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

PLAN COMMISSION MEETING AGENDA
Thursday, June 18, 2026 at 6:00 P.M.

A. Call to Order and Roll Call

B. Approval of Minutes

1. Approval of the regular meeting of May 7, 2026.

C. Public Hearing Business Matters.

1. **Tax Incremental District No. 11.** Public Hearing regarding the proposed creation of Tax Incremental District No. 11, the proposed boundaries of the District, and the proposed Project Plan for the District.

2. Consideration and possible action on a "Resolution Establishing the Boundaries of and Approving the Project Plan for Tax Incremental District No. 11".

D. Citizen comment period. Citizens may comment upon the Business Matter items set forth on this Meeting Agenda.

E. Business Matters

1. **Comprehensive Master Plan.** Draft updates to chapters: 1-Introduction, 2-Issues & Opportunities, 5-Land Use, as well as appendices: C-Demographic Variables, E-Issues & Opportunities and J-2026 Public Participation Results. This version is the 2nd draft to be presented to the Plan Commission, a previous version was presented in April. Item for discussion, no formal action requested.

F. Adjournment

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

*Supporting documentation and details of these agenda items are available at City Hall during regular business hours.
**Notice is given that a majority of the Common Council may attend this meeting to gather information about an agenda item over which they have decision-making responsibility. This may constitute a meeting of the Common Council per *State ex rel. Badke v. Greendale Village Board*, even though the Common Council will not take formal action at this meeting.

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

REMINDERS: Next Regular Plan Commission Meeting: July 9, 2026.

City of Franklin unapproved
Plan Commission Meeting
May 7, 2026
Minutes

A. Call to Order and Roll Call
Mayor John Nelson called the May 7, 2026, Plan Commission meeting to order at 6:00 p.m. in the Council Chambers at Franklin City Hall, 9229 West Loomis Road, Franklin, Wisconsin.

Present were Mayor John Nelson, Alderman Nabil Salous and Commissioners Kevin Haley, Patrick Leon and Michael Shawgo. Excused was Commissioner Rebecca Specht. Absent was Alderwoman Michelle Eichmann. Also present were City Attorney Jesse Wesolowski and Associate Planner Luke Hamill.

B. Approval of Minutes – Regular Meeting of April 23, 2026.
Commissioner Haley moved and Commissioner Leon seconded a motion to approve the meeting minutes. On voice vote, all voted 'aye'; motion carried (5-0-2).

C. Public Hearing Business Matters

1. **None.**

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

The citizen comment period opened at 6:01 p.m. and closed at 6:01 p.m.

E. Business Matters

1. **Signs and Lines by Stretch, Miscellaneous.** Request to recommend approval of a Miscellaneous Application to allow for the installation of two monument signs within Outlots 1 & 4 of the Ryan Meadows Subdivision (TKNs 891 1085 000 & 891 1088 000).

   Associate Planner Hamill presented the Miscellaneous request.

   Commissioner Leon moved and Alderman Salous seconded a motion to recommend adoption of a resolution authorizing the installation of two monument signs within Outlots 1 & 4 of the Ryan Meadows Subdivision (TKNs 891 1085 000 & 891 1088 000). On voice vote, all voted 'aye'; motion carried (5-0-1).

F. Adjournment
Commissioner Haley moved and Commissioner Leon seconded to adjourn the meeting at 6:04 pm. On voice vote, all voted 'aye'; motion carried (5-0-2).

DRAFT

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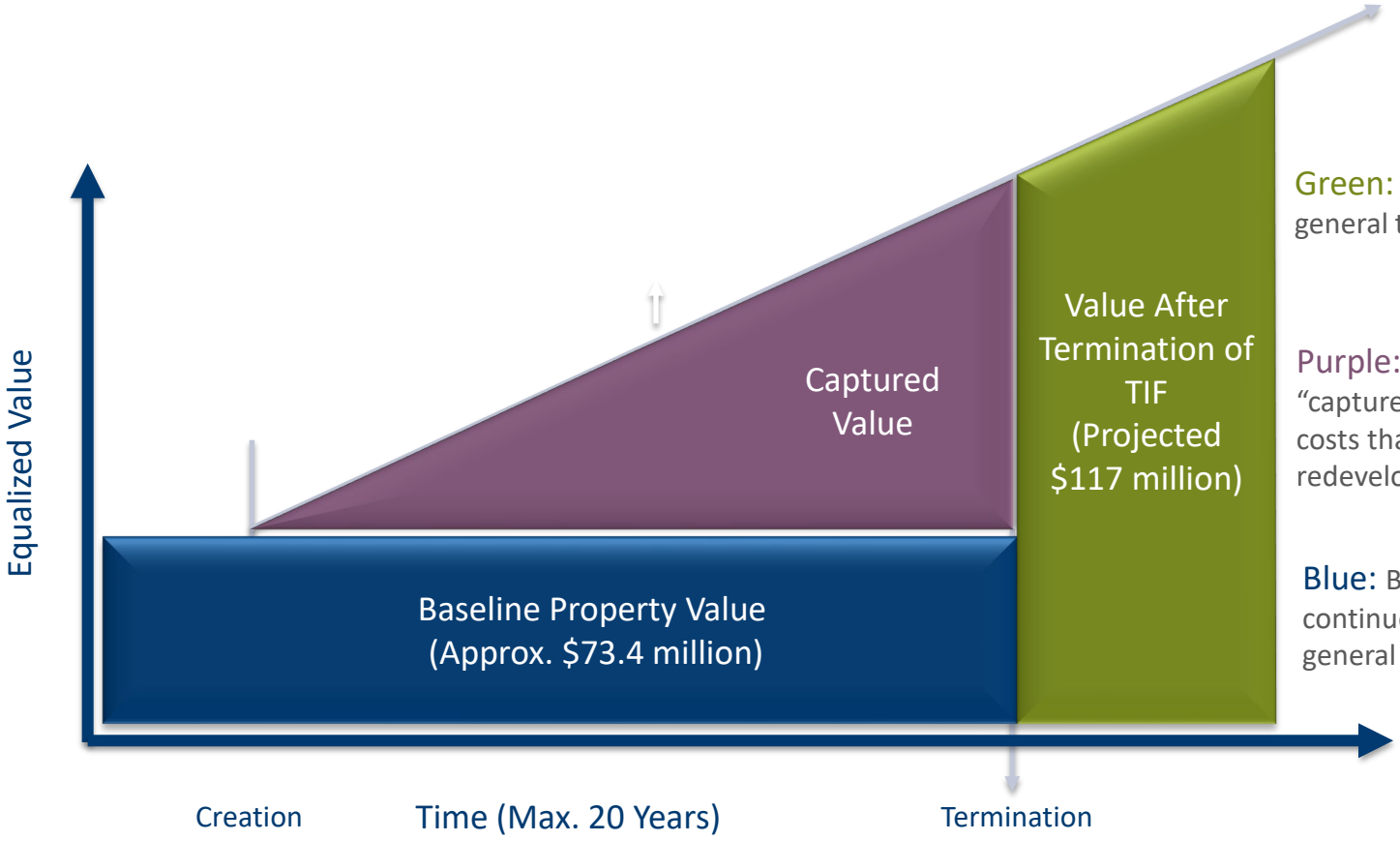
Tax Incremental District No. 11

City of Franklin, Wisconsin

How Tax Incremental Financing Works



Green: Full value reverts to general tax base

Purple: Increased value "captured" & used to pay costs than enabled redevelopment

Blue: Base value continues to be part of the general tax base

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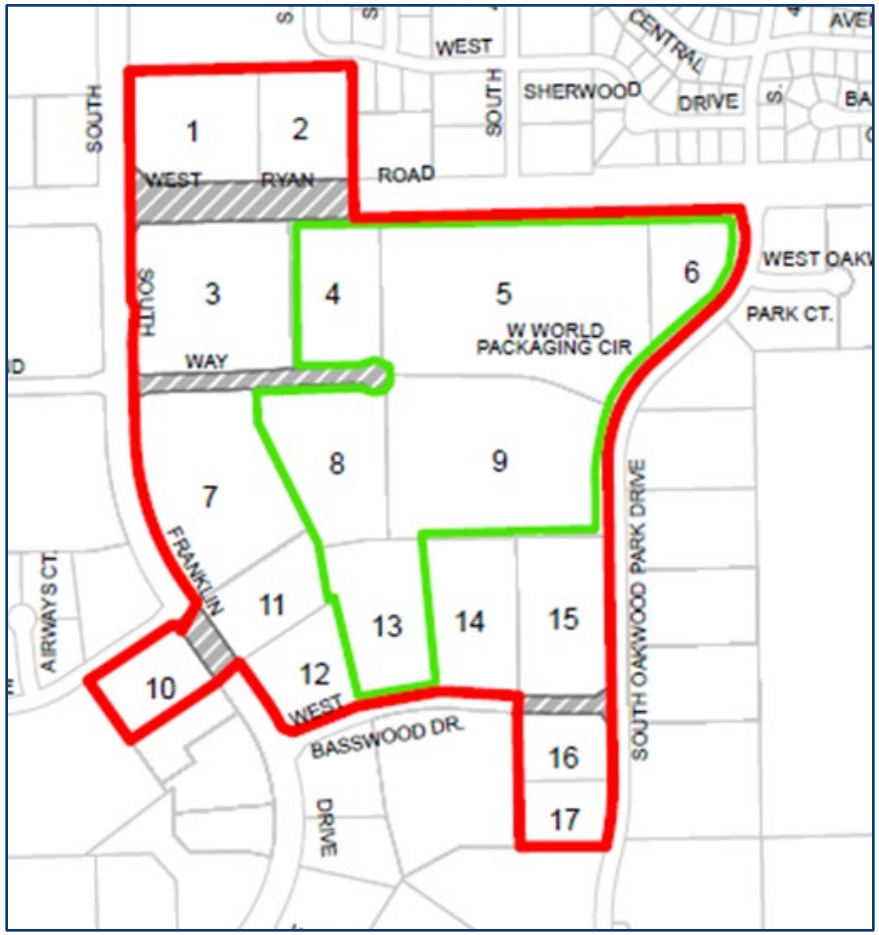
Proposed District Boundary



Purpose

- Yaskawa Campus Development

Maximum Life

- 20 Years

Required Finding

- Not less than 50% by area of real property within District is suitable for mixed use development (85% of the territory meets this criteria).

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Economic Benefits of Proposed TID

- Development of headquarters, training, and manufacturing facilities for industrial robots
- Approximately 576,000 square feet of new facilities will be constructed as part of the overall 1,043,000 square foot campus representing a $182 million private capital investment
- Creation of over 1,000 positions with annual salaries averaging $90,000
- Long-term employment opportunities resulting from the Project will support home ownership, increased population and retail & services markets in the City
- Short-term employment related to the construction and expansion of industrial facilities, and a general increase in commerce and economic activity within the City and region

Proposed Project Costs

Project Cost	Est. Cost
Development Incentive (Yaskawa)*	$4,200,000
Environmental Studies & Remediation Grant (WilCraft Can)	$300,000
Traffic Signal Relocation Reimbursement (Yaskawa)	$165,000
Utility Relocations (Allis Roller)	$300,000
Interest on Advances	$114,963
Administrative Expense	$205,000
Total	**$5,284,962**

* Incentive to be provided on a "Pay as you go" basis

- Payable solely from tax incremental revenue generated by District
- Subject to annual appropriation by Common Council

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Yaskawa Development Agreement

- Traffic signal relocation from intersection of S. 41st and West Ryan to S. Oakwood Park and West Ryan
  - ✓ Estimate cost of $655,000 to be paid by Yaskawa with $165,000 reimbursement from City if $330,000 DOT grant awarded
- Incentive Requirements (Maximum $4,200,000)

Building	Occupancy Deadline	Increment Percentage*	Latest Payment Date
1	7/30/2028	55%	10/1/2039
2	12/31/2030	60%	10/1/2041
3+	12/31/2033	65%	10/1/2044

*Percentage steps up to previously constructed buildings

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Projected Tax Increment

	Construction Year	Value Added	Valuation Year	Inflation Increment	Total Increment	Revenue Year	Tax Rate	Tax Increment
1	2026	2,483,000	2027	0	2,483,000	2028	$16.50	**40,980**
2	2027	3,103,750	2028	24,830	5,611,580	2029	$16.50	**92,614**
3	2028	6,990,750	2029	56,116	12,658,446	2030	$16.50	**208,916**
4	2029	6,370,000	2030	126,584	19,155,030	2031	$16.50	**316,136**
5	2030	6,370,000	2031	191,550	25,716,581	2032	$16.50	**424,428**
6	2031	0	2032	257,166	25,973,746	2033	$16.50	**428,672**
7	2032	4,011,150	2033	259,737	30,244,634	2034	$16.50	**499,159**
8	2033	8,143,850	2034	302,446	38,690,930	2035	$16.50	**638,557**
9	2034	0	2035	386,909	39,077,839	2036	$16.50	**644,943**
10	2035	0	2036	390,778	39,468,618	2037	$16.50	**651,392**
11	2036	0	2037	394,686	39,863,304	2038	$16.50	**657,906**
12	2037	0	2038	398,633	40,261,937	2039	$16.50	**664,485**
13	2038	0	2039	402,619	40,664,556	2040	$16.50	**671,130**
14	2039	0	2040	406,646	41,071,202	2041	$16.50	**677,841**
15	2040	0	2041	410,712	41,481,914	2042	$16.50	**684,620**
16	2041	0	2042	414,819	41,896,733	2043	$16.50	**691,466**
17	2042	0	2043	418,967	42,315,701	2044	$16.50	**698,380**
18	2043	0	2044	423,157	42,738,858	2045	$16.50	**705,364**
19	2044	0	2045	427,389	43,166,246	2046	$16.50	**712,418**
20	2045	0	2046	431,662	43,597,909	2047	$16.50	**719,542**
Totals		**37,472,500**		**6,125,409**			**Future Value of Increment**	**10,828,946**

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Projected District Cashflow

Year	Revenues			Expenditures					Balances			Year
	Tax Increment	Other	Total	Dev. Incentives	Other Costs	Repay Advances	Admin. Costs	Total	Annual	Cumulative	Liabilities	
2026	0	50,000	50,000	0	0	0	50,000	50,000	0	0	51,750	2026
2027	0	965,000	965,000	0	955,000	0	10,000	965,000	0	0	374,411	2027
2028	40,980	134,020	175,000	0	165,000	0	10,000	175,000	0	0	1,211,096	2028
2029	92,614	0	92,614	0	0	40,000	10,000	50,000	42,614	42,614	1,189,514	2029
2030	208,916	0	208,916	57,082	0	50,000	10,000	117,082	91,834	134,448	3,250,493	2030
2031	316,136	0	316,136	62,894	300,000	65,000	10,000	437,894	(121,758)	12,690	3,139,130	2031
2032	424,428	0	424,428	254,657	0	150,000	10,000	414,657	9,771	22,461	4,114,040	2032
2033	428,672	0	428,672	278,637	0	150,000	10,000	438,637	(9,965)	12,496	3,695,507	2033
2034	499,159	0	499,159	281,423	0	153,983	10,000	445,406	53,753	66,249	3,265,308	2034
2035	638,557	0	638,557	415,062	0	0	10,000	425,062	213,495	279,744	2,850,246	2035
2036	644,943	0	644,943	419,213	0	0	10,000	429,213	215,730	495,474	2,431,033	2036
2037	651,392	0	651,392	423,405	0	0	10,000	433,405	217,987	713,461	2,007,629	2037
2038	657,906	0	657,906	427,639	0	0	10,000	437,639	220,267	933,728	1,579,990	2038
2039	664,485	0	664,485	431,915	0	0	10,000	441,915	222,570	1,156,298	1,148,074	2039
2040	671,130	0	671,130	361,716	0	0	25,000	386,716	284,413	1,440,711	786,358	2040
2041	677,841	0	677,841	365,334	0	0	0	365,334	312,508	1,753,219	421,024	2041
2042	684,620	0	684,620	140,262	0	0	0	140,262	544,358	2,297,576	280,763	2042
2043	691,466	0	691,466	141,664	0	0	0	141,664	549,801	2,847,378	139,098	2043
2044	698,380	0	698,380	139,098	0	0	0	139,098	559,282	3,406,660	0	2044
2045	705,364	0	705,364	0	0	0	0	0	705,364	4,112,024	0	2045
2046	712,418	0	712,418	0	0	0	0	0	712,418	4,824,442	0	2046
2047	719,542	0	719,542	0	0	0	0	0	719,542	5,543,984	0	2047
Totals	**10,828,946**	**1,149,020**	**11,977,967**	**4,200,000**	**1,420,000**	**608,983**	**205,000**	**6,433,983**	**5,543,984**			**Totals**

