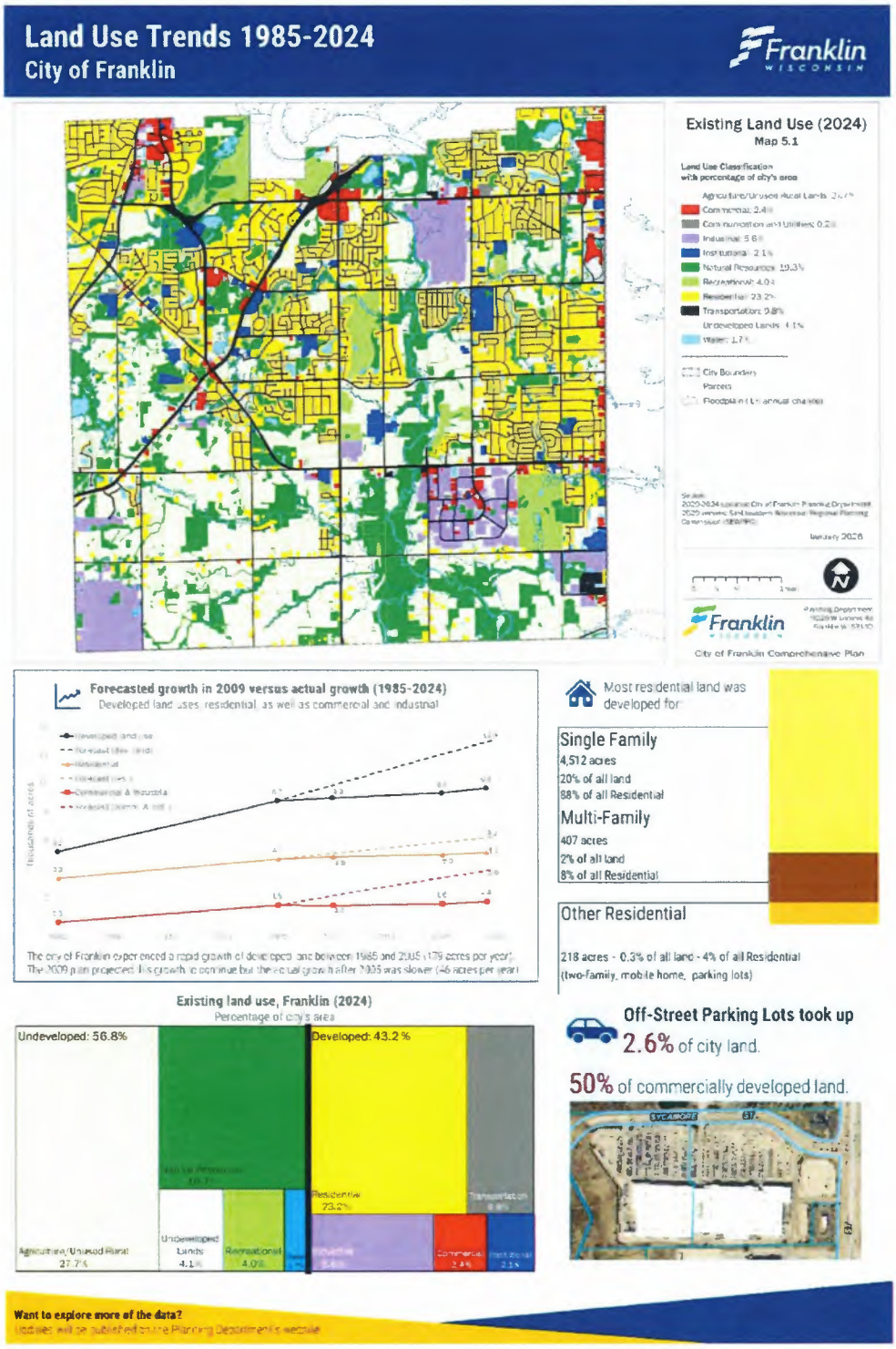
Demographic Data Summary

Staff provided highlights of demographic and community characteristics. The below information is provided in detail within Chapter 2: Demographic Profile and Appendix C: City of Franklin Demographic Variables and Comparisons.



Existing Land Use Map and 2024 Highlights

Staff presented and answered questions about the city's existing Land Use. Chapter 5: Land Use presents the below highlights in greater detail.



Draft Future Land Use Map

Staff answered questions and provided information about the draft Future Land Use Map.

A Dot for Your Thoughts Activity

Participants were given two pink sticker dots and two green dots to mark areas of the city. Areas that they liked or supported were to be marked in green. Issues, challenges, or opportunities in the city were to be marked with pink. Staff invited participants to place these stickers on an aerial map of the city (2020 aerial) and provide comments why they liked or have concerns about that location.

This activity intended to help Planning staff identify oversights or areas of concern for updates to the Future Land Use Map. Planning staff organized the responses and added context to each data point to allow some limited analysis. Table J.1 provides context for each comment and groups comments by location and topic. Several participants marked locations without giving a comment or topic. These were included in Table J.1 with the current and future land use marked, but no topic was assigned. Several participants also gave general comments, which are listed separately below with the associated staff response(s). Original, scanned response sheets for this activity are included at the end of this appendix.

- "Keep our natural resources"
    - Staff Comment: 2050 FLUM envisions 31% of city's area for natural resources, at 19% in 2024.
- "Invite more upscale restaurants to join our city"
    - Staff Comment: 2050 FLUM envisions 8.1% of city's area for commercial, at 2.4% in 2024.
- "City should coordinate with County Parks to improve biking & hiking opportunities"
    - Staff Comment: Trail plans such as the Ryan Creek Trail Plan and the Oak Leaf Trail extension have been considered in this plan.
- Request for more housing options for senior residents.

Summary of key comment findings:

- Concerns about development were largely related to FLUM Commercial or Mixed-Use development that has not happened, or concern about impacts to natural resources (development of open land at 27th and Drexel Ave for Costco).
- Positive comments were largely in favor of parks, natural resources, and agriculture/low density areas of the city (St Martins and 116th St).
- Topics of concern: Flooding, property maintenance, historic preservation, recreation, transportation, development potential.
- Liked topics: Natural resources, recreation, historic preservation.


05.04.2026 10:07
CITY OF FRANKLIN
Development Issues and Opportunities
Great Design Element: An aspect of a development you think looks great and contributes to the character of Franklin.
Development Priority Site: Sites that should be developed or redeveloped.

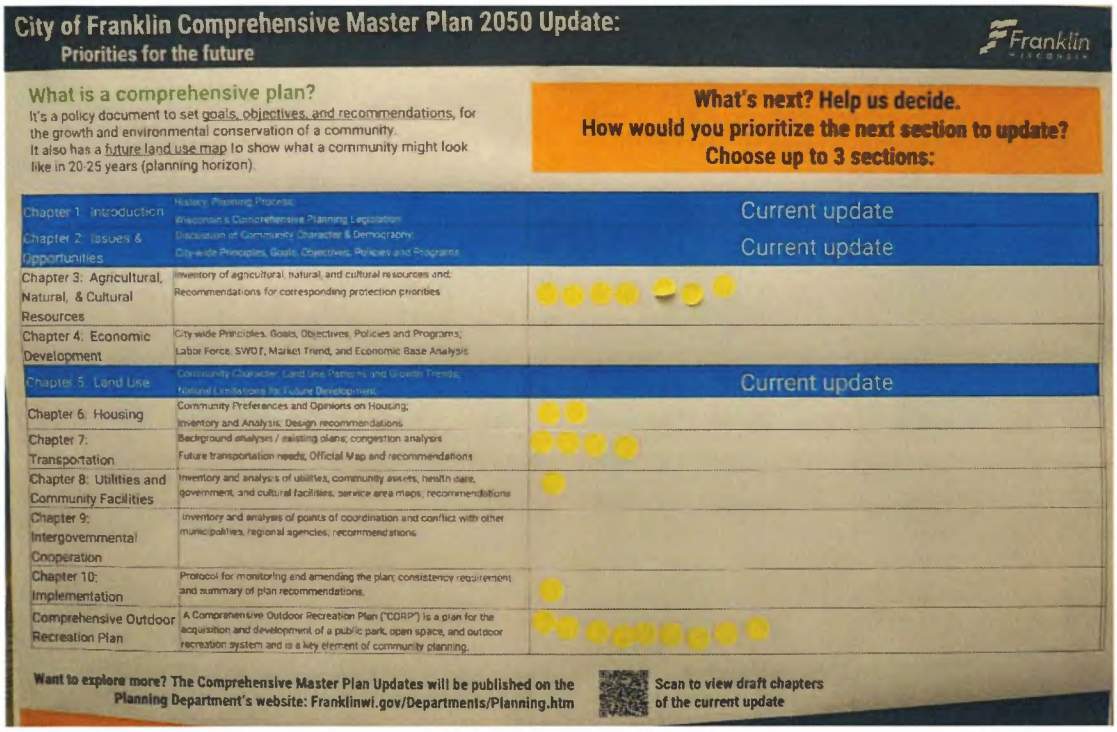
Place	Text of Comment	Topic	Current Land Use 2024	Future Land Use 2050	Staff Comment
112th & Meadowview Dr	• #26 (Concern): Garbage + flooding - 112th St has been looking awful since Ryan Meadows construction has been going on Lots of contractors leave open garbage bins + it blows all over the roadside	Flooding, property maintenance	Agriculture/Residential	Business Park/Residential	Out of scope for plan update
116th St	• #54 (Like). 116th St is a wonder of natural beauty that exists in the MKE area. Keeping it the same allows the folks who strive to preserve the natural beauty of the area, such as the current landowners, to continue the tradition of our areas • #52 (Like). This area or all of 116th St keeps the lights down and brings the quiet inner peace to the City of Franklin Leaving it be allows for the enjoyment of those who do not wish to have a neighbor 10 feet from the citizen next to them Having the public hunting grounds allows for the nature goers to also enjoy their sport. Its perfect the way it is	Natural Resources, Recreation	Agriculture/Natural Resources/Residential	Natural Resources/Residential	No changes proposed or needed
27th & Drexel Ave	• #15 (Concern) (no comment) • #28 (Concern). It's nice how it is		Commercial/Unused Land	Mixed Use	Costco development already approved
43rd & Highview Dr	• #3 (Like) (no comment)	-	Natural Resources/Residential	Natural Resources/Residential	-
51st & Marquette Ave	• #44 (Concern) (no comment) • #47 (Like) (no comment)	-	Industrial/Residential	Industrial/Residential	-
60th St & Root River	• #41 (Concern) Flooding	Flooding	Natural Resources	Natural Resources/Recreation	Option to limit traffic from south by changing surrounding land use from Residential to Agriculture
76th & Forest Hill Ave	• #5 (Concern): Congestion/Traffic	Transportation	Residential	Residential	
76th & Rawson	• #42 (Concern): Traffic safety • #43 (Concern*) I like its being redeveloped. Like apartments	Transportation, development potential	Commercial	Commercial/Mixed Use	*Comment/dot potentially mislabeled as "Concern " Comment in favor of approved Poths General development, Future Land Use already updated
92nd & Briarwood Rd	• #45 (Like): (no comment)		Residential	Residential	-
Conservancy for Healing and Heritage	• #20 (Like): Health-Healing Conservancy - Large Oaks, scenic views of ravine + Lake. Proper invasive species management occurring. • #20 (Like): Love the project	Natural Resources	Natural Resources	Natural Resources	compatible with Future Land Use
Crossroads	• #14 (Concern): Mixed use development (Vision) • $18 (Concern): Concern for empty lots at such a prominent intersection. Does not bode well for City of Franklin attraction of new business/development • #24 (Concern): High traffic intersection for prime development currently looks like a dumping ground Other land areas choked full of invasive species • #4 (Concern) (no comment)	Development potential	Commercial/Unused Land	Commercial/Mixed Use/Natural Resources	Opportunity for development needed (mixed use)
Fitzsimmons Woods	• #12 (Like): Fitzsimmons	-	Natural Resources/Residential	Natural Resources/Residential	No changes proposed or needed

Franklin Woods & Kayla's Playground	• #19 (Like): Franklin Woods • #19 (Like)· Franklin Woods - hidden gem of large oaks + native trees. Large expanse of undisturbed woodlands. • #60 (Like) We love Kayla's Playground & Franklin woods • #13 (Like): Love it!	Natural Resources, Recreation	Natural Resources/Recreation	Natural Resources/Recreation	Update Kayla's Playground to Recreational Future Land Use
Hale Park Highlands	• #2 (Like)· (no comment)	-	Residential	Residential	-
Loomis north of Ryan Rd	• #25 (Concern) Garbage - everywhere. I see garbage trucks with garbage flying out	Property maintenance	Mix of uses	Mix of uses	-
Oak Leaf Trail & Puetz Rd	• #66 (Concern) Would be great to expand on trails and create mountain biking trails	Recreation	Agriculture/Natural Resources	Natural Resources	Comp Plan update considers plans including Ryan Creek Trail Plan and the Oak Leaf Trail extension
Oak Savannah	• #65 (Concern) make it more user friendly park - oak savannah area	Recreation	Agriculture/Natural Resources	Natural Resources/Recreation	Error in location on dot map. Area designated as Natural Resources and Recreational. Site for Southwest Park in Comp. Outdoor Recreation Plan
Pleasant View Park	• #21 (Like) Pleasant View Park grassy native area • #61 (Like) Love the pleasant view trails and park! • #9 (Like). Victory Creek Park Keep the mountain bike trail open • #61 (Like)· (no comment)	Natural Resources, Recreation	Natural Resources/Recreation	Natural Resources/Recreation	No changes proposed or needed
Prairie Grass Land Conservancy	• #10 (Like)· Carity Prairie	Natural Resources	Natural Resources	Natural Resources	Compatible with Future Land Use
Root River & Oakwood Rd	• #40 (Concern): Flooding	Flooding	Agriculture/Natural Resources	Natural Resources	Areas already designated as floodplain (1% annual chance)
Root River & Puetz Rd	• #22 (Like) Root River Trail parking Untouched woods	Natural Resources	Natural Resources	Natural Resources/Recreation	No changes proposed or needed
Ryan Creek Prairie	• #11 (Like)· Ryan Creek prairie	Natural Resources	Agriculture/Natural Resources	Natural Resources/Recreation	compatible with Future Land Use
St. Martins	• #27 (Concern) lots of drainage issues • #27 (Concern). Swiss Street Run down bars + homes looks unsightly Get the homeowners to clean up the yards Could be a historic area but looks run down • #51 (Like) St Martins preserves the History and start of the City of Franklin. Letting it show some of its originality and personality provides a connection for citizens old and new Leaving this area the way it is gives the aw value of what we've done to get to where we are. CrossRoads dedicates its walls to old pictures and transcripts of what the town was Check it out when you have time • #53 (Like) A small ruralish alcove in an otherwise busy area, St. Martins offers a community area that is uncommon around MKE. Quiet & peaceful, St Martins is a place to relax and refresh before imersing onseself back into the hectic nature of everyday life	Flooding, Historic preservation, property maintenance	Mix of uses	Mixed Use	No changes needed or proposed
The Rock	• #46 (Like)· (no comment)	-	Commercial/Recreational	Mixed Use	
Tumblecreek Dr & Dory Dr	• #50 (Like) (no comment)	-	Natural Resources/Residential	Natural Resources/Residential	-
Wyndam Hills	• #1 (Like) (no comment)	-	Residential	Residential	-

Future Planning Priorities Activity

The 2050 Comprehensive Master Plan update started in 2024 updates Chapters 1, 2, and 5. The Future Planning Priorities Activity intended to collect comments about which areas of the Comprehensive Plan and the Comprehensive Outdoor Recreation Plan to prioritize for upcoming updates. This information was not part of the selected updates but is provided to the Plan Commission for future direction. Staff answered questions to help participants determine which topic would include their concerns and priorities for the city.

Participants received up to two yellow colored dot stickers with which to "vote" on which topics or chapters to prioritize. Participants could place stickers in one or two different topic areas depending on their priorities. Table J.2 provides the count of votes for each chapter. In total, participants placed 24 votes for what planning area to update next.



DRAFT: Table J.2. Results of next priorities activity

Chapter or Plan	Votes
CORP: Comprehensive Outdoor Recreation Plan	9
3. Agriculture, Natural & Cultural Resources	7
7. Transportation	4
6. Housing	2
8. Utilities and Community Facilities	1
10. Implementation	1
4. Economic Development	0
9. Intergovernmental Cooperation	0

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APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE December 1, 2026
REPORTS & RECOMMENDATIONS	**Updated with Lower Tax Finalization of 2026 Property Tax Rates and Tax Levy Information**	ITEM NUMBER M.2.

Background

The Common Council adopted the City's 2027 Budget on November 17, 2026, based on the preliminary property tax rates and estimated tax increase information available at the time of adoption. Subsequent to budget adoption, the City Treasurer received additional information necessary to finalize the City's property tax rate and the overall tax rates for each taxing jurisdiction.

On November 15, 2026, the City Treasurer received the Milwaukee County Apportionment Report, which provided the County's adopted tax levy and the City's proportionate share of that levy.

On November 20, 2026, the City Treasurer received the Final Notice of School Levy Tax Credit and Major State Aid Report. This report identifies the total School Levy Tax Credit aid the city will receive. The School Levy Tax Credit reduces the amount of property taxes that must be collected from property owners by providing state funding toward school district levies, thereby reducing the overall property tax rate.

With the Finance Committee's recommendation to reduce the City's proposed levy, which was subsequently approved by the Common Council on November 17, 2026, and receipt of the final state and county information, the City Treasurer was able to complete the final property tax rate calculations for the City and all applicable taxing jurisdictions.

Analysis

The City's final property tax rate is $3.97 per $1,000 of assessed valuation, representing a decrease of $0.05 from the preliminary rate of $4.02 presented to the Common Council on November 17, 2026.

The preliminary estimated average tax increase attributable to the City's portion of the tax bill was approximately 3.4%. With the final tax rates and applicable state aid now incorporated, the City's portion of the property tax increase is approximately 2.1%, or approximately 1.2 percentage points less than originally anticipated.

The final tax rates for the applicable school districts are as follows:

Taxing Jurisdiction	2026 Final Tax Rate	2025 Tax Rate
City of Franklin	$3.97	$3.92
Franklin School District	$17.02	$16.67
Oak Creek-Franklin School District	$15.68	$15.66
Whitnall School District	$15.43	$16.13

Impact

Overall residential assessed values increased by less than 1% compared to the prior year. **As a result, the average residential property tax bill is expected to remain relatively consistent with 2025, with individual changes varying based on the property's assessed value, applicable taxing jurisdictions, and eligibility for available property tax credits.**

Eligible property owners may also receive the First Dollar Credit and Lottery and Gaming Credit, which further reduce the amount of property taxes payable.

It is important to distinguish between the City's portion of the property tax bill and the overall tax rate, which includes the combined levies of the City, County, school districts, and other applicable taxing jurisdictions. Although the City's final tax rate and portion of the anticipated tax increase are lower than initially presented, the overall tax impact will vary depending on the school district and other applicable taxing jurisdictions.

COUNCIL ACTION REQUESTED

No Action Necessary.

Finance Dept – DB

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/1/2026
REPORTS & RECOMMENDATIONS	AUTHORIZATION TO BID 2027 LOCAL STREET IMPROVEMENT PROGRAM	ITEM NUMBER H.3. District # 1 & 4

BACKGROUND

Pursuant to Municipal Code section 19.11, Common Council must authorize the solicitation of bids for public construction that exceeds $50,000.

The Local Street Improvement Program is an annual project that is required to maintain and repair failing roadway sections throughout the City. The 2027 Local Street Improvement Program will be publicly advertised to receive competitive bids for the reconstruction of S. 92nd St. from STH 100 to CTH HH, Parkland Dr/Ct and River Ridge Parkway from S. 68th St./S. River Terrace Dr., W. River Terrace Dr. and S. River Terrace Dr. from S. 68th St. to Termini, S. 60th St., W. Oakwood Rd./ W. County Line, Jenna Ct. from S. 47th St./Termini, and S. 42nd St. from W. Southland Dr. to W. Hilltop Ln.

Attached you will find our report from the Engineering Department summarizing the 2027-2030 Local Street Improvement Programs.

ANALYSIS

The 2027 Adopted Budget allocated approximately $2,500,000.00 for the Local Street Improvement Program.

See attached map for roadway locations.

OPTIONS

A. Direct Staff to proceed to advertise and bid the 2027 Local Street Improvement Program. Note that the bids will return to Common Council for awarding contracts. Or
B. Refer back to Staff with further direction.

FISCAL NOTE

The 2027 Adopted Budget allocated approximately $2,500,000.00 for the Local Street Improvement Program. We are requesting an additional $500,000 to be added to the budget, increasing the total to $3,000,000.00.

STAFF RECOMMENDATION

Authorize Staff to proceed to advertise and bid the 2027 Local Street Improvement Program with a budget of $3,000,000.00.

DPW – KS; Engineering – MNP; DOA – KH; Finance – DB

Franklin
WISCONSIN

City of Franklin
Engineering Department

MEMORANDUM: FROM ENGINEERING

DATE: November 17, 2026

TO: Franklin City Council

FROM: City Engineer Mike Paulos, P.E.

SUBJECT: 2027-2030 Local Street Improvement Plan

The Engineering and Public Works Departments have started developing the City's 2027 Road Program in anticipation of the coming construction bidding period. In conjunction with developing the 2027 Road Program, it was determined that a multiyear analysis should be preformed.

The City utilizes a capital programming approach by using the Wisconsin Information System for Local Roads (WISLR) software. The Pavement Surface Evaluation and Rating (PASER) system, 1-10 for each street (Exhibit A), is uploaded into this software where reports can be generated.

PASER Ratings of our local roads are collected every 2 years, in odd years. The current ratings were collected in 2025. Updated ratings will be collected again in fall of next year.

Exhibit B shows a breakdown of the City's streets based on the 2025 PASER Ratings. Exhibit B also shows an estimated Program Cycle based on potential yearly budgets for the Road Program. The cycle this refers to is how many years it would take using a certain budget to do every roadway in the City of Franklin while accounting for a yearly 2% inflation.

Exhibit C shows a map of the City of Franklin with the 2023 PASER Ratings color coded. A more up to date map is being created now. As a note, unless roads are improved by the City, the PASER rating cannot increase.

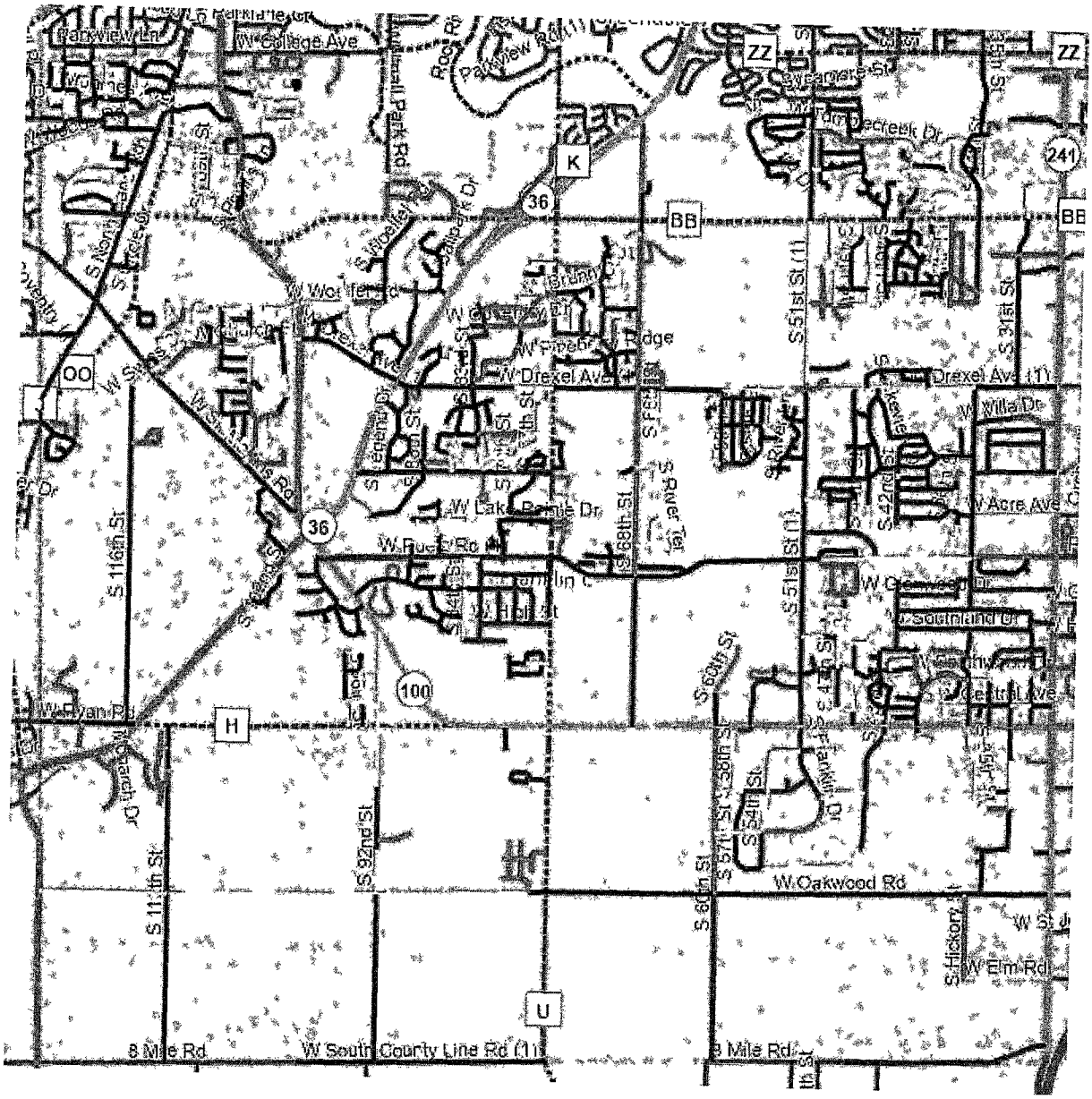
Exhibit D is the improvement plan developed by DPW and Engineering. This includes roads that need to be addressed as possible due to their low PASER ratings. The costs associated with these roads is a high level estimate based on previous years' bids and do not account for any yearly inflation. Some of these projects are planning to be done in conjunction with water main extensions and relays which will address problem areas in the City including older pipes that are approaching the end of their useful lives and are experiencing numerous water main breaks. These water main projects will impact the roadways and will require the impacted roadways to be a part of that year's road program. The water main costs are a high level estimate based on previous projects.