Cashflow projection indicated TID will recover costs in 2040, seven years prior to end of 20-year maximum life

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Timeline

June 11, 2026	Organizational Joint Review Board meeting
June 18, 2026	Plan Commission public hearing and consideration of resolution recommending creation of TID 11 to Common Council
July 7, 2026	Common Council meeting to consider approval of resolution creating TID 11
Late - July	Final Joint Review Board meeting to consider approval of TID 11 creation

STATE OF WISCONSIN CITY OF FRANKLIN MILWAUKEE COUNTY
PLAN COMMISSION

RESOLUTION NO. 2026-____

A RESOLUTION ESTABLISHING THE BOUNDARIES OF AND APPROVING THE PROJECT PLAN FOR TAX INCREMENTAL DISTRICT NO. 11

WHEREAS, the City of Franklin (the "City") has determined that use of Tax Incremental Financing is required to promote development and redevelopment within the City; and

WHEREAS, Tax Incremental District No. 11 (the "District") is proposed to be created by the City in accordance with the provisions of Wisconsin Statutes Section 66.1105 (the "Tax Increment Law"); and

WHEREAS, a Project Plan for the District has been prepared that includes:

a. A statement listing of the kind, number and location of all proposed public works or improvements within the District, or to the extent provided in Wisconsin Statutes Sections 66.1105(2)(f)1.k. and 66.1105(2)(f)1.n., outside of the District;
b. An economic feasibility study;
c. A detailed list of estimated project costs;
d. A description of the methods of financing all estimated project costs and the time when the related costs or monetary obligations are to be incurred;
e. A map showing existing uses and conditions of real property in the District;
f. A map showing proposed improvements and uses in the District;
g. Proposed changes of zoning ordinances, master plan, map, building codes and City ordinances;
h. A list of estimated non-project costs;
i. A statement of the proposed plan for relocation of any persons to be displaced;
j. A statement indicating how the District promotes the orderly development of the City;
k. An opinion of the City Attorney or of an attorney retained by the City advising that the plan is complete and complies with Wisconsin Statutes Section 66.1105(4)(f); and

WHEREAS, prior to its publication, a copy of the notice of public hearing was sent to the chief executive officers of Milwaukee County, the Franklin Public School District, and the Milwaukee Area Technical College District, and any other entities having the power to levy taxes on property located within the District, in accordance with the procedures specified in the Tax Increment Law; and

WHEREAS, prior to its publication, a copy of the notice of public hearing was also sent to the owners of all property in the proposed District; and

WHEREAS, in accordance with the procedures specified in the Tax Increment Law, the Plan Commission, on June 18, 2026 held a public hearing concerning the proposed creation of the District, its proposed boundaries and its proposed Project Plan, providing interested parties a reasonable opportunity to express their views thereon.

NOW, THEREFORE, BE IT RESOLVED by the Plan Commission of the City of Franklin that:

1. It recommends to the Common Council that Tax Incremental District No. 11 be created with boundaries as designated in Exhibit A of this Resolution.

2. It approves and adopts the Project Plan for the District, attached as Exhibit B, and recommends its approval to the Common Council.

3. Creation of the District promotes orderly development in the City.

Introduced at a regular meeting of the Plan Commission of the City of Franklin this 18th day of June, 2026.

Passed and adopted at a regular meeting of the Plan Commission of the City of Franklin this 18th day of June, 2026.

APPROVED:

_____
John R. Nelson, Chairman

ATTEST:

_____
Shirley J. Roberts, City Clerk

AYES _____ NOES _____ ABSENT _____

June 18, 2026

PROJECT PLAN

City of Franklin, Wisconsin

Tax Incremental District No. 11

Franklin Business Park

EHLERS
PUBLIC FINANCE ADVISORS

Prepared by:

Ehlers
N19W24400 Riverwood Drive,
Suite 100
Waukesha, WI 53188

BUILDING COMMUNITIES. IT'S WHAT WE DO.

KEY DATES

Organizational Joint Review Board Meeting Held:	June 11, 2026
Public Hearing Held:	June 18, 2026
Approval by Plan Commission:	June 18. 2026
Adoption by Common Council:	July 7, 2026
Approval by the Joint Review Board:	TBD

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SECTION 1:
Executive Summary

DESCRIPTION OF DISTRICT

Tax Incremental District ("TID") No. 11 ("District") is a proposed Industrial District comprising approximately 114 acres located in the Franklin Business Park and adjoining lands to the north. The District will be created to pay costs related to Yaskawa Electric Corporation's ("Yaskawa") development of a new campus in the District ("Project"). The new campus will include a headquarters, training, and manufacturing facilities for industrial robots. Approximately 576,000 square feet of new facilities will be constructed as part of the overall 1,043,000 square foot campus representing a $182 million private capital investment that is expected to create over 1,000 positions with annual salaries averaging $90,000. The employment opportunities resulting from the Project will support home ownership, increased population and retail & services markets in the City. In addition to the incremental property value that will be created because of this capital investment, and the long-term employment opportunities, the City expects the Project will result in short-term employment related to the construction and expansion of industrial facilities, and a general increase in commerce and economic activity within the City and region.

AUTHORITY

The City is creating the District under the provisions of Wis. Stat. § 66.1105.

ESTIMATED TOTAL PROJECT COST EXPENDITURES

The City anticipates making total expenditures of approximately $5.3 million ("Project Costs") to undertake the projects listed in this Project Plan ("Plan"). Project Costs include an estimated $4.2 million in development incentives, $165,000 to reimburse Yaskawa for the portion of the cost of relocating traffic signals, $300,000 for sanitary sewer and water main relocations at the Allis Roller site (within ½ mile), $300,000 for a site remediation grant for WilCraft Can (within ½ mile), $114,963 in interest on repayment of advances, and $205,000 in City administrative expense related to creation and administration of the District.

INCREMENTAL VALUATION

The City projects that new land and improvements value of approximately $37.5 million will result from the Project. Creation of this additional value will be made possible by the Project Costs made within the District. A table detailing assumptions as to the development timing and associated values is included in the Economic Feasibility Study located within this Plan.

EXPECTED TERMINATION OF DISTRICT

Based on the Economic Feasibility Study located within Section 9 of this Plan, the City anticipates that the District will generate sufficient tax increment to pay all Project Costs within 13 of its allowable 20 years.

SUMMARY OF FINDINGS

As required by Wis. Stat. § 66.1105, and as documented in this Plan and the exhibits contained and referenced herein, the following findings are made:

1. That "but for" the creation of this District, the development projected to occur as detailed in this Plan: 1) would not occur; or 2) would not occur in the manner, at the values, or within the timeframe desired by the City. In reaching this determination, the City has considered the substantial private capital investment that will be made to expand industrial operations in the District, and the negotiations with the company related to the need for City participation in the Project.

2. The economic benefits of the District, as measured by increased employment, business and personal income, and property value, are sufficient to compensate for the cost of the improvements. In making this determination, the City has considered the $182 million private capital investment within the proposed District that is expected to create over 1,000 positions with annual salaries averaging $90,000. as well as the benefits of short-term employment related to the construction and expansion of industrial facilities, and a general increase in commerce and economic activity within the City and region.

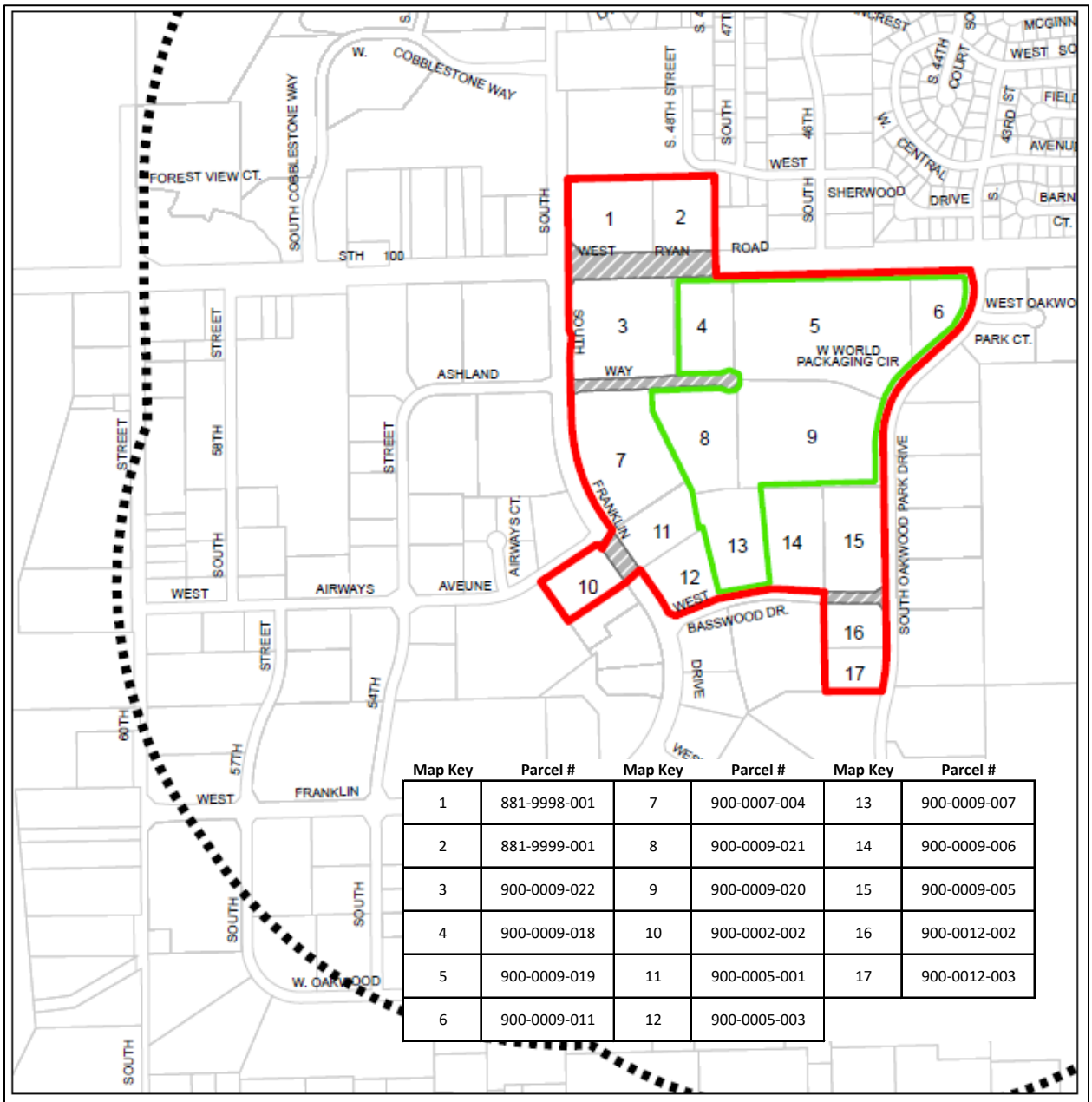
3. The benefits of the proposal outweigh the anticipated tax increments to be paid by the owners of property in the overlying taxing jurisdictions. As required by Wis. Stat. § 66.1105(4)(i)4., a calculation of the share of projected tax increments estimated to be paid by the owners of property in the overlying taxing jurisdictions has been prepared and can be found in this Plan. However, because the Project would not occur without the use of tax incremental financing, these tax increments would not be paid but for creation of the District. Accordingly, the City finds that the benefits expected to be realized as set forth in this Plan outweigh the value of the tax increments to be invested in the Project.

4. Not less than 50% by area of the real property within the District is suitable for industrial sites as defined by Wis. Stat. § 66.1101 and has been zoned for industrial use. Any real property within the District that is found suitable for industrial sites and is zoned for industrial use at the time of creation of the District will remain zoned for industrial use for the life of the District.

5. Based on the foregoing finding, the District is designated as an industrial district.
6. The Project Costs relate directly to promoting industrial development in the District, consistent with the purpose for which the District is created.
7. Improvements to be made in the District are likely to significantly enhance the value of substantially all of the other real property in the District.
8. The equalized value of taxable property in the District, plus the incremental value of all existing tax incremental districts within the City does not exceed 12% of the total equalized value of taxable property within the City.
9. The City estimates that less than 35% of the territory within the District will be devoted to retail business at the end of the District's maximum expenditure period, pursuant to Wis. Stat. § 66.1105(5)(b).
10. That there are no parcels to be included within the District that were annexed by the City within the preceding three-year period.
11. The Plan for the District is feasible and is in conformity with the Master Plan of the City.

SECTION 2:
Preliminary Maps of Proposed District Boundary

Maps Found on Following Pages.



Map Key	Parcel #	Map Key	Parcel #	Map Key	Parcel #
1	881-9998-001	7	900-0007-004	13	900-0009-007
2	881-9999-001	8	900-0009-021	14	900-0009-006
3	900-0009-022	9	900-0009-020	15	900-0009-005
4	900-0009-018	10	900-0002-002	16	900-0012-002
5	900-0009-019	11	900-0005-001	17	900-0012-003
6	900-0009-011	12	900-0005-003		

Franklin Proposed TID 11

Exhibit A

Franklin WISCONSIN

GIS Department
9229 W Loomis Rd
Franklin, WI 53132
www.franklinwi.gov

TID 11 Boundary and Area
Initial Industrial Project Area
ROW - 6.8 Acres
Half Mile Buffer

N W E S

0 200 400 600 800 1,000 Feet

This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor.
This map is provided for informational purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes.

BFeuest - 5/15/2026
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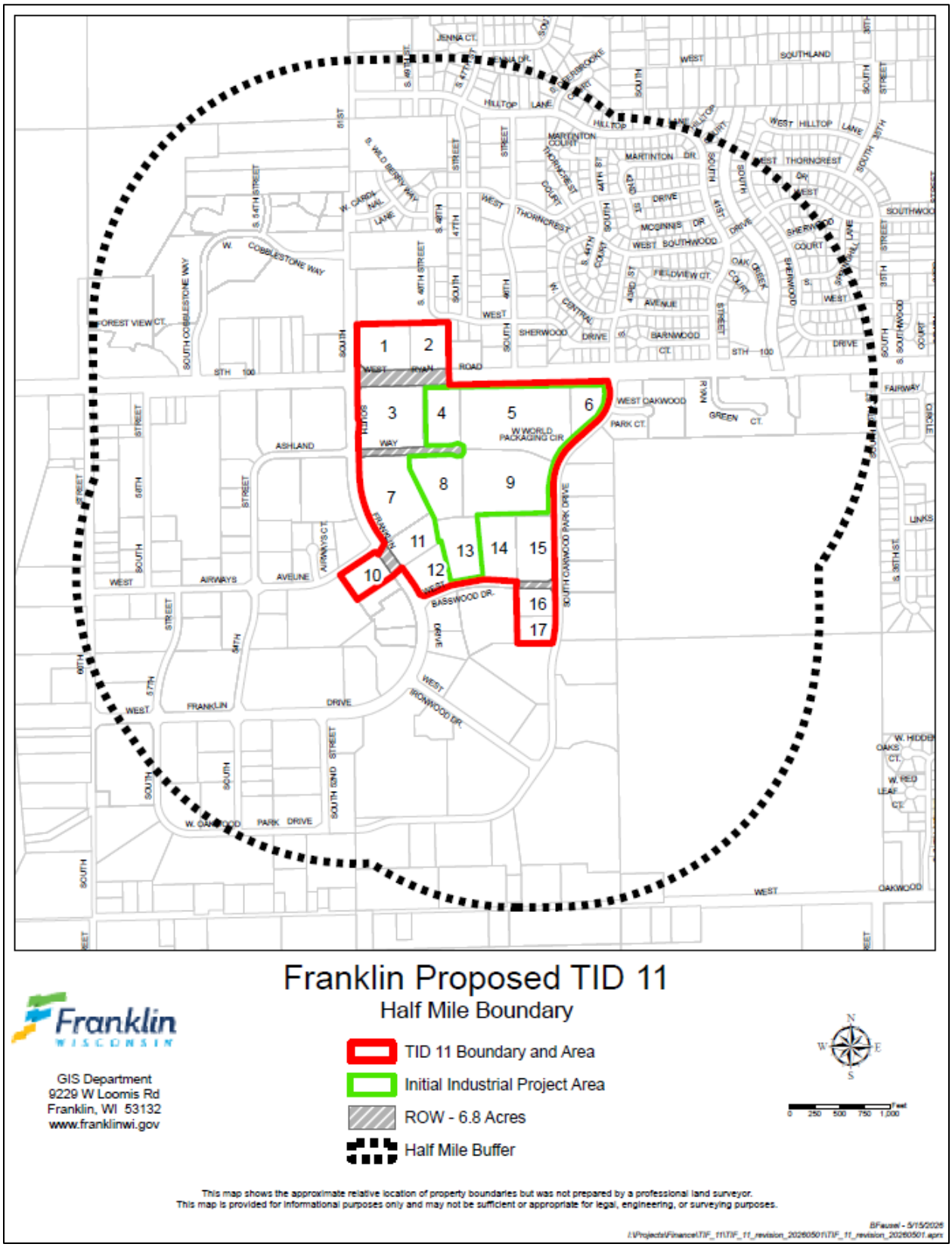
Franklin Proposed TID 11
Half Mile Boundary
TID 11 Boundary and Area
Initial Industrial Project Area
ROW - 6.8 Acres
Half Mile Buffer
Franklin
WISCONSIN
GIS Department
9229 W Loomis Rd
Franklin, WI 53132
www.franklinwi.gov
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0 250 500 750 1,000
This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor.
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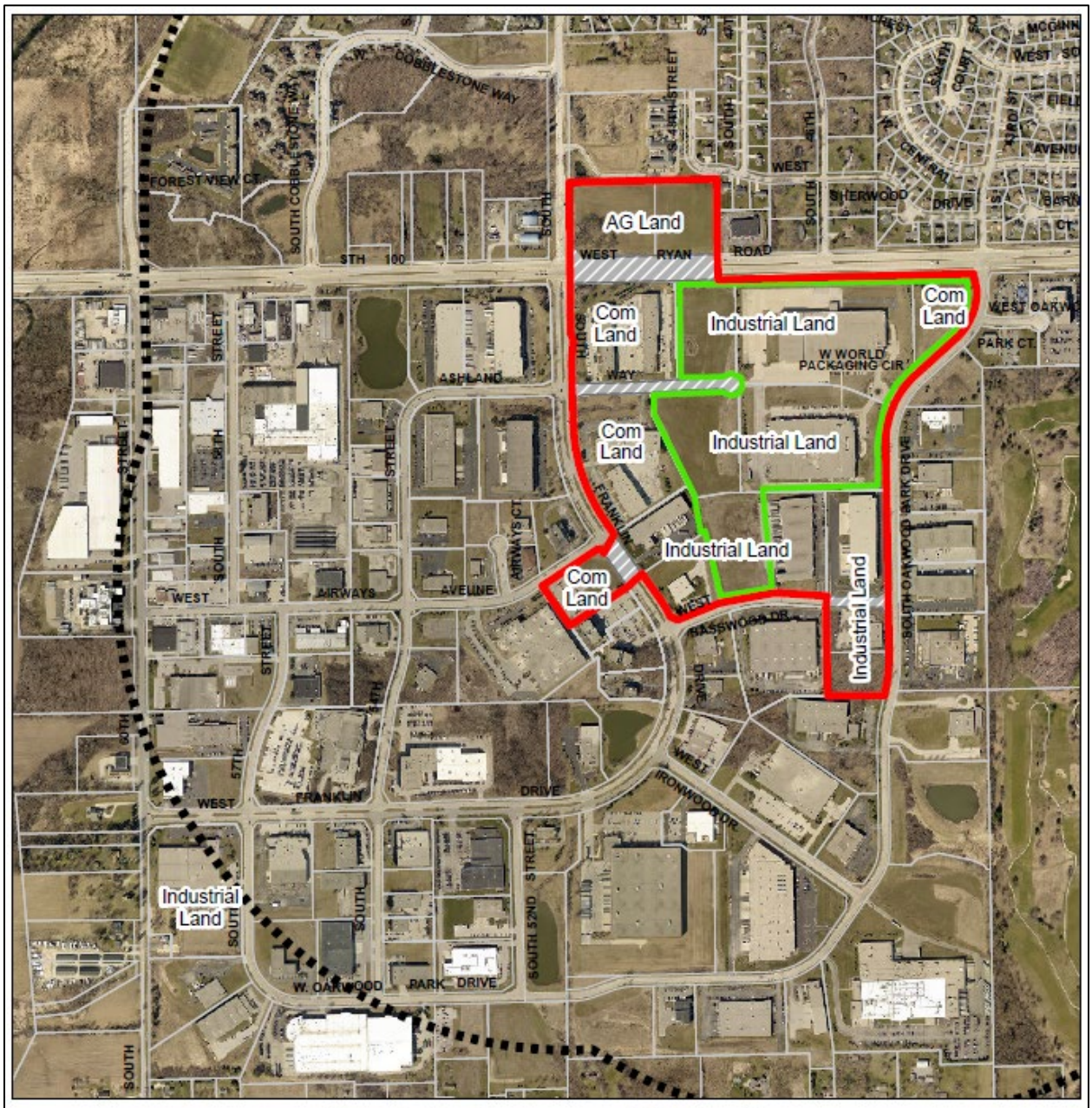
SECTION 3:
Map Showing Existing Uses and Conditions

Map Found on Following Page.



Franklin Proposed TID 11

Existing Uses and Conditions

Franklin WISCONSIN

GIS Department
9229 W Loomis Rd
Franklin, WI 53132
www.franklinwi.gov

- TID 11 Boundary and Area
- Initial Industrial Project Area
- ROW - 6.8 Acres
- Half Mile Buffer

N W E S

0 200 400 600 800 1,000 Feet

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BFausel - 5/15/2026
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SECTION 4:
Preliminary Parcel List and Analysis

The table below identifies the parcels to be included in the District, with identification of the acres zoned and suitable for industrial use. Total acreage of existing public rights-of-way included within the proposed District boundary are also listed. A total of 113.51 acres, to include existing rights-of-way, lie within the proposed District boundary. Of this total, 96.95 acres, or 85% of the total District acreage is zoned and suitable for industrial development, meeting the minimum requirement of 50%.

Map Reference Number	Parcel Number	Address	Owner	Acres	Zoned and Suitable for Ind. Develop.
N/A	ROW Areas			6.80	
1	881-9998-001	5012 W RYAN RD	DMN/RYAN, LLC	5.64	
2	881-9999-001	0 W RYAN RD	DMN/RYAN, LLC	4.12	
3	900-0009-022	5000 W ASHLAND WAY	FRANKLIN CORPORATE CENTER, LLC	9.27	9.27
4	900-0009-018	4800 W ASHLAND WAY	YASKAWA AMERICA, INC	5.16	5.16
5	900-0009-019	2 W WORLD PACKAGING CIR	YASKAWA AMERICA, INC	17.48	17.48
6	900-0009-011	9559 S OAKWOOD PARK DR	YASKAWA AMERICA, INC	4.02	4.02
7	900-0007-004	9670 S FRANKLIN DR	OAK BROOK APPLE, LLC	9.51	9.51
8	900-0009-021	4801 W ASHLAND WAY	YASKAWA AMERICA, INC	6.64	6.64
9	900-0009-020	1 W WORLD PACKAGING CIR	YASKAWA AMERICA, INC	13.56	13.56
10	900-0002-002	5075 W AIRWAYS AVE	FRANKLIN OFFICE PARTNERS, LLC	2.96	2.96
11	900-0005-001	9750 S FRANKLIN DR	CARMA LABORATORIES, INC	3.45	3.45
12	900-0005-003	9780 S FRANKLIN DR	9780 FRANKLIN DRIVE, LLC	3.47	3.47
13	900-0009-007	4710 W BASSWOOD DR	YASKAWA AMERICA, INC	5.67	5.67

Table continues on next page.

Map Reference Number	Parcel Number	Address	Owner	Acres	Zoned and Suitable for Ind. Develop.
14	900-0009-006	4620 W BASSWOOD DR	AFLP FRANKLIN, LLC	5.30	5.30
15	900-0009-005	9705 S OAKWOOD PARK DR	TI INVESTORS OF FRANKLIN III, LLC	5.71	5.71
16	900-0012-002	4403 W BASSWOOD DR	GENERATION II, LLC	2.40	2.40
17	900-0012-003	0 S OAKWOOD PARK DR	GENERATION II, LLC	2.34	2.34
TOTALS				113.51	96.95

Percentage of TID Area Zoned and Suitable for Industrial Development (at least 50%)	85%
Percentage of TID Area Not Zoned and Suitable for Industrial Development	15%
Total Area	100%

The table on the following page provides January 1, 2025, assessed values of the land and improvements for each parcel to be included in the District. For purpose of estimating District base value, the prior year's actual assessment ratio of 90.76% is used. Based on that ratio, the total equalized, or fair market value of land and improvements within the District as of January 1, 2025, was $73,428,400. Actual base value will be certified using January 1, 2026, assessed values and assessment ratio.

Calculation of Estimated Base Value[1]

	Assessed Value			Equalized Value[2]		
Parcel	Land	Improvement	Total	Land	Improvement	Total
881-9998-001	377,100	0	**377,100**	415,500	0	**415,500**
881-9999-001	135,900	0	**135,900**	149,700	0	**149,700**
900-0009-022	784,700	5,371,300	**6,156,000**	864,600	5,918,200	**6,782,800**
900-0009-018	482,200	0	**482,200**	531,300	0	**531,300**
900-0009-019	3,383,100	14,563,400	**17,946,500**	3,727,500	16,046,200	**19,773,700**
900-0009-011	597,700	0	**597,700**	658,600	0	**658,600**
900-0007-004	801,000	4,248,000	**5,049,000**	882,600	4,680,500	**5,563,100**
900-0009-021	589,900	0	**589,900**	650,000	0	**650,000**
900-0009-020	2,625,300	14,459,100	**17,084,400**	2,892,600	15,931,200	**18,823,800**
900-0002-002	320,800	30,800	**351,600**	353,500	33,900	**387,400**
900-0005-001	384,400	2,314,500	**2,698,900**	423,500	2,550,100	**2,973,600**
900-0005-003	386,100	711,600	**1,097,700**	425,400	784,100	**1,209,500**
900-0009-007	518,700	0	**518,700**	571,500	0	**571,500**
900-0009-006	491,900	5,527,100	**6,019,000**	542,000	6,089,800	**6,631,800**
900-0009-005	522,300	5,178,700	**5,701,000**	575,500	5,706,000	**6,281,500**
900-0012-002	267,300	1,293,000	**1,560,300**	294,500	1,424,600	**1,719,100**
900-0012-003	277,300	0	**277,300**	305,500	0	**305,500**
TOTALS	**12,945,700**	**53,697,500**	**66,643,200**	**14,263,800**	**59,164,600**	**73,428,400**

1) Estimated based on values as of January 1, 2025. Actual base value will be as of January 1, 2026.

2) Calculation based on aggregate assessment ratio of 90.76%.

SECTION 5:
Equalized Value Test

The following calculations demonstrate that the City expects to be in compliance with Wis. Stat. § 66.1105(4)(gm)4.c., which requires that the equalized value of the taxable property in the proposed District, plus the value increment of all existing tax incremental districts, does not exceed 12% of the total equalized value of taxable property within the City. The equalized value of the increment of existing tax incremental districts within the City, plus the base value of the proposed District, totals $441,097,400. This value is less than the maximum of $869,462,904 in equalized value that is permitted for the City.

City of Franklin, Wisconsin

Tax Increment District #11 (Franklin Business Park)

Valuation Test Compliance Calculation

Calculation of City Equalized Value Limit		
City TID IN Equalized Value (Jan. 1, 2025)	$	7,245,524,200
TID Valuation Limit @ 12% of Above Value	**$**	**869,462,904**
Calculation of Value Subject to Limit		
Estimated Base Value of Territory to be Included in District	$	73,428,400
Incremental Value of Existing Districts (Jan. 1, 2025)	$	367,669,000
Total Value Subject to 12% Valuation Limit	**$**	**441,097,400**
Total Percentage of TID IN Equalized Value		6.09%
Residual Value Capacity of TID IN Equalized Value	$	428,365,504

SECTION 6:
Statement Listing the Kind, Number and Location of All Proposed Public Works or Improvements Within the District

Project Costs are any expenditure made, estimated to be made, or monetary obligations incurred or estimated to be incurred as outlined in this Plan. Project Costs will be diminished by any income, special assessments, or other revenues, including user fees or charges, other than tax increments, received or reasonably expected to be received in connection with the implementation of the Plan. If Project Costs incurred benefit territory outside the District, a proportionate share of the cost is not a Project Cost. Costs identified in this Plan are preliminary estimates made prior to design considerations and are subject to change after planning, design and construction is completed.

With all Project Costs, the costs of engineering, design, survey, inspection, materials, construction, restoring property to its original condition, apparatus necessary for public works, legal and other consultant fees, testing, environmental studies, permits, updating City ordinances and plans, judgments or claims for damages and other expenses are included as Project Costs.

The following is a list of public works and other tax incremental financing eligible Project Costs that the City expects to make, or may need to make, in conjunction with the implementation of the District's Plan. The map found in Section 7 of this Plan along with the Detailed List of Project Costs found in Section 8 provide additional information as to the kind, number and location of potential Project Costs.

Property, Right-of-Way and Easement Acquisition

Acquisition of Rights-of-Way

The City may need to acquire property to allow for installation of streets, driveways, sidewalks, utilities, stormwater management practices and other public infrastructure. Costs incurred by the City to identify, negotiate and acquire rights-of-way are eligible Project Costs.

Acquisition of Easements

The City may need to acquire temporary or permanent easements to allow for installation and maintenance of streets, driveways, sidewalks, utilities, stormwater management practices and other public infrastructure. Costs incurred by the City to identify, negotiate and acquire easement rights are eligible Project Costs.

Relocation Costs

If relocation expenses are incurred in conjunction with the acquisition of property, those expenses are eligible Project Costs. These costs may include but are not limited to preparation of a relocation plan; allocations of staff time; legal fees; publication of notices; obtaining appraisals; and payment of relocation benefits as required by Wis. Stat. Chapter 32 and Wis. Admin. Code ADM 92.