Exhibit E shows a map of the City along with current City water limits. The shaded areas correspond to Exhibit D showing the scope of each future years Road Program.

The City of Franklin owns and maintains approximately 180 miles of roadway. Every other year in accordance with State statute, the Franklin Department of Public Works rates the City roads according to the Wisconsin Department of Transportation PASER System.

Surface rating	Visible distress*	General condition/ treatment measures
10 Excellent	None.	New construction.
9 Excellent	None.	Recent overlay. Like new.
8 Very Good	No longitudinal cracks except reflection of paving joints. Occasional transverse cracks, widely spaced (40' or greater). All cracks sealed or tight (open less than ¼").	Recent sealcoat or new cold mix. Little or no maintenance required.
7 Good	Very slight or no raveling, surface shows some traffic wear. Longitudinal cracks (open ¼") due to reflection or paving joints. Transverse cracks (open ¼") spaced 10' or more apart, little or slight crack raveling. No patching or very few patches in excellent condition.	First signs of aging. Maintain with routine crack filling.
6 Good	Slight raveling (loss of fines) and traffic wear. Longitudinal cracks (open ¼"–½"), some spaced less than 10' First sign of block cracking. Sight to moderate flushing or polishing. Occasional patching in good condition.	Shows signs of aging. Sound structural condition. Could extend life with sealcoat.
5 Fair	Moderate to severe raveling (loss of fine and coarse aggregate). Longitudinal and transverse cracks (open ½") show first signs of slight raveling and secondary cracks. First signs of longitudinal cracks near pavement edge. Block cracking up to 50% of surface. Extensive to severe flushing or polishing. Some patching or edge wedging in good condition.	Surface aging. Sound structural condition. Needs sealcoat or thin non-structural overlay (less than 2")
4 Fair	Severe surface raveling. Multiple longitudinal and transverse cracking with slight raveling. Longitudinal cracking in wheel path. Block cracking (over 50% of surface). Patching in fair condition. Slight rutting or distortions (½" deep or less).	Significant aging and first signs of need for strengthening. Would benefit from a structural overlay (2" or more).
3 Poor	Closely spaced longitudinal and transverse cracks often showing raveling and crack erosion. Severe block cracking. Some alligator cracking (less than 25% of surface). Patches in fair to poor condition. Moderate rutting or distortion (1" or 2" deep). Occasional potholes.	Needs patching and repair prior to major overlay. Milling and removal of deterioration extends the life of overlay.
2 Very Poor	Alligator cracking (over 25% of surface). Severe distortions (over 2" deep) Extensive patching in poor condition. Potholes.	Severe deterioration. Needs reconstruction with extensive base repair. Pulverization of old pavement is effective.
1 Failed	Severe distress with extensive loss of surface integrity.	Failed. Needs total reconstruction.

Exhibit B



Legend
Condition Frequency Report

- 1-2
- 3-4
- 5-6
- 7-8
- 9-10

2027

Roadway (PASER RATING)	To/From	Total Pavement Planning Construction Cost
S. 92nd Street (2)	STH 100/CTH HH	$ 700,000
Parkland Dr/Ct + River Ridge Parkway (3/4)	S 68th St./S River Terrace Dr.	$ 1,250,000
W. River Terrace Dr + S River Terrace Dr (3/4)	S. 68th St./Termini	$ 1,750,000
S. 60th St. (2)	W. Oakwood Rd./W. County Line	$ 1,000,000
Jenna Ct. (2)	S 47th St./Termini	$ 150,000
S. 42nd St. (2)	W. Southland Dr./W. Hilltop Ln.	$ 75,000
Total		**$ 4,925,000**
Shortfall due to Assumed Budget of $3,000,000		**$ (1,925,000)**

2028

Roadway	To/From	Total Pavement Planning Construction Cost	Water Main Relay Cost (separate project/budget)	Water Main Extension Cost (separate project/budget)
W. Friar Lane (3)	Chapel Hill Dr./Mission Dr.	$ 400,000	$ 356,000	$ -
W. Monastery Dr (3)	Chapel Hill Dr./Mission Dr.	$ 400,000	$ 356,000	$ -
S Mission Dr. (4/5)	Friar Ln./Church St.	$ 500,000	$ 527,325	$ -
S Mission Ct. (7)	Mission Dr./Termini	$ 250,000	$ 191,350	$ -
S. Woelfel Rd (2/3)	CTH BB/S. 92nd St	$ 350,000		$ 58,740
S. 92nd St. (3)	W Woelfel Rd./S. Woelfel Rd	$ 400,000		$ 445,000
W Spindle Top Ct (5)	S 92nd St./Termini	$ 400,000		$ -
W Grandview Ct. (5)	S 92nd St./Termini	$ 350,000		$ -
Total		**$ 3,050,000**	**$ 1,430,675**	**$ 503,740**
Shortfall due to Assumed Budget of $3,000,000		**$ (50,000)**		

*Does not account for inflation

2029

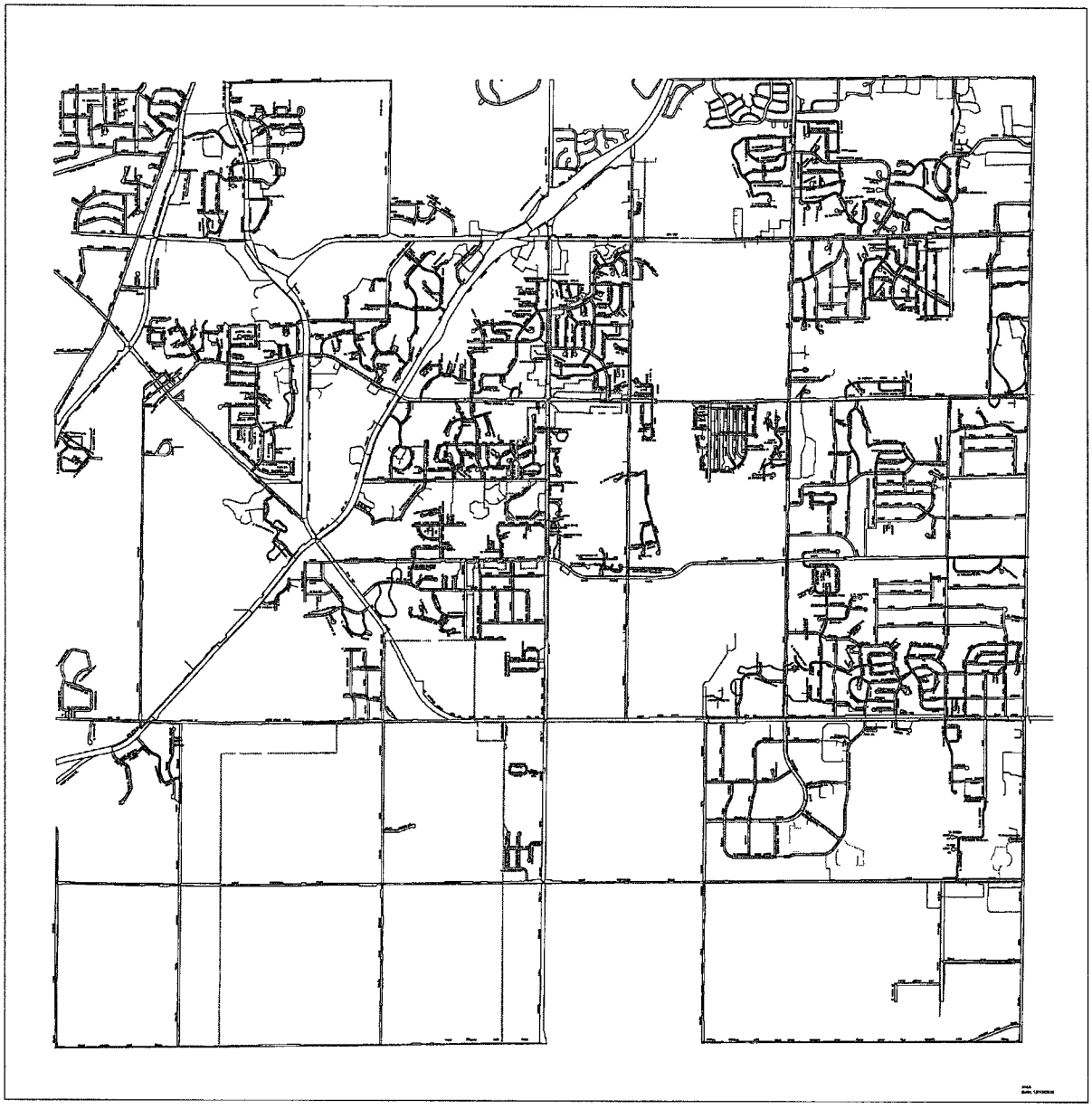
Roadway	To/From	Total Pavement Planning Construction Cost
Basswood Dr. (3)	S. Franklin Dr./S. Oakwood Park Dr.	$ 600,000
Oakwood Park Dr. (3-5)	W Ryan Rd./S. 57th St.	$ 2,500,000
Total		**$ 3,100,000**
Shortfall due to Assumed Budget of $3,000,000		**$ (100,000)**

*Does not account for inflation

2030

Roadway	To/From	Total Pavement Planning Construction Cost	Water Main Extension Cost (separate project/budget)
Ironwood Dr (3)	W. Franklin Dr./S. Oakwood Park Dr	$ 550,000	
Ashland Dr. (2/3)	S. 54th St./Termini	$ 750,000	
S 54th St. (3/4)	Ashland Dr./W Oakwood Park Dr.	$ 800,000	
S. 46th St. (3/4)	W. Rawson Ave./W. Marquette Ave.	$ 500,000	$ 541,565
Total		**$ 2,600,000**	**$ 541,565**
Shortfall due to Assumed Budget of $3,000,000		**$ 400,000**	

*Does not account for inflation



CITY OF FRANKLIN

SANITARY SEWER MAP

N
W E
S

1,500 750 0 1,500 Feet

WATER MAIN

Legend

W-E PL

Diameter

6"

8"

10"

12"

16"

20"

24"

NO	DIAMETER	COUNT	LENGTH
1	6	193	64199.9
2	8	1542	513226.1
3	10	17	8664
4	12	734	231066.1
5	16	389	161750.7
6	20	33	18938.2
7	24	29	13334.9

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/01/2026
REPORTS & RECOMMENDATIONS	**Resolution to adopt a fee schedule for the Unified Development Ordinance (UDO) pursuant to UDO Section 15-9-01D Fees.**	ITEM NUMBER M.4.

At its November 19, 2026, meeting the Plan Commission recommended adoption of this resolution. The vote was 4-0-2, four "ayes", no "noes" and two absences.

Planning Department staff recommends adoption of this resolution with effective date on January 1, 2027, so Planning Dept. staff can update application forms accordingly.

Please refer to attached Planning Dept. report for more information.

COUNCIL ACTION REQUESTED

A motion to adopt Resolution No. 2026-_____, to adopt a fee schedule for the Unified Development Ordinance (UDO) pursuant to UDO Section 15-9-01D Fees.

Planning: RM

DRAFT FOR REVIEW: 11-20-2026
STATE OF WISCONSIN : CITY OF FRANKLIN : MILWAUKEE COUNTY

RESOLUTION NO. 2026-____

A RESOLUTION TO ADOPT A FEE SCHEDULE
FOR THE UNIFIED DEVELOPMENT ORDINANCE (UDO)
PURSUANT TO UDO SECTION 15-9-01D FEES.

WHEREAS, Unified Development Ordinance Section 15-9-01D.1 set forth that every application shall be accompanied by the required filing fee as established and modified, from time to time, by the Common Council; and

WHEREAS, Unified Development Ordinance Section 15-9-01D.4 states that "The Common Council shall adopt the City Fee Schedule by resolution"; and

WHEREAS, the Fee Schedule shall be adjusted in accordance with the Consumer Price Index (CPI) pursuant to Ordinance 2024-2628.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Common Council of the City of Franklin, Wisconsin:

1. **Fee Schedule for zoning and land division applications.**

Application	**Fee amount**
Zoning map amendment	$ 2,700
Zoning map amendment (1 parcel residential)	$ 650
Text amendment	$ 1,350
Site plan	
New site plan (floor area greater than 20,000 sf)	$ 3,650
New site plan (equal or less than 20,000 sf)	$ 2,500
Major amendment	$ 1,800
Minor amendment	$ 900
Minor amendment (less than 150 sf)	$ 150
Conceptual review	$ 450
Variance or appeal	$ 450
Natural resource special exception (NRSE)	$ 1,080
Conditional use	
New use (floor area greater than 4,000 sf)	$ 2,700
New use (floor area equal or less than 4,000 sf)	$ 1,350
Major amendment	$ 1,800
Minor amendment	$ 900

Application	Fee amount
Conditional use renewal (2 years)	$ 540
Planned development	
New planned development*	$ 6,000
Major amendment	$ 5,900
Minor amendment	$ 920
Certified survey map	$ 2,700
Subdivision preliminary plat*	$ 5,000
Subdivision final plat	$ 1,800
Plat affidavit of correction	$ 230
Land combination permit	$ 730
Building move request	$ 380
Right-of-way vacation	$ 2,700
Home-based business permit	$ 90
Zoning compliance permit	
New use or change of use	$ 180
Change of ownership and/or business name	No fee
Zoning letter	$ 130
Miscellaneous	$ 220
Temporary use	$ 100
Easement	$ 210
Comprehensive master plan amendment	$ 2,700
Floodplain land use permit	$ 540
Floodplain land use permit - 1 parcel residential	$ 220
Compensation fee per tree (UDO §15-7-04G)	$ 400
(*) Planned Development District (PDD) and Preliminary Plat applications: a $3,000 developer's deposit is required in addition to filing fees at the time of submittal, it may require replenishment.	

2. **Fee Schedule for sign permit applications.**

Application	Fee amount
Sign application fee (each sign)	$ 60
Sign permit fee, based on area of each sign:	
8 square feet or less	$ 50
9 to 50 square feet	$ 90
51 to 100 square feet	$120
101 to 150 square feet	$180

Application	**Fee amount**
151 square feet or larger	$180 plus $30 for each additional 100 sf
Technology fee, based on permit fee of each sign:	
Permit fee is less than $100	$ 4 (per permit)
Permit is greater than or equal to $100	$ 7 (per permit)
Additional fee for each illuminated sign	$ 60
Temporary sign (each permit or renewal, due at application)	$ 90
Reinspection fee (per inspection)	$ 90
Failure to call for required inspection	$120
Failure to obtain a permit before starting work:	
First offense	Triple fees (3x)
Second and subsequent offense	Quadruple fees (4x)
Master sign program	$600
Master sign program amendment	$300
(a): Before any work is commenced or recommenced after a permit has expired, a new permit shall be reissued at 1/2 the regular fee, or at the reinspection rate for each remaining inspection. The method used shall be determined by the Zoning Administrator.	
(b): If construction is not commenced prior to expiration of the permit, that portion of the permit fee that exceeds the sign application fee will be refunded upon written request.	

3. The City of Franklin is exempt from the filing fees listed in this resolution.

4. This Fee Schedule shall be periodically adjusted in accordance with the Consumer Price Index (CPI) and presented to the Common Council for review prior to its adoption.

5. This resolution shall take effect on January 1, 2027.

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

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

APPROVED:

_____
John R. Nelson, Mayor

ATTEST:

_____
Shirley J. Roberts, City Clerk

AYES ____ NOES ____ ABSENT ____

Franklin
WISCONSIN

Planning Department

TO: Plan Commission

FROM: Régulo Martínez-Montilva, AICP, CNUa, Planning Manager
Planning Department

DATE: November 9, 2026

SUBJECT: Unified Development Ordinance (UDO) Fee Schedule

What is the Unified Development Ordinance (UDO) Fee Schedule?

The UDO Fee Schedule sets filling fees for all zoning and land division applications submitted to the Planning Department.

Why?

Planning Department staff is presenting a resolution to adopt a new fee schedule for the following reasons:

- The city of Franklin adopted a new Unified Development Ordinance (UDO) last year, this new UDO states that: "The Common Council shall adopt the City Fee Schedule by resolution" Section 15-9-01D Fees.
- The Fee Schedule shall be adjusted in accordance with the Consumer Price Index (CPI) pursuant to Ordinance No. 2024-2628.

Major changes

The proposed Fee Schedule contains the following changes when compared to current fee schedule:

- **Adjusting for inflation** using the Consumer Price Index (CPI) for September 2026.
    - Zoning and land division fees were last updated to the March 2024 CPI, so the proposed adjustment is 7.88%.
    - Sign permit fees were last updated in August 2021, proposed adjustment is 23.17%.
- **Sign permit fees** were formerly part of the Municipal Code Chapter 210 (now repealed), the proposed fee schedule contains a new section for sign permit fees.
- **New fee** in lieu of compensation for impacts to individual trees[1].

[1] Unified Development Ordinance Section 15-7-04G.3 states that: "In the event the City Forester determines that replanting is not advisable on the site, the applicant shall pay the City a fee in lieu per tree based on the City's established Fee Schedule at the time the first Zoning Permit associated with the approval is obtained".

- **2025 UDO.** The proposed fee schedule is in line with new application types and tiers of the 2025 UDO.

The tables below list all application types with current and proposed fees as well as proposed changes.

Fee Schedule for zoning and land division applications.

Application	Current Fee (2024)	Proposed Fee	Proposed change
Zoning map amendment	$ 2,500	$ 2,700	Adjust for inflation
Zoning map amendment (1 parcel residential)	$ 600	$ 650	"
Text amendment	$ 1,250	$ 1,350	"
Site plan			
New site plan (floor area greater than 20k sf)	$ 3,400	$ 3,650	"
New site plan (equal or less than 20k sf)		$ 2,500	New tier
Major amendment	$ 1,700	$ 1,800	Adjust for inflation
Minor amendment	$ 850	$ 900	"
Minor amendment (less than 150 sf)		$ 150	New tier
Conceptual review	$ 420	$ 450	Adjust for inflation
Variance or appeal	$ 420	$ 450	"
Natural resource special exception (NRSE)	$ 1,000	$ 1,080	"
Conditional use			
New use (floor area greater than 4k sf)	$ 2,500	$ 2,700	Adjust for inflation
New use (floor area equal or less than 4k sf)	$ 1,250	$ 1,350	"
Major amendment	$ 1,700	$ 1,800	"
Minor amendment		$ 900	New tier
Renewal (2 years)	$ 500	$ 540	Adjust for inflation
Planned development			
New planned development*	$ 6,000	$ 6,000	No changes
Major amendment	$ 5,900	$ 5,900	"
Minor amendment	$ 850	$ 920	Adjust for inflation
Certified survey map	$ 2,500	$ 2,700	"
Subdivision preliminary plat*	$ 5,000	$ 5,000	No changes
Subdivision final plat	$ 1,700	$ 1,800	Adjust for inflation
Plat affidavit of correction	$ 210	$ 230	"
Land combination permit	$ 675	$ 730	"
Building move request	$ 350	$ 380	"
Right-of-way vacation	$ 500	$ 2,700	Increase filling fee[2]
Home-based business permit	$ 85	$ 90	Adjust for inflation

[2] Planning Department staff proposes to increase the right-of-way vacation filling fee to match the zoning map amendment fee due to similar review process and public notice requirements.

Application	Current Fee (2024)	Proposed Fee	Proposed change
Zoning compliance permit			
New use or change of use	$ 170	$ 180	Adjust for inflation
Change of ownership and/or business name		No fee	New tier
Zoning letter	$ 125	$ 130	Adjust for inflation
Miscellaneous	$ 210	$ 220	"
Temporary use		$ 100	Not listed in Ord. 2024-2628
Easement	$ 200	$ 210	Adjust for inflation
Comprehensive master plan amendment	$ 1,250	$ 2,700	Increase filling fee[3]
Floodplain land use permit	$ 500	$ 540	Adjust for inflation
Floodplain land use permit - 1 parcel residential	$ 210	$ 220	"
Compensation fee per tree (UDO §15-7-04G)		$ 400	New fee
(*) Planned Development District (PDD) and Preliminary Plat applications: a $3,000 developer's deposit is required in addition to filing fees at the time of submittal, it may require replenishment.			

Fee Schedule for sign permit applications. All proposed fees adjusted for inflation.

Application	Current Fee (2021)	Proposed Fee
Sign application fee (each sign)	$ 50	$ 60
Sign permit fee, based on area of each sign:		
8 square feet or less	$ 40	$ 50
9 to 50 square feet	$ 75	$ 90
51 to 100 square feet	$100	$120
101 to 150 square feet	$150	$180
151 square feet or larger	$150 plus $25 for each additional 100 sf	$180 plus $30 for each additional 100 sf
Technology fee, based on permit fee of each sign:		
Permit fee is less than $100	$ 2 (per permit)	$ 4 (per permit)
Permit is greater than or equal to $100	$ 5 (per permit)	$ 7 (per permit)
Additional fee for each illuminated sign	$ 50	$ 60
Temporary sign (each permit or renewal, due at application)	$ 75	$ 90
Reinspection fee (per inspection)	$ 75	$ 90
Failure to call for required inspection	$100	$120
Failure to obtain a permit before starting work:		
First offense	Triple fee (3x)	Triple fee (3x)
Second and subsequent offense	Quadruple fee (4x)	Quadruple fee (4x)
Master sign program	$500	$600
Master sign program amendment	$250	$300

[3] Planning Department staff proposes to increase the comprehensive plan amendment filling fee to match the zoning map amendment fee due to similar review process and public notice requirements.

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/01/2026
REPORTS & RECOMMENDATIONS	**A resolution authorizing certain officials to execute the 2027 quarry monitoring services agreement with Stantec Consulting Services Inc.**	ITEM NUMBER 4.5.

Since 2012, the City has hired a consultant to conduct monitoring of the quarry located in Planned Development Districts (PDD) No. 23 and 24. Pursuant to the PDD ordinances, certain expenditures for quarry monitoring may be off-set by matching revenues from the Payne and Dolan quarry operator.

The Quarry Monitoring Committee (QMC) reviewed and recommended approval of this agreement for an amount not to exceed $55,000 at their October 27, 2026, regular meeting.

The proposed draft Professional Services Agreement with Stantec Consulting Services, Inc. is hereby included in this packet along with Attachment "A" Quarry Monitoring Services Scope of Work and Associated Cost.

It can be noted that this would be the 15th consecutive year such a contract has been entered into with Stantec Consulting Services, Inc. for quarry monitoring services. Similar to previous years, this contract includes blast monitoring services, onsite operations monitoring, presentations before the Quarry Monitoring Committee and quarterly reports.

Note: in section VI Insurance, the minimum Umbrella coverage is $5,000,000, as this is an agreement for quarry monitoring services only and not for building contractor services which typically requires a minimum coverage of $10,000,000.

Fiscal note: In the 2027 Mayor's Recommended Budget, the funds for Quarry Monitoring Services are: $60,600 (GL number 01-0621-5218). The Quarry Monitoring Committee recommended to maintain the same amount of $55,000 as the 2026 agreement.

COUNCIL ACTION REQUESTED

Motion to adopt a resolution authorizing certain officials to execute the 2027 quarry monitoring services agreement with Stantec Consulting Services Inc.

-or

Such other action as the Common Council may determine.

Planning: RM

STATE OF WISCONSIN CITY OF FRANKLIN MILWAUKEE COUNTY

RESOLUTION NO. 2026-____

A RESOLUTION AUTHORIZING CERTAIN OFFICIALS TO EXECUTE THE 2027 QUARRY MONITORING SERVICES AGREEMENT WITH STANTEC CONSULTING SERVICES INC.

WHEREAS, the City is in need of quarry monitoring services per Planned Development Districts No. 23 and 24, Ordinances 97-1456 and 97-1457; and

WHEREAS, Stantec Consulting Services Inc. has offered to provide quarry monitoring services to the City; and

WHEREAS, Stantec Consulting Services Inc. is a highly experienced and well-qualified engineering services company; and

WHEREAS, the Common Council having considered the quarry monitoring services need of the City and having determined that the retaining of Stantec Consulting Services Inc. to provide such services is in the best interest of the City.

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Common Council of the City of Franklin, Wisconsin, that the Quarry Monitoring Services Agreement with Stantec Consulting Services Inc., in such form and content as annexed hereto, together with any changes thereto as approved by the Planning Department, the Director of Administration and the City Attorney, be and the same is hereby approved.

BE IT FURTHER RESOLVED, that the Mayor, Director of Finance and Treasurer and City Clerk be and the same are hereby authorized to execute and deliver such agreement.

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 ___

AGREEMENT

This AGREEMENT is made and entered into this ___ day of _____, between the City of Franklin, 9229 West Loomis Road, Franklin, Wisconsin 53132 (hereinafter "CLIENT") and Stantec Consulting Services Inc. (hereinafter "CONTRACTOR"), whose principal place of business is 12075 Corporate Parkway, Suite 200, Mequon, Wisconsin 53092.

WITNESSETH

WHEREAS, the CONTRACTOR is duly qualified and experienced as a municipal services contractor and has offered services for the purposes specified in this AGREEMENT; and

WHEREAS, in the judgment of CLIENT, it is necessary and advisable to obtain the services of the CONTRACTOR to provide quarry monitoring services, as described in Attachment A, for the City of Franklin;

NOW, THEREFORE, in consideration of these premises and the following mutual covenants, terms, and conditions, CLIENT and CONTRACTOR agree as follows:

I. BASIC SERVICES AND AGREEMENT ADMINISTRATION

A. CONTRACTOR shall provide services to CLIENT for quarry monitoring services, as described in CONTRACTOR's proposal to CLIENT dated September 28, 2026, annexed hereto and incorporated herein as Attachment A.

B. CONTRACTOR shall serve as CLIENT's professional representative in matters to which this AGREEMENT applies. CONTRACTOR may employ the services of outside consultants and subcontractors when deemed necessary by CONTRACTOR to complete work under this AGREEMENT following approval by CLIENT.

C. The CONTRACTOR is an independent contractor, and all persons furnishing services hereunder are employees of, or independent subcontractors to, the CONTRACTOR and not the CLIENT. All obligations under the Federal Insurance Contribution Act (FICA), the Federal Unemployment Tax Act (FUTA), and income tax withholding are the responsibility of the CONTRACTOR as an employer. CLIENT understands that express AGREEMENTS may exist between CONTRACTOR and its employees regarding extra work, competition, and nondisclosure.

D. During the term of this AGREEMENT and throughout the performance of any resultant AGREEMENT, including extensions, modifications, or additions to it, and for one (1) year from the conclusion of such activity, the parties hereto agree that neither shall solicit for employment any technical or professional employees of the other without the prior written approval of the other party.