Utilities

Sanitary Sewer System Improvements

To allow development to occur, the City may need to construct, alter, rebuild or expand sanitary sewer infrastructure within the District. Eligible Project Costs include, but are not limited to, construction, alteration, rebuilding or expansion of collection mains; manholes and cleanouts; service laterals; force mains; interceptor sewers; pumping stations; lift stations; wastewater treatment facilities; and all related appurtenances. To the extent sanitary sewer projects undertaken within the District provide direct benefit to land outside of the District, the City will make an allocation of costs based on such benefit. Those costs corresponding to the benefit allocated to land within the District, and necessitated by the implementation of the Project Plan, are eligible Project Costs. Implementation of the Project Plan may also require that the City construct, alter, rebuild or expand sanitary sewer infrastructure located outside of the District. That portion of the costs of sanitary sewer system projects undertaken outside the District which are necessitated by the implementation of the Project Plan are eligible Project Costs.

Water System Improvements

To allow development to occur, the City may need to construct, alter, rebuild or expand water system infrastructure within the District. Eligible Project Costs include, but are not limited to, construction, alteration, rebuilding or expansion of distribution mains; manholes and valves; hydrants; service laterals; pumping stations; wells; water treatment facilities; storage tanks and reservoirs; and all related appurtenances. To the extent water system projects undertaken within the District provide direct benefit to land outside of the District, the City will make an allocation of costs based on such benefit. Those costs corresponding to the benefit allocated to land within the District, and necessitated by the implementation of the Project Plan, are eligible Project Costs. Implementation of the Project Plan may also require that the City construct, alter, rebuild or expand water system infrastructure located outside of the District. That portion of the costs of water system projects undertaken outside the District which are

necessitated by the implementation of the Project Plan are eligible Project Costs.

Streets and Streetscape

Street Improvements

To allow development to occur, the City may need to construct or reconstruct streets, highways, alleys, access drives and parking areas. Eligible Project Costs include, but are not limited to: excavation; removal or placement of fill; construction of road base; asphalt or concrete paving or repaving; installation of curb and gutter; installation of sidewalks and bicycle lanes; installation of culverts, box culverts and bridges; rail crossings and signals; utility relocation, to include burying overhead utility lines; street lighting; installation of traffic control signage and traffic signals; pavement marking; right-of-way restoration; installation of retaining walls; and installation of fences, berms, and landscaping.

Community Development

Cash Grants (Development Incentives)

The City may enter into agreements with property owners, lessees, or developers of land located within the District for sharing costs to encourage the desired kind of improvement and assure tax base is generated sufficient to recover Project Costs. No cash grants will be provided until the City executes a developer agreement with the recipient of the cash grant. Any payments of cash grants made by the City are eligible Project Costs.

Projects Outside the Tax Increment District

Pursuant to Wis. Stat. § 66.1105(2)(f)1.n, the City may undertake projects within territory located within one-half mile of the boundary of the District provided that: 1) the project area is located within the City's corporate boundaries; and 2) the projects are approved by the Joint Review Board. The cost of projects completed outside the District pursuant to this section are eligible project costs and may include any project cost that would otherwise be eligible if undertaken within the District. The City intends to make the following project cost expenditures outside the District:

- The City will need to relocate sewer and water mains and hydrants to accommodate an expansion of Allis Roller. The relocations are necessary to provide continued utility services to the District.
- The City will need to relocate traffic signals at the intersection of West Ryan Road and South Oakwood Park Drive to accommodate traffic from the Project.

- The City may fund studies and provide a remediation grant to property located outside the District (WilCraft Can) that promotes the industrial expansion objectives of the District.

Professional Service and Organizational Costs

The costs of professional services rendered, and other costs incurred, in relation to the creation, administration and termination of the District, and the undertaking of the projects contained within this Plan, are eligible Project Costs. Professional services include but are not limited to architectural; environmental; planning; engineering; legal; audit; financial; and the costs of informing the public with respect to the creation of the District and the implementation of the Plan.

Administrative Costs

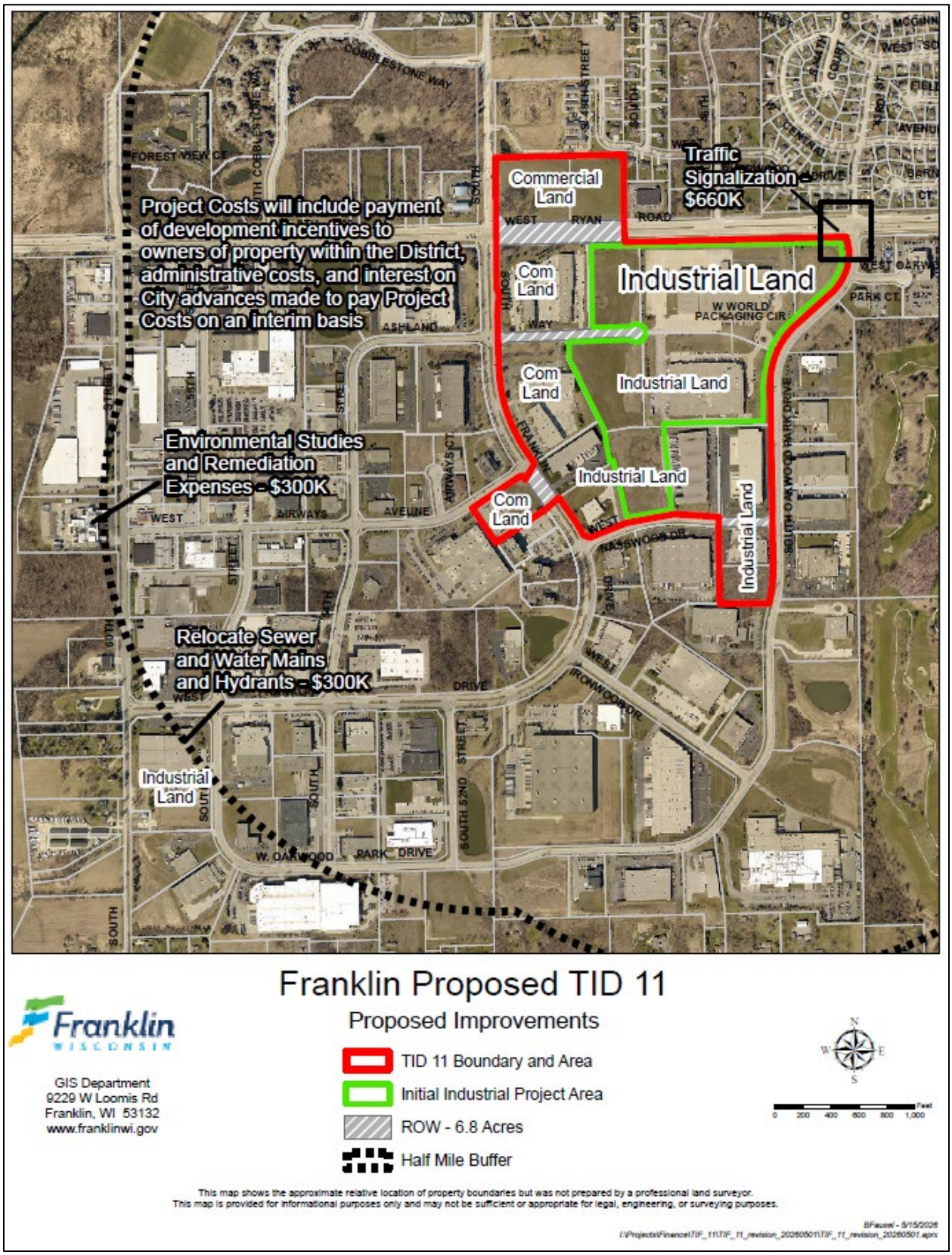
The City may charge the District as eligible Project Costs reasonable allocations of administrative costs, including, but not limited to, employee salaries. Costs allocated will bear a direct connection to the time spent by City employees relating to the implementation of the Plan.

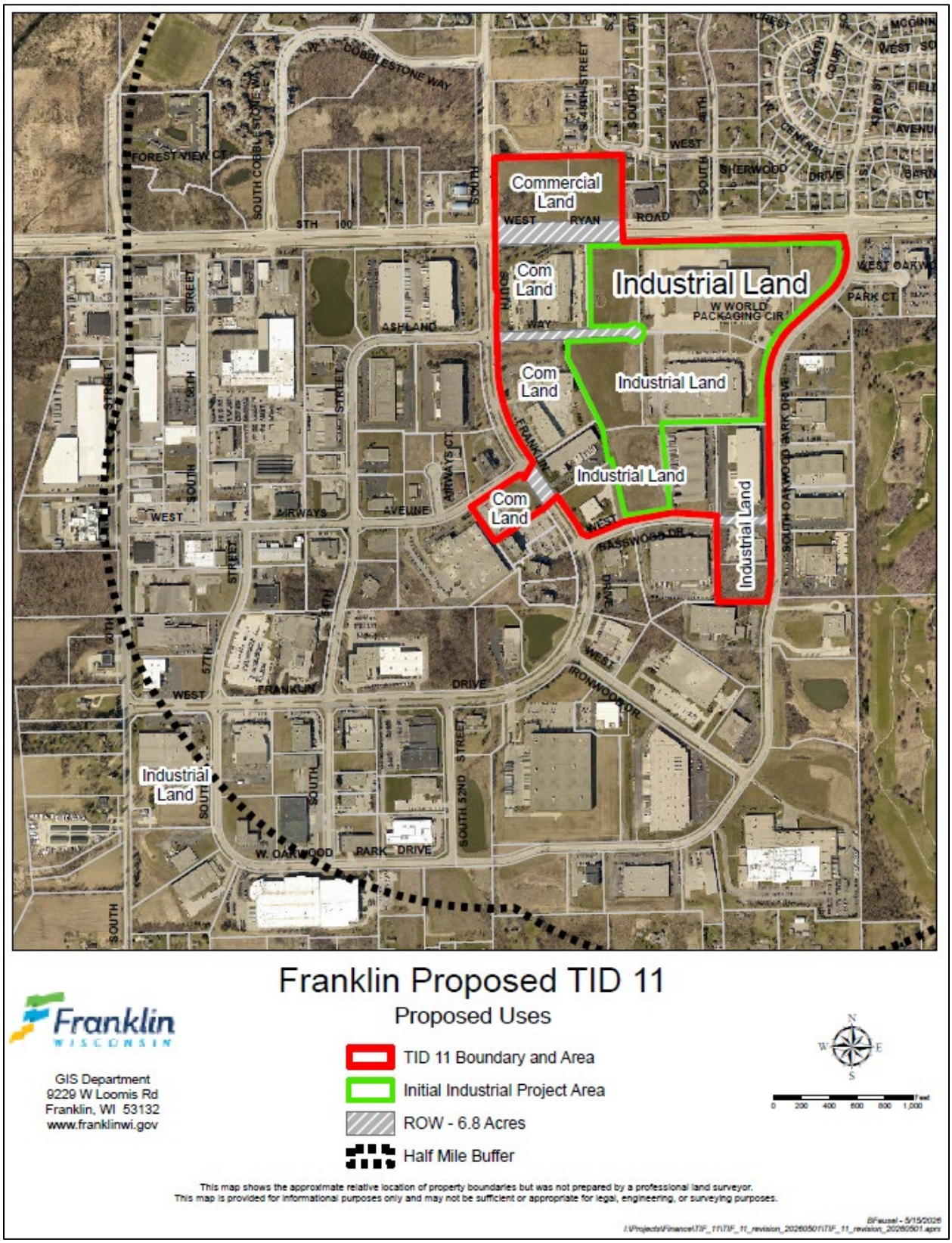
Financing Costs

Interest expense, debt issuance expenses, redemption premiums, and any other fees and costs incurred in conjunction with obtaining financing for projects undertaken under this Plan are eligible Project Costs.

SECTION 7:
Map Showing Proposed Improvements and Uses

Maps Found on Following Pages.


Project Costs will include payment of development incentives to owners of property within the District, administrative costs, and interest on City advances made to pay Project Costs on an interim basis
Traffic Signalization - $660K
Commercial Land
Industrial Land
Com Land
Industrial Land
Com Land
Industrial Land
Com Land
Industrial Land
Environmental Studies and Remediation Expenses - $300K
Relocate Sewer and Water Mains and Hydrants - $300K
Industrial Land
Franklin Proposed TID 11
Proposed Improvements
TID 11 Boundary and Area
Initial Industrial Project Area
ROW - 6.8 Acres
Half Mile Buffer
Franklin
WISCONSIN
GIS Department
9229 W Loomis Rd
Franklin, WI 53132
www.franklinwi.gov
N
W
E
S
0 200 400 600 800 1,000 Feet
This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor.
This map is provided for informational purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes.


Commercial Land
Industrial Land
Com Land
Com Land
Industrial Land
Com Land
Industrial Land
Industrial Land
Industrial Land
Franklin Proposed TID 11
Proposed Uses
TID 11 Boundary and Area
Initial Industrial Project Area
ROW - 6.8 Acres
Half Mile Buffer
Franklin
WISCONSIN
GIS Department
9229 W Loomis Rd
Franklin, WI 53132
www.franklinwi.gov
This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor.
This map is provided for informational purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes.

SECTION 8:
Detailed List of Estimated Project Costs

The following list identifies the Project Costs that the City currently expects to incur in implementing the District's Plan. All projects identified and related costs reflect the best estimates available as of the date of preparation of this Plan. All costs are preliminary estimates and may increase or decrease. Certain Project Costs listed may become unnecessary, and other Project Costs not currently identified may need to be made. (Section 6 details the general categories of eligible Project Costs). Changes in Project Cost totals or the types of Project Costs to be incurred will not require that this Plan be amended. This Plan is not meant to be a budget nor an appropriation of funds for specific Project Costs, but a framework within which to manage Project Costs.

City of Franklin, Wisconsin

Tax Increment District #11 (Franklin Business Park)

Estimated Project List

Project Name/Type	Estimate	Timing
Environmental Studies and Remediation Grant - WilCraft Can	300,000	2027
Traffic Signal Relocation Reimbursement - Yaskawa	165,000	2028
Utility Relocations - Allis Roller	300,000	2031
City Administrative Costs	205,000	2026-2040
Interest on Advances	114,963	2029-2034
Development Incentives - Yaskawa	4,200,000	2030-2044
Total Projects	**5,284,962**	

SECTION 9:
Economic Feasibility Study, Description of the Methods of Financing Estimated Project Costs and the Time When Related Costs or Monetary Obligations are to be Incurred

This Section includes a forecast of the valuation increases expected within the District, the associated tax increment collections, a summary of how Project Costs would be financed, and a projected cash flow demonstrating that the District is economically feasible.

Key Assumptions

The Project Costs the City plans to make are expected to create $37.5 million in incremental value by January 1, 2034. Estimated valuations and timing for construction of the Project are included in Table 1. Assuming the City's current equalized TID Interim tax rate of $16.50 per thousand of equalized value, and annual 1% economic appreciation in property values, the Project would generate $10.8 million in incremental tax revenue over the 20-year term of the District as shown in Table 2.

City of Franklin, Wisconsin

Tax Increment District #11 (Franklin Business Park)

Development Assumptions

Construction Year		Building One[1]	Building Two[2]	Building Three[3]	Parking Garage[3]	Annual Total	Construction Year	
1	2026	2,483,000				2,483,000	2026	1
2	2027	3,103,750				3,103,750	2027	2
3	2028	620,750	6,370,000			6,990,750	2028	3
4	2029		6,370,000			6,370,000	2029	4
5	2030		6,370,000			6,370,000	2030	5
6	2031					0	2031	6
7	2032			2,209,350	1,801,800	4,011,150	2032	7
8	2033			4,485,650	3,658,200	8,143,850	2033	8
9	2034					0	2034	9
10	2035					0	2035	10
11	2036					0	2036	11
12	2037					0	2037	12
13	2038					0	2038	13
14	2039					0	2039	14
15	2040					0	2040	15
16	2041					0	2041	16
17	2042					0	2042	17
18	2043					0	2043	18
19	2044					0	2044	19
20	2045					0	2045	20
Totals		**6,207,500**	**19,110,000**	**6,695,000**	**5,460,000**	**37,472,500**		
Bldg. Sq. Ft		95,500	294,000	103,000	84,000			
Value/Sq. F		$ 65	$ 65	$ 65	$ 65			
@ $65 Sq. F		6,207,500	19,110,000	6,695,000	5,460,000			

Notes:

[1]Occupancy must be issued prior to July 30, 2028 to be eligible for development incentive.

[2]Occupancy must be issued prior to December 31, 2030 to be eligible for development incentive.

[3]Occupancy must be issued prior to December 31, 2033 to be eligible for development incentive.

Table 1 – Development Assumptions

City of Franklin, Wisconsin

Tax Increment District #11 (Franklin Business Park)

Tax Increment Projection Worksheet

Type of District	Industrial	
District Creation Date	July 7, 2026	
Valuation Date	Jan 1,	2026
Max Life (Years)	20	
Expenditure Period/Termination	15	7/7/2041
Revenue Periods/Final Year	20	2047
Extension Eligibility/Years	Yes	3
Eligible Recipient District	No	

Base Value	73,428,400
Appreciation Factor	1.00%
Base Tax Rate	$16.50
Rate Adjustment Factor	

	Construction Year	Value Added	Valuation Year	Inflation Increment	Total Increment	Revenue Year	Tax Rate	Tax Increment
1	2026	2,483,000	2027	0	2,483,000	2028	$16.50	**40,980**
2	2027	3,103,750	2028	24,830	5,611,580	2029	$16.50	**92,614**
3	2028	6,990,750	2029	56,116	12,658,446	2030	$16.50	**208,916**
4	2029	6,370,000	2030	126,584	19,155,030	2031	$16.50	**316,136**
5	2030	6,370,000	2031	191,550	25,716,581	2032	$16.50	**424,428**
6	2031	0	2032	257,166	25,973,746	2033	$16.50	**428,672**
7	2032	4,011,150	2033	259,737	30,244,634	2034	$16.50	**499,159**
8	2033	8,143,850	2034	302,446	38,690,930	2035	$16.50	**638,557**
9	2034	0	2035	386,909	39,077,839	2036	$16.50	**644,943**
10	2035	0	2036	390,778	39,468,618	2037	$16.50	**651,392**
11	2036	0	2037	394,686	39,863,304	2038	$16.50	**657,906**
12	2037	0	2038	398,633	40,261,937	2039	$16.50	**664,485**
13	2038	0	2039	402,619	40,664,556	2040	$16.50	**671,130**
14	2039	0	2040	406,646	41,071,202	2041	$16.50	**677,841**
15	2040	0	2041	410,712	41,481,914	2042	$16.50	**684,620**
16	2041	0	2042	414,819	41,896,733	2043	$16.50	**691,466**
17	2042	0	2043	418,967	42,315,701	2044	$16.50	**698,380**
18	2043	0	2044	423,157	42,738,858	2045	$16.50	**705,364**
19	2044	0	2045	427,389	43,166,246	2046	$16.50	**712,418**
20	2045	0	2046	431,662	43,597,909	2047	$16.50	**719,542**
	Totals	**37,472,500**		**6,125,409**			**Future Value of Increment**	**10,828,946**

Notes:

[1]Tax rate shown is actual TID interim rate for the 2025/26 levy per DOR Form PC-202 (Tax Increment Collection Worksheet).

Table 2 – Tax Increment Projection Worksheet

Financing and Implementation

Based on the District's January 1, 2026, base value date, tax increment will first be collected for the 2028 budget year. The City expects to incur costs for a remediation grant as well as administrative expense prior to 2028 and will advance funds to the District as needed to pay those costs. The District will repay the advanced funds with interest, with full repayment projected within eight years of the initial advance.

The City will reimburse Yaskawa for a portion of the cost of relocating traffic signals and pay the cost of relocation of utilities in the vicinity of Allis Roller, from cash projected to be available from tax increment collections. If tax increment collections are not sufficient to pay these costs at the time they are incurred, the City may advance additional funds, to be recovered with interest.

Development incentives for Yaskawa will be made on a "pay as you go" basis from tax increment generated by the additional facilities to be constructed. The source of these payments is solely limited to the tax increment, and payments will be subject to annual appropriation. Incentive payments are based on a percentage of the tax increment generated, ranging from 55% - 65%, for a period of ten years, for any new or expanded facility that receives occupancy by dates specified in the development agreement. No payments will be made after the 2044 calendar year, and total payments will be subject to a cap of $4,200,000.

Based on the Project Cost expenditures as included within the cash flow exhibit (Table 3), the District is projected to accumulate sufficient funds by the year 2040 to pay off all Project cost liabilities and obligations. The projected closure is based on the various assumptions noted in this Plan and will vary dependent on actual Project Costs incurred and the actual amount of tax increments collected.

City of Franklin, Wisconsin

Tax Increment District #11 (Franklin Business Park)

Cash Flow Projection

	Projected Revenues				Expenditures												Balances			
Year	Tax Increments	Yaskawa Payment of Traffic Signal Relocation	Interfund Advances	**Total Revenues**	% Increment Applied[1]	Building One MRO[1]	Building Two MRO[1]	Building Three MRO[1]	Parking Structure MRO[1]	Traffic Signal Relocation	City Reimb. For Traffic Signal Relocation	Environmental Studies & Remediation Grant	Potential Allis Roller Utility Relocation	Advance Repayment	Admin.	**Total Expenditures**	Annual	Cumulative	Liabilities Outstanding	Year
2026	0		50,000	**50,000**											50,000	**50,000**	0	0	51,750	2026
2027	0	655,000	310,000	**965,000**						655,000		300,000			10,000	**965,000**	0	0	374,411	2027
2028	40,980		134,020	**175,000**							165,000				10,000	**175,000**	0	0	1,211,096	2028
2029	92,614			**92,614**										40,000	10,000	**50,000**	42,614	42,614	1,189,514	2029
2030	208,916			**208,916**	55%	57,082								50,000	10,000	**117,082**	91,834	134,448	3,250,493	2030
2031	316,136			**316,136**	60%	62,894							300,000	65,000	10,000	**437,894**	(121,758)	12,690	3,139,130	2031
2032	424,428			**424,428**	60%	63,523	191,134							150,000	10,000	**414,657**	9,771	22,461	4,114,040	2032
2033	428,672			**428,672**	65%	69,504	209,133							150,000	10,000	**438,637**	(9,965)	12,496	3,695,507	2033
2034	499,159			**499,159**	65%	70,199	211,224							153,983	10,000	**445,406**	53,753	66,249	3,265,308	2034
2035	638,557			**638,557**	65%	70,901	213,336	72,059	58,766						10,000	**425,062**	213,495	279,744	2,850,246	2035
2036	644,943			**644,943**	65%	71,610	215,469	72,779	59,354						10,000	**429,213**	215,730	495,474	2,431,033	2036
2037	651,392			**651,392**	65%	72,326	217,624	73,507	59,947						10,000	**433,405**	217,987	713,461	2,007,629	2037
2038	657,906			**657,906**	65%	73,050	219,800	74,242	60,547						10,000	**437,639**	220,267	933,728	1,579,990	2038
2039	664,485			**664,485**	65%	73,780	221,998	74,984	61,152						10,000	**441,915**	222,570	1,156,298	1,148,074	2039
2040	671,130			**671,130**	65%		224,218	75,734	61,764						25,000	**386,716**	**284,413**	**1,440,711**	**786,358**	**2040**
2041	677,841			**677,841**	65%		226,461	76,492	62,381							**365,334**	312,508	1,753,219	421,024	2041
2042	684,620			**684,620**	65%			77,256	63,005							**140,262**	544,358	2,297,576	280,763	2042
2043	691,466			**691,466**	65%			78,029	63,635							**141,664**	549,801	2,847,378	139,098	2043
2044	698,380			**698,380**	65%			78,809	60,289							**139,098**	559,282	3,406,660	0	2044
2045	705,364			**705,364**												**0**	705,364	4,112,024	0	2045
2046	712,418			**712,418**												**0**	712,418	4,824,442	0	2046
2047	719,542			**719,542**												**0**	719,542	5,543,984	0	2047
Total	**10,828,946**	**655,000**	**494,020**	**11,977,967**		**684,869**	**2,150,398**	**753,891**	**610,841**	**655,000**	**165,000**	**300,000**	**300,000**	**608,983**	**205,000**	**6,433,983**				**Total**

Maximum Total Incentive of $4,200,000 **4,200,000**

Projected TID Closure

Notes:

[1]55% of the tax increment generated annually by the first building receiving occupancy will be paid as an incentive for a term of 10 years. On occupancy of the second building, that building will receive 60% of the tax increment generated by that building for a term of 10 years, and the 60% will be applied to the first building for the remaining term in which it is eligible to receive payments. The third and subsequent buildings will receive 65% under the same terms, which percentage shall also then be applied to the first two buildings for their remaining term of payment.

Table 3 – Cash Flow

SECTION 10:
Annexed Property

A tax incremental district cannot include annexed territory unless at least three years have elapsed since the annexation, or certain other requirements are met. None of the property within the proposed District boundary was annexed during the past three years.

SECTION 11:
Estimate of Property to Be Devoted to Retail Business

Pursuant to Wis. Stat. § 66.1105(5)(b), the City estimates that less than 35% of the territory within the District will be devoted to retail business at the end of the District's maximum expenditure period.

SECTION 12:
Proposed Changes of Zoning Ordinances, Master Plan, Map, Building Codes and City Ordinances

Zoning Ordinances

The proposed Plan is in general conformance with the City's current zoning ordinances. Individual properties may require rezoning at the time of development. Land within the District zoned industrial at the time of District creation will remain in a zoning classification suitable for industrial sites for the life of the District.

Master (Comprehensive) Plan and Map

The proposed Plan is in general conformance with the City's Comprehensive Plan identifying the area as appropriate for industrial development.

Building Codes and Ordinances

Development within the District will be required to conform to State Building Codes and will be subject to the City's permitting and inspection procedures. The proposed Plan conforms to all relevant State and local ordinances, plans, and codes. No changes to the existing regulations are proposed or needed.

SECTION 13:
Statement of the Proposed Method for the Relocation of any Persons to be Displaced

Should implementation of this Plan require relocation of individuals or business operations, relocations will be handled in compliance with Wis. Stat. Chapter 32 and Wis. Admin. Code ADM 92.

SECTION 14:
How Creation of the Tax Incremental District Promotes the Orderly Development of the City

Creation of the District and the implementation of the projects in its Plan will promote the orderly development of the City by creating new industrial sites, providing necessary public infrastructure, and providing appropriate financial incentives for private development projects. Through use of tax increment financing, the City can attract new investment that results in increased tax base. Development will occur in an orderly fashion in accordance with approved plans so that the Projects will be compatible with adjacent land uses. The industrial expansion project involves a $182 million private capital investment within the proposed District that is expected to create over 1,000 positions with annual salaries averaging $90,000, which will support home ownership, increased population and retail & services markets in the City. In addition to the incremental property value that will be created because of this capital investment, and the long-term employment opportunities, the City expects the Project will result in short-term employment related to the construction and expansion of industrial facilities, and a general increase in commerce and economic activity within the City and region.

SECTION 15:
List of Estimated Non-Project Costs

Non-project costs are public works projects which only partly benefit the District. Costs incurred that do not benefit the District may not be paid with tax increments. Examples of non-project costs are:

- A public improvement made within the District that also benefits property outside the District. That portion of the total Project Costs allocable to properties outside of the District would be a non-project cost.
- A public improvement made outside the District that only partially benefits property within the District. That portion of the total Project Costs allocable to properties outside of the District would be a non-project cost.
- Projects undertaken within the District as part of the implementation of this Project Plan, the costs of which are paid fully or in part by impact fees, grants, special assessments, or revenues other than tax increments.

No improvements to be made within the District will benefit property outside the District. Furthermore, there will be no improvements made outside the District that will only partially benefit the District.

SECTION 16:
Legal Opinion Advising Whether the Plan is Complete and Complies with Wis. Stat. § 66.1105(4)(f)

Legal Opinion Found on Following Page.

To Be Inserted

SECTION 17:
Calculation of the Share of Projected Tax Increments Estimated to be Paid by the Owners of Property in the Overlying Taxing Jurisdictions

The following projection is provided to meet the requirements of Wis. Stat. § 66.1105(4)(i)4.

Revenue Year	Milwaukee County	MMSD	City of Franklin	Franklin School District	MATC	Total	Revenue Year
2028	9,049	3,551	10,184	15,999	2,197	40,980	2028
2029	20,452	8,025	23,015	36,158	4,964	92,614	2029
2030	46,134	18,103	51,916	81,563	11,199	208,916	2030
2031	69,811	27,394	78,561	123,423	16,946	316,136	2031
2032	93,725	36,778	105,472	165,702	22,751	424,428	2032
2033	94,662	37,146	106,527	167,359	22,978	428,672	2033
2034	110,227	43,254	124,043	194,878	26,757	499,159	2034
2035	141,010	55,333	158,684	249,301	34,229	638,557	2035
2036	142,420	55,887	160,271	251,794	34,571	644,943	2036
2037	143,844	56,446	161,874	254,312	34,917	651,392	2037
2038	145,283	57,010	163,492	256,855	35,266	657,906	2038
2039	146,736	57,580	165,127	259,423	35,619	664,485	2039
2040	148,203	58,156	166,779	262,018	35,975	671,130	2040
2041	149,685	58,737	168,446	264,638	36,334	677,841	2041
2042	151,182	59,325	170,131	267,284	36,698	684,620	2042
2043	152,694	59,918	171,832	269,957	37,065	691,466	2043
2044	154,221	60,517	173,550	272,657	37,435	698,380	2044
2045	155,763	61,122	175,286	275,383	37,810	705,364	2045
2046	157,320	61,734	177,039	278,137	38,188	712,418	2046
2047	158,894	62,351	178,809	280,918	38,570	719,542	2047
Totals	**2,391,313**	**938,369**	**2,691,039**	**4,227,759**	**580,466**	**10,828,946**	

Planning Department

TO: City of Franklin Plan Commission

FROM: Régulo Martínez-Montilva, Planning Manager
Planning Department

DATE: June 9, 2026

SUBJECT: **Comprehensive Master Plan Update: 2nd Draft**

At the previous Plan Commission meeting for this Comprehensive Master Plan Update on April 9, Planning staff presented a first draft of the plan update and the public participation plan. The Plan Commission recommended approval of the public participation plan which was adopted by the Common Council on April 21.

Before you tonight is the 2nd draft of this Comprehensive Master Plan Update with the following contents:

Chapter 1: Introduction.

- 2025 Comprehensive Master Plan (vintage 2009).
- 2050 Comprehensive Master Plan update (v. 2025-2026).
- History (revised[1]).

Chapter 2: Issues & Opportunities.

- Background: Community Character, Relevant Prior Planning Studies, Demographic Profile and TIF Districts.
- Public Participation: 2009 and 2026 (new content).
- Planning Areas: Issues and Preferences (reorganized).
- Citywide Principles, Goals and Objectives (revised).

Chapter 5: Land Use.