II. FEES AND PAYMENTS

CLIENT agrees to pay CONTRACTOR, for and in consideration of the performance of Basic Services further described in Attachment A, with a not-to-exceed budget of $55,000; subject to the terms detailed below:

A. CONTRACTOR may bill CLIENT and be paid monthly for all work satisfactorily completed hereunder. CLIENT agrees to pay CONTRACTOR's invoice within 30 days of invoice date for all approved work.

B. The total price will not exceed the budget of $55,000. For services rendered, monthly invoices will include a report stating the hours and type of work completed and the fee earned during the month being invoiced.

C. Considering the faithful performance of this AGREEMENT, the CONTRACTOR will not exceed the fee for Basic Services and expenses without written authorization from the CLIENT to perform work over and above that described in the original AGREEMENT.

D. Should CLIENT find deficiencies in work performed or reported, it will notify CONTRACTOR in writing within thirty (30) days of receipt of invoice and related report. The CONTRACTOR will remedy the deficiencies within thirty (30) days of receiving CLIENT's review. This subsection shall not limit any rights or remedies otherwise available to CLIENT.

III. MODIFICATION AND ADDITIONAL SERVICES

A. CLIENT may, in writing, request changes in the Basic Services required to be performed by CONTRACTOR and require a specification of incremental or decremental costs before the change order agreement under this AGREEMENT. Upon acceptance of the request for such changes, CONTRACTOR shall submit a "Change Order Request Form" to CLIENT for authorization and notice to proceed with signature and return to CONTRACTOR. Should any such actual changes be made, an equitable adjustment will be made to compensate CONTRACTOR or reduce the fixed price for any incremental or decremental labor or direct costs, respectively. Any claim by CONTRACTOR for adjustments hereunder must be made to CLIENT in writing no later than forty-five (45) days after receipt by CONTRACTOR of notice of such changes from CLIENT.

IV. ASSISTANCE AND CONTROL

A. Régulo Martínez-Montilva, Planning Manager, will coordinate the work of the CONTRACTOR and be solely responsible for communication within the CLIENT's organization as related to all issues originating under this AGREEMENT.

B. The CLIENT will promptly provide the contractor with all available information concerning the PROJECT as deemed necessary by the CONTRACTOR.

C. CONTRACTOR will appoint, subject to the approval of CLIENT, Michael Roznowski, Senior Principal, CONTRACTOR's Project Manager and other key providers of the Basic Services. Substitution of other staff may occur only with the consent of the CLIENT.

V. TERMINATION

A. This AGREEMENT may be terminated by CLIENT, for its convenience, for any or no reason, upon written notice to CONTRACTOR. The CONTRACTOR may terminate this AGREEMENT upon thirty (30) days written notice. Upon such termination by CLIENT, CONTRACTOR shall be entitled to payment of such amount as shall fairly compensate CONTRACTOR for all work approved up to the date of termination, except that no amount shall be payable for any losses of revenue or profit from any source outside the scope of this AGREEMENT, including but not limited to, other actual or potential agreements for services with other parties.

B. If this AGREEMENT is terminated for any reason, CONTRACTOR shall deliver to CLIENT all data, reports, summaries, correspondence, and other written, printed, or tabulated material pertaining in any way to Basic Services that CONTRACTOR may have accumulated. Such material will be delivered to the CLIENT in a completed form or process. CLIENT shall hold CONTRACTOR harmless for any incomplete work due to early termination.

C. The rights and remedies of CLIENT and CONTRACTOR under this section are not exclusive. They are in addition to any other rights and remedies provided by law or appearing in any other article of this AGREEMENT.

VI. INSURANCE

The CONTRACTOR shall, during the life of the AGREEMENT, maintain insurance coverage with an authorized insurance carrier at least equal to the minimum limits set forth below:

A. General/Commercial Liability	$1,000,000 per occurrence for bodily injury, personal injury, and property damage $2,000,000 per general aggregate, *CITY shall be named as an additional insured on a primary, non-contributory basis.*
B. Automobile Liability *(Must include hired and non-owned coverage)*	$1,000,000 combined single limit *CITY shall be named as an additional insured on a primary, non-contributory basis.*
C. Contractor's Pollution Liability	$ 1,000,000 per occurrence $ 2,000,000 aggregate *CITY shall be named as an additional insured on a primary, non-contributory basis.*

D. Umbrella or Excess Liability Coverage for General/Commercial, Automobile Liability, and Contractor's Pollution Liability	$5,000,000 per occurrence for bodily injury, personal injury, and property *CITY shall be named as an additional insured on a primary, non-contributory basis.*
E. Worker's Compensation and Employers' Liability	Statutory *The contractor will provide a waiver of subrogation and any rights of recovery allowed under any workers' compensation law.*
F. Professional Liability (Errors & Omissions)	$2,000,000 single limit

Upon the execution of this AGREEMENT, CONTRACTOR shall supply CLIENT with a suitable statement certifying said protection and defining the terms of the policy issued, which shall specify that such protection shall not be canceled without thirty (30) calendar days prior notice to CLIENT, and naming CLIENT as an additional insured as required above.

VII. INDEMNIFICATION AND ALLOCATION OF RISK

A. To the fullest extent permitted by law, CONTRACTOR shall indemnify and hold harmless CLIENT, CLIENT'S officers, directors, partners, and employees from and against costs, losses, and damages (including but not limited to reasonable fees and charges of engineers, architects, attorneys, and other professionals, and reasonable court or arbitration or other dispute resolution costs) caused solely by the negligent acts or omissions of CONTRACTOR or CONTRACTOR'S officers, directors, partners, employees, and consultants in the performance of CONTRACTOR'S services under this AGREEMENT.

B. Nothing contained within this AGREEMENT is intended to be a waiver or estoppel of the contracting municipality CLIENT or its insurer to rely upon the limitations, defenses, and immunities contained within Wisconsin law, including those contained within Wisconsin Statutes §§ 893.80, 895.52, and 345.05. To the extent that indemnification is available and enforceable, the municipality CLIENT or its insurer shall not be liable in indemnity or contribution for an amount greater than the liability limits for municipal claims established by Wisconsin Law.

VIII. TIME FOR COMPLETION

CONTRACTOR shall commence work immediately, having received a Notice to Proceed as of _____.

The term of this agreement shall be from January 1 to December 31, 2027, regardless of the receipt date of the Notice to Proceed. The term anticipates monitoring and at-quarry work occurs for the twelve calendar months of 2027. In addition, the terms also anticipate the 4th quarter (October – December) report and presentation be provided during January-February 2028.

IX. DISPUTES

This AGREEMENT shall be construed under and governed by the laws of the State of Wisconsin. The venue for any actions arising under this AGREEMENT shall be the Circuit Court for Milwaukee County. The prevailing party shall be awarded its actual costs of any such litigation, including reasonable attorney fees.

X. RECORDS RETENTION

CONTRACTOR shall maintain all records pertaining to this AGREEMENT during the term of this AGREEMENT and for seven (7) years following its completion. The CONTRACTOR shall make such records available to the CLIENT for inspection and copying upon request.

XI. MISCELLANEOUS PROVISIONS

A. Professionalism. The same degree of care, skill, and diligence shall be exercised in performing the services as is possessed and exercised by a member of the same profession, currently practicing, under similar circumstances. All persons providing such services under this AGREEMENT shall have such active certifications, licenses, and permissions as required by law.

B. Pursuant to Law. Notwithstanding anything to the contrary anywhere else set forth within this AGREEMENT, all services and all materials and products provided by CONTRACTOR under this AGREEMENT shall comply with all applicable governmental laws, statutes, decisions, codes, rules, orders, and ordinances, be they Federal, State, County, or Local.

C. Conflict of Interest. CONTRACTOR warrants that neither it nor its affiliates have any financial or other personal interest that would conflict with the performance of the services under this Agreement and that neither it nor its affiliates will acquire any such interest directly or indirectly. CONTRACTOR warrants that it will immediately notify the CLIENT if any actual or potential conflict of interest arises or becomes known to the CONTRACTOR. Upon receipt of such notification, a CLIENT review and written approval is required for the CONTRACTOR to continue to perform work under this Agreement.

D. This AGREEMENT may only be amended by written instrument signed by CLIENT and CONTRACTOR.

XII. CONTROLLING TERMS AND PROVISIONS

The aforesaid terms and provisions shall control any conflicting term or provision of any CONTRACTOR proposal, Attachment, Exhibit, and standard terms and conditions or provisions annexed hereto.

IN WITNESS of this, the parties have caused this AGREEMENT to be executed on the day and year first written above.

CITY OF FRANKLIN, WISCONSIN

BY: _____

PRINT NAME: John R. Nelson

TITLE: Mayor

DATE: _____

BY: _____

ATTESTED BY: _____

PRINT NAME: Shirley J. Roberts

TITLE: City Clerk

DATE: _____

BY: _____

PRINT NAME: Danielle L. Brown

TITLE: Director of Finance and Treasurer

DATE: _____

Approved as to form:

_____

Christina M. Lucchesi, City Attorney

DATE: _____

STANTEC CONSULTING SERVICES INC.

BY: _____

PRINT NAME: Michael B. Roznowski

TITLE: Senior Principal

DATE: _____

ATTACHMENT A - QUARRY MONITORING SERVICES

SCOPE OF WORK AND ASSOCIATED COST (PREPARED SEPTEMBER 28, 2026)

The following scope of work items, each with their own associated professional fee, is offered to the City by Stantec for calendar year 2027.

ESCRIPTION	EVENT PERIOD	COST PER EVENT	# OF EVENTS	SUBTOTAL	NOTES REGARDING SCOPE OF SERVICES
Operations Monitoring	daily	$970	12	$11,640	Visual assessments around quarry perimeter, concentrating on Rawson Avenue adjacent to the quarry entrances. Will include weather data as part of observation summary, along with photos and short duration videos during periods of high winds. A percentage of the visits will also include on-site observations and records review.
Blast Monitoring	monthly	$2,215	12	$26,580	Stantec will provide remote vibration monitoring by using Nomis Seismographs. We plan to subcontract Sauls Seismic to assist with this scope of work. Two separate seismographs will be installed, each co-located with two existing Payne & Dolan (Vibra-Tech) monitors located at: 7301 S. 51st Street and 5324 W. Drexel Avenue. Each monitor will be provided with an enclosure and will either be pole mounted or located in a short-stack weatherproof enclosure. Power will be provided via an internal battery and an external battery connected to a solar panel. All maintenance/repair and annual calibration of seismographs are included. This type of configuration will provide continuous (24/7) remote monitoring (except during calibrations & maintenance actions), allowing Stantec to have access to data anytime via the Internet. No written reports or summaries will be provided monthly.
Exceptional Blast Complaint Evaluation	Per City request	$1,200	0	$0	For unusual blast events (e.g., resulting in multiple complaints), at the City's request, Stantec will prepare a brief summary report describing: seismic data from both Stantec/Payne & Dolan placed monitors; wind direction and speed the day of the complaint, a figure showing blast and complaint locations. (Note: For each exceptional blast complaint evaluation completed, Stantec will reduce one single Operational Monitoring event)
Quarterly Reports and Presentation	Quarterly (May, August, November 2027, and February 2028)	$4,195	4	$16,780	Stantec will prepare a quarterly report (to be distributed/presented as part of the regularly scheduled Quarry Monitoring Committee meetings) describing: • Operations monitoring completed in prior quarter • Blast monitoring completed in prior quarter (summary of blasting data, comparing the Payne & Dolan unit recordings, to the Stantec unit recordings) • Citizen complaints received by the City of Franklin in prior quarter o For off-site dust complaints ▪ weather conditions (wind direction and speed) the day of the complaint o For off-site seismic complaints ▪ seismic data from both Stantec and Payne & Dolan placed monitors ▪ weather conditions (wind direction and speed; temp.; humidity; precipitation) the day of the complaint ▪ a figure showing locations of blasts along with location of complaints ▪ a short summary of the nature of any complaints The quarterly report and presentation in February 2028 will also present highlights of the operations, blast monitoring, and complaint evaluations, completed during calendar year 2027. This annual report is not meant to repeat what has already been provided in the prior quarterly reports; rather, it is intended to be a brief summary.

$55,000 TOTAL (compared to budget: $55,000)

Note: Stantec has completed no Exceptional Blast Complaint Evaluations in several years. In addition, based on prior years Stantec is estimating approximately 25 different blasts will result in complaints needing to be evaluated as part of the quarterly reports and presentations. Stantec agrees to be flexible with the City regarding this scope of work as the year progresses as the actual number of events are determined, and agrees not to exceed the approved budget without prior approval.

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APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/1/2026
REPORTS & RECOMMENDATIONS	APPROVAL OF THE 2027–2028 LAREDO ACCESS MEMORANDUM OF UNDERSTANDING WITH THE MILWAUKEE COUNTY REGISTER OF DEEDS	ITEM NUMBER M.6. **District:** Citywide

BACKGROUND

The Milwaukee County Register of Deeds provides the City of Franklin with complimentary access to its Laredo land records search system as a courtesy to municipal government partners. This system allows authorized City personnel to access and review recorded land documents for legitimate municipal business purposes.

Milwaukee County has asked that the City execute an updated Memorandum of Understanding (MOU) to maintain access for the 2027–2028 period. The agreement establishes requirements for authorized users, data security, permitted uses, and restrictions on automated data collection and distribution. The MOU also requires recertification every two years and notification to Milwaukee County when an authorized user no longer requires access.

Continued access supports municipal operations requiring review of recorded property documents and related land records. The Milwaukee County Register of Deeds has requested that the executed agreement be returned by December 18, 2026, to maintain the City's complimentary access.

FISCAL IMPACT

There is no direct subscription cost associated with this agreement. The City remains responsible for its existing technology infrastructure and technical support necessary to access the Laredo system.

COUNCIL ACTION REQUESTED

Motion to approve the 2027–2028 Laredo Access Memorandum of Understanding between the City of Franklin and the Milwaukee County Register of Deeds and authorize the Director of Administration to execute the agreement on behalf of the City.

DOA – KH

MILWAUKEE COUNTY REGISTER OF DEEDS
Israel Ramón

Chief Deputy Register of Deeds
Steven Kroll

901 N. 9TH Street Room 103 – Milwaukee, WI 53233
Phone: (414) 278-4001
www.milwaukee.gov/ROD

LAREDO ACCESS
MEMORANDUM OF UNDERSTANDING

THIS MEMORANDUM OF UNDERSTANDING ("MOU") made this ___ day of _____ 20___ ("MOU Effective Date") between the Milwaukee County Register of Deeds (ROD) and _____, a Wisconsin municipal body corporation/a Wisconsin non-profit corporation ("PUBLIC PARTNER").

WHEREAS as a governmental courtesy, ROD provides free access to available land records through our search portal, Laredo, to certain PUBLIC PARTNERS such as inter-County offices; cities, towns and villages within our County; and a limited number of nonprofit law firms. In exchange for this courtesy access, the following terms and conditions must be complied with to assure continued use of this free service by any PUBLIC PARTNER:

1. It is the responsibility of the PUBLIC PARTNER to provide a secure network, compatible computer and all technical hardware and support necessary to accommodate installation of the associated software program and any ancillary programs required for the functionality of the Laredo program.

2. PUBLIC PARTNERS agree that the Laredo program will be utilized solely for the purpose of viewing recorded documents for legitimate business/governmental purposes. Providing copies of documents to the public, clients of our public partners or other businesses or individual(s) is strictly prohibited as is conducting title searching, lien searching or harvesting of bulk data for any person or entity outside the control of the PUBLIC PARTNER.

3. PUBLIC PARTNER agrees to protect the data contained in the Laredo program and ensures that only authorized users access such information. ROD reserves the right to terminate, modify or restrict access to Laredo of any PUBLIC PARTNER in the event of a violation of any terms of the Memorandum of Understanding.

4. Access for PUBLIC PARTNERS shall terminate two years from the MOU Effective Date. PUBLIC PARTNERS will be required to recertify Laredo access every two calendar years. Recertification will require an authorized representative to agree to the terms of this Memorandum of Understanding and provide user information to the ROD such as names, email addresses and official capacities/positions of all end users. Once a user is no longer employed by the PUBLIC PARTNER or no longer needs Laredo access, ROD shall be notified within five business days to terminate password access. Failure to undergo recertification every two years or provide any notice required under this section will result in suspension of access to Laredo.

5. Please be advised that ROD does not attest to the legality or accuracy of any recorded instrument in the Laredo system.

6. Prohibited Uses of LAREDO
   PUBLIC PARTNER may not use LAREDO for bulk data collection or harvesting, bulk image collection or harvesting, "screen scraping," "data mining," or any such similar activity. PUBLIC PARTNER may not use any form of artificial intelligence or other automated software, as defined herein, hardware or service that attempts to collect data or images without regular, routine, meaningful, direct and individual human selection, intervention and oversight for each record accessed.
   For purposes of this Addendum, the following definitions shall be applied in this Addendum:
   - "Bulk Data Collection" includes accessing, downloading, querying, or extracting records at a volume, frequency, or pattern inconsistent with ordinary manual, transaction-specific use.
   - "Automated tools" include bots, scripts, RPA, machine-learning systems, AI agents, or any mechanism designed to perform automated or semi-automated retrieval of data or images.
   - "AI Tools" means software, applications and other tools, regardless of who developed the tool, which use artificial intelligence algorithms, Generative AI and/or Machine Learning.
   - "Generative Artificial Intelligence" ("Generative AI") means any collection of models and systems that can produce and create new content, including text, images, video, audio, code simulations and/or synthetic data.

   PUBLIC PARTNER agrees that FIDLAR and ROD may monitor PUBLIC PARTNER'S usage of LAREDO, including but not limited to log analysis, usage pattern review, rate-limit checks, and audit of access frequency and volume, and ROD shall have the right

to immediately terminate PUBLIC PARTNER'S access to LAREDO without notice if PUBLIC PARTNER engages in the prohibited uses as set forth herein.

PUBLIC PARTNER shall not store, compile, aggregate, mine, analyze, or create derivative datasets from LAREDO data except as necessary for individual, transaction-specific real estate work for specific clients. Each document or record must be manually selected and viewed by a human user. Systematic or continuous pulling of records, sequential harvesting, or any attempt to build internal or external databases is strictly prohibited.

PUBLIC PARTNER shall not share login credentials. Each individual user must have unique credentials and shall access records only for legitimate business needs tied to specific transactions.

7. Miscellaneous Prohibitions

7.1 LAREDO shall not be used to train any publicly available generative AI models.

7.2 LAREDO shall not be used to train private generative AI models that are shared among multiple customers.

7.3 PUBLIC PARTNER shall not aggregate LAREDO with data from other customers or share LAREDO with any third parties, including public agencies or private entities, without the express written consent of the FIDLAR AND ROD.

7.4 Survival of Obligations. All obligations relating to the non-use, non-disclosure and protection of the data in the Laredo program and other such terms which by their nature survive termination, will survive the termination of this Memorandum of Understanding.

FOR THE PUBLIC PARTNER:

_____ _____

PUBLIC PARTNER Signature Date Signed

_____

Purchaser Printed Name

FOR THE COUNTY:

_____ _____

Israel Ramón Date Signed

Milwaukee County Register of Deeds

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/1/2026
Reports and Recommendations	MOTION TO AUTHORIZE THE DIRECTOR OF HEALTH AND HUMAN SERVICES TO ACCEPT AND EXECUTE THE GRANT MODIFICATION FOR THE 2026-2027 PUBLIC HEALTH INFRASTRUCTURE GRANT	ITEM NUMBER 9.7.

Background: In October of 2023, the Common Council approved the acceptance of the Public Health Infrastructure Grant (PHIG) for the Franklin Health Department. The goal of this grant is to 1. Support infrastructure improvements in the public health workforce, 2. Support capacity of local public health department to implement foundational capabilities, 3. Support improvements in local public health department data infrastructure.

The Wisconsin Department of Health Services (DHS) Division of Public Health has issued a modification to the 2026-2027 PHIG agreement. This modification increases Franklin's award from $119,218 to $134,493.

- PHIG: $15,275

The contract has been sent to the City Attorney for review.

Recommendation: The Director of Health and Human Services recommends approval to accept and execute the modified 2026-2027 Public Health Infrastructure Grant agreement.

Fiscal Note: The additional grant funding supports the Franklin Health Department's capacity to provide public health programs and services to residents.

COUNCIL ACTION REQUESTED

The Director of Health and Human Services requests a motion to approve the acceptance of the modified 2026-2027 Public Health Infrastructure Grant.

Health Department: JS

Docusign Envelope ID: 79A52895-CCA0-8CE8-8389-D2DB5E28D28D

Wisconsin Department of Health Services
Contract Centralization Legal Review

Agreement Number: **61917-3**

Bureau of Procurement and Contracting (BPC) Review:

◯ This agreement requires **Standard** OLC review.

◯ This agreement uses a BPC template with Office of Legal Counsel (OLC) approved language and requires **Simple** OLC review.

⊗ This agreement uses a BPC template with Office of Legal Counsel (OLC) approved language and does **not** require **Additional** OLC review.

◯ This agreement uses intergovernmental cooperative purchasing.

Description:
N/A

Office of Legal Counsel (OLC) Review and Approval:

☐ This agreement has been reviewed for form and approved by the Wisconsin Department of Health Services Office of Legal Counsel.

Name:
Title:

Date Signed

Revision: 02/21/2025 (previous versions obsolete)

Docusign Envelope ID: 79A52895-CCA0-8CE8-8389-D2DB5E28D28D

GRANT AGREEMENT MODIFICATION
between the
STATE OF WISCONSIN DEPARTMENT OF HEALTH SERVICES
And
Franklin HD
for
LPHD Public Health Infrastructure Grant

DPH Contract No.: 61917-3
Agreement Amount: $134,493
Agreement Term Period: 12/1/2022 to 11/30/2027
GEARS Pre-Packet No: 6747

DHS Division: Division of Public Health
DHS Grant Administrator: Anna Benton
DHS Email: DHSGACMail@dhs.wisconsin.gov

Grantee Grant Administrator: Ellen Henry
Grantee Address: 9229 W LOOMIS RD, FRANKLIN, WI, 531329728
Grantee Email: ehenry@franklinwi.gov

Modification Description: We are increasing funding for the Public Health Infrastructure Grant (Profile 155820) for the current contract period of 12/1/2025-11/30/2027. Please see attached scope of work. Final reports are due 45 days after the designated profile performance period end date.

This is a Modification of an existing Agreement, as specified above. This Modification of Agreement encompasses both Amendments and Addendums to an existing Grant Agreement. This Modification is entered into by and between the State of Wisconsin Department of Health Services (DHS) and the Grantee listed above. With the exception of the terms being modified by this Grant Agreement Modification, ALL OTHER TERMS AND CONDITIONS OF THE EXISTING AGREEMENT, INCLUDING FUNDING, REMAIN IN FULL FORCE AND EFFECT. This Modification, including any and all attachments herein and the existing agreement, collectively, are the complete agreement of the parties and supersede any prior agreements or representations. DHS and the Grantee acknowledge that they have read the Modification and understand and agree to be bound by the terms and conditions of the existing agreement as modified by this action. This Modification becomes null and void if the time between the earlier dated signature and the later dated signature exceeds sixty (60) days, unless waived by DHS.

State of Wisconsin	**Grantee**
Department of Health Services	Entity Name
Authorized Representative Name	Authorized Representative Name Jean Schultz
Title	Title
Signature	Signature
Date	Date

CIVIL RIGHTS COMPLIANCE ATTACHMENT

The Wisconsin Department of Health Services and Grantee agree to the below change to the agreement. The below enumerated agreement revision is hereby incorporated by reference into the agreement and is enforceable as if restated therein in its entirety.

Section 10 of the Agreement ("CIVIL RIGHTS COMPLIANCE") is hereby amended by inserting the following:

In accordance with the provisions of Section 1557 of the Patient Protection and Affordable Care Act of 2010 (42 U.S.C. § 18116), Title VI of the Civil Rights Act of 1964 (42 U.S.C. § 2000d et seq.), Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. § 701 et seq.), the Age Discrimination Act of 1975 (42 U.S.C. § 6101 et seq.), and regulations implementing these Acts, found at 45 C.F.R. Parts 80, 84, and 91 and 92, the Grantee shall not exclude, deny benefits to, or otherwise discriminate against any person on the basis of sex, race, color, national origin, disability, or age in admission to, participation in, in aid of, or in receipt of services and benefits under any of its programs and activities, and in staff and employee assignments to patients, whether carried out by the Grantee directly or through a Sub-contractor or any other entity with which the Grantee arranges to carry out its programs and activities.

In accordance with the provisions of Section 11 of the Food and Nutrition Act of 2008 (7 U.S.C. § 2020), the Age Discrimination Act of 1975 (42 U.S.C. § 6101 et seq.), Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. § 701 et seq.), the Americans with Disabilities Act of 1990 (42 U.S.C. § 12101 et seq.), and Title VI of the Civil Rights Act of 1964 (42 U.S.C. § 2000d et seq.), and the regulations implementing these Acts, found at 7 C.F.R. Parts 15, 15a, and 15b, and Part 16, 28 C.F.R. Part 35, and 45 C.F.R. Part 91, the Grantee shall not discriminate based on race, color, national origin, sex, religious creed, disability, age, or political beliefs or engage in reprisal or retaliation for prior civil rights activity in any program or activity conducted or funded by the United States Department of Agriculture.

HIGH-RISK IT REVIEW

Pursuant to Wis. Stat. 16.973(13), Contractor is required to submit, via the contracting agency, to the Department of Administration for approval any order or amendment that would change the scope of the contract and have the effect of increasing the contract price. The Department of Administration shall be authorized to review the original contract and the order or amendment to determine whether the work proposed in the order or amendment is within the scope of the original contract and whether the work proposed in the order or amendment is necessary. The Department of Administration may assist the contracting agency in negotiations regarding any change to the original contract price.

GEARS PAYMENT INFORMATION

DHS GEARS STAFF INTERNAL USE ONLY

GEARS PAYMENT INFORMATION

The information below is used by the DHS Bureau of Fiscal Services, GEARS Unit, to facilitate the processing and recording of payments made under this Agreement.