- Principles, Goals and Objectives.
- Existing Conditions: Existing Land Use Programs, Unified Development Ordinance Rewrite, Public Participation, Natural Limitations for Future Development, Special Considerations and Issues (new content).
- Land Use Trends (revised).

[1] Underlined text indicates additions and revisions not presented in the first draft.
Draft chapters have side comments for new sections and major changes, highlighted texts indicate parts of the plan that need additional work.

- Future Land Use Plan (new content).
- Summary of Recommendations (revised).

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 E: Issues & Opportunities, Design Preference Survey and Listening Session Results. The issues and opportunities identified in 2009 were moved to this appendix, previously in Chapter 2 (reorganized).

Appendix J: 2026 Public Participation Results (new).

Draft chapters and appendices have been prepared in-house by Planning Department staff: Planning Manager Martínez, Principal Planner Ecks (parts of Chapters 2 and 5), Associate Planner Hamill (maps), Assistant Planner Melton (revisions to all chapters, Demographic Profile, Existing Land Use inventories, Appendices C, E and J).

Major changes on this 2nd draft

This 2nd draft of the Comprehensive Master Plan updates includes input received from the Open House session held in May, future land use projections, and updates to principles, goals and objections as well as plan recommendations. Below is a list of changes organized by chapter.

Chapter 1: Introduction.

- History section revised to acknowledge the city's area as the traditional homeland of indigenous people.

Chapter 2: Issues & Opportunities.

- Regional Map 2.1 updated.
- Public Participation updated 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.

- Public Participation updated with results of Like-Dislike activity from the 2026 Open House.
- Potential Development and Planning Areas Map 5.4 updated.
- New Sidewalk and Trail Network Map 5.5.
- Future Land Use Trends updated: future population growth and build-out projection.
- Future Land Use Map 5.8 updated, including highlights and projections.
- Land Use Design Policies revised.

- Summary of recommendations updated.

Open House

As part of the public participation plan, Planning staff held an Open House at the Arbor Day event on Saturday May 2, 2026, in the Franklin Library parking lot, with a turnout of 60 participants.

Arbor Day Event on May 2, 2026.

Planning staff presented informational boards to participants on these topics:

- Demographic Profile.
- Land Use Trends 1985-2024.
- Future Land Use Map.

Additionally, staff facilitated two interactive activities to receive feedback from participants: Next Priorities and Like-Dislike.

Next Priorities activity

This activity is for receiving public input on which chapters should be updated after this partial update is completed. 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.

Like-Dislike activity

Participants were asked to identify places they like and don't like within the city, up to two places in each category, and 60 responses were received. Planning Department staff compared each response to the Future Land Use Map:

- Map correction, designate Kayla's playground as Recreation.
- Map correction for policy direction from the Plan Commission. 60th Street, from Residential to Agricultural, see next page for details. Two participants indicated flooding as a concern in this area, note the 1% annual flood chance floodplain (see map on next page).

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

Planning Department booth.

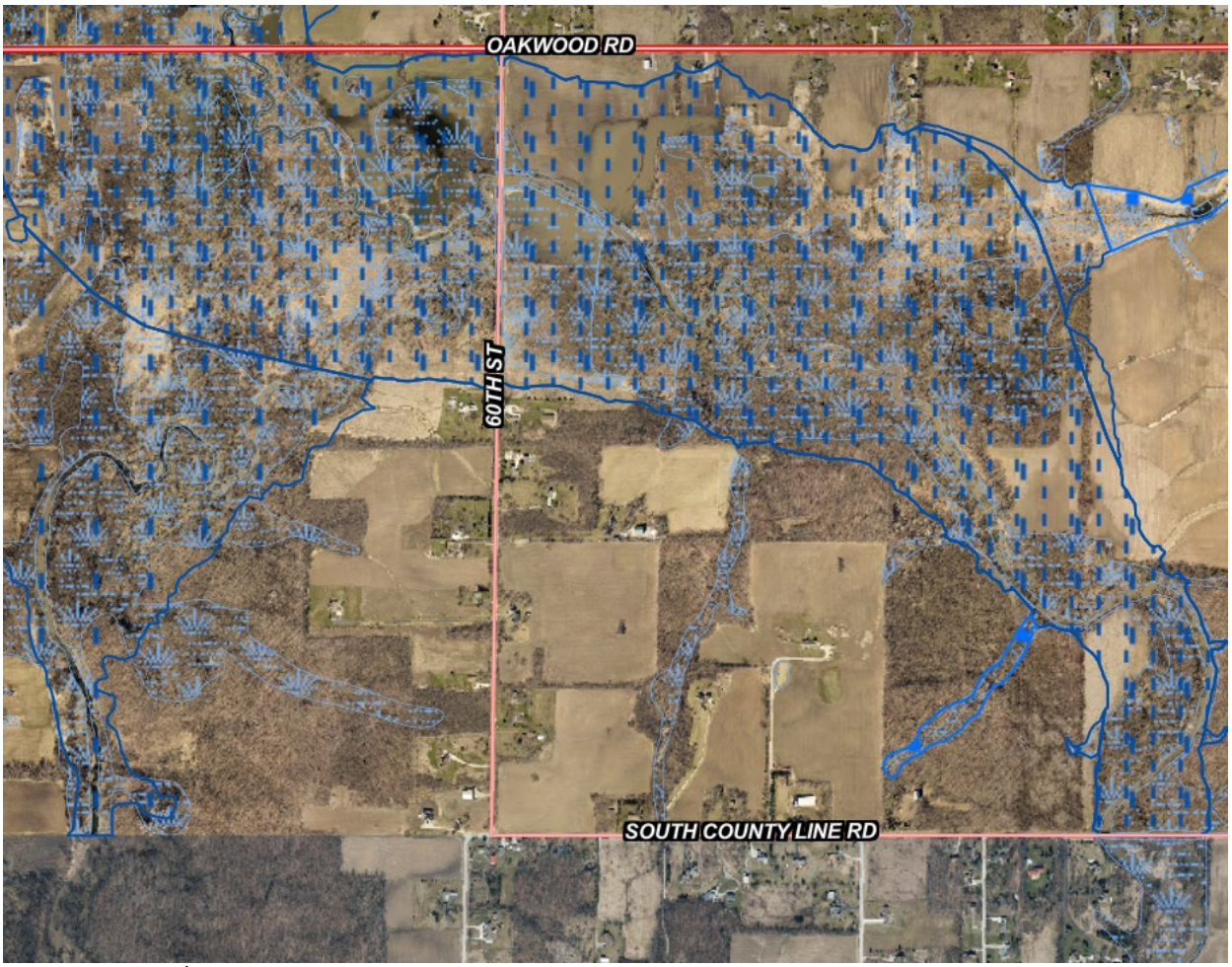
Map changes for policy direction

Planning staff is presenting this plan draft for feedback from the Plan Commission on the plan document and asking for policy direction on the following changes to the Future Land Use Map:

S. 60th Street (between Oakwood Road and South County Line Road)

Approximately 350 acres between the Root River and the Root River Canal, on both sides of 60th Street, is designated in the 2009 Future Land Use Map as Residential.

Planning Staff suggests to designate this area as Agricultural, because this area is surrounded by floodplains (blue hatch), currently zoned for agriculture, and distant from existing public water and sewer infrastructure (over 3,000 feet) and there are no current plans to extend infrastructure to this area.

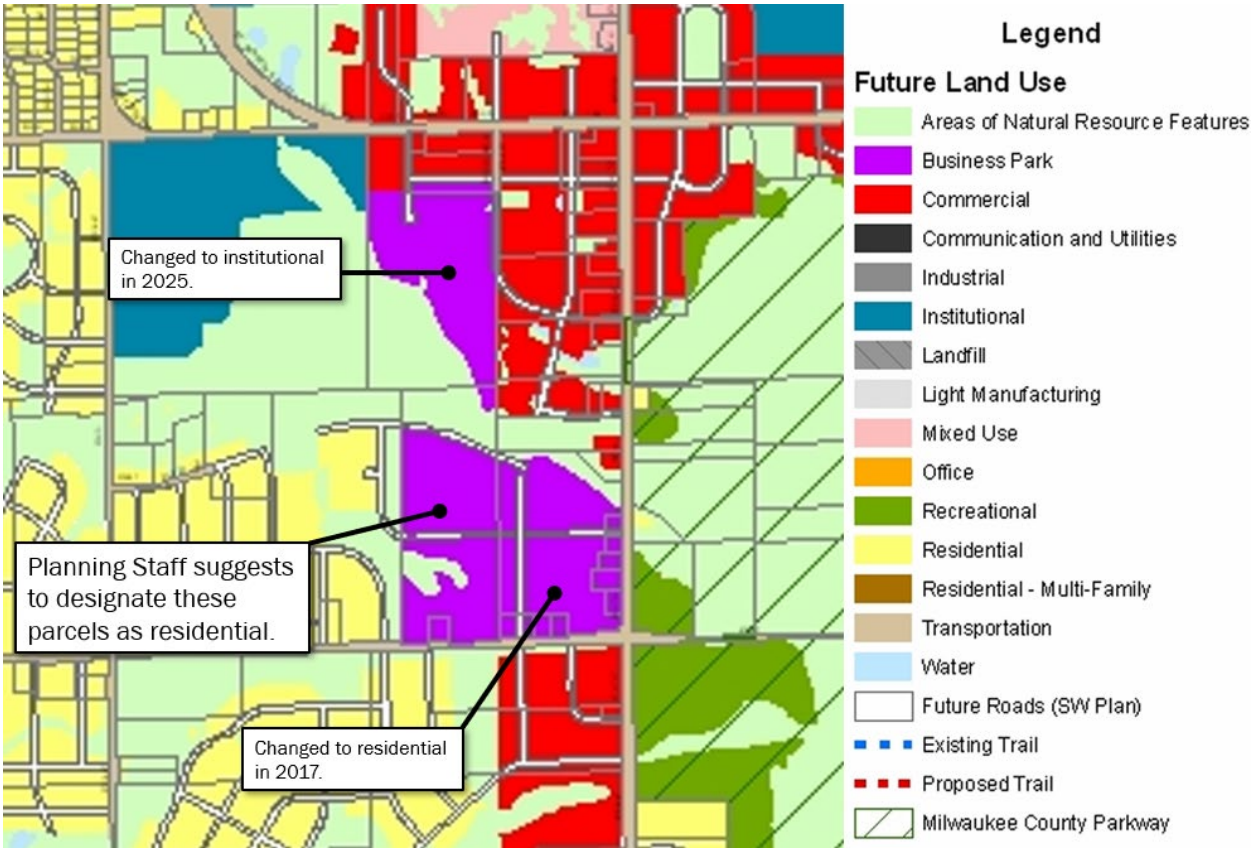


Aerial of S. 60th Street, between Oakwood Road and South County Line Road. Not to scale.

8032 & 8180 W Oakwood Road

These two parcels (approximately 59 acres) are designated in the 2025 Future Land Use Map (vintage 2009) as Business Park.

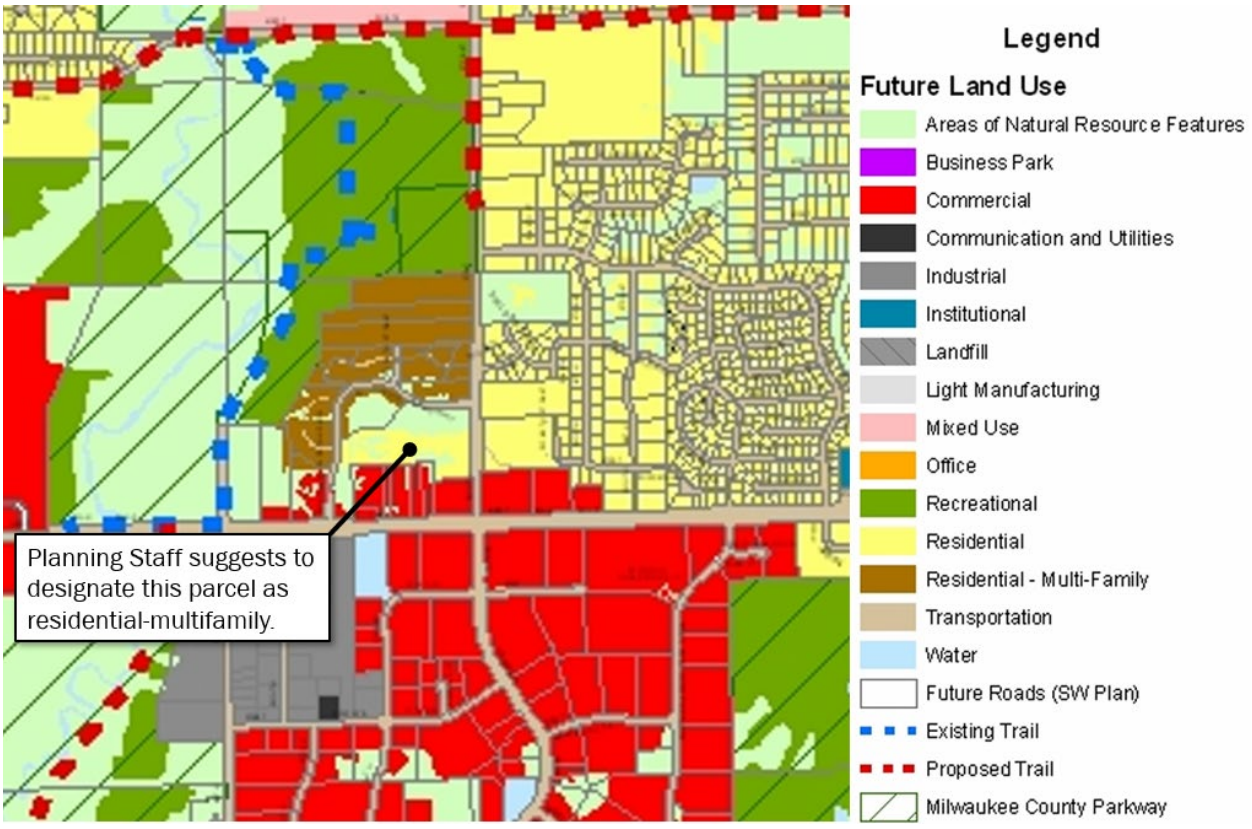
Planning Staff suggests to designate these two parcels as Residential because adjacent parcels have been changed to other uses as shown below. All parcels designated for business park occupied 175 acres, the remaining 59 acres is a small area for a stand-alone business park when compared to existing business parks in the city: Ryan Meadows/Copart (160 ac), Franklin Business Park (560 ac) or Franklin Mixed-Use Business Park (490 ac).



2025 Future Land Use Map (vintage 2009), annotations by Planning Staff. Not to scale.

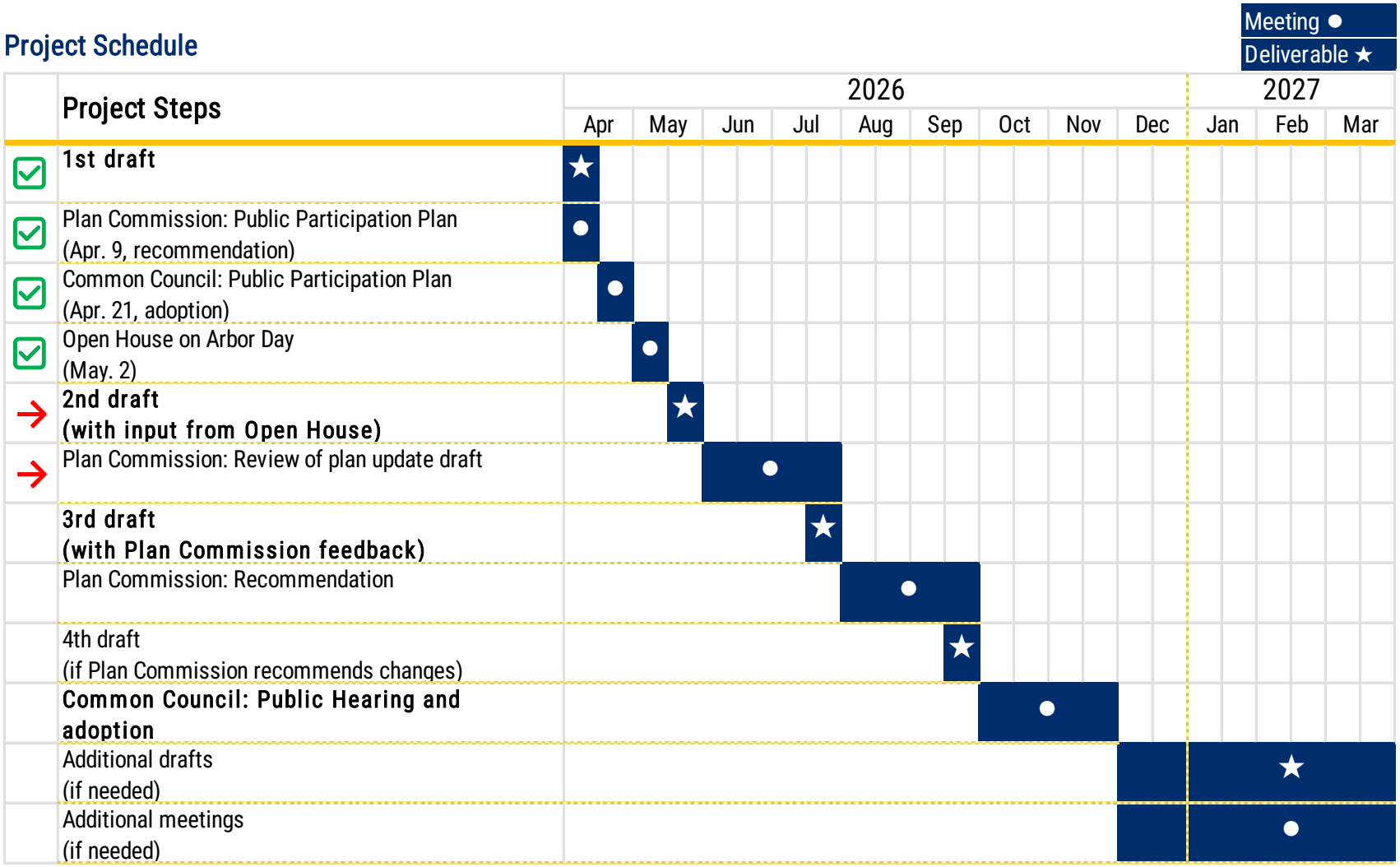
9351 S 51st Street

This 19-acre parcel is part of Planned Development District No. 25 that allows for multifamily residential use per Ordinance No. 98-1491, so Planning Staff suggests to designate the Residential area of this parcel to Residential-Multifamily. Even though this parcel received use approval in 1998, it's still vacant.



2025 Future Land Use Map (vintage 2009), annotations by Planning Staff. Not to scale.

Project Schedule



- The 2nd draft of this comprehensive plan update is available in the electronic packet for the June 18 Plan Commission meeting: https://www.franklinwi.gov/Departments/Elected-Officials/Boards-Comissions/Plan-Commission.htm
- Plan drafts are also available on the city's ecode360 platform at: Comp. Plan Update (2026) - Public Documents - City of Franklin, WI

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 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. Updated 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)

Commented [RM1]: New section

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.
- TIF Districts Section updated.
- Public Participation (in draft form).
- Principles, Goals and Objectives (in draft form).

Chapter 5: Land Use.

- Principles, Goals and Objectives (in draft form).
- Existing Land Use Programs updated.
- Existing Zoning updated to account for the 2025 Unified Development Ordinance.
- Public Input (in draft form).
- 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 (in draft form).
- Summary of Recommendations (in draft form).

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.

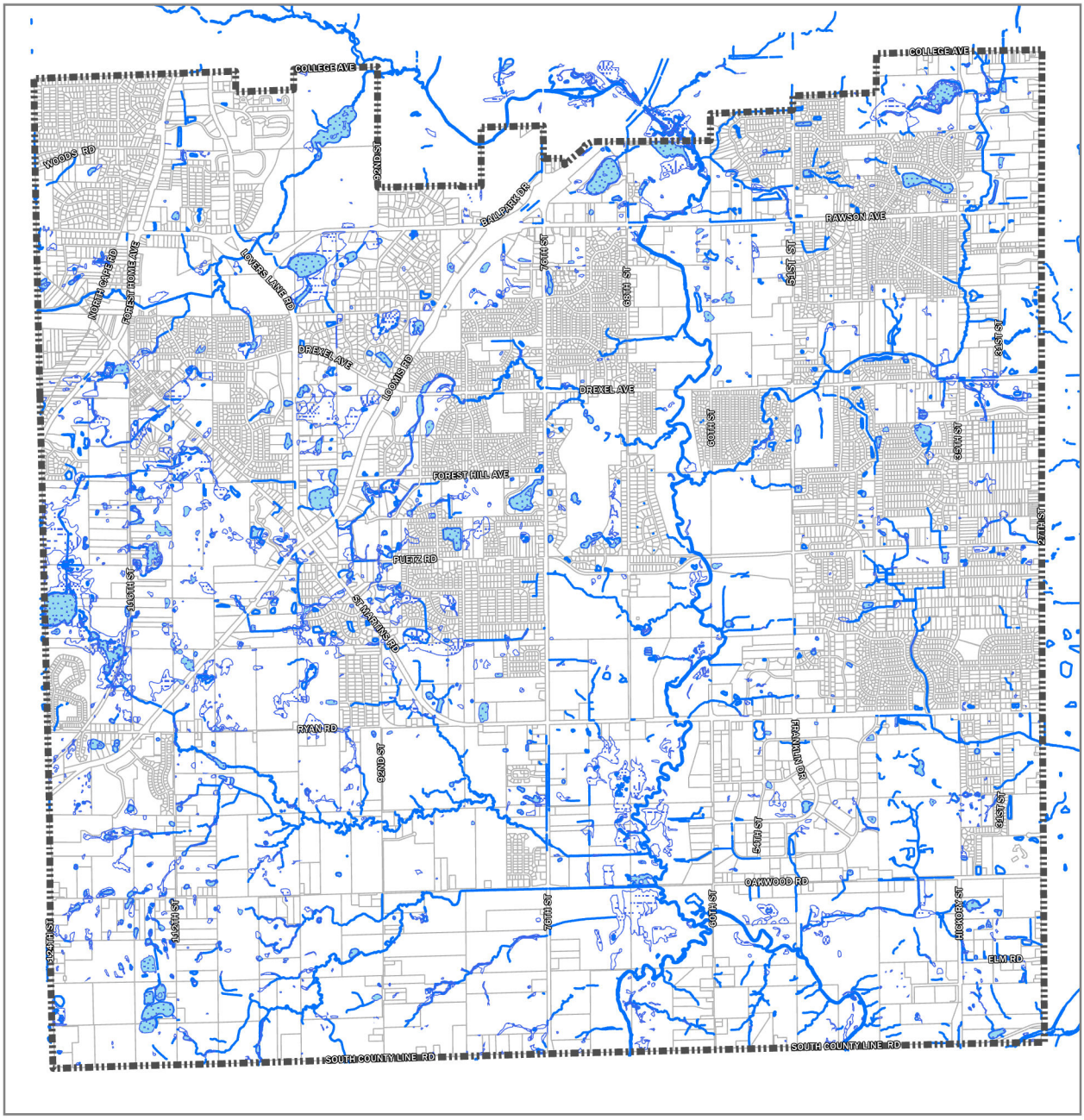
Commented [RM2]: The Indian Community School acknowledges this area as the traditional homeland of indigenous people including the Mesquaki, Sauk and Fox, Dakota Oyáte, Ioway, Miami, Kickapoo and Macouten. The Bodwe'wadmi or Potawatomi lived in this area more recently. The Indian Community School also acknowledges the area's importance to the Ho-Chungra or Ho-Chunk and Omāēqnomenēwak or Menominee.

[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.

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

Map 1.1: Base Map



Base Map

Stream
Marsh
Water bodies
City Boundary
Parcels

1 inch : 1 mile
0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

Jan. 2026

Map 1.2: Aerial Photo (2024)

Franklin
WISCONSIN

Aerial Photo (2024)

City Boundary

1 inch : 1 mile

0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

Jan. 2026

WISCONSIN'S COMPREHENSIVE PLANNING LEGISLATION

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

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

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

Effective Date

The City of Franklin 2050 Comprehensive Master Plan was recommended for adoption by the Plan Commission on _____, 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.

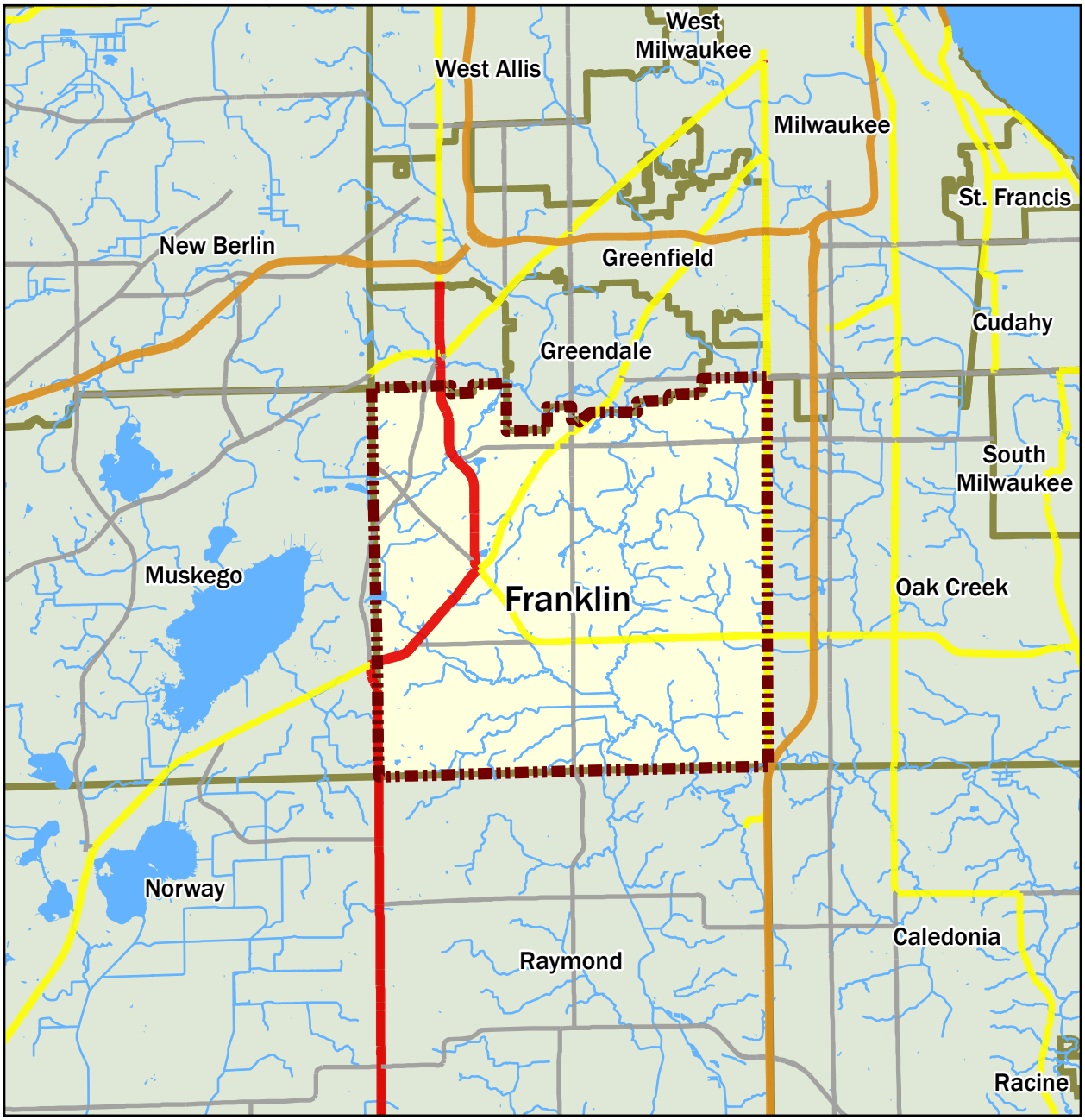
Wisconsin's Comprehensive Planning Legislation understands the importance of this, as evidenced by its identifying issues and opportunities as one of the elements that all comprehensive plans must contain. Section 66.1001(2)(a) of the Wisconsin Statute describes the Issues and Opportunities Element as:

> "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

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;
- a business parks in the southeast and southwest; 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 2.2), 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. (in draft form)
- Planning Areas: Issues and Preferences. (reorganized)
- Citywide Principles, Goals and Objectives. (in draft form)

Commented [RM1]: For this update, Chapter 2 has been reorganized.

2050 Comprehensive Master Plan Update

Commented [RM2]: New section.

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 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 (in draft form).

- Principles, Goals and Objectives updated (in draft form).

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

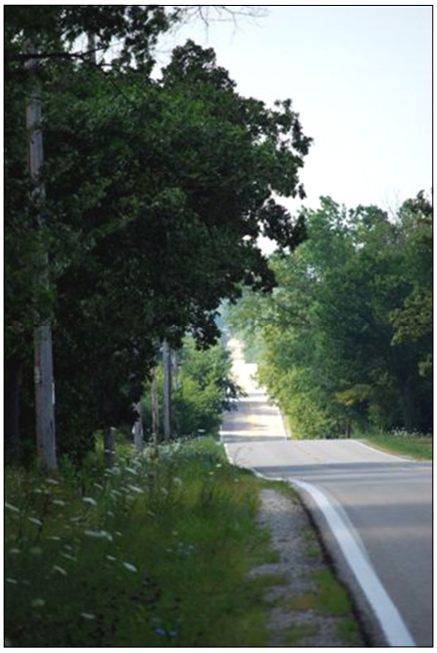
Community Character

Commented [RM3]: Section updated with 2024 Rural and Urban Areas Map

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

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

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



Rural Character

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

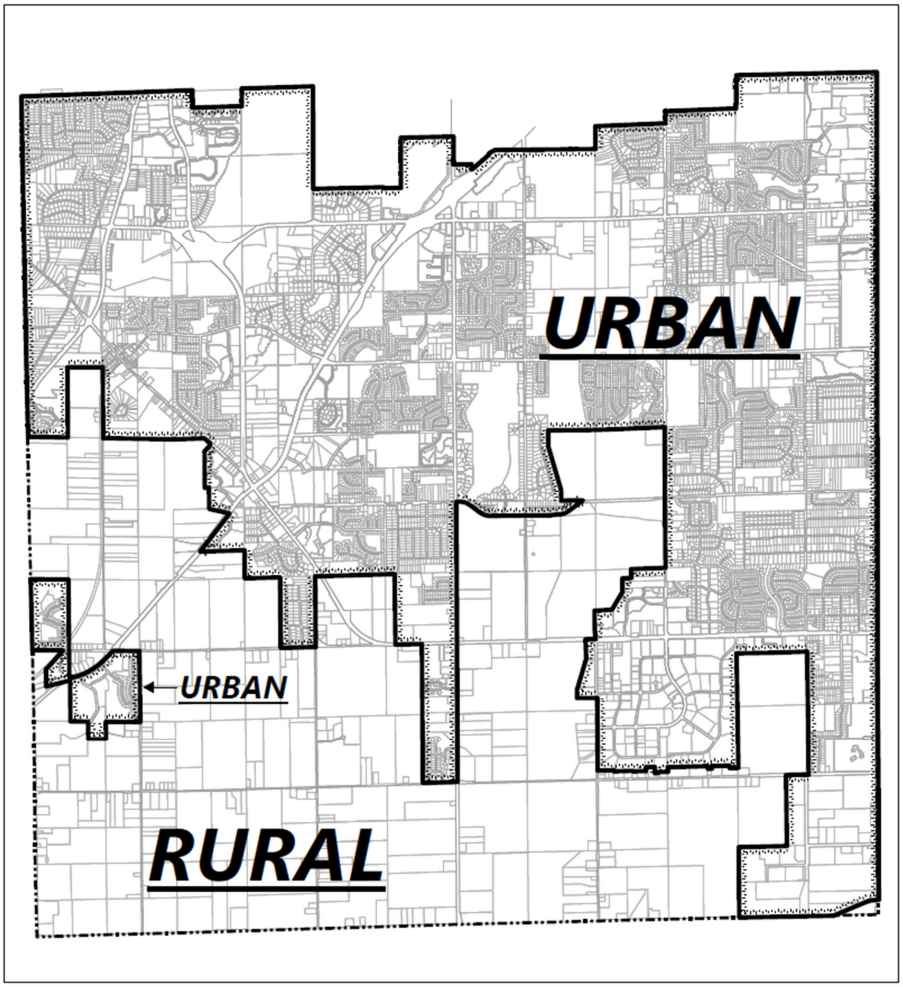
For most residents, the rural character of Franklin is prized for its visual quality. A significant portion of Franklin's population appreciates and encounters the rural character from the vantage point of road corridors. Residents that live on farms or countryside estates, and the many residents who 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:

Commented [RM4]: New subsection.