GEARS Contract year: 2027

Agency #:	Agency Name:	Agency Type:	GEARS Contract Start Date	GEARS Contract End Date	Program Total Contract:
472787	**Franklin HD**	**60**	**12/1/2025**	**11/30/2027**	**$134,493**

Profile ID#	Profile Name	Profile Note	Profile Current Amount	Profile Change Amount	Profile Total Amount	Funding Controls
155820	PH INFRASTRUCTURE - LHD		$119,218	$15,275	$134,493	N/A
					$134,493	

GEARS FEDERAL AWARD INFORMATION

DHS Profile Number	155820
FAIN	NE11OE000050
Federal Award Date	6/15/2026
Sub-award period of Performance Start Date	12/1/2022
Sub-award period of Performance End Date	11/30/2027
Amount of Federal Funds obligated in the subaward	$15,275
Total Amount of Federal Funds obligated	$134,493
Federal Award Project Description	Strengthening Wisconsin's Governmental Public Health Infrastructure, Workforce, and Data Systems
Federal Awarding Agency Name (Department)	DHHS CDC
DHS Awarding Official Name	Debra K. Standridge
DHS Awarding Official Contact Information	**608-266-9622**
Assistance Listings Number	93.967
Assistance Listings Name	CDC's Collaboration with Academia to Strengthen Public Health
Total made available under each Federal award at the time of disbursement	$68,104,785
R&D?	No
Indirect Cost Rate	6.7%

Docusign Envelope ID: 79A52895-CCA0-8CE8-8389-D2DB5E28D28D

61917-3

Strengthening Wisconsin's Governmental Public Health Infrastructure, Workforce, and Data Systems Funding: *Local Health Department Scope of Work*

Funding Summary

The COVID-19 pandemic emphasized the critical importance of a robust public health system. The pandemic also accentuated long-standing weaknesses and created new challenges to the U.S. public health infrastructure. Moreover, COVID-19 affected nearly every aspect of healthcare and public health, laying bare disparities and gaps in some conditions and worsening others. Public health partners need the capacity to regain their footing in these areas and then accelerate their efforts.

CDC's *Strengthening U.S. Public Health Infrastructure, Workforce, and Data Systems* (PHI) funding is meant to help address these needs by providing support for core infrastructure improvements in the public health workforce (A1), capacity to implement the Foundational Capabilities (A2), and data infrastructure (A3). Investments in these three strategy areas will have sustained effects that position recipient agencies to better meet ongoing and future public health needs of the communities they serve. The Wisconsin Division of Public Health (DPH) has received PHI Grant funding from the CDC and is passing through 40% of A1 Workforce funding to local and Tribal health department (LTHD) partners.

Wisconsin DPH Vision for PHI Grant

DPH's long-term goal is for our statewide governmental public health system to be equipped with the financial and human resources needed to provide all Foundational Capabilities[1] to every community in Wisconsin. Realizing this vision will be dependent on articulating both the anticipated positive human and economic impacts to investing in public health, and the exact type of investments required to realize those impacts across the State.

The Foundational Capabilities are the basic set of core functions that underlie the successful execution of governmental public health programs. They align with the Ten Essential Services and with accreditation; and they include the administrative, organizational, and operational skills and resources required to identify public health needs, design and evaluate programs to meet them, and manage the resources and diverse community partnerships required to implement those programs. Health departments that are equipped to provide the Foundational Capabilities will be more capable of meeting the unique population health needs of all people in Wisconsin.

DPH plans to achieve this goal include: (1) refining our definition of core public health services more concretely in FPHS terms; (2) quantifying the resources and staff

[1] "Foundational Capabilities" is a term developed by the Foundational Public Health Services model to describe the cross-cutting skills and functions required for successful operation of governmental public health agencies and the programs they implement. Please see this overview of the FPHS model for more information.

required to implement them through a robust assessment of the governmental public health system; and (3) addressing identified gaps through strategic positions and actions that provide needed training, skills development, and application opportunities at both the State and local levels.

Available Funding

From Wisconsin's PHI award, the Department of Health Services (DHS) initially allocated 40% of A1 (Workforce) funding to Wisconsin local and Tribal health departments, including $16.8 million to local health departments (LHDs) and $344,152 to Tribal health departments.

August 2026 funding update: DHS is allocating an additional $2.13 million across all eligible local and Tribal health departments (LTHDs) from the PHI Grant A1 (Workforce) award. Funds were divided as follows:

> Local Health Departments: The State used a distribution formula for LHDs that includes 25% of the allocation as a base, 25% based on jurisdiction population, and 50% based on the Census Bureau's Community Resilience Estimate (CRE) score of individuals with three or more risk factors within the population. This adjustment serves to help direct additional resources towards areas with greater need.
>
> Tribal Health Departments: Since there is no CRE data available for Tribes, they received 2% of the passthrough and additional funds divided evenly by the total number of tribes. Tribes have received a separate Scope of Work, the remainder of this Scope of Work will therefore focus on LHDs.

A spreadsheet of LHD allocations by jurisdiction has been distributed via email and is available on the PHI Grant LTHD SharePoint site: LHDs PHIG Allocations August 2026.

Over and above the A1 funding detailed above, all LTHDs that submitted a costing and capacity assessment by the September 8, 2023 deadline as set by WALHDAB and Rede Group will see an additional $2,400 allocation to help offset that effort.

August 2026 funding update: All LHDs that submitted a costing and capacity assessment by the September 18, 2026, deadline as set by DPH will see an additional $2,900 allocation to help offset that effort.

Funding Periods

Allocated funding is available for expenses incurred from December 1, 2022 through November 30, 2027. Funding has been made available through a single five-year agreement but split across two funding periods.

Funding Purpose

The key expected outcomes of this funding include: (1) the hiring, retention, and training of diverse staff with improved wages and protections, ideally in positions that directly support the Foundational Capabilities; and (2) the increased capacity of public health agencies to implement the Foundational Capabilities.

Allowable Expenses

In preparation for this grant opportunity, DPH received significant input from health officers and other public health partners across Wisconsin that informed the development of DPH's proposal. Options provided below for LHD consideration are aligned with the DPH's PHI A1. Workforce and A2. Foundational Capability strategies and are designed to be mutually reinforcing.

Although LHDs are encouraged to pick from these options where feasible, DPH intends to be as flexible as possible with the allocated funds to ensure maximum utility and impact. As such, LHDs that feel a desired activity cannot fit within the options outlined below may either: (1) visit the full spectrum of activity options provided by the CDC in the Notice of Funding Opportunity (NOFO) Appendix 1: Sample Activities, or (2) create their own activity, so long as it clearly aligns with the stated Funding Purpose. In these cases, when providing the requested workplan, the LHD should choose "other CDC-provided activity" or "other LHD created activity" and then follow the prompts to provide an overview of the activity and, where applicable, how it aligns with the Funding Purpose.

NOTE: "Public health staff" as referenced throughout this document refers to any staff employed by or contracted with a local health department. Furthermore, activities included in eventual work plans could be delegated to or carried out by any type of public health staff, be they existing staff or new/contracted staff funded by PHI Grant dollars. Please note, however, that all recipients will be asked to report on the number and type of positions supported by PHI Grant dollars in any way (including sub-contracts); please incorporate this reporting need into the development of staff-planning.

Recruit and hire new public health staff

- ☐ Expand and improve recruitment efforts
- ☐ Improve hiring systems, practices, and support structures (e.g., create new or revise existing job descriptions, revise job pay scales, offer hiring incentives, establish or expand internships, fellowships, and related programs, including but not limited to the Area Health Education Centers (AHEC) Community Health Internship Program)
- ☐ Implement policies and practices that increase the diversity of applicant pools and the hiring, training, and retention of a diverse workforce

Retain public health staff

- ☐ Implement practices and policies that improve workplace culture and work-life balance for staff (e.g., hybrid work opportunities, retention incentives, sabbatical programs, promotional opportunities, leadership tracks, changing job classifications, etc.)
- ☐ Support existing staff time (preferably time spent on Foundational Capability-related work)
- ☐ Create/expand availability of leadership development opportunities
- ☐ Provide supplemental support to temporary staff (e.g., AmeriCorps members, etc.)
- ☐ Improve or establish retention practices

Support and sustain the public health workforce

- ☐ Expand employee well-being programs
- ☐ Strengthen employee engagement programs and methods
- ☐ Support staff participation in activities like strategic planning
- ☐ Expand staff involvement in professional networks

Train new and existing public health staff

- ☐ Support staff time to participate in DPH PHI Workforce Assessment; note that this is an individual-level staff assessment that will be implemented in mid- to late summer of 2023, and is separate from the agency-level costing and capacity assessment
- ☐ Cover staff time to participate in training related to Foundational Capabilities, including the development of leadership skills (e.g., covering the cost of a training course or offering tuition reimbursement, etc.)
- ☐ Support time and training costs for staff seeking to build deeper skill sets in strategic areas connected to the Foundational Capabilities, (e.g., data visualization, performance management/quality improvement, communications, partnership development, health equity/social determinants of health, etc.)

Strengthen workforce planning, systems, processes, and policies

- ☐ Create or revise workforce development plan/strategies
- ☐ Create or modify staff positions or position descriptions to focus on key crosscutting workforce issues and/or Foundational Capabilities
- ☐ Support infrastructure needed to facilitate policy, systems, and environmental change work (e.g., human resource and other information systems, online recruitment and hiring portal, workforce training system, etc.)
- ☐ Support staff time to participate in the agency-level Costing and Capacity Assessment (above and beyond the amount afforded through the add-ons as described above), as well as other state and national assessments

Support the implementation of Foundational Capability work, focusing on areas of need or current gaps:

- ☐ Support time for staff to participate in accreditation or reaccreditation activities

- ☐ Support time for staff to strengthen or develop community partnerships
- ☐ Use evidence-based methods of garnering and integrating community voice, particularly in community health assessment and improvement plan processes
- ☐ Support efforts to align and/or integrate State Health Assessment and Improvement Plan priorities with local efforts, including the Community Health Assessment and Improvement Plan where relevant
- ☐ Support time for staff to implement community health improvement plan priorities
- ☐ Support time for staff to implement other work that is directly connected to implementing the Foundational Capabilities, and/or the capacity of the agency to implement the Foundational Capabilities in the long-term; grantees are encouraged to be innovative in identifying mechanisms to promote the development of these foundational skills within their workforce and agency as a whole
- ☐ Support the infusion of diversity, equity, and inclusion in programs, policies, or approaches; may include staff time required to review and revise these efforts, staff time required to implement these approaches, the implementation of a training program or paying for a consultant to provide related training, or other innovative approaches designed to infuse DEI within public health practice, as suggested by the FPHS model

NOTE: In recognition of equity as a central component of the FPHS model and the State Health Assessment and Improvement Plan (SHA/SHIP), DPH also encourages jurisdictions to identify mechanisms to incorporate equity, the social determinants of health, and alignment with the SHA/SHIP within their PHI Grant activities where possible. DPH is available upon request to support jurisdictions in intentionally considering how to incorporate such an approach.

Important Notes Regarding Allowable Expenses

Per the NOFO, "recipients may use funds only for reasonable program purposes, including personnel, travel, supplies and services." Some costs associated with recruitment and hiring are allowable, including supplies and equipment needed to perform their jobs, personal protective equipment, data management, and other necessary supplies.

Please note that payments under this award will be subject to the provisions of:

- the Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (2 CFR part 200), including the cost principles and restrictions on general provisions for selected items of cost.
- CDC General Terms and Conditions for Non-research awards at https://www.cdc.gov/grants/federal-regulations-policies/index.html

Payments from the PHI Funds may be used only to cover costs incurred by the LHD between December 1, 2022 and November 30, 2025 for this first funding period, and through November 30, 2027 overall.

Unallowable Expenses

Per the NOFO, funds may not be used for any of the following:

- Funds may not be used for research (detailed definition here).
- Funds may not be used for clinical care except as allowed by law.
- Generally, funds may not be used to purchase furniture or equipment (detailed definition here). Any such proposed spending must be discussed with DPH for review by CDC.

Additionally, funds may not be duplicative and supplanting grantee funds by replacing or releasing available local grantee funds for alternative uses is not allowed.

Reporting Requirements

Recipient LHDs will be required to submit the following reports by the dates specified below.

- Just as is required in current version of the DPH Consolidated Contract, the PHI Grant program requires that LHDs complete a quarterly reconciliation process to ensure that they are tracking their remaining balances and previously submitted expenses. In lieu of a detailed financial report, the PHI Grant Management Team will request a copy of the result of this reconciliation each quarter. This will allow us to ensure alignment and that LHDs are monitoring spenddown regularly.

- **Activity Selection and Project Workplan**
  Within 60 days of initial contract receipt, the grantee will submit a response to the LTHD Workplan Development Survey here. This response will constitute the workplan, which need not be lengthy but should provide a sufficient overview of intended plans and any anticipated needs for the 5-year duration of the contract. DPH will seek to use this information to ensure alignment with the NOFO and DPH workplans and to identify potential statewide needs for technical assistance (TA), consultation, or support. Please note that we are aware that plans are likely to change multiple times over the course of these two funding periods. Revisions to activities and workplans are acceptable and expected.

  August 2026 funding update note: LHDs that have already fully expensed their initial PHI Grant A1 allocation will revise their work plan within 60 days of contract modification signature by submitting a response to the LTHD Workplan Development Survey.

- **Progress Reports**
  Required project reporting will occur semiannually through completion of a form provided by DPH. The template will ask for the following information:

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- **Project Update:** This will be a short narrative description of progress made on workplan objectives/activities and staff (new or existing) supported by grant funds. This will include the requirement to attribute expenses submitted during the previous period to the objectives/activities in the workplan.
- **Needed Technical Assistance (TA):** Any request for support, consultation, and/or technical assistance to mitigate challenges and/or develop activities and concepts in support of grant objectives.
- **Annual Updates:** In every other semiannual report, jurisdictions will be asked to share examples of impacts, and will also be asked to identify any major changes in their intended use of funds for the upcoming year.

Reporting deadlines through the full five-year agreement:

- Year 1 Report A – *not required based on timing of release of funds*
- Year 1 Report B – due on 12/29/2023
- Year 2 Report A – due on 06/28/2024
- Year 2 Report B – due on 12/30/2024
- Year 3 Report A – due on 06/27/2025
- Year 3 Report B – due on 12/30/2025
- Year 4 Report A – due on 06/26/2026
- Year 4 Report B – due on 12/30/2026
- Year 5 Report A – due on 06/29/2027
- Year 5 Report B – due on 12/30/2027

- **Monthly GEARS Expenditure Reporting**
  - Just as is required in current version of the DPH Consolidated Contract, the PHI Grant program requires that LHDs submit monthly expenditure reports by the end of the month following the reporting period. See detailed instructions for submitting expenditure reports on this page. Please note that reports should be submitted via email to DHS600CARS@dhs.wisconsin.gov and we ask that you copy DHSDPHPHIGrant@wi.gov on each submission.

Contacts

If you have any questions regarding this funding including allowable uses of funding, requests for purchasing of equipment, GEARS reporting requirements, or other questions, please send them to the shared PHI Grant Management Team inbox, DHSDPHPHIGrant@wi.gov.

Resources

Quality Training Standards | Training Development | CDC – All trainings should strive to adhere to CDC's Quality Training Standards and, when appropriate, to be made available through CDC TRAIN.

Required Disclosures

Violations

Consistent with 2 CFR 200.113 LHDs must disclose, in a timely manner in writing to DHS and the US HHS OIG, all information related to violations of federal criminal law involving fraud, bribery, or gratuity violations potentially affecting the federal award. Disclosures must be sent in writing to the CDC and to the HHS OIG at addresses available from DHS.

Disclose, in a timely manner in writing to the prime recipient (pass through entity, WI DHS) and the HHS OIG, all information related to violations of federal criminal law involving fraud, bribery, or gratuity violations potentially affecting the federal award. Disclosures must be sent in writing to the CDC and to the HHS OIG at the following addresses:

CDC, Office of Grants Services
Judith Davis, Grants Management Specialist
Centers for Disease Control and Prevention
Office of Financial Services
2939 Flowers Rd
Atlanta, GA 30341
Email: xxg6@cdc.gov (Include "Mandatory Grant Disclosures" in subject line)

-- AND --

U.S. Department of Health and Human Services
Office of the Inspector General
ATTN: Mandatory Grant Disclosures, Intake Coordinator
330 Independence Avenue, SW
Cohen Building, Room 5527
Washington, DC 20201
Fax: (202)-205-0604 (Include "Mandatory Grant Disclosures" in subject line)

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DEPARTMENT OF HEALTH SERVICES
Division of Enterprise Services
F-01788 (03/2022)

STATE OF WISCONSIN

CERTIFICATION REGARDING DEBARMENT AND SUSPENSION

Federal Executive Order (E.O.) 12549 "Debarment" requires that all contractors receiving individual awards, using Federal funds, and all subrecipients certify that the organization and its principals are not debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded by any Federal department or agency from doing business with the Federal Government. By signing this document you certify that your organization and its principals are not debarred. Failure to comply or attempts to edit this language may disqualify your bid. Information on debarment is available at the following websites: www.sam.gov.

Your signature certifies that neither you nor your principal is presently debarred, suspended, proposed for debarment, declared ineligible, or voluntarily excluded from participation in this transaction by any Federal department or agency.

SIGNATURE – Official Authorized to Sign Application	Date Signed

For *(Name of Vendor)*	Unique Entity Identifier (UEI), *if applicable*

docusign

Certificate Of Completion

Envelope Id: 79A52895-CCA0-8CE8-8389-D2DB5E28D28D
Subject: *RESEND* 155820 - Franklin HD - LPHD PHIG - 61917-3
Source Envelope:
Document Pages: 14 Signatures: 0
Certificate Pages: 5 Initials: 0
AutoNav: Enabled
EnvelopeId Stamping: Enabled
Time Zone: (UTC-06:00) Central Time (US & Canada)

Status: Sent

Envelope Originator:
Ghassan I. Kidess
201 East Washington Avenue
Madison, WI 53703
ghassani.kidess@dhs.wisconsin.gov
IP Address: 136.226.84.167

Record Tracking

Status: Original
10/12/2026 8:36:09 AM
Security Appliance Status: Connected

Holder: Ghassan I. Kidess
ghassani.kidess@dhs.wisconsin.gov
Pool. StateLocal

Location: DocuSign

Signer Events	Signature	Timestamp
Jean Schultz jschultz@franklinwi.gov Security Level: Email, Account Authentication (None)		Sent: 10/12/2026 8:38:34 AM Resent: 10/15/2026 12:22:32 PM Resent: 10/29/2026 7:08:11 AM Resent: 11/12/2026 8:50:33 AM Resent: 11/13/2026 7:33:50 AM Viewed: 11/13/2026 8:02:07 AM
Electronic Record and Signature Disclosure: Accepted: 11/13/2026 8:02:07 AM ID. b53e2576-da93-49ee-800d-97dd2e7a0e4d		
Anna Benton anna.benton@dhs.wisconsin.gov Security Level: Email, Account Authentication (None)		
Electronic Record and Signature Disclosure: Not Offered via Docusign		
In Person Signer Events	**Signature**	**Timestamp**
Editor Delivery Events	**Status**	**Timestamp**
Agent Delivery Events	**Status**	**Timestamp**
Intermediary Delivery Events	**Status**	**Timestamp**
Certified Delivery Events	**Status**	**Timestamp**
Carbon Copy Events	**Status**	**Timestamp**
DHS DPH Contract Routing dhsdphcontractrouting@dhs.wisconsin.gov Security Level: Email, Account Authentication (None)	COPIED	Sent: 10/12/2026 8:38:32 AM
Electronic Record and Signature Disclosure: Not Offered via Docusign		

Carbon Copy Events	Status	Timestamp
DPH Contracts DHSDPHContracts@dhs.wisconsin.gov DPH Contracts Shared Account Wisconsin Department of Health Services Security Level: Email, Account Authentication (None) **Electronic Record and Signature Disclosure:** Not Offered via Docusign	COPIED	Sent: 10/12/2026 8:38:33 AM
GEARS Contracts DHSCARSContracts@dhs.wisconsin.gov Wisconsin Department of Health Services Security Level: Email, Account Authentication (None) **Electronic Record and Signature Disclosure:** Not Offered via Docusign	COPIED	Sent: 10/12/2026 8:38:33 AM
Angela Beyer abeyer@franklinwi.gov Security Level: Email, Account Authentication (None) **Electronic Record and Signature Disclosure:** Not Offered via Docusign	COPIED	Sent: 10/15/2026 12:22:33 PM
Lori O'Neil loneil@franklinwi.gov Security Level: Email, Account Authentication (None) **Electronic Record and Signature Disclosure:** Not Offered via Docusign	COPIED	Sent: 10/15/2026 12:22:33 PM Viewed: 10/15/2026 12:37:40 PM

Witness Events	Signature	Timestamp

Notary Events	Signature	Timestamp

Envelope Summary Events	Status	Timestamps
Envelope Sent	Hashed/Encrypted	10/12/2026 8:38:33 AM
Envelope Updated	Security Checked	10/15/2026 12:22:31 PM
Envelope Updated	Security Checked	10/15/2026 12:22:31 PM
Envelope Updated	Security Checked	10/15/2026 12:22:31 PM
Envelope Updated	Security Checked	10/15/2026 12:22:31 PM
Envelope Updated	Security Checked	10/15/2026 12:22:31 PM
Envelope Updated	Security Checked	11/13/2026 7:33:47 AM
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Payment Events	Status	Timestamps

Electronic Record and Signature Disclosure

ELECTRONIC RECORD AND SIGNATURE DISCLOSURE

From time to time, Wisconsin Department of Health Services (we, us or Company) may be required by law to provide to you certain written notices or disclosures. Described below are the terms and conditions for providing to you such notices and disclosures electronically through the DocuSign system. Please read the information below carefully and thoroughly, and if you can access this information electronically to your satisfaction and agree to this Electronic Record and Signature Disclosure (ERSD), please confirm your agreement by selecting the check-box next to 'I agree to use electronic records and signatures' before clicking 'CONTINUE' within the DocuSign system.

Getting paper copies

At any time, you may request from us a paper copy of any record provided or made available electronically to you by us. You will have the ability to download and print documents we send to you through the DocuSign system during and immediately after the signing session and, if you elect to create a DocuSign account, you may access the documents for a limited period of time (usually 30 days) after such documents are first sent to you. After such time, if you wish for us to send you paper copies of any such documents from our office to you, you will be charged a $0.00 per-page fee. You may request delivery of such paper copies from us by following the procedure described below.

Withdrawing your consent

If you decide to receive notices and disclosures from us electronically, you may at any time change your mind and tell us that thereafter you want to receive required notices and disclosures only in paper format. How you must inform us of your decision to receive future notices and disclosure in paper format and withdraw your consent to receive notices and disclosures electronically is described below.

Consequences of changing your mind

If you elect to receive required notices and disclosures only in paper format, it will slow the speed at which we can complete certain steps in transactions with you and delivering services to you because we will need first to send the required notices or disclosures to you in paper format, and then wait until we receive back from you your acknowledgment of your receipt of such paper notices or disclosures. Further, you will no longer be able to use the DocuSign system to receive required notices and consents electronically from us or to sign electronically documents from us.

All notices and disclosures will be sent to you electronically

Unless you tell us otherwise in accordance with the procedures described herein, we will provide electronically to you through the DocuSign system all required notices, disclosures, authorizations, acknowledgements, and other documents that are required to be provided or made available to you during the course of our relationship with you. To reduce the chance of you inadvertently not receiving any notice or disclosure, we prefer to provide all of the required notices and disclosures to you by the same method and to the same address that you have given us. Thus, you can receive all the disclosures and notices electronically or in paper format through the paper mail delivery system. If you do not agree with this process, please let us know as described below. Please also see the paragraph immediately above that describes the consequences of your electing not to receive delivery of the notices and disclosures electronically from us.

How to contact Wisconsin Department of Health Services:

You may contact us to let us know of your changes as to how we may contact you electronically, to request paper copies of certain information from us, and to withdraw your prior consent to receive notices and disclosures electronically as follows:
To contact us by email send messages to: DHSContractCentral@dhs.wisconsin.gov

To advise Wisconsin Department of Health Services of your new email address

To let us know of a change in your email address where we should send notices and disclosures electronically to you, you must send an email message to us at DHSContractCentral@dhs.wisconsin.gov and in the body of such request you must state: your previous email address, your new email address. We do not require any other information from you to change your email address.

If you created a DocuSign account, you may update it with your new email address through your account preferences.

To request paper copies from Wisconsin Department of Health Services

To request delivery from us of paper copies of the notices and disclosures previously provided by us to you electronically, you must send us an email to DHSContractCentral@dhs.wisconsin.gov and in the body of such request you must state your email address, full name, mailing address, and telephone number. We will bill you for any fees at that time, if any.

To withdraw your consent with Wisconsin Department of Health Services

To inform us that you no longer wish to receive future notices and disclosures in electronic format you may:

i. decline to sign a document from within your signing session, and on the subsequent page, select the check-box indicating you wish to withdraw your consent, or you may;

ii. send us an email to DHSContractCentral@dhs.wisconsin.gov and in the body of such request you must state your email, full name, mailing address, and telephone number. We do not need any other information from you to withdraw consent.. The consequences of your withdrawing consent for online documents will be that transactions may take a longer time to process..

Required hardware and software

The minimum system requirements for using the DocuSign system may change over time. The current system requirements are found here: https://support.docusign.com/guides/signer-guide-signing-system-requirements.

Acknowledging your access and consent to receive and sign documents electronically

To confirm to us that you can access this information electronically, which will be similar to other electronic notices and disclosures that we will provide to you, please confirm that you have read this ERSD, and (i) that you are able to print on paper or electronically save this ERSD for your future reference and access; or (ii) that you are able to email this ERSD to an email address where you will be able to print on paper or save it for your future reference and access. Further, if you consent to receiving notices and disclosures exclusively in electronic format as described herein, then select the check-box next to 'I agree to use electronic records and signatures' before clicking 'CONTINUE' within the DocuSign system.

By selecting the check-box next to 'I agree to use electronic records and signatures', you confirm that:

- You can access and read this Electronic Record and Signature Disclosure; and
- You can print on paper this Electronic Record and Signature Disclosure, or save or send this Electronic Record and Disclosure to a location where you can print it, for future reference and access; and
- Until or unless you notify Wisconsin Department of Health Services as described above, you consent to receive exclusively through electronic means all notices, disclosures, authorizations, acknowledgements, and other documents that are required to be provided or made available to you by Wisconsin Department of Health Services during the course of your relationship with Wisconsin Department of Health Services.

APPROVAL	REQUEST FOR COMMON COUNCIL ACTION	MEETING DATE December 1, 2026
REPORTS & RECOMMENDATIONS	**Resolution to Authorize Certain Officials to Execute an Integrated Payments Addendum with BS&A Software, LLC to Replace the City's Payment Processing Services**	ITEM NUMBER H.8.

Background

The City currently contracts with Invoice Cloud to provide online credit card payment processing for City-collected payments, with the exception of Municipal Court and Property Tax payments. The city has utilized Invoice Cloud for payment processing since 2020.

Under the current process, an electronic import is created each business day to transfer payment and receipt information from Invoice Cloud into the City's BS&A accounting software. This process requires daily involvement from Treasury staff to export, review, and import payment information between the two systems.

The current Invoice Cloud agreement provides for an initial three-year term, with automatic renewal for each of three successive one-year terms.

BS&A and Invoice Cloud currently have a partnership that facilitates the City's existing payment processing arrangement. That partnership will formally terminate as of July 1, 2027. As a result, staff has evaluated alternatives for continuing the City's online payment processing services and is recommending that the city transition to BS&A Payments.

Analysis

The primary objective of the change is to move the City's payment processing to a solution that is directly integrated with the City's existing BS&A financial management system, while providing additional payment options, improved reporting, and a reduction in the administrative work currently required by Treasury staff.

Fee / Service	InvoiceCloud – Current	BS&A Payments – Proposed	Difference / Consideration
Implementation	$0	$0	No difference
Monthly Account Fee	$150/month	$0	BS&A eliminates $1,800/year fixed fee
Paperless Billing	$0.35 per bill per cycle	$0	BS&A eliminates approximately $5,000 annually
Gateway	Included in monthly fee	$0	No separate BS&A charge
PCI DSS	Included in monthly fee	$0	No separate BS&A charge
Tokenization	Included in monthly fee	$0	No separate BS&A charge
Real-Time ACH Validation	Not separately identified	$0	Included with BS&A
Fraud & Risk Monitoring	Not separately identified	$0	Included with BS&A
Text-to-Pay	Not identified	$0	Included with BS&A

IVR	$0.75/call	$0	BS&A eliminates per-call IVR charge
Credit/Debit – Utility	$3.95/transaction paid by payer	2.95% + $0.50 paid by payer	BS&A fee varies based on payment amount
Credit/Debit – Misc.	$3.95/transaction paid by payer	2.95% + $0.50 paid by payer	BS&A fee varies based on payment amount
ACH – One-Time	$2.50/transaction paid by payer	$2.50/transaction paid by payer	No change
ACH – Utility AutoPay	$0.60/transaction paid by City	$1.30/transaction absorbed by City	$0.70 increase per transaction (approximately $9,500)
American Express, Google Pay, Apple Pay	Not accepted	Accepted	Expanded payment option with BS&A

Daily Management Report for 11/16/2026:

Invoice Type	YTD #	YTD $	MTD #	MTD $	Day #	Day $	Paperless #	AutoPay #
Miscellaneous Receivables	153	$59,339.86	4	$159.60	0	$0.00	0	0
Water, Sewer	18,363	$4,715,598.01	143	$37,007.42	11	$2,950.02	3,481	3,464
Building Permits	2,167	$695,292.68	90	$22,900.25	0	$0.00	0	0
Business License	166	$21,860.00	3	$320.00	0	$0.00	0	0
General Receipts	112	$12,339.06	5	$91.94	0	$0.00	0	0

* The final annual savings will depend on the City's actual transaction volume, payment type, average transaction amount, and whether the City or payer absorbs individual transaction fees.

Staff has identified several benefits to transitioning to BS&A Payments:

1. Elimination of Monthly Account Fee: BS&A does not charge the city a monthly account fee, eliminating the current InvoiceCloud charge of $150 per month.
2. Per transaction maximum: Invoice cloud offers $450 as the per transaction maximum. There is no limit to BS&A Payments.
3. Direct Integration with BS&A: BS&A Payments is designed to work directly with the City's existing BS&A financial management system. This eliminates the need for the current daily export and import process between InvoiceCloud and BS&A.
4. Reduced Treasury Staff Workload: The current process requires Treasury staff to transfer payment information from one system into another on a daily basis. Moving to BS&A is expected to significantly reduce this manual processing and allow staff to focus on reconciliation, accounting, customer service, and other higher-value treasury functions.
5. Expanded Payment Options: BS&A supports Visa, Mastercard, Discover, and American Express. The proposed platform also supports multiple payment channels and methods, including online payments, text-to-pay, IVR, counter payments, credit/debit cards, and ACH.
6. Improved Reporting and Reconciliation: Because payment processing and accounting information will be more closely integrated within the BS&A environment, staff anticipates that reporting, reconciliation, and transaction research will be more streamlined and user-friendly.
7. Simplified Vendor Relationship: Moving payment processing to BS&A consolidates the City's financial software and payment processing relationship with the City's existing financial software provider. This

should make system administration, troubleshooting, training, and future system enhancements more efficient.

Potential Disadvantages & Considerations:

1. Per-Transaction Fees May Vary: Unlike InvoiceCloud's flat $3.95 credit/debit card convenience fee, BS&A's credit card fees are percentage-based and vary by payment type. Depending upon the payment amount, the BS&A fee may be greater or less than the current InvoiceCloud fee.
2. ACH AutoPay Cost: For utility billing AutoPay transactions, BS&A lists a $1.30 per-transaction fee absorbed by the municipality, compared with the current InvoiceCloud fee of $0.60 per transaction. This represents an increase in the City's cost for this specific transaction type.
3. Contract Termination Considerations: The City has been advised by its InvoiceCloud representative that the City must provide notice of cancellation no later than January 1, 2027. However, the city is subject to an early termination fee if the agreement is terminated prior to January 1, 2027. Staff will need to coordinate the implementation of BS&A Payments and the termination of InvoiceCloud carefully to minimize or avoid this fee while ensuring that there is no interruption in the City's ability to accept payments. The city intends to honor the duration of the InvoiceCloud contract, so there is no potential for an early termination fee.

CUSTOMER IMPACT

The transition is expected to have a positive impact on customers by providing additional payment options and a more integrated payment experience.

The proposed BS&A platform can accommodate credit card, debit card, ACH, and other electronic payment methods, including Apple Pay and Google Pay.

The city will need to provide appropriate advance communication to customers regarding the transition, including any changes to the convenience fees charged at the time of payment.

SERVICE AND SUPPORT

The transition will also change the City's support relationship.

Staff has experienced challenges with the current InvoiceCloud support model in which assistance may involve communication with support personnel located outside the United States. This can create additional challenges related to communication, issue resolution, and coordination when addressing time-sensitive operational matters.

BS&A would provide the City with a more direct support relationship through its existing financial software provider and a support structure that is more closely aligned with the City's existing system and operational environment.

CHANGES IN CITY RATES AND FEES SINCE 2020

Since the City entered into its agreement with InvoiceCloud in 2020, the City's fees, licenses, permits, and utility rates have increased. This includes increases in water and sewer utility rates, as well as adjustments to various City fees, licenses, and permits over the past several years. As a result, the average dollar amount of payments being made to the City has increased since the original InvoiceCloud agreement was established and is expected to continue increasing as utility rates and other City charges change.

As part of its review of the current InvoiceCloud agreement, the City contacted InvoiceCloud to determine whether the existing $450 maximum credit/debit card transaction threshold could be increased to better accommodate larger payments. InvoiceCloud advised the city that increasing the $450 threshold would require a change to the City's existing fee schedule and would result in increased fees.

Recommendation

Staff recommends that the Common Council approve the transition from InvoiceCloud to BS&A Payments. Although the proposed platform will result in an increased City-paid fee for utility AutoPay transactions, the elimination of InvoiceCloud's monthly account fee, paperless billing charges, and other potential processing costs is expected to offset some or all of that increase. The transition also provides an opportunity to improve payment reconciliation, reporting, customer service, and overall operational efficiency.

The Finance Committee has reviewed this at their November 24, 2026 meeting and recommend approval.

The City Attorney has reviewed the contract and addendum and had some comments that have been relayed to BS&A. Their team is reviewing the comments.

COUNCIL ACTION REQUESTED

Motion to adopt Resolution No. 2026-_____, a Resolution to Authorize Certain Officials to Execute an Integrated Payments Addendum with BS&A Software, LLC to Replace the City's Payment Processing Services, contingent on technical corrections reviewed and approved by the City Attorney and Director of Finance & Treasurer.

Finance Dept – DB

STATE OF WISCONSIN : CITY OF FRANKLIN : MILWAUKEE COUNTY

RESOLUTION NO. 2026 - _____

A RESOLUTION TO AUTHORIZE CERTAIN OFFICIALS TO EXECUTE AN INTEGRATED PAYMENTS ADDENDUM WITH BS&A SOFTWARE, LLC TO REPLACE THE CITY'S PAYMENT PROCESSING SERVICES

WHEREAS, the City of Franklin currently contracts with InvoiceCloud to provide online credit and debit card payment processing services for City-collected payments, excluding Municipal Court and Property Tax payments, and has utilized these services since 2020; and

WHEREAS, the current InvoiceCloud payment processing arrangement requires Treasury staff to perform a daily electronic export and import process to transfer payment and receipt information into the City's BS&A financial management system; and

WHEREAS, the existing partnership between BS&A and InvoiceCloud will formally terminate effective July 1, 2027, requiring the City to evaluate alternative payment processing services to ensure continuity of online payment services; and

WHEREAS, City staff has evaluated available alternatives and recommends transitioning to BS&A Payments through an Integrated Payments Addendum with BS&A Software, LLC, the City's existing financial management software provider; and

WHEREAS, BS&A Payments offers direct integration with the City's existing BS&A financial management system, eliminating the need for the current daily manual export and import process and providing opportunities to improve payment processing, reporting, reconciliation, and overall Treasury operations; and

WHEREAS, the proposed BS&A Payments platform provides additional payment options, including Visa, Mastercard, Discover, American Express, Apple Pay, Google Pay, ACH, text-to-pay, interactive voice response (IVR), and counter payment capabilities; and

WHEREAS, the proposed transition eliminates several existing InvoiceCloud fees, including the $150 monthly account fee, paperless billing charges, and separate gateway, PCI compliance, and tokenization fees, while providing additional services such as real-time ACH validation and fraud and risk monitoring; and

WHEREAS, the final financial impact of the transition will depend on actual transaction volumes, payment types, average transaction amounts, and the allocation of applicable transaction fees between the City and the customer; and

WHEREAS, BS&A Payments does not impose the current $450 maximum transaction limit established under InvoiceCloud, allowing customers to make larger payments electronically without the existing transaction threshold; and

WHEREAS, the transition is expected to reduce administrative responsibilities for Treasury staff, streamline payment reconciliation and reporting, improve customer payment options, and provide a more direct support relationship through the City's existing financial software provider; and

WHEREAS, the City intends to honor the duration of its existing InvoiceCloud agreement and coordinate the transition to BS&A Payments to avoid early termination fees and ensure uninterrupted payment processing services; and

WHEREAS, the City will provide appropriate advance notification to customers regarding the transition and any applicable changes to payment processing or convenience fees; and

WHEREAS, the Finance Committee reviewed the proposed transition at its November 24, 2026 meeting and recommends approval; and

WHEREAS, the City Attorney has reviewed the proposed Integrated Payments Addendum and provided comments to BS&A Software, LLC, which remain subject to review and resolution prior to execution; and

WHEREAS, the Common Council finds that transitioning to BS&A Payments is in the best interest of the City by improving operational efficiency, enhancing customer payment options, and better integrating the City's payment processing and financial management systems.

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Common Council of the City of Franklin, Wisconsin, that the integrated payments addendum to provide online credit and debit card payment processing services for City-collected payments, excluding Municipal Court and Property Tax payments and related forms with BS&A Software, LLC, in the form and content as annexed hereto, be and the same is hereby approved.

BE IT FURTHER RESOLVED, that the Mayor, City Clerk and Director of Finance and Treasurer be and the same are hereby authorized to execute and deliver such agreement, subject to any technical and contractual corrections reviewed and approved by the City Attorney and the Director of Finance and Treasurer.

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

PASSED AND ADOPTED by the Common Council of the City of Franklin on the _____ day of _____, 2026.

APPROVED:

_____
John R. Nelson, Mayor

ATTEST:

_____
Shirley J. Roberts, City Clerk

AYES _____ NOES _____ ABSENT _____

AGREEMENT

This AGREEMENT, is made and entered into this ___ day of _____, between the City of Franklin, 9229 West Loomis Road, Franklin, Wisconsin 53132 (hereinafter "CLIENT") and __BS&A Software, LLC_____ (hereinafter "CONTRACTOR"), whose principal place of business is ___14965 Abbey Ln Bath, MI 48808___.

WITNESSETH

WHEREAS, the CONTRACTOR is duly qualified and experienced as a municipal services contractor and has offered services for the purposes specified in this AGREEMENT; and

WHEREAS, in the judgment of CLIENT, it is necessary and advisable to obtain the services of the CONTRACTOR to provide _Payment Processing Services_____;

NOW, THEREFORE, in consideration of these premises and the following mutual covenants, terms, and conditions, CLIENT and CONTRACTOR agree as follows:

I. BASIC SERVICES AND AGREEMENT ADMINISTRATION

A. CONTRACTOR shall provide services to CLIENT for __Payment Processing Service__, as described in CONTRACTOR's proposal to CLIENT dated _____, annexed hereto and incorporated herein as Attachment A.

B. CONTRACTOR shall serve as CLIENT's professional representative in matters to which this AGREEMENT applies. CONTRACTOR may employ the services of outside consultants and subcontractors when deemed necessary by CONTRACTOR to complete work under this AGREEMENT following approval by CLIENT.

C. CONTRACTOR is an independent contractor and all persons furnishing services hereunder are employees of, or independent subcontractors to, CONTRACTOR and not of CLIENT. All obligations under the Federal Insurance Contribution Act (FICA), the Federal Unemployment Tax Act (FUTA), and income tax withholding are the responsibility of CONTRACTOR as employer. CLIENT understands that express AGREEMENTS may exist between CONTRACTOR and its employees regarding extra work, competition, and nondisclosure.

D. During the term of this AGREEMENT and throughout the period of performance of any resultant AGREEMENT, including extensions, modifications, or additions thereto, and for a period of one (1) year from the conclusion of such activity, the parties hereto agree that neither shall solicit for employment any technical or professional employees of the other without the prior written approval of the other party.

II. FEES AND PAYMENTS

CLIENT agrees to pay CONTRACTOR, for and in consideration of the performance of Basic Services further described in Attachment A, [at our standard billing rates], subject to the terms detailed below:

A. CONTRACTOR may bill CLIENT and be paid for all work satisfactorily completed hereunder on a monthly basis. CLIENT agrees to pay CONTRACTOR's invoice within 30 days of invoice date for all approved work.

B. For services rendered, monthly invoices will include a report that clearly states the hours and type of work completed and the fee earned during the month being invoiced.

C. In consideration of the faithful performance of this AGREEMENT, the CONTRACTOR will not exceed the fee for Basic Services and expenses without written authorization from CLIENT to perform work over and above that described in the original AGREEMENT.

D. Should CLIENT find deficiencies in work performed or reported, it will notify CONTRACTOR in writing within thirty (30) days of receipt of invoice and related report and the CONTRACTOR will remedy the deficiencies within thirty (30) days of receiving CLIENT's review. This subsection shall not be construed to be a limitation of any rights or remedies otherwise available to CLIENT.

III. MODIFICATION AND ADDITIONAL SERVICES

A. CLIENT may, in writing, request changes in the Basic Services required to be performed by CONTRACTOR and require a specification of incremental or decremental costs prior to change order agreement under this AGREEMENT. Upon acceptance of the request of such changes, CONTRACTOR shall submit a "Change Order Request Form" to CLIENT for authorization and notice to proceed signature and return to CONTRACTOR. Should any such actual changes be made, an equitable adjustment will be made to compensate CONTRACTOR or reduce the fixed price, for any incremental or decremental labor or direct costs, respectively. Any claim by CONTRACTOR for adjustments hereunder must be made to CLIENT in writing no later than forty-five (45) days after receipt by CONTRACTOR of notice of such changes from CLIENT.

IV. ASSISTANCE AND CONTROL

A. _____ will coordinate the work of the CONTRACTOR, and be solely responsible for communication within the CLIENT's organization as related to all issues originating under this AGREEMENT.

B. CLIENT will timely provide CONTRACTOR with all available information concerning PROJECT as deemed necessary by CONTRACTOR.

C. CONTRACTOR will appoint, subject to the approval of CLIENT, _____ CONTRACTOR's Project Manager and other key providers of the Basic Services. Substitution of other staff may occur only with the consent of CLIENT.

V. TERMINATION

A. This AGREEMENT may be terminated by CLIENT, upon thirty (30) days written notice to CONTRACTOR. This AGREEMENT may be terminated by CONTRACTOR upon thirty (30) days written notice. Upon such termination by CLIENT, CONTRACTOR shall be entitled to payment of such amount as shall fairly compensate CONTRACTOR for all work approved up to the date of termination, except that no amount shall be payable for any losses of revenue or profit from any source outside the scope of this AGREEMENT, including but not limited to, other actual or potential agreements for services with other parties.

B. The rights and remedies of CLIENT and CONTRACTOR under this section are not exclusive and are in addition to any other rights and remedies provided by law or appearing in any other article of this AGREEMENT.

VI. INSURANCE

The CONTRACTOR shall, during the life of the AGREEMENT, maintain insurance coverage with an authorized insurance carrier at least equal to the minimum limits set forth below:

A. General/Commercial Liability (*Must have General/Commercial*)	$1,000,000 per each occurrence for bodily injury, personal injury, and property damage $2,000,000 per general aggregate, *CITY shall be named as an additional insured on a primary, non-contributory basis.*
B. Automobile Liability *(Must have auto liability)*	$1,000,000 combined single limit *CITY shall be named as an additional insured on a primary, non-contributory basis.*
C. Contractor's Pollution Liability (*If applicable)*	$1,000,000 per occurrence $2,000,000 aggregate *CITY shall be named as an additional insured on a primary, non-contributory basis.*
D. Umbrella or Excess Liability Coverage for General/Commercial, Automobile Liability, and Contractor's Pollution Liability	$2,000,000 per occurrence for bodily injury, personal injury, and property *CITY shall be named as an additional insured on a primary, non-contributory basis.*

E. Worker's Compensation and Employers' Liability *(Must have workers compensation)*	Statutory *Contractor will provide a waiver of subrogation and/or any rights of recovery allowed under any workers' compensation law.*
F. Professional Liability (Errors & Omissions) (*If applicable*)	$2,000,000 single limit

Upon the execution of this AGREEMENT, CONTRACTOR shall supply CLIENT with a suitable statement certifying said protection and defining the terms of the policy issued, which shall specify that such protection shall not be cancelled without thirty (30) calendar days prior notice to CLIENT, and naming CLIENT as an additional insured as required above.

VII. INDEMNIFICATION AND ALLOCATION OF RISK

A. Nothing contained within this AGREEMENT is intended to be a waiver or estoppel of the contracting municipality CLIENT or its insurer to rely upon the limitations, defenses, and immunities contained within Wisconsin law, including those contained within Wisconsin Statutes §§ 893.80, 895.52, and 345.05. To the extent that indemnification is available and enforceable, the municipality CLIENT or its insurer shall not be liable in indemnity or contribution for an amount greater than the limits of liability for municipal claims established by Wisconsin Law.

VIII. TIME FOR COMPLETION

CONTRACTOR shall commence work immediately having received a Notice to Proceed as of _____.

IX. DISPUTES

This AGREEMENT shall be construed under and governed by the laws of the State of Wisconsin. The venue for any actions arising under this AGREEMENT shall be the Circuit Court for Milwaukee County. The prevailing party shall be awarded its actual costs of any such litigation, including reasonable attorney fees.

X. RECORDS RETENTION

CONTRACTOR shall maintain all records pertaining to this AGREEMENT during the term of this AGREEMENT and for a period of 7 years following its completion. Such records shall be made available by the CONTRACTOR to CLIENT for inspection and copying upon request.

XI. MISCELLANEOUS PROVISIONS

A. Professionalism. The same degree of care, skill and diligence shall be exercised in the performance of the services as is possessed and exercised by a member of the same profession, currently practicing, under similar circumstances, and all persons providing such services under this AGREEMENT shall have such active certifications, licenses and permissions as may be required by law.

B. Pursuant to Law. Notwithstanding anything to the contrary anywhere else set forth within this AGREEMENT, all services and any and all materials and/or products provided by CONTRACTOR under this AGREEMENT shall be in compliance with all applicable governmental laws, statutes, decisions, codes, rules, orders, and ordinances, be they Federal, State, County or Local.

C. Conflict of Interest. CONTRACTOR warrants that neither it nor any of its affiliates has any financial or other personal interest that would conflict in any manner with the performance of the services under this Agreement and that neither it nor any of its affiliates will acquire directly or indirectly any such interest. CONTRACTOR warrants that it will immediately notify the CLIENT if any actual or potential conflict of interest arises or becomes known to the CONTRACTOR. Upon receipt of such notification, a CLIENT review and written approval is required for the CONTRACTOR to continue to perform work under this Agreement.

D. This AGREEMENT may only be amended by written instrument signed by both CLIENT and CONTRACTOR.

XII. CONTROLLING TERMS AND PROVISIONS

The terms and provisions of any CONTRACTOR proposal, Attachment, Exhibit, and standard terms and provisions annexed hereto shall control over any conflicting term or provisions contained herein.

IN WITNESS WHEREOF, the parties have caused this AGREEMENT to be executed on the day and year first above written.

CITY OF FRANKLIN, WISCONSIN

BY: _____

PRINT NAME: John R. Nelson

TITLE: Mayor

DATE: _____

BY: _____

PRINT NAME: Shirley J. Roberts

TITLE: City Clerk

DATE: _____

BY: _____

PRINT NAME: Danielle L. Brown

TITLE: Director of Finance and Treasurer

DATE: _____

_____

BY: _____

PRINT NAME: _____

TITLE: _____

DATE: _____

Approved as to form:

_____

Christina M. Lucchesi, City Attorney

DATE:_____

Integrated Payments Addendum

Last Updated: April 21, 2026

This Addendum ("**Addendum**") supplements the Customer Agreement last entered into by and between BS&A Software, LLC ("**BS&A**"), as amended, and the business set forth on the Customer Order ("**Customer**"). This Addendum, together with the Customer Agreement (which includes the Customer Order Form and Customer Terms and Conditions) are collectively referred to as the "**Agreement**". BS&A and Customer may be referred to individually as a "**Party**" or collectively as "**Parties.**"

Payment processing services accessible through an integration with BS&A's platform are provided by Processors. This Addendum will apply if Customer sets up an account with a Processor ("**Account**"), to receive payment processing services from Processor ("**Payment Processing Services**") through such integration.

Capitalized terms used but not defined in this Addendum have the meanings given in **Exhibit 1** (Definitions). If not defined in this Addendum or **Exhibit 1**, capitalized terms will have the meanings given to them in the Agreement or in the applicable Processor Agreements.

1. Payment Processing Services. Customer may elect to integrate one or more of the Payment Methods that BS&A offers for integration with the BS&A platform by agreeing to the terms of the applicable schedule to this Addendum for such Payment Method ("**Payment Method Schedule**"). Payment Processing Services that are accessible through an integration with the BS&A platform are provided by the respective Processor. BS&A may suspend, modify, or terminate its relationship with any Processor in its sole discretion, at any time and without notice, and without affecting the Parties' relationship under this Addendum. Customer will fully cooperate with any BS&A platform access or other changes required to facilitate a conversion to a new Processor. Customer acknowledges that Processor, not BS&A, has the ultimate decision whether to approve Customer for the Payment Processing Services. If Processor does not approve Customer for Payment Processing Services, BS&A may terminate the Agreement upon written notice to Customer.

1.1 Processor Agreements. Customer's use of the Payment Processing Services is subject to the applicable Processor Agreement(s) as reflected in the Payment Method Schedule for such Payment Processing Services. Customer may not use any Payment Processing Services until Customer agrees to the applicable Processor Agreement(s). By agreeing to this Addendum, Customer expressly: (a) accepts and agrees to be bound by the Processor Agreement(s), and (b) authorizes BS&A to capture Customer's electronic or digital acceptance of the Processor Agreement(s) and provide proof of such acceptance to Processor as may be requested by Processor. Customer understands that: (i) the Processor Agreements are solely between Customer and the respective Processor(s); (ii) the Payment Processing Services are provided solely by the respective Processor; (iii) Customer is solely responsible for its own relationship with Processor; and (iii) BS&A is not a party to the Processor Agreements, has no control over the Payment Processing Services or the Processor Agreements, and will have no liability under the Processor Agreements or in any way relating to the Payment Processing Services. Customer is responsible for checking for applicable updates to the Processor Agreements from time to time, and any use by Customer of the Payment Processing Services following a change to the Processor Agreements shall constitute acceptance of such change.

1.2 Customer Information and Onboarding. Customer will follow the onboarding procedures and policies provided by BS&A and Processor (as may be amended from time to time), and Customer will provide all requested information. All information provided by Customer to BS&A must be truthful and accurate. If any information disclosed to BS&A or Processor becomes untrue or not accurate, Customer must immediately notify BS&A and Processor of such change, as applicable. As part of the onboarding procedures BS&A may, in some cases, require information from an individual's credit profile. By submitting a Customer Order, Customer represents and warrants to BS&A that it has obtained written instruction and authorization from each Beneficial Owner (or other required individual) for BS&A to obtain information from such individuals' credit profile (including consumer reports) from a credit reporting agency for the purpose of identification verification and fraud and credit risk evaluation when applicable. "**Beneficial Owner**" means

any person who: (a) directly or indirectly owns or controls at least 25% or more of Customer's ownership interests; or (b) exercises substantial control over Customer.

1.3 Transaction Processing and Settlement. Transactions are processed by Processor, not BS&A. Processor (or its partner banks) will settle Transaction proceeds to Customer's designated bank account in accordance with the applicable Processor Agreement(s). Customer acknowledges and agrees that its processed transactions may, in Processor's discretion, be deposited into to a pooled account held for the benefit of Customer and other customers of BS&A held at any financial institution so that such funds may be combined and aggregated with other funds that are ultimately settled to Customer by such financial institution. Customer understands and agrees that BS&A does not process, receive, or hold Customer funds at any time and that BS&A is not a bank, money transmitter, or other money services business (as such terms are defined by the Bank Secrecy Act or any state law). To the extent BS&A is deemed to hold or receive funds (constructively or otherwise) of any customer of Customer at any point in time, Customer hereby irrevocably appoints BS&A as its non-fiduciary agent for the limited purpose of collecting, receiving, holding, and settling funds from Customer's customer ("**Payor**") on Customer's behalf. In such event, such funds shall be deemed received by Customer upon receipt by BS&A and shall satisfy the Payor's obligation to Customer in connection with the Transaction for the goods or services sold by Customer. If BS&A fails to remit such funds to Customer, Customer's sole recourse for such event is solely against BS&A and not against the Payor or the Payor's financial source.

1.4 Data Usage and Sharing. Customer agrees that BS&A and Processor may use Transaction data that has been de-identified and/or aggregated for the business purposes of providing insights, optimizing payment performance, and improving BS&A's and Processor's products and services, including fraud prevention and risk assessments. Customer authorizes BS&A to: (a) access and receive data relating to Customer's Account, including transaction and usage data and other data about the Account; (b) share data regarding the Account, related activity and other Customer data with Processor in connection with the Payment Processing Services; (c) issue instructions to Processor regarding Transactions and funds processed by Processor; and (d) to perform all other necessary activities, including access, usage and applying the appropriate settings with respect to the data of Customer processed through Processor's systems. Customer agrees to complete and submit any additional authorization forms or other such documentation as requested by BS&A or Processor from time to time. The Parties acknowledge that Customer, not BS&A or Processor, is responsible for providing the necessary disclosures to, and obtaining the required consents from, Payors or other data subjects regarding the processing of personal information by BS&A and Processor. Additionally, Customer is responsible for fulfilling any other obligations associated with required disclosures or consents when interacting directly with consumer Payors or data subject and must comply with the data privacy and security terms in the Customer Agreement.

2. Payment Terms

2.1 Fees. The fees for the Payment Processing Services will be as set forth in **Exhibit 3** (Fees) of this Addendum and will be automatically debited by BS&A via ACH from the depository account designated by Customer that is on file with BS&A ("**Customer Account**"). Customer hereby authorizes BS&A, Processor, their financial institutions and any of their assignees to collect amounts owed under this Addendum (including, but not limited to, the fees for the Payment Processing Services set forth on **Exhibit 3** (Fees) and any liabilities arising under this Addendum) by debiting funds from the Customer Account ("**ACH Debit Authorization**"). All payments are non-refundable. If Customer fails to make any payment when due (or any ACH Debit of the Customer Account is returned or rejected for any reason), late charges will accrue as permitted pursuant to Section 7.1 (Fees) of the Customer Agreement. All fees are exclusive of any applicable taxes, unless otherwise provided. Customer agrees that all ACH transactions authorized pursuant to this authorization comply with all Applicable Laws and with the Network Rules (including the Nacha Operating Rules). Notwithstanding anything to the contrary in the Agreement, fees for the Payment Processing Services can be amended upon thirty (30) days' notice to Customer.

2.2 Discrepancies. If Customer believes that there is an error in any statement provided by BS&A or Processor or any information reported by BS&A or Processor regarding a Transaction, or any error made in the amount of a payment or settlement, Customer must notify BS&A within thirty (30) days of the date

Client first had access to the statement or payment containing the error or discrepancy or it will be deemed to have waived such claim.

2.3 Tax Reporting. BS&A or Processor, as determined between them, may send documents to Customer and the Internal Revenue Service ("**IRS**") or other tax authority for Transactions processed using the Payment Processing Services. BS&A may have tax reporting responsibilities in connection with the Payment Processing Services such as an IRS report on Form 1099-K (which reports Customer's gross transaction amounts each calendar year to the IRS), or state or other taxing authority requirements. Customer acknowledges that BS&A or Processor (as determined in their sole discretion) will report the total amount of transactions received by Customer in connection with the Payment Processing Services each calendar year as required by the taxing authorities. Customer will cooperate with BS&A and Processor in providing accurate and complete tax reporting information, including any other information that may be required by the taxing authorities to fulfil tax reporting described herein. Customer represents and warrants that all information that it submits for tax reporting purposes is complete and accurate to the best of its knowledge, and that BS&A and Processor may rely on all such information submitted by Customer. Customer agrees that neither Processor nor BS&A will be liable for any penalty or other damages stemming from any 1099-K form that is issued incorrectly if it comports with the information provided by Customer, and neither Processor nor BS&A will have any obligation to verify the legal name or tax ID number for reporting purposes. Customer understands and agrees that BS&A and Processor may submit tax reporting information exactly as provided by Customer. Notwithstanding the foregoing, BS&A or Processor may in their sole discretion investigate or validate any tax reporting information or other information submitted by Customer.

2.4 Electronic Delivery of Tax Documents. In connection with the tax reporting activities described above, Customer may elect to receive electronic delivery of the referenced tax-related documents from BS&A or Processor, including through BS&A's platform or another online portal whereby Customer can access and download the applicable statements. If Customer elects to receive tax documents electronically, it will provide such consent by clicking an "I Accept" or similar button or checking a box captioned with acceptance and consent language ("**Tax E-Delivery Consent**"). The Tax E-Delivery Consent will remain in effect until withdrawn by Customer. The Tax E-Delivery Consent may be printed or downloaded. If Customer does not specifically consent to the electronic delivery of tax-related documents, Customer will receive paper copies of all required tax-related documents, including Form 1099-K. BS&A or Processor will notify Customer once the applicable tax forms become available via the email address BS&A has on file for Customer.

3. Compliance

3.1 Laws and Rules. Customer agrees to comply at all times with all Applicable Laws and Network Rules. Additional data protection standards and policies which Customer must comply with are set forth in the Processor Agreements. Furthermore, Customer acknowledges and agrees that it is fully responsible for all acts and omissions of its employees, contractors, and agents and will ensure their compliance with all Applicable Laws and Network Rules as well as Customer's other obligations under this Addendum and the Processor Agreements.

3.2 Customer's Business. Customer understands that all Transactions are between Customer and Payor and, except as provided in Section 1.3 for instances where BS&A is deemed to hold or receive funds of a Payor, any issues relating to a Transaction are solely between Customer and the Payor. Customer is solely responsible for all liabilities associated with Customer's payment processing activity and use of the Payment Processing Services, including without limitation with respect to Chargebacks, refunds, identity theft, fraud and any assessments or fees imposed by Processor, a sponsor bank, the card networks or any third party. Customer is responsible for determining what, if any, taxes apply to the goods and services Customer provides to its Payors and the payments Customer makes or receives, and it is Customer's responsibility to collect, report and remit the correct tax to the appropriate tax authority. Customer will comply with any and all applicable tax laws, including those in connection with Transactions.

3.3 Prohibited Activities. Customer will not use Account(s) or Payment Processing Services for any activity that is illegal, fraudulent, prohibited by Processor, or that is otherwise in breach of Applicable Law, Network Rules or the Agreement, including this Addendum, or the Processor Agreements. Customer may

not use the Payment Processing Services in breach of the Processor Agreement or for any activity that Applicable Law or the Processor Agreements prohibit.

3.4 Fraud Monitoring. BS&A and Processor may monitor Transactions for the purpose of determining fraudulent activity and whether Customer is in good standing. Such monitoring if conducted, will be for the benefit of BS&A and/or Processor only. BS&A does not have any obligation to monitor Transactions on Customer's behalf. Based on BS&A's methods, which are subject to change without notice, BS&A may decide to suspend Customer's access to the Payment Processing Services, or in other ways limit Customer's privileges to the extent BS&A deems necessary or useful to prevent fraud or losses. Without limiting the foregoing, BS&A may, in its sole discretion, or at the direction of Processor, delay sending instructions on Customer's behalf if BS&A reasonably believes that Customer's instructions may involve fraud or misconduct, or violate Applicable Law this Addendum, or other applicable BS&A or Processor policies, as determined by BS&A or Processor in their sole and absolute discretion.

3.5 Cardholder Fee Programs. If Customer elects to impose a fee on Payors with respect to Transactions (including a surcharge for credit cards, a convenience fee, service fee or other similar type of fee) or implement a discount based on the type of payment method used for a Transaction (including cash, check, or ACH) (collectively, "**Payor Fee Program**"), Customer must first seek approval from BS&A. Customer is solely responsible for its compliance with all applicable Network Rules and all present and future federal and state laws and regulations relating to any such Payor Fee Program and any required consumer disclosures related thereto. Although BS&A may, in its discretion, assist Customer with disclosures and practices relating to such Payor Fee Programs, BS&A's provision or approval of any materials or practices shall not be deemed a confirmation that such materials or practices comply with the Network Rules or Applicable Law and shall not in any way relieve Customer from its responsibility to ensure that all program materials and practices comply with the Network Rules and Applicable Law. Customer must provide BS&A with at least at thirty (30) days prior written notice before implementing (or announcing publicly that it intends to implement) any Payor Fee Program that would be considered a surcharge program under the Network Rules.

3.6 Suspension of Payment Processing Services. BS&A may at any time suspend or terminate the provision of the Payment Processing Services in whole or in relation to any Transaction: (a) if there is any breach of the Agreement, or (b) if required to do so by a third party; or (c) upon the occurrence of any event that may give rise, in BS&A's discretion, to a significant increase in its risk profile.

4. Customer Losses

4.1 Chargebacks and Other Losses. Customer is solely responsible for Chargebacks, Fines, assessments, costs, penalties, fees, currency conversion differences and other losses otherwise owed or incurred by Customer pursuant to or in connection with this Addendum and the Processor Agreements, as applicable (collectively, "**Customer Losses**"). Customer Losses include any liabilities of BS&A owed to Processor attributable to Customer's use of the Payment Processing Services. If BS&A determines in its sole discretion that Customer is incurring excessive Client Losses, BS&A may establish controls or conditions governing Customer's use of the Payment Processing Services, including without limitation, by (a) establishing new fees, (b) instructing Processor to require a reserve, (c) instruct Processor to delay payouts, and/or (d) terminating this Addendum and access to the Payment Processing Services. Notwithstanding anything to the contrary herein, for any Transaction that results in a Chargeback, BS&A may direct the withholding of the Chargeback amount and any associated fees. Customer authorizes BS&A to withhold, deduct or debit the amount of any Customer Losses, from Customer's Account or offset from any amounts otherwise due to Customer. Further, if BS&A reasonably believes that a Chargeback is likely with respect to any Transaction, BS&A may instruct Processor to withhold the amount of the potential Chargeback from payments otherwise due to Customer until such time that: (i) a Chargeback is assessed, in which case BS&A will retain the funds; (ii) the period of time under Applicable Law or Network Rules by which the Payor may dispute the Transaction has expired; or (iii) BS&A determines that a Chargeback on the Transaction will not occur, in which case BS&A will instruct the release of the withheld funds to Customer. If BS&A is unable to recover funds related to a Chargeback for which Customer is liable, BS&A may set off or debit Customer's Account for the full amount of the applicable Chargeback, or, if BS&A is unable to do so, Customer shall pay BS&A the amount of such Chargeback and any associated fees, fines

or penalties immediately upon demand. Customer will pay all costs and expenses, including without limitation attorneys' fees, other legal expenses, and handling fees incurred by or on behalf of BS&A in connection with the collection of all Chargebacks. This section will survive termination of this Addendum. Additional Chargeback terms and requirements are set forth in the Processor Agreements.

4.2 Investigations. BS&A is not obligated to intervene in any dispute arising between Customer and Payors. Notwithstanding anything to the contrary herein, if BS&A or Processor needs to conduct an investigation or resolve any pending dispute related to Customer Losses, Customer will assist BS&A when requested, at Customer's expense, to investigate such Customer Losses. Customer will timely submit all applicable information, documentation, or evidence related to Chargebacks to BS&A or Processor, within the timeframe instructed by BS&A, necessary for BS&A to meet card network timelines for submitting evidence and responding to a Chargeback. Customer authorizes BS&A to share information about a Chargeback with the Payor, the Payor's financial institution and Customer's financial institution in order to investigate or mediate a Chargeback. BS&A will request necessary information from Customer to contest the Chargeback. If a Chargeback dispute is not resolved in Customer's favor by the card network or issuing bank or Customer chooses not to contest the Chargeback, BS&A may recover the Chargeback amount and any associated fees. Customer acknowledges that its failure to assist BS&A or Processor in a timely manner when investigating a Transaction, including providing necessary documentation within the time period specified in BS&A's or Processor's request, may result in an irreversible Chargeback. BS&A or Processor may charge a fee as set forth in the applicable price schedule for mediating or investigating Chargeback disputes, in addition to any other Chargeback fees set forth in this Addendum, the Processor Agreements or the Agreement, if applicable. BS&A and Processor reserve the right to change such fees at any time. If BS&A reasonably suspects that the Customer's access to the BS&A platform or Payment Processing Services has been used for an unauthorized, illegal, or criminal purpose, Customer gives BS&A express authorization to (but understands that BS&A is not obligated to) share information about Customer and any Transactions with law enforcement. Customer will pay all costs and expenses, including without limitation attorneys' fees, other legal expenses, and handling fees incurred by or on behalf of BS&A in connection with the collection of Customer Losses. Customer understands and agrees that additional terms related to Customer Losses may be set forth in the Processor Agreements. This Section will survive termination of this Addendum.

5. Liability

5.1 Indemnification. In addition to the indemnification obligations under the Processor Agreements and the Agreement, Customer will indemnify, defend and hold harmless BS&A and its officers, directors, employees, affiliates, agents and representatives (collectively with BS&A, the "**BS&A Parties**") from and against any and all losses, damages, costs (including legal fees), Fines, claims, assessments, Chargebacks, fees, and other amounts incurred (by Processor or BS&A Parties) that are caused by, arise out of or are in any way related to: (a) Customer's breach of any of its obligations, representations, warranties or covenants in this Addendum; (b) the Processor Agreements (including Customer's breach of its obligations in the Processor Agreements) or Customer's use of the Payment Processing Services, including all activity on Customer's Account(s); (c) Customer's violation or non-compliance with any Applicable Law or Network Rules (including non-compliance of PCI-DSS); (d) all Customer Losses; (e) Customer's implementation of a Payor Fee Program; and (f) Customer's fraud, gross negligence or willful misconduct.

5.2 Limitation of Liability. TO THE FULLEST EXTENT PERMITTED BY LAW, IN NO EVENT SHALL BS&A PARTIES BE LIABLE TO CUSTOMER OR ANY OTHER PARTY FOR ANY INDIRECT, INCIDENTAL, SPECIAL, PUNITIVE, OR CONSEQUENTIAL OR EXEMPLARY DAMAGES, WHETHER BASED ON WARRANTY, CONTRACT, TORT (INCLUDING NEGLIGENCE), OR ANY OTHER LEGAL THEORY, AND WHETHER OR NOT BS&A IS ADVISED OF THE POSSIBILITY OF SUCH DAMAGES. TO THE FULLEST EXTENT PERMITTED BY LAW, IN NO EVENT WILL BS&A'S TOTAL CUMULATIVE LIABILITY ARISING OUT OF OR RELATED TO THIS ADDENDUM EXCEED IN THE AGGREGATE THE TOTAL FEES CUSTOMER PAID TO BS&A UNDER THIS ADDENDUM IN THE SIX (6) MONTHS IMMEDIATELY PRECEDING THE EVENT GIVING RISE TO THE LIABILITY. THE EXISTENCE OF MULTIPLE CLAIMS WILL NOT ENLARGE THIS LIMIT. FOR THE AVOIDANCE OF DOUBT, CUSTOMER AGREES AND ACKNOWLEDGES THAT ANY ASSESSMENT, FINE, PENALTY, FEE, OR OTHERWISE

IMPOSED BY PROCESSOR, A BANK, A CARD NETWORK OR A GOVERNEMNT AGENCY OR REGULATOR WILL BE DEEMED TO BE A DIRECT DAMAGE AND NOT INDIRECT, CONSEQUENTIAL, OR INCIDENTIAL.

5.3 Warranty Disclaimer. CUSTOMER AGREES THAT CUSTOMER'S USE OF THE PAYMENT PROCESSING SERVICES WILL BE AT CUSTOMER'S SOLE RISK. TO THE FULLEST EXTENT PERMITTED BY LAW, BS&A PARTIES DISCLAIM ALL WARRANTIES, EXPRESS OR IMPLIED, IN CONNECTION WITH THE PAYMENT PROCESSING SERVICES AND CUSTOMER'S USE THEREOF. CUSTOMER MAKES NO WARRANTIES OR REPRESENTATIONS REGARDING THE ACCURACY OR COMPLETENESS OF THE PAYMENT PROCESSING SERVICES. BS&A DOES NOT WARRANT, ENDORSE, GUARANTEE, OR ASSUME RESPONSIBILITY FOR ANY PRODUCT OR SERVICE ADVERTISED OR OFFERED BY A THIRD PARTY IN CONNECTION WITH THE PAYMENT PROCESSING SERVICES, AND BS&A WILL NOT BE A PARTY TO OR IN ANY WAY BE RESPONSIBLE FOR MONITORING ANY TRANSACTION BETWEEN CUSTOMER AND THIRD-PARTY PROVIDERS (INCLUDING PROCESSOR) OF PRODUCTS OR SERVICES, INCLUDING THE PAYMENT PROCESSING SERVICES.

5.4 Force Majeure. BS&A is not responsible for any delay or failure in performing its obligations under this Addendum, in whole or in part, for any cause or circumstance outside its reasonable control, including, without limitation: fires, floods, storms, earthquakes, civil disturbances, disruption of telecommunications, pandemics, transportation, utilities, services or supplies, governmental action, computer viruses, corruption of data, failures of Processor or other third party provider, DDoS or other computer attacks, incompatible or defective equipment, software, or services, or otherwise.

6. Term and Termination

6.1 Term. This Addendum will be effective on the date that BS&A approves Customer for the Payment Processing Services and will continue for one (1) year unless earlier terminated in accordance with this section. This Addendum will automatically renew for consecutive one (1)-year renewal terms unless either party gives the other party written notice of non-renewal no less than sixty (60) days before the end of the then-current term.

6.2 Termination. This Addendum will automatically terminate upon termination of the Agreement.

6.3 Termination by BS&A. In addition to the termination rights set forth under the Agreement, BS&A will have the right to terminate this Addendum immediately, with or without notice, if: (a) Customer breaches any provision of this Addendum or any Processor Agreements; (b) the Processor Agreements, the Customer's Account or BS&A's agreements with Processor terminate for any reason; (c) Customer or its employees and agents use the Payment Processing Services in a manner inconsistent with the intended purpose; (d) Customer or its employees and agents violate any Applicable Laws or Network Rules; or (e) BS&A is required to terminate this Addendum by Processor, government agency, payment network, or other regulator. BS&A will not be liable to Customer or other third party for termination of the Payment Processing Services for any reason.

6.4 Effect of Termination. The termination of this Addendum will not affect any of BS&A's rights or Customer's obligations arising under this Addendum. After termination of this Addendum and/or Customer's Account, Customer shall continue to be liable for all Chargebacks, refunds, Fines, fees, card network liabilities, credits, adjustments and unresolved disputes resulting from or relating to Transactions processed pursuant to this Addendum. The termination of Customer's access to Payment Processing Services will be effective immediately. Customer authorizes BS&A to notify Processor of any termination of this Addendum; however, Customer is responsible to manually close its Account separately in accordance with Processor's procedures.

7. General

7.1 Precedence. Any inconsistency, conflict, or ambiguity between this Addendum and the Agreement will be resolved by giving precedence and effect to this Addendum, but only to the extent of the inconsistency, conflict, or ambiguity. Other than as expressly amended by this Addendum, all other provisions of the Agreement will remain in full force and effect.

7.2 Amendments. Except as set forth below in this section, this Addendum may only be amended with the written consent of both parties. BS&A reserves the right to amend this Addendum, including applicable fees and rates, at any time. BS&A will use reasonable efforts to give Customer thirty (30) days' prior notice of any material amendment. If Customer does not agree to the amendment it may terminate this Addendum without penalty within thirty (30) days of receiving notice of the amendment. Failure to terminate this Addendum prior to the effective date of the amendment, or any continued use of the Payment Processing Services following the effective date of the amendment, will constitute Customer's acceptance of and agreement to the amendment. Notwithstanding the foregoing, the termination right set forth herein will not apply to any amendment which, in BS&A's sole and absolute discretion, is required to comply with applicable laws or Network Rules, or to pass through increases in third party costs and fees, including but not limited to fees and assessments charged by Processor, payment networks, or BS&A's vendors and service providers.

7.3 Dispute Resolution. The dispute resolution provisions of the Agreement, including the choice of law and venue will apply to any and all disputes or claims arising under this Addendum.

7.4 Counterparts. This Addendum may be executed simultaneously in two or more counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same instrument. An electronic signature shall be accepted as an original for all purposes.

7.5 Electronic Signatures. This Addendum may be executed and delivered by electronic means (including click-to-accept) and the parties agree that such electronic execution and delivery will have the same force and effect as delivery of an original document with original signatures, and that each party may use such electronic signatures as evidence of the execution and delivery of this Addendum to the same extent that an original signature could be used.

7.6 Notices. Unless otherwise indicated, all notices required to be made of Customer to BS&A under this Addendum must be delivered in accordance with Section 15.3 (Notices) of the Customer Agreement

7.7 **Survival.** All portions of this Addendum that would reasonably be believed to survive termination shall survive and remain in full force upon termination, including but not limited to the Limitation of Liabilities, Representation and Warranties, Licensing, Indemnification, and Dispute Resolution sections.

AGREED AND ACCEPTED

BS&A Software, LLC		**City of Franklin, Milwaukee County, WI**	
Name:	_____	Name:	_____
Title:	_____	Title:	_____
Date:	_____		
_____		_____	
Signature		Signature	

Exhibit 1

Definitions

For purposes of the Addendum, capitalized terms are defined as follows:

1. "**ACH**" means the Automated Clearing House.

2. "**Account**" means an account that Customer sets up with Processor.

3. "**Applicable Law**" means any applicable law, rule, regulation or order.

4. "**Chargeback**" means a Transaction that is successfully charged back at the request of a cardholder or the issuer pursuant to relevant Network Rules, resulting in a cancellation of a Transaction for which Customer has been paid or was due to be paid and an obligation to refund the relevant amount of the transaction to cardholder.

5. "**Fine**" means any fine, assessment, uplifted service fee or other additional payment imposed by the Payment Networks, regulatory or governmental authorities, and/or the financial institution that processes a Transaction.

6. "**Network Rules**" means the rules and regulations of all applicable payment networks, including industry standards such as the Payment Card Industry Data Security Standards ("**PCI-DSS**").

7. **"Payment Method"** means the type of payment to be accepted by Customer from a Payor.

8. "**Processor**" means the applicable payment processor that BS&A designates or modifies from time to time, in its sole discretion. BS&A's Processors as of the "Last Updated" date of this Addendum are identified in the applicable Payment Method Schedule.

9. "**Processor Agreement**" means the Processor's applicable agreement(s) as identified in the applicable Payment Method Schedule, and any other terms and conditions of Processor as each may be updated or modified by Processor from time to time.

10. "**Transaction**" means any transaction involving Customer's goods or services that is processed through the Payment Processing Services pursuant to this Addendum.

Exhibit 2

Tax E-Delivery Consent

Please read this information carefully and print or download a copy for your files.

Consent to Electronic Delivery of Tax-Related Documents

By executing the Addendum or otherwise accepting this Tax E-Delivery Consent ("**Consent**"), you acknowledge that you have read and understand the terms of this Consent, and you affirmatively elect and consent to receive tax-related documents in connection with the Payment Processing Services ("**Tax Documents**"), including but not limited to IRS Form 1099-K, via electronic delivery.

This Tax E-Delivery Consent ("**Consent**") is effective until withdrawn in the manner described below. You understand you will **NOT** receive hard (paper) copies of Tax Documents unless and until such withdrawal.

This is your copy of the Consent. Please print, download, and save a copy of this Consent for your records.

Electronic Delivery

You agree that BS&A may deliver Tax Documents to you in any of the following ways:

(a) via email at the email address BS&A has on file for you; and/or

(b) via an online interface which allows you to view and download the Tax Documents. For example, such interface may be provided through your account or profile on the BS&A services, if applicable. If Tax Documents are provided via the BS&A services or other online interface, BS&A (or its processor or service provider, as applicable) will notify you via email once each Tax Document becomes available.

Additional or Substitute Paper Copies

In addition to obtaining electronic copies, you may also request paper copies of your Tax Documents by contacting BS&A at the contact information provided below. Note that requesting a paper copy of Tax Documents will be considered a one-time request and will not be considered a withdrawal of this Consent. You must formally withdraw this Consent in the manner described below to begin regularly receiving paper copies of Tax Documents on a going-forward basis.

For information that is required by law to be sent to you, including Form 1099-K and other Tax Documents, as applicable, if BS&A receives notice that an email is undeliverable due to an incorrect or inoperable email address, or if BS&A is otherwise unable to deliver your Tax Documents via electronic means, BS&A will attempt to send such information via U.S. Postal Service to the mailing address BS&A has on file for you.

Notification of Change of Tax Information or Email

You must notify BS&A promptly if your email address used to receive Tax Documents, notifications, or other account information changes. You must also notify BS&A promptly of any relevant change in your information as it appears on your Form W-9, including your name, address, or taxpayer identification number. BS&A must have such information exactly as it appears on your Form W-9 in order to properly fill out and issue your Form 1099-K.

By agreeing to this Consent, you agree to notify BS&A promptly of any such change, by contacting BS&A by mail or email at the contact information provided below.

Withdrawal or Termination this Consent

You may withdraw this Consent at any time by providing written notice of withdrawal to BS&A by mail or email at the contact information provided below. In each case, you must state that you are withdrawing consent to paperless delivery of tax-related documents, and you must provide your name and taxpayer identification number exactly as they appear on your IRS Form W-9.

You understand that withdrawal of this Consent is prospective only; withdrawal ensures that future Tax Documents will be delivered to you on paper, but does not apply to any Tax Document that has already been furnished to you electronically. BS&A may take up to 10 business days after receipt of your withdrawal to process your request.

In addition, BS&A reserves the right to terminate this Consent and stop electronic delivery of Tax Documents at any time by giving notice to you. If BS&A does so, BS&A will send future Tax Documents as paper copies, via mail.

System Requirements

To access Tax Documents electronically, you need a computer system or mobile device that, at minimum, has the following features and capabilities:

- internet access;
- browser software (at least 128-bit encryption, JavaScript enabled);
- application that can read and display PDF files;
- sufficient hardware necessary to support the above features, including sufficient storage to download and retails files to keep a copy for your records; and
- printer (if you want to print a hard copy).

By agreeing to this Consent you certify that your computer system or mobile device meets these hardware and software requirements.

Contact BS&A

You may contact BS&A by mail or email to update your Form W-9 information or to withdraw this Consent at:

BS&A Software, LLC
14965 Abbey Ln. Bath, MI 48808-7709
support@bsasoftware.com

Exhibit 3

Payment Processing Services & Fees

Service	Fee
Payment Processing Implementation	$0
Monthly Account Fee	$0
Gateway	$0
PCI DSS	$0
Tokenization	$0
Real-Time ACH Validation	$0
Real-Time Transaction Fraud & Risk Monitoring	$0
Text – to – Pay	$0
IVR	$0

Credit Card – Visa, Mastercard, Discover, American Express – Pass-Through to Payor		
Online, Text, IVR, Counter	Percentage	Per Transaction
Utility Billing	2.95%	$0.50
Tax	2.80%	$0.50
Misc.	2.95%	$0.50

ACH – Pass-Through to Payor	
Transaction Amount	Fee per Transaction
$0 - $1,000+	$2.50

ACH – Absorbed by Municipality – Utility Billing AutoPay Only	
Transaction Amount	Fee per Transaction
$0 - $1,000+	$1.30

Item	Price	Quantity	Total
Stripe S710 Terminal and Dock	$365.00		
Stripe S710 Terminal	$300.00		
Stripe S710 Dock	$65.00		
Stripe S710 Hub	$50.00		
Stripe S710 Case	$35.00		

Payment Type	Accept Payments Using this Method
Online with BS&A Online	
Text-to-Pay	
IVR Phone Payments	
Counter with Cash Receipting	

Type	Pass Through to Payor	Absorbed by Municipality	Mixed
Credit Card Fees - Online			
Credit Card Fees - IVR			
Credit Card Fees - Counter			
ACH Fees - Online			
ACH Fees - IVR			
ACH Fees - Counter			

Payment Method Schedule to the Integrated Payments Addendum

Card Processing and ACH Services

Last Updated: April 21, 2026

By using Card Processing and/or ACH Services, Customer agrees to the terms of this Payment Method Schedule for Card Processing and ACH Services, which supplement the terms of the Integrated Payments Addendum last entered into between BS&A and Customer. Capitalized terms used but not defined in this Payment Method Schedule have the meanings given in the Addendum. In the event of a conflict between the terms of this Payment Method Schedule and the terms of the Addendum, the conflicting term in this Payment Method Schedule will prevail, but only to the extent of the conflict.

1. Processor and Processor Agreements. As of the "Last Updated" date of the Addendum, BS&A's Processor for Card Processing and ACH Services is Stripe, Inc. ("**Stripe**"), and Customer's use of Card and/or ACH Processing Services is subject to Customer entering into the following Processing Agreement(s) with Stripe: the Stripe Connected Account Agreement, the Stripe Services Agreement, the Stripe Privacy Policy, and other terms and conditions of Stripe, as each may be updated or modified by Stripe from time to time (collectively, the "**Stripe Agreements**"). Customer may not use Card Processing or ACH Services unless Customer enters into the Stripe Agreements with Stripe.

2. Card Processing Services Terms. The following apply to Customer's use of Card Processing and ACH Services:

(a) For Card Processing and ACH Services, the "Account" is Customer's Stripe Connected Account (as such term is defined in the Stripe Agreements). Customer will not use the Stripe Connected Account for any activity prohibited by Stripe, including but not limited to those activities listed in the section of Stripe Services Agreement titled "Services Restrictions" or those activities listed in the Stripe Restricted Businesses List. Customer shall not use the Card Processing or ACH Services to conduct a Restricted Business or transact with a Restricted Business. Customer may not use the Card Processing or ACH Services in breach of the Connected Account Agreement or for any activity that Applicable Law or the Stripe Agreements prohibit.

(b) In connection with Section 2.1 of the Addendum, for the avoidance of doubt, any fees or payment terms that may be posted on Stripe's website for Stripe's direct customers are not applicable.

(c) For purposes of Section 5.1, Customer Losses include all "Merchant Losses" as that term is defined in the Stripe Agreements.

AGREED AND ACCEPTED

BS&A Software, LLC		**City of Franklin, Milwaukee County, WI**	
Name:	_____	Name:	_____
Title:	_____	Title:	_____
Date:	_____		
_____		_____	
Signature		Signature	

CERTIFICATE OF LIABILITY INSURANCE

DATE (MM/DD/YYYY): 09/01/2026

THIS CERTIFICATE IS ISSUED AS A MATTER OF INFORMATION ONLY AND CONFERS NO RIGHTS UPON THE CERTIFICATE HOLDER. THIS CERTIFICATE DOES NOT AFFIRMATIVELY OR NEGATIVELY AMEND, EXTEND OR ALTER THE COVERAGE AFFORDED BY THE POLICIES BELOW. THIS CERTIFICATE OF INSURANCE DOES NOT CONSTITUTE A CONTRACT BETWEEN THE ISSUING INSURER(S), AUTHORIZED REPRESENTATIVE OR PRODUCER, AND THE CERTIFICATE HOLDER.

IMPORTANT: If the certificate holder is an ADDITIONAL INSURED, the policy(ies) must be endorsed. If SUBROGATION IS WAIVED, subject to the terms and conditions of the policy, certain policies may require an endorsement. A statement on this certificate does not confer rights to the certificate holder in lieu of such endorsement(s).

PRODUCER	CONTACT NAME: Lockton Affinity, LLC
Lockton Affinity, LLC P. O. Box 879610 Kansas City, MO 64187-9610	PHONE (A/C, No, Ext): 800-301-8814 FAX (A/C, No): 913-652-7599 E-MAIL ADDRESS:

INSURER(S) AFFORDING COVERAGE	NAIC #
INSURER A : Continental Insurance Company	35289
INSURER B : Valley Forge Ins. Co.	20508
INSURER C : American Casualty Co of Reading, PA	20427
INSURER D : Certain Underwriter's at Lloyd's, London	AA1122000
INSURER E :	
INSURER F :	

INSURED
BS&A Software LLC;
A E Boyce Company, Inc
14965 Abbey Ln
Bath, MI 48808

COVERAGES **CERTIFICATE NUMBER:** **REVISION NUMBER:**

THIS IS TO CERTIFY THAT THE POLICIES OF INSURANCE LISTED BELOW HAVE BEEN ISSUED TO THE INSURED NAMED ABOVE FOR THE POLICY PERIOD INDICATED. NOTWITHSTANDING ANY REQUIREMENT, TERM OR CONDITION OF ANY CONTRACT OR OTHER DOCUMENT WITH RESPECT TO WHICH THIS CERTIFICATE MAY BE ISSUED OR MAY PERTAIN, THE INSURANCE AFFORDED BY THE POLICIES DESCRIBED HEREIN IS SUBJECT TO ALL THE TERMS, EXCLUSIONS AND CONDITIONS OF SUCH POLICIES. LIMITS SHOWN MAY HAVE BEEN REDUCED BY PAID CLAIMS.

INSR LTR	TYPE OF INSURANCE	ADDL INSD	SUBR WVD	POLICY NUMBER	POLICY EFF (MM/DD/YYYY)	POLICY EXP (MM/DD/YYYY)	LIMITS	
A	X COMMERCIAL GENERAL LIABILITY [ ] CLAIMS-MADE [X] OCCUR GEN'L AGGREGATE LIMIT APPLIES PER [X] POLICY [ ] PRO-JECT [ ] LOC [ ] OTHER			6022960017-04	08/29/2026	08/29/2027	EACH OCCURRENCE DAMAGE TO RENTED PREMISES (Ea occurrence) MED EXP (Any one person) PERSONAL & ADV INJURY GENERAL AGGREGATE PRODUCTS - COMP/OP AGG $	$ 1,000,000 $ 500,000 $ 15,000 $ 1,000,000 $ 2,000,000 $ 2,000,000 $
B	AUTOMOBILE LIABILITY [ ] ANY AUTO [ ] ALL OWNED AUTOS [ ] SCHEDULED AUTOS [X] HIRED AUTOS [X] NON-OWNED AUTOS			7040142969-03	08/29/2026	08/29/2027	COMBINED SINGLE LIMIT (Ea accident) BODILY INJURY (Per person) BODILY INJURY (Per accident) PROPERTY DAMAGE (Per accident) $	$ 1,000,000 $ $ $ $
A	X UMBRELLA LIAB [X] OCCUR EXCESS LIAB [ ] CLAIMS-MADE DED [X] RETENTION $ 10,000			7040216732-03	08/29/2026	08/29/2027	EACH OCCURRENCE AGGREGATE $	$ 10,000,000 $ 10,000,000 $
C	WORKERS COMPENSATION AND EMPLOYERS' LIABILITY ANY PROPRIETOR/PARTNER/EXECUTIVE OFFICER/MEMBER EXCLUDED? Y/N [ ] N/A (Mandatory in NH) If yes, describe under DESCRIPTION OF OPERATIONS below			WC740142941-03	08/29/2026	08/29/2027	X PER STATUTE [ ] OTH-ER E.L. EACH ACCIDENT E.L. DISEASE - EA EMPLOYEE E.L. DISEASE - POLICY LIMIT	 $ 1,000,000 $ 1,000,000 $ 1,000,000
D	Cyber Liability and Technology E&O Claims Made Policy			ESP0140965602 Retroactive Date:	08/29/2026 08/24/2001	08/29/2027	Each Claim Aggregate Deductible	$2,000,000 $2,000,000 $25,000

DESCRIPTION OF OPERATIONS / LOCATIONS / VEHICLES (ACORD 101, Additional Remarks Schedule, may be attached if more space is required)
Insurer B: Workers Compensation (CA); Policy #: WC740142955-03; Effective: 08/29/2026 - 08/29/2027
Each Accident: $1,000,000 / Policy Limit: $1,000,000 / Each Employee: $1,000,000
Insurer E: The Cincinnati Insurance Co: Excess Liability; Policy #: EXS0564826-04; Effective: 08/29/2026 - 08/29/2027
Each Occurrence: $10,000,000 / Aggregate: $10,000,000

Location Address: 14965 Abbey Lane, Bath, MI 48808
Location Address: 14049 Webster Road, Bath, MI 48808
Location Address: 220 S Walnut St 3rd Floor, Muncie, IN 47305

CERTIFICATE HOLDER

3011165

Proof of Coverage

CANCELLATION

SHOULD ANY OF THE ABOVE DESCRIBED POLICIES BE CANCELLED BEFORE THE EXPIRATION DATE THEREOF, NOTICE WILL BE DELIVERED IN ACCORDANCE WITH THE POLICY PROVISIONS.

AUTHORIZED REPRESENTATIVE
Patti D. Otarnes

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APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE December 1, 2026
REPORTS & RECOMMENDATIONS	**A Resolution Approving a Partial Property Tax Rescission and Refund for 20 Parcels Outlined on the Financial Memo Referencing Real Property Tax Rescissions Dated December 1, 2026**	ITEM NUMBER H.9.

BACKGROUND

Per Wisconsin State Statutes, the removal of property taxes needs to be authorized by the Common Council. Wisconsin Statutes (section 74.33) allow the Common Council to refund or rescind any property taxes assessed if there is a palpable error that causes the taxes to be levied.

For the December 2025 tax bills, there have been 20 properties that have been identified by the City Assessor for corrected as noted in the attached Memo.

ANALYSIS

WI State Statute 74.33 (1)(a)

Removal of basement square footage (correction of error – no basement in units)
Total Assessed Value Reduction: -$658,600
Total Tax Rescission/Refund: $10,981.55

FISCAL NOTE

The impact of the above rescission/refund is likely a bad debt expense for the City in the amount of $2,353.61. There is a formal process that allows the City to notify the Department of Revenue (DOR) of rescissions in October of each year, and, as long as the total of all rescissions, for the tax year, for the City of Franklin, meet the statutory dollar threshold, $250 or more per any single property, the chargeback will be authorized, and the other taxing entities will be responsible for their share. Staff will complete the statutory submittal and make the request to be reimbursed by the other taxing entities for their prorated shares totaling approximately $8,627.94.

There are some owners that paid their 2025 tax bill in full, one did not pay at all. In this case, you will see the note on each parcel within the provided memo.

Total Refund to Owners: $10,434.63
Total Refund to Milwaukee County: $546.92

RECOMMENDATION

Staff recommends that Council authorize this resolution to partially rescind and refund the above noted taxes as outlined.

COUNCIL ACTION REQUESTED

Motion to approve Resolution No. 2026-_____, A Resolution Approving a Partial Property Tax Rescission and Refund for 20 Parcels Outlined on the Financial Memo Referencing Real Property Tax Rescissions Dated December 1, 2026; and direct staff to file the chargeback request with the DOR to seek compensation from the other taxing authorities.

Finance Dept - DB

STATE OF WISCONSIN: CITY OF FRANKLIN: MILWAUKEE COUNTY

RESOLUTION NO. 2026-_____

RESOLUTION APPROVING A PARTIAL PROPERTY TAX RESCISSION AND REFUND FOR 20 PARCELS OUTLINED ON THE FINANCIAL MEMO REFERENCING REAL PROPERTY TAX RESCISSIONS DATED DECEMBER 1, 2026

WHEREAS, the following property taxes were assessed improperly, per Wisconsin State Statutes 74.33 (1)(a), which states that a clerical error has been made in the description of the property or in the computation of the tax, and a partial rescission and refund of the tax due is appropriate:

Donna Murphy 8350 S. Tuckaway Shores Dr. (Parcel #838-0025-000)	$546.92
Michael J. Tillmann 8352 S. Tuckaway Shores Dr. (Parcel #838-0026-000)	$546.90
Jerome J. Tilley 8354 S. Tuckaway Shores Dr. (Parcel #838-0027-000)	$546.90
Jodi J. Moris 8356 S. Tuckaway Shores Dr. (Parcel #838-0028-000)	$546.92
Chinese Nance 8358 S. Tuckaway Shores Dr. (Parcel #838-0029-000)	$546.92
Debra Kessenich 8360 S. Tuckaway Shores Dr. (Parcel #838-0030-000)	$546.92
Diane Duffy 8362 S. Tuckaway Shores Dr. (Parcel #838-0031-000)	$548.58
Dorothee Chen 8364 S. Tuckaway Shores Dr. (Parcel #838-0032-000)	$546.90
Jacqueline M. Kollenbroich 8366 S. Tuckaway Shores Dr. (Parcel #838-0033-000)	$546.92

John Stodola 8368 S. Tuckaway Shores Dr. (Parcel #838-0034-000)	$575.22
Bruce Fugate 8370 S. Tuckaway Shores Dr. (Parcel #838-0035-000)	$546.92
Hedieh Shaker 8372 S. Tuckaway Shores Dr. (Parcel #838-0036-000)	$546.92
Nancy L. Singer 8374 S. Tuckaway Shores Dr. (Parcel #838-0037-000)	$548.57
Amritpal Kaur 8376 S. Tuckaway Shores Dr. (Parcel #838-0038-000)	$546.90
Robert Grede 8378 S. Tuckaway Shores Dr. (Parcel #838-0039-000)	$558.58
Nancy J. Breiling 8380 S. Tuckaway Shores Dr. (Parcel #838-0040-000)	$546.92
Douglas Bonk 8382 S. Tuckaway Shores Dr. (Parcel #838-0041-000)	$546.90
Samantha J. Kovach 8384 S. Tuckaway Shores Dr. (Parcel #838-0042-000)	$546.92
Megan Oberbrunner 8386 S. Tuckaway Shores Dr. (Parcel #838-0043-000)	$546.92
John Dowd 8388 S. Tuckaway Shores Dr. (Parcel #838-0044-000)	$546.92

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Common Council of the City of Franklin, that the proper City Officials are hereby authorized and directed to rescind and refund the sum of $10,981.55 with Milwaukee County Treasurer's Office receiving $546.92; and

BE IT FURTHER RESOLVED, that the proper City Officials authorized and directed to seek compensation from the other taxing authorities, if applicable, per Wisconsin State Statutes 74.41.

Funds for this purpose are appropriated from the following Account Numbers:

01-0000-1415	*Milwaukee County*	*$2,091.55*
01-0198-5543	*City of Franklin*	*$2,353.61*
01-0000-1412	*MATC*	*$507.61*
01-0000-1411	*Franklin School District*	*$5,208.07*
01-0000-1413	*MMSD*	*$820.71*

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

Passed 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____

Franklin
WISCONSIN

Finance Department

DATE: December 1, 2026

TO: Mayor and Common Council

FROM: Danielle Brown, Director of Finance

SUBJECT: Real Property Tax Rescissions

On November 5, 2026, The Finance Department was informed by the City Assessor of the corrections to the 2025 Tax Roll under WI State Statute 74.33 (1) and a rescission of taxes. Each property will be listed with the following statute explanation.

WI State Statute 74.33 (1)(a)

Removal of basement square footage (correction of error – no basement in units)

1. Parcel: 838-0025-000
   Owner Name: Donna Murphy
   Address: 8350 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: -$32,800
   Total Tax Rescission/Refund: $546.92
   *Taxes paid in full – refund to resident

2. Parcel: 838-0026-000
   Owner Name: Michael J. Tillmann
   Address: 8352 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: $-32,800
   Total Tax Rescission/Refund: $546.90
   *Taxes paid in full – refund to resident

3. Parcel: 838-0027-000
   Owner Name: Jerome J. Tilley
   Address: 8354 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: -$32,800
   Total Tax Rescission/Refund: $546.90
   * Taxes paid in full – refund to resident

4. Parcel: 838-0028-000
   Owner Name: Jodi J. Moris
   Address: 8356 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: -$32,800
   Total Tax Rescission/Refund: $546.92
   * Taxes paid in full – refund to resident

5. Parcel: 838-0029-000
   Owner Name: Chinese Nance
   Address: 8358 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: -$32,800
   Total Tax Rescission/Refund: $546.92
   *Taxes paid in full – refund to resident

6. Parcel: 838-0030-000
   Owner Name: Debra Kessenich
   Address: 8360 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: $-32,800
   Total Tax Rescission/Refund: $546.90
   *Taxes paid in full – refund to resident

7. Parcel: 838-0031-000
   Owner Name: Diane Duffy
   Address: 8362 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: -$32,900
   Total Tax Rescission/Refund: $548.58
   *Taxes paid in full – refund to resident

8. Parcel: 838-0032-000
   Owner Name: Dorothee Chen
   Address: 8364 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: -$32,800
   Total Tax Rescission/Refund: $546.90
   *Taxes paid in full – refund to resident

9. Parcel: 838-0033-000
   Owner Name: Jacqueline M. Kollenbroich
   Address: 8366 S. Tuckaway Shores Dr.
   Total Assessed Value Difference: -$32,800
   Total Tax Rescission/Refund: $546.92
   * Taxes paid in full – refund to resident

10. Parcel: 838-0034-000
    Owner Name: John Stodola
    Address: 8368 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$34,500
    Total Tax Rescission/Refund: $575.22
    *Taxes paid in full – refund to resident

11. Parcel: 838-0035-000
    Owner Name: Bruce Fugate
    Address: 8370 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.92
    *Taxes unpaid – refund to City of Franklin to be applied towards 2025 tax bill

12. Parcel: 838-0036-000
    Owner Name: Hedieh Shaker
    Address: 8372 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.92
    *Taxes paid in full – refund to resident

13. Parcel: 838-0037-000
    Owner Name: Nancy L. Singer
    Address: 8374 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,900
    Total Tax Rescission/Refund: $548.57
    *Taxes paid in full – refund to resident

14. Parcel: 838-0038-000
    Owner Name: Amritpal Kaur
    Address: 8376 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.90
    *Taxes paid in full – refund to resident

15. Parcel: 838-0039-000
    Owner Name: Robert Grede
    Address: 8378 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$33,500
    Total Tax Rescission/Refund: $558.58
    *Taxes paid in full – refund to resident

16. Parcel: 838-0040-000
    Owner Name: Nancy J. Breiling
    Address: 8380 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.92
    *Taxes paid in full – refund to resident

17. Parcel: 838-0041-000
    Owner Name: Douglas Bonk
    Address: 8382 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.90
    *Taxes paid in full – refund to resident

18. Parcel: 838-0042-000
    Owner Name: Samantha J. Kovach
    Address: 8384 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.92
    *Taxes paid in full – refund to resident

19. Parcel: 838-0043-000
    Owner Name: Megan Oberbrunner
    Address: 8386 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.92
    *Taxes paid in full – refund to resident

20. Parcel: 838-0044-000
    Owner Name: John Dowd
    Address: 8388 S. Tuckaway Shores Dr.
    Total Assessed Value Difference: -$32,800
    Total Tax Rescission/Refund: $546.92
    *Taxes paid in full – refund to resident

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0025-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name Donna Murphy	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Donna Murphy			
Parcel ID		838-0025-000			
Assessed Value -	Original	$233,900			
Assessed Value -	Revised	$201,100			
Payments Due		-32,800			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,950.04	1,676.58	273.46	
3/31		975.02	838.29	136.73	
5/31		975.02	838.29	136.73	
		3,618.30	3,071.38	546.92	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
	MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
			16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0026-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name Michael J Tillmann	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	172,500	231,700	Res	59,200	139,700	198,900	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Michael Tillmann			
Parcel ID		838-0026-000			
Assessed Value -	Original	$231,700			
Assessed Value -	Revised	$198,900			
Payments Due		-32,800			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,931.69	1,658.24	273.45	
3/31		965.84	829.12	136.73	
5/31		965.84	829.12	136.73	
		3,581.60	3,034.70	546.90	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	807.08	692.83	114.25	104.16
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	908.24	779.67	128.57	117.21
	MATC (VTAE)	01.0000.1412	0.8455435	195.91	168.18	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,009.75	1,725.25	284.50	259.37
	State School Levy credit		-1.6155230	-374.32	-321.33	-52.99	
	MMSD	01.0000.1413	1.3668765	316.71	271.87	44.84	40.88
			16.6740750	3,863.37	3,316.47	546.90	546.90

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE Municipality CITY OF FRANKLIN	Case No.	Report Type
	40226			ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0027-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Jerome J Tilley	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	172,500	231,700	Res	59,200	139,700	198,900	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Jerome Tilley			
Parcel ID		838-0027-000			
Assessed Value -	Original	$231,200			
Assessed Value -	Revised	$198,400			
Payments Due		-32,800			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,927.52	1,654.07	273.45	
3/31		963.76	827.04	136.73	
5/31		963.76	827.04	136.73	
		3,573.27	3,026.37	546.90	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	805.34	691.09	114.25	104.16
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	906.28	777.71	128.57	117.21
	MATC (VTAE)	01.0000.1412	0.8455435	195.49	167.76	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,005.42	1,720.91	284.51	259.38
	State School Levy credit		-1.6155230	-373.51	-320.52	-52.99	
	MMSD	01.0000.1413	1.3668765	316.02	271.19	44.83	40.87
			16.6740750	3,855.04	3,308.14	546.90	546.90

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0028-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Jodi J Moris	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Jodi Moris			
Parcel ID		838-0028-000			
Assessed Value -	Original	$233,900			
Assessed Value -	Revised	$201,100			
Payments Due		-32,800			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,950.04	1,676.58	273.46	
3/31		975.02	838.29	136.73	
5/31		975.02	838.29	136.73	
		3,618.30	3,071.38	546.92	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
	MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
			16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0029-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Chinese Nance	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

	Assessment Before Adjustment				Assessment After Adjustment			(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name			Chinese Nance		
Parcel ID			838-0029-000		
Assessed Value -		Original	$233,900		
Assessed Value -		Revised	$201,100		
Payments Due			-32,800		
Lottery Credit			-281.77	-281.77	0.00
1/31			1,950.04	1,676.58	273.46
3/31			975.02	838.29	136.73
5/31			975.02	838.29	136.73
			3,618.30	3,071.38	546.92

	GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
State Tax		0.0000000	0.00	0.00	0.00	0.00
Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
Sales Tax Credit		0.0000000	0.00	0.00	0.00	
City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1 Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
		16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0030-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Debra Kessenich	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	172,500	231,700	Res	59,200	139,700	198,900	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name			Debra Kessenich		
Parcel ID			838-0030-000		
Assessed Value -		Original	$231,700		
Assessed Value -		Revised	$198,900		
Payments Due			-32,800		
Lottery Credit			-281.77	-281.77	0.00
1/31			1,931.69	1,658.24	273.45
3/31			965.84	829.12	136.73
5/31			965.84	829.12	136.73
			3,581.60	3,034.70	546.90

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	807.08	692.83	114.25	104.16
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	908.24	779.67	128.57	117.21
	MATC (VTAE)	01.0000.1412	0.8455435	195.91	168.18	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,009.75	1,725.25	284.50	259.37
	State School Levy credit		-1.6155230	-374.32	-321.33	-52.99	
	MMSD	01.0000.1413	1.3668765	316.71	271.87	44.84	40.88
			16.6740750	3,863.37	3,316.47	546.90	546.90

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE Municipality CITY OF FRANKLIN	Case No.	Report Type
	40226			ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0031-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name Diane Duffy	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	177,700	236,900	Res	59,200	144,800	204,000	-32,900
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Diane Duffy			
Parcel ID		838-0031-000			
Assessed Value -	Original	$236,900			
Assessed Value -	Revised	$204,000			
Payments Due		-32,900			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,975.05	1,700.76	274.29	
3/31		987.52	850.38	137.15	
5/31		987.52	850.38	137.15	
		3,668.32	3,119.74	548.58	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	825.20	710.60	114.60	104.48
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	928.63	799.66	128.97	117.58
	MATC (VTAE)	01.0000 1412	0.8455435	200.31	172.49	27.82	25.36
1	Franklin Schools	01.0000.1411	8.6739511	2,054.86	1,769.49	285.37	260.16
	State School Levy credit		-1.6155230	-382.72	-329.57	-53.15	
	MMSD	01.0000.1413	1.3668765	323.81	278.84	44.97	41.00
			16.6740750	3,950.09	3,401.51	548.58	548.58

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0032-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Dorothee G Chen	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	172,500	231,700	Res	59,200	139,700	198,900	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Dorothee Chen			
Parcel ID		838-0032-000			
Assessed Value -	Original	$231,700			
Assessed Value -	Revised	$198,900			
Payments Due		-32,800			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,931.69	1,658.24	273.45	
3/31		965.84	829.12	136.73	
5/31		965.84	829.12	136.73	
		3,581.60	3,034.70	546.90	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	807.08	692.83	114.25	104.16
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	908.24	779.67	128.57	117.21
	MATC (VTAE)	01.0000.1412	0.8455435	195.91	168.18	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,009.75	1,725.25	284.50	259.37
	State School Levy credit		-1.6155230	-374.32	-321.33	-52.99	
	MMSD	01.0000.1413	1.3668765	316.71	271.87	44.84	40.88
			16.6740750	3,863.37	3,316.47	546.90	546.90

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0033-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Jaqueline M. Kollenbroich	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief. Do you agree with this statement? ☐ Yes ☐ No

Name			Jacqueline Kollenbroich		
Parcel ID			838-0033-000		
Assessed Value -		Original	$233,900		
Assessed Value -		Revised	$201,100		
Payments Due			-32,800		
Lottery Credit			-281.77	-281.77	0.00
1/31			1,950.04	1,676.58	273.46
3/31			975.02	838.29	136.73
5/31			975.02	838.29	136.73
			3,618.30	3,071.38	546.92

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
	MMSD	01 0000.1413	1.3668765	319.71	274.88	44.83	40.87
			16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0034-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: John Stodola	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	183,500	242,700	Res	59,200	149,000	208,200	-34,500
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		John Stodola			
Parcel ID		838-0034-000			
Assessed Value -	Original	$242,700			
Assessed Value -	Revised	$208,200			
Payments Due		-34,500			
Lottery Credit		-281.77	-281.77	0.00	
1/31		2,023.40	1,735.78	287.62	
3/31		1,011.70	867.89	143.81	
5/31		1,011.70	867.89	143.81	
		3,765.02	3,189.78	575.24	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	845.40	725.23	120.17	109.55
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	951.36	816.13	135.23	123.28
	MATC (VTAE)	01.0000.1412	0.8455435	205.21	176.04	29.17	26.59
1	Franklin Schools	01.0000.1411	8.6739511	2,105.17	1,805.92	299.25	272.81
	State School Levy credit		-1.6155230	-392.09	-336.35	-55.74	
	MMSD	01.0000.1413	1.3668765	331.74	284.58	47.16	42.99
			16.6740750	4,046.79	3,471.55	575.24	575.22

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0035-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Bruce Fugate	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief. Do you agree with this statement? ☐ Yes ☐ No

Name			Bruce Fugate			
Parcel ID			838-0035-000			
Assessed Value -		Original	$233,900			
Assessed Value -		Revised	$201,100			
Payments Due			-32,800			
Lottery Credit			-281.77	-281.77	0.00	
1/31			1,950.04	1,676.58	273.46	
3/31			975.02	838.29	136.73	
5/31			975.02	838.29	136.73	
			3,618.30	3,071.38	546.92	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
	MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
			16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0036-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Hedieh Shaker	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief. Do you agree with this statement? ☐ Yes ☐ No

Name		Hedieh Shaker			
Parcel ID		838-0036-000			
Assessed Value -	Original	$233,900			
Assessed Value -	Revised	$201,100			
Payments Due		-32,800			
Lottery Credit		-70.44	-70.44	0.00	
1/31		1,950.04	1,676.58	273.46	
3/31		975.02	838.29	136.73	
5/31		975.02	838.29	136.73	
		3,829.63	3,282.71	546.92	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
	MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
			16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0037-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Nancy L. Singer	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	172,500	231,700	Res	59,200	139,600	198,800	-32,900
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement

Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.

Do you agree with this statement? ☐ Yes ☐ No

Name			Nancy Singer			
Parcel ID			838-0037-000			
Assessed Value -		Original	$231,700			
Assessed Value -		Revised	$198,800			
Payments Due			-32,900			
Lottery Credit			-281.77	-281.77	0.00	
1/31			1,931.69	1,657.40	274.29	
3/31			965.84	828.70	137.14	
5/31			965.84	828.70	137.14	
			3,581.60	3,033.03	548.57	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	807.08	692.48	114.60	104.48
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	908.24	779.28	128.96	117.57
	MATC (VTAE)	01.0000.1412	0.8455435	195.91	168.09	27.82	25.36
1	Franklin Schools	01.0000.1411	8.6739511	2,009.75	1,724.38	285.37	260.16
	State School Levy credit		-1.6155230	-374.32	-321.17	-53.15	
	MMSD	01.0000.1413	1.3668765	316.71	271.74	44.97	41.00
			16.6740750	3,863.37	3,314.80	548.57	548.57

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0038-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name Amritpal Kaur	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	172,500	231,700	Res	59,200	139,700	198,900	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name			Amritpal Kaur		
Parcel ID			838-0038-000		
Assessed Value -		Original	$231,700		
Assessed Value -		Revised	$198,900		
Payments Due			-32,800		
Lottery Credit			-281.77	-281.77	0.00
1/31			1,931.69	1,658.24	273.45
3/31			965.84	829.12	136.73
5/31			965.84	829.12	136.73
			3,581.60	3,034.70	546.90

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	807.08	692.83	114.25	104.16
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	908.24	779.67	128.57	117.21
	MATC (VTAE)	01.0000.1412	0.8455435	195.91	168.18	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,009.75	1,725.25	284.50	259.37
	State School Levy credit		-1.6155230	-374.32	-321.33	-52.99	
	MMSD	01.0000.1413	1.3668765	316.71	271.87	44.84	40.88
			16.6740750	3,863.37	3,316.47	546.90	546.90

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0039-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Robert Grede	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	174,700	233,900	Res	59,200	141,200	200,400	-33,500
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief. Do you agree with this statement? ☐ Yes ☐ No

Name			Robert Grede			
Parcel ID			838-0039-000			
Assessed Value -		Original	$233,900			
Assessed Value -		Revised	$200,400			
Payments Due			-33,500			
Lottery Credit			-70.44	-70.44	0.00	
1/31			1,950.04	1,670.75	279.29	
3/31			975.02	835.37	139.65	
5/31			975.02	835.37	139.65	
			3,829.63	3,271.05	558.58	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	698.06	116.69	106.38
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	785.55	131.32	119.72
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	169.45	28.32	25.82
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,738.26	290.58	264.91
	State School Levy credit		-1.6155230	-377.87	-323.75	-54.12	
	MMSD	01.0000.1413	1.3668765	319.71	273.92	45.79	41.75
			16.6740750	3,900.07	3,341.49	558.58	558.58

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0040-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Nancy J Breiling	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name			Nancy J. Breiling			
Parcel ID			838-0040-000			
Assessed Value -		Original	$233,900			
Assessed Value -		Revised	$201,100			
Payments Due			-32,800			
Lottery Credit			-281.77	-281.77	0.00	
1/31			1,950.04	1,676.58	273.46	
3/31			975.02	838.29	136.73	
5/31			975.02	838.29	136.73	
			3,618.30	3,071.38	546.92	

	GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
State Tax		0.0000000	0.00	0.00	0.00	0.00
Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
Sales Tax Credit		0.0000000	0.00	0.00	0.00	
City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1 Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
		16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0041-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Douglas Bonk	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	172,500	231,700	Res	59,200	139,700	198,900	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief. Do you agree with this statement? ☐ Yes ☐ No

Name			Douglas Bonk			
Parcel ID			838-0041-000			
Assessed Value -		Original	$231,700			
Assessed Value -		Revised	$198,900			
Payments Due			-32,800			
Lottery Credit			-70.44	-70.44	0.00	
1/31			1,931.69	1,658.24	273.45	
3/31			965.84	829.12	136.73	
5/31			965.84	829.12	136.73	
			3,792.93	3,246.03	546.90	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	807.08	692.83	114.25	104.16
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	908.24	779.67	128.57	117.21
	MATC (VTAE)	01.0000.1412	0.8455435	195.91	168.18	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,009.75	1,725.25	284.50	259.37
	State School Levy credit		-1.6155230	-374.32	-321.33	-52.99	
	MMSD	01.0000.1413	1.3668765	316.71	271.87	44.84	40.88
			16.6740750	3,863.37	3,316.47	546.90	546.90

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0042-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Samantha J Kovach	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	Total Assessment Difference (cols. c - f)
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Samantha Kovach			
Parcel ID		838-0042-000			
Assessed Value -	Original	$233,900			
Assessed Value -	Revised	$201,100			
Payments Due		-32,800			
Lottery Credit		-70.44	-70.44	0.00	
1/31		1,950.04	1,676.58	273.46	
3/31		975.02	838.29	136.73	
5/31		975.02	838.29	136.73	
		3,829.63	3,282.71	546.92	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
	MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
			16.6740750	3,900.07	3,353.15	546.92	546.92

Milwaukee County is entitled to the Sales tax credit
The School levy credit is proportioned among all taxing districts
The State when calculating the amounts will calculate the TIF impact and include that with the City total

Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0043-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: Megan Oberbrunner	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
							Total	

District Information

Net taxes rescinded or refunded to be charged back to taxing jurisdictions *(excluding interest)*

District Code	District Type	District Name	Net Tax
	STATE	STATE OF WISCONSIN	
40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

Form PC-201	2026 Request for Chargeback of Rescinded or Refunded Taxes	Wisconsin Dept of Revenue

Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		Megan Oberbrunner			
Parcel ID		838-0043-000			
Assessed Value -	Original	$233,900			
Assessed Value -	Revised	$201,100			
Payments Due		-32,800			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,950.04	1,676.58	273.46	
3/31		975.02	838.29	136.73	
5/31		975.02	838.29	136.73	
		3,618.30	3,071.38	546.92	

		GL A/R Acct	2025 Rate	Original Amount	Adjusted Amount	Difference	State Report Difference
	State Tax		0.0000000	0.00	0.00	0.00	0.00
	Milwaukee County	01.0000.1415	3.4833156	814.75	700.49	114.26	104.17
	Sales Tax Credit		0.0000000	0.00	0.00	0.00	
	City of Franklin	01.0198.5543	3.9199113	916.87	788.29	128.58	117.22
	MATC (VTAE)	01.0000.1412	0.8455435	197.77	170.04	27.73	25.28
1	Franklin Schools	01.0000.1411	8.6739511	2,028.84	1,744.33	284.51	259.38
	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
	MMSD	01.0000.1413	1.3668765	319.71	274.88	44.83	40.87
			16.6740750	3,900.07	3,353.15	546.92	546.92

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Franklin Schools	01.0000.1411	8.6739511
Oak Creek/Franklin Schools	01.0000.1418	7.6625654
Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

Form PC-201	**2026 Request for Chargeback of Rescinded or Refunded Taxes**	Wisconsin Dept of Revenue

Assessment Year	Co-muni Code	County MILWAUKEE	Case No.	Report Type
	40226	Municipality CITY OF FRANKLIN		ORIGINAL

Property Information

☒ Real estate ☐ Personal property	Parcel/account number 838-0044-000	Is this parcel in a TID? ☐ Yes ☑ No	TID number
Property owner name: John Dowd	Due to court ruling? ☐ Yes ☑ No	Court determination date	Court case/docket number

Real Estate

Assessment Before Adjustment				Assessment After Adjustment				(col. g) Total Assessment Difference (cols. c - f)
Class	(col. a) Land	(col. b) Improvement	(col. c) Total Value (cols. a + b)	Class	(col. d) Land	(col. e) Improvement	(col. f) Total Value (cols. d + e)	
Res	59,200	174,700	233,900	Res	59,200	141,900	201,100	-32,800
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District Information

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40999	COUNTY	MILWAUKEE COUNTY	
40226	MUNICIPALITY	CITY OF FRANKLIN	
404018	SCHOOL		
000900	TECHNICAL COLLEGE	MILWAUKEE AREA TECHNICAL COLLEGE MILW	
405020	SPECIAL	MILWAUKEE COUNTY METRO SEWER DISTRICT	
		Total net tax rescinded or refunded *(excluding interest)*	

Explanation

I certify the total net taxes were rescinded or refunded to the taxpayer ☐ Yes ☐ No

Reference	Statute explanation
74.33(1)	Correction of palpable error

Additional explanation

Remove basement SF (correction of error--no basement in these units)

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Preparer	
Name Danielle Brown	Title Treasurer
Email dbrown@franklinwi.gov	Phone (414) 427-7514

Signature Statement
Under penalties of law, I declare this form and all attachments are true, correct and complete to the best of my knowledge and belief.
Do you agree with this statement? ☐ Yes ☐ No

Name		John Dowd			
Parcel ID		838-0044-000			
Assessed Value -	Original	$233,900			
Assessed Value -	Revised	$201,100			
Payments Due		-32,800			
Lottery Credit		-281.77	-281.77	0.00	
1/31		1,950.04	1,676.58	273.46	
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	State School Levy credit		-1.6155230	-377.87	-324.88	-52.99	
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			16.6740750	3,900.07	3,353.15	546.92	546.92

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Whitnall Schools	01.0000.1419	8.1251365
No Sewer		0.0000000

TOTAL

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/1/2026
REPORTS & RECOMMENDATIONS	APPROVAL OF THE 2027 EMPLOYEE BENEFIT-RELATED COVERAGE RENEWALS	ITEM NUMBER 9.10. District: Citywide

BACKGROUND

Approval is requested to continue the City of Franklin employee benefit programs effective January 1, 2027, as described in the 2027 Open Enrollment Guide. The program includes UMR medical coverage through the Nexus ACO network, ServeYou prescription coverage, Delta Dental and CarePlus dental options, VSP Vision, NIS/League of Wisconsin Municipalities Life and Disability coverage, NICE Healthcare, health savings and reimbursement arrangements, flexible spending accounts, and an employee assistance program.

RECOMMENDATION DETAILS

Medical insurance and prescription benefits

The Personnel Committee and Staff recommend continuing the two UMR-administered medical options. The traditional PPO and the qualified high-deductible health plan (HDHP) will use Nexus ACO Tier 1 and Tier 2 networks, with prescription benefits through ServeYou. The PPO in-network deductible is $1,500 single / $4,500 family; the medical out-of-pocket maximum is $4,500 single / $9,000 family. Tier 1 and Tier 2 coinsurance is 85% and 65%, respectively. For the HDHP, the in-network deductible is $3,000 single / $6,000 family, with a $3,500 embedded individual deductible within family coverage; the medical out-of-pocket maximum is $5,000 individual / $9,000 family. Tier 1 and Tier 2 coinsurance is 90% and 70%, respectively.

Medical Plan	Current Monthly Rate	Proposed 2027 Rate
PPO Single	$1,090.00	$1,231.00
PPO Family	$2,373.00	$2,630.00
HDHP Single	$974.00	$1,105.00
HDHP Family	$2,176.00	$2,415.00

Stop-Loss Coverage: The projection assumes a $110,000 specific deductible and estimates specific stop-loss costs at $579.71 per employee per month ($1,314,788 annually), up 48.87%, and aggregate stop-loss at $12.43 per employee per month ($28,191 annually), up 8.94%.

Health Reimbursement Arrangement: The City funds up to $1,250 single / $2,500 family after the employee pays $1,750 single / $3,500 family in eligible in-network deductible and coinsurance expenses. Access points increase by $50 single / $100 family compared with last year. Unused funds do not roll over.

Health Savings Account: The City's annual contributions of $750 single / $1,500 family for eligible HDHP participants, deposited monthly at $62.50 / $125.00.

Nice Healthcare: The City continues services at no cost to eligible enrolled employees and family members. The renewal summary has no rate change and an extension has been taken to lock in pricing.

Flexible Spending Accounts: The City will continue with EBC administration with no rate change. Annual elections shown in the benefit drafts are $2,500 for health care or limited purpose FSA and $5,000 for dependent care FSA.

Dental Insurance
The City continues to offer the self-funded Delta Dental plan. Projected annual funding increases are from $154,344 to $160,219, up $5,875 (3.81%). Administrative costs remain $5.00 per employee per month. Proposed total monthly funding rates are $38.41 single and $112.11 family, compared with $37.00 and $108.00 currently. The City-offered CarePlus Dental HMO is without change, as it is in the second year of its rate guarantee through December 31, 2027. Total monthly premiums remain $29.49 single and $86.85 family.

Vision Insurance
The City's vision plan through VSP Vision is also in a rate guarantee through December 31, 2027. Monthly employee contributions remain $6.85 (employee only), $10.95 (employee and spouse), $11.18 (employee and children), and $18.03 (family).

Life and Disability Insurance
NIS's Life / AD&D and disability arrangements are without a rate change under a rate guarantee through December 31, 2030. Retain existing eligibility and benefit schedules. Voluntary LTD remains employee-paid at $0.308 per $100 of monthly salary, with a 60% benefit up to $6,000 monthly after a 90-day waiting period.

Premium Change & Employee Contributions
The rates in the table below represent the recommended monthly contributions for 2027 benefits. Wellness rates require completion of the applicable program requirements.

Medical Coverage	With Wellness Discount	Without Wellness Discount
HDHP Single	$124.00	$173.73
HDHP Family	$301.00	$409.68
PPO Single	$207.00	$262.40
PPO Family	$500.00	$618.35

Monthly dental contributions remain $0 for employee-only and management family coverage; non-management family contributions are $74.00 Delta / $57.36 CarePlus.

COUNCIL ACTION REQUESTED

Motion to approve the 2027 employee-benefit program renewals, plan designs, employee contributions, and City HSA and HRA funding as outlined, effective January 1, 2027; and to authorize the Director of Administration to finalize renewals with the stated guaranteed or unchanged rates and implement related benefit and Employee Handbook updates.

HR – BW; DOA – KH; Finance – DB

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/1/2026
REPORTS & RECOMMENDATIONS	APPROVAL OF THE 2027 MUNICIPAL INSURANCE RENEWAL	ITEM NUMBER 9.11. District: Citywide

BACKGROUND
The City of Franklin has received its municipal insurance renewal proposal from R&R Insurance Services, Inc., through the League of Wisconsin Municipalities Mutual Insurance (LWMMI), for the policy period January 1, 2027, through January 1, 2028. The proposed renewal includes general liability, public officials' liability, police professional liability, automobile liability and physical damage, cyber liability, crime, property, tank coverage, and workers' compensation insurance.

The proposed annual premium is $938,929, compared with $781,738 for 2026, representing an increase of $157,191, or 20.1%. The primary factor contributing to the increase is workers' compensation insurance, which increased from $314,332 to $459,092. This increase is largely attributable to the City's experience modification factor increasing from 0.82 to 1.18 based on prior claims experience. Other insurance coverages reflect a combined increase of $12,431.

The City continues to work with its insurance representatives and loss control consultants to evaluate claims experience, strengthen workplace safety initiatives, and implement loss prevention and return-to-work strategies.

FISCAL IMPACT
The total proposed 2027 insurance premium is $938,929. Funding is anticipated through the applicable 2027 departmental insurance expenditure accounts (0194), subject to confirmation by the Finance Department.

RECOMMENDATION
Staff recommends that the Common Council approve the City's 2027 municipal insurance renewal through R&R Insurance Services, Inc., as presented, for a total annual premium not to exceed $938,929, and authorize the appropriate City officials to execute the necessary renewal documents.

COUNCIL ACTION REQUESTED

Motion to approve the City of Franklin's 2027 municipal insurance renewal through R&R Insurance Services, Inc., for the policy period January 1, 2027, through January 1, 2028, at a total annual premium not to exceed $938,929, and authorize the appropriate City officials to execute all necessary documents.

DOA – KH; Finance – DB

Insured Name: City of Franklin

Jon Budzien/ Ashley Pettit
Effective: 1/1/2027

Premium Comparison

Company Year Coverages	Prior Year **LWMMI** 2026	Current Year - By Companies Quoting **LWMMI** 2027	Difference	
General Liability	$82,441.00	$79,068 00	-$3,373.00	-4.1%
Police Prof Liability	$45,123 00	$45,514.00	$391 00	0 9%
Public Officials Liability	$57,701 00	$62,071.00	$4,370 00	7.6%
Auto Liability	$30,519.00	$30,497.00	-$22 00	-0.1%
Auto Physical Damage	$73,239.00	$80,783 00	$7,544.00	10 3%
Crime	$2,752 00	$2,819 00	$67.00	2.4%
Cyber	$25,135.00	$20,418 00	-$4,717.00	-18 8%
Package Total	**$316,910.00**	**$321,170.00**	**$4,260.00**	**1.3%**
Property	$145,355.00 *MPIC*	$153,479 00 *MPIC*	$8,124 00	5 6%
Tank	$5,141.00 *ACE*	$5,188 00 *ACE*	$47 00	0 9%
Other Coverages Subtotal	**$150,496.00**	**$158,667.00**	**$8,171.00**	**5.4%**
Workers Compensation	$314,332.00	$459,092 00	$144,760 00	46 1%
Estimated Premium	**$781,738.00**	**$938,929.00**	**$157,191.00**	**20.1%**

Exposure changes

Package Changes	2026	2027	Difference	
Total Payroll	$21,262,000	$21,145,000	(117,000)	-0 6%
# of Full Time Police Officers	64	63	(1 00)	-1 6%
Number of Vehicle	129	126	-3	-2 3%
Population	36,882	37,195	313	0 8%
APD - Total Value Covered	$11,304,027	$12,008,607	704,580	6 2%
APD- Total Number of Vehicles	130	127	-3	-2 3%
Number of Employees	224 50	230 00	5 50	2 4%

APPROVAL	REVISED REQUEST FOR COUNCIL ACTION	MEETING DATE 12/01/2026
LICENSES AND PERMITS	MISCELLANEOUS LICENSES	ITEM/NUMBER H.

See attached License Committee Meeting Minutes from the License Committee Meeting of December 1st, 2026.

COUNCIL ACTION REQUESTED

Approval of the Minutes of the License Committee Meeting of December 1st, 2026.

414-425-7500

License Committee Agenda
Franklin City Hall Aldermen's Room
9229 West Loomis Road, Franklin, WI
December 1, 2026 – 4:45 p.m.

1.	Call to Order & Roll Call	Time:		
2.	Applicant Interviews & Decisions			
		Recommendations		
Type/ Time	Applicant Information	Approve	Hold	Deny
Operator 2026-2027 New	Tala Al-Salhi Costco Wholesale #1808			
Operator 2026-2027 New	William Aversa Costco Wholesale #1808			
Operator 2026-2027 New	Stacy Baker Costco Wholesale #1808			
Operator 2026-2027 New	Scott Barnstable Costco Wholesale #1808			
Operator 2026-2027 New	Jairo Barron-Perez Costco Wholesale #1808			
Operator 2026-2027 New	Amy Berens Irish Cottage			
Operator 2026-2027 New	Nicole Cook Costco Wholesale #1808			
Operator 2026-2027 New	Natalia Delgado Costco Wholesale #1808			
Operator 2026-2027 New	Marcus Finley Costco Wholesale #1808			
Operator 2026-2027 New	Yadira Gallegos Costco Wholesale #1808			

Operator 2026-2027 New	**Elizabeth Gauthier Costco Wholesale #1808**			
Operator 2026-2027 New	**Hunter Gawronski Costco Wholesale #1808**			
Operator 2026-2027 New	**Jennifer Grabeklis Costco Wholesale #1808**			
Operator 2026-2027 New	**Josh Huebner Costco Wholesale #1808**			
Operator 2026-2027 New	**Angelica Klug Costco Wholesale #1808**			
Operator 2026-2027 New	**Maria Kostic Costco Wholesale #1808**			
Operator 2026-2027 New	**Eaven Mason Costco Wholesale #1808**			
Operator 2026-2027 New	**Breaire Neta Costco Wholesale #1808**			
Operator 2026-2027 New	**Cristal Poppy Costco Wholesale #1808**			
Operator 2026-2027 New	**Jonathan Robinson Costco Wholesale #1808**			
Operator 2026-2027 New	**Melissa Siegel Costco Wholesale #1808**			
Operator 2026-2027 New	**Sheldon Swartz Costco Wholesale #1808**			
Operator 2026-2027 New	**Samantha Whitlock Luxe Golf/Dog Haus/Rack City**			

Operator 2026-2027 New	**Noah Whitteker** **Costco Wholesale #1808**			
People Uniting for the Betterment of Life and Investment in the Community (PUBLIC) Grant	**VFW Post 10394 (Franklin/Hales Corners)** **St. Martin's Fair** Fee Waivers: License Fees: St. Martin's Fair – Temporary Entertainment & Amusement, Temporary Class B Beer, Operators and Peddler's Location: Post Property, 11310 W Church St Dates of Event: 9/5/27 – 9/6/2027			
People Uniting for the Betterment of Life and Investment in the Community (PUBLIC) Grant	**Franklin Civic Celebration Committee for Independence Celebration** Fee Waivers: License Fees - Temporary Entertainment & Amusement, Temporary Class B Beer & Wine, Operator's; Park Permits Location: Franklin City Hall, Lions Legend Park I & II Dates of Event: 7/2/27 – 7/5/27			
People Uniting for the Betterment of Life and Investment in the Community (PUBLIC) Grant	**Fleet Reserve Association Branch 14 – St Martin's Fair** Fee Waivers: License Fees – St. Martin's Fair Location: St. Martin's Labor Day Fair Dates of the Event: 9/5/27 – 9/6/27			
People Uniting for the Betterment of Life and Investment in the Community (PUBLIC) Grant	**Xaverian Missionaries – Annual Mission Festival** Fee waivers: License Fees: Extraordinary Event, Temporary Class B Beer and Wine, Operators, Temporary Food, Sign and Tent Permits Location: Xaverian Missionaries, 4500 W Xavier Dr Dates of Event: 6/26/2027– 6/27/2027			
People Uniting for the Betterment of Life and Investment in the Community (PUBLIC) Grant	**Franklin Lions Foundation – Fund Raisers & Club Monthly Meetings** Fee Waivers: Park Permits – Easter Egg Hunt, Club Meetings; St. Martin's Fair Permit, Temporary Class "B" Beer, Operators Licenses Dates of Events: 3/27/27, 7/13/27, 8/10/27, 9/5/27 – 9/6/27 Locations: Lions Legend I; St. Martin's Fair			
3.	**Adjournment**	Time:		

*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.

APPROVAL	REQUEST FOR COUNCIL ACTION	MEETING DATE 12/01/2026
Bills	Vouchers and Payroll Approval	ITEM NUMBER I

Attached are vouchers dated November 13, 2026 through November 26, 2026 Nos. 209161 through Nos. 209294 in the amount of $ 1,049,301.72. Also included in this listing are EFT Nos. 6730 through EFT Nos. 6741, Library vouchers totaling $ 25,833.91, and Water Utility vouchers totaling $ 13,454.01. Voided checks in the amount of $ (11, 346.91) are separately listed.

Early release disbursements dated November 13, 2026 through November 25, 2026 in the amount of $ 271,078.45 are provided on a separate listing and are also included in the complete disbursement listing. These payments have been released as authorized under Resolutions 2013-6920, 2015-7062 and 2022-7834.

The net payroll dated November 27, is $ 467,511.80, previously estimated at $ 500,000. Payroll deductions dated November 27, are $ 700,427.44 previously estimated at $ 713,000

The estimated payroll for December 11, 2026 is $ 548,000 with estimated deductions and matching payments of $ 303,000,

COUNCIL ACTION REQUESTED

Motion approving the following

- City vouchers with an ending date of November 26, 2026 in the amount of $ 1,049,301.72
- Payroll dated November 27, 2026 in the amount of $ 467,511.80 and payments of the various payroll deductions in the amount of $ 700,427.44 plus City matching payments and
- Estimated payroll dated December 11, 2026 in the amount of $ 548,000 and payments of the various payroll deductions in the amount of $ 303,000 plus City matching payments.

ROLL CALL VOTE NEEDED

Finance Dept – NC