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

Comprehensive Outdoor Recreation Plan 2020 CORP (2002, 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 2020. 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 this important source of funds.
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

Commented [RM5]: Updated with 2010 and 2020 census data as well as population projections for 2050.

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.

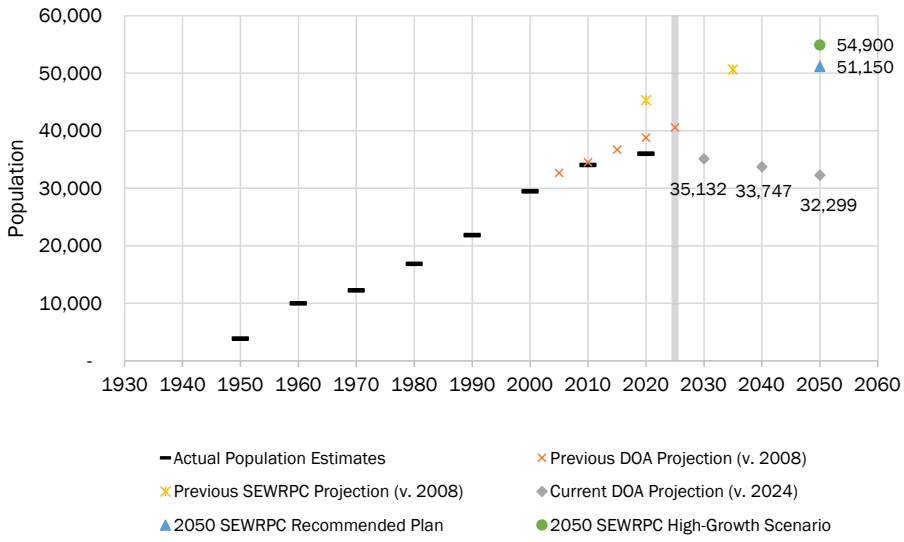
Population Projections (Appendix C.1)

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.## and 2.##). 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)

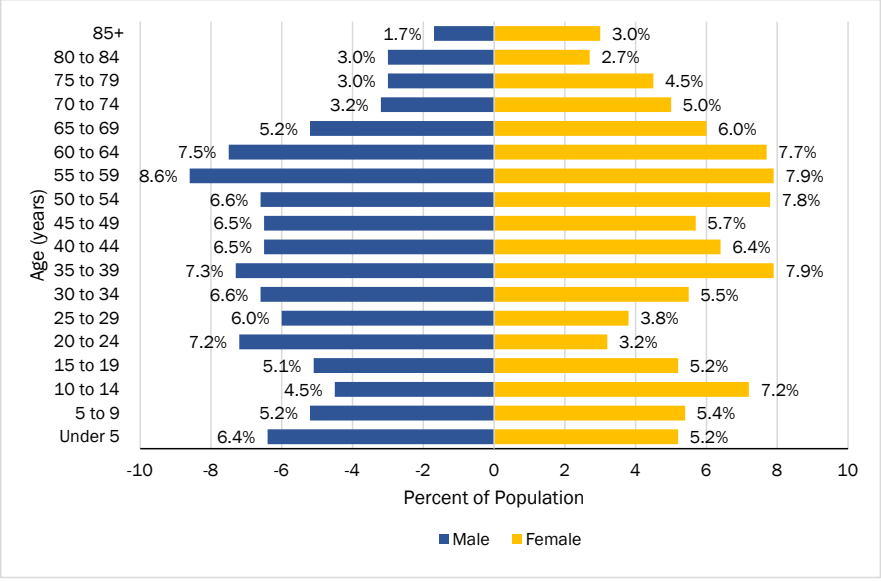
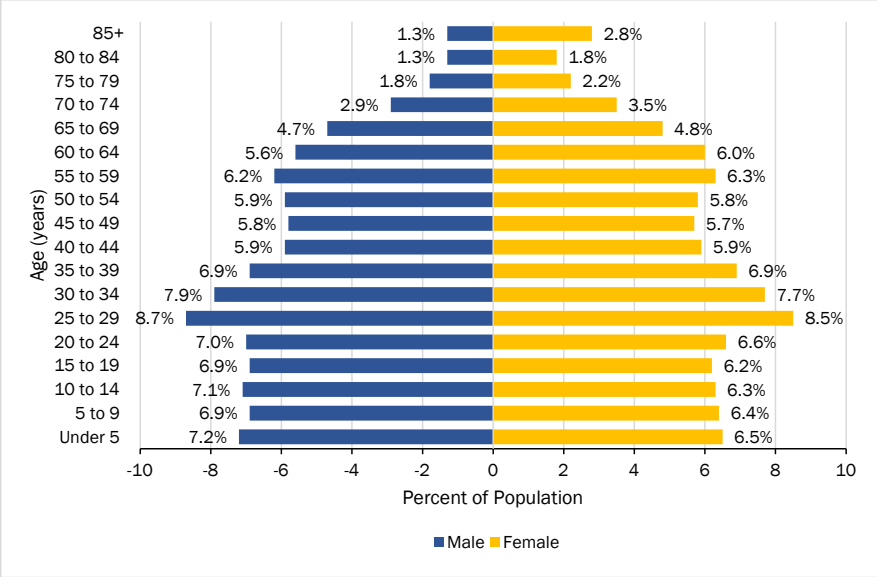


Chart 2.3: Population Pyramid, Milwaukee County (2020)



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/.

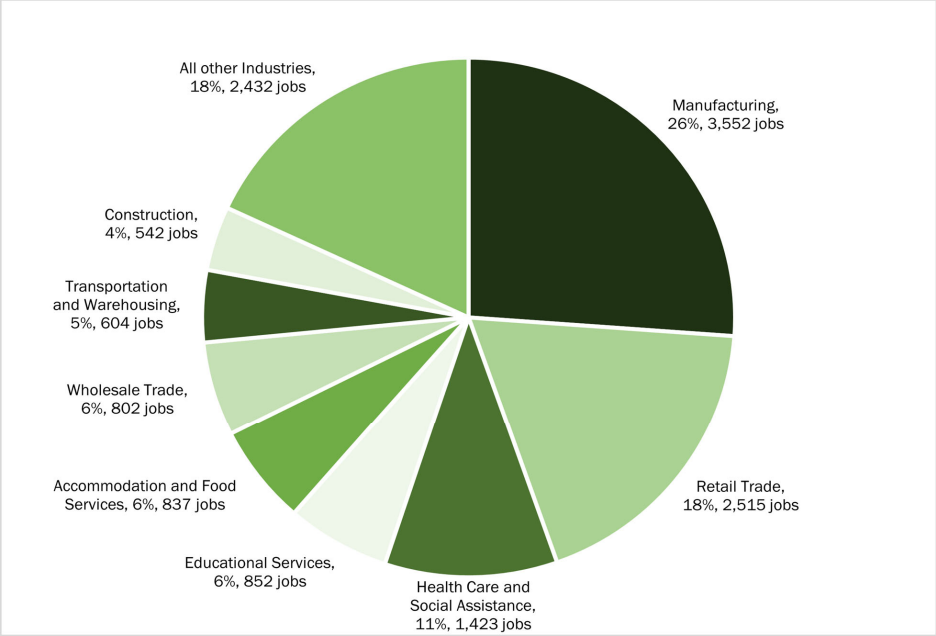
[7] U.S. Census Bureau (2010, 2020). Decennial Census (Table DP03).

[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 2.5). However, the number of households shows a higher rate of growth than the population overall. This data aligns with the trend

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

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

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

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

Household income increased in both the city of Franklin and Milwaukee County since 1990. In 2020, the City of Franklin median household income was $81,321 compared to $52,260 for the County as a whole. However, increased inflation over this time period affected the buying power of these increased household incomes. According to calculations by the Bureau of Labor 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.

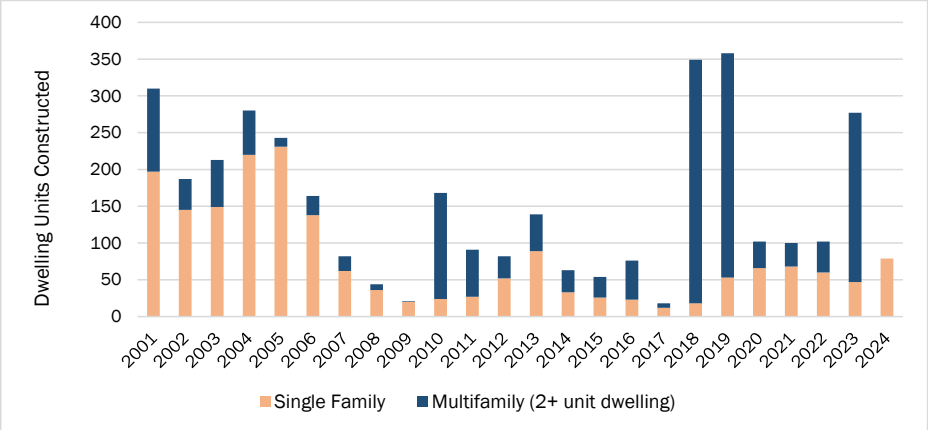
The value of owner-occupied housing units also increased for both the City of Franklin and Milwaukee County in the last 30 years. The median value of owner-occupied units in Franklin increased from $94,300 to $262,200, which represents a value increase of around 180%. In contrast, the median value for 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. Table 2.6 shows a drop in

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

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

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



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

Compared to Milwaukee County, Franklin has a much smaller proportion of 2-, 3-, or 4-unit housing structures. These types of structures are referred to as "Missing Middle Housing," which refers to the lack of small, multiple family housing options in many communities.[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.

Commented [RM6]: New paragraph.

PUBLIC PARTICIPATION

Commented [RM7]: Section updated.

Additional updates may be added based on 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)

Commented [RM8]: New activity.

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 table provides excerpts from the survey that illustrate the most widely supported (or opposed in one instance) issues, full survey results are located in the Appendix D.Table 2.2: Community Survey Summary.

HOUSING	PERCENT RESPONDENTS IN SUPPORT
Single-Family	
New single-family housing preferred *	88
Compatibility with surrounding development *	88
Size and scale of home	81
Size and scale of overall development	82
Architectural quality and design *	83
Variety and appearance within subdivisions	82
Lot sizes and setbacks	80
Multi-Family	
Form of ownership *	80
Includes substantial amount of open space	75
Adds little traffic to local streets	79
Architectural quality and design	80
COMMUNITY FACILITIES AND OPEN SPACES	
The city should provide neighborhood parks, playgrounds, and recreational facilities	74

PUBLIC POLICIES AND COMMUNITY INFORMATION	
Very satisfied or satisfied with residential neighborhood quality	94
Very satisfied or satisfied with shopping convenience and variety	71
Very satisfied or satisfied with road maintenance	74
Very satisfied or satisfied with police service	85
Very satisfied or satisfied with fire and emergency service	82
INFRASTRUCTURE	**PERCENT RESPONDENTS OPPOSED**
Sidewalks on all residential streets	74

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

PLANNING AREAS: ISSUES AND PREFERENCES

Commented [RM9]: Section reorganized. Citywide summary in this section and issues by planning areas moved to Appendix E.

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. 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 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

Commented [RM10]: Subsection updated:
- 2024 residential vs. non-residential tax base.
- New trends and challenges to achieve a 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.

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;

[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.

- local and regional market factors which often encourage residential development over non-residential development;
- a relative shortage within the City of large vacant developable parcels with available public services such as public sanitary sewer and water service; and
- a lack of local examples of innovative development techniques.

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

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

Commented [RM11]: Trends and challenges added.

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.

Commented [RM12]: Universal design added to the definition of "high quality".

Assistant Planner Melton.

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.

Commented [RM13]: Objective added.

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 principals, goals, objectives, policies, and guidelines to meet the requirements of Wisconsin State Statute 66.1001, and furthermore, investigates existing and future land use issues throughout the City. Section 66.1001(2)(h) of the Wisconsin State Statutes provides that the Land-use Element of a comprehensive master plan is as follows:

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

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

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

Commented [RM1]: Chapter reorganized.

2050 Comprehensive Master Plan Update

Commented [RM2]: New section.

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

Major updates to this chapter listed below:

- Updates to Principles, Goals and Objectives. (draft form)
- Existing Land Use Programs updated.
- Existing Zoning updated to account for the 2025 Unified Development Ordinance.
- Public Input. (draft form)
- 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. (draft form)
- Summary of Recommendations updated. (draft form)

The _____ sections have not been substantially updated since 2009.

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 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 Clerk's Office or the Department of City Development. It is herein recommended that these programs be continued in such manner and fashion as may be determined from time to time by the Common Council.

Plan Commission

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

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

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

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

Board of Zoning and Building Appeals

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

- hear and decide appeals;
- hear and grant variances;
- hear and decide interpretation of zoning regulations;
- hear and grant substitution of more restrictive nonconforming uses;

- hear and grant approvals for unclassified and unspecified uses; and
- may reverse, affirm wholly or partly, modify, issue, or direct the issue of permits.

Parks Commission (formerly Environmental Commission)

Commented [RM3]: Subsection updated.

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

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

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

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

Comprehensive Master Plan

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

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

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

It is particularly important to note that the 1998 Unified Development Ordinance (UDO) incorporated many of the standards and recommendations contained within the 1992 Comprehensive Master Plan. Similarly, the 2025 UDO addressed several recommendations of the 2009 Comprehensive Master Plan as discussed further in this Chapter.

While the 1992 Comprehensive Master Plan has been superseded by the Plan adopted in 2009, portions and elements of the 1992 plan have been incorporated by reference into the current Plan, including:

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

Official Map

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

Other Land Use Related Plans

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

- "Franklin First, Strategies to Bring Balance to Franklin's Tax Base, The City of Franklin Economic Development Strategic Plan" (March 2000)
- "Franklin First Development Plan: Site Planning, Preliminary Engineering, Feasibility Analysis, and Financial Analysis for the City of Franklin" (October 2001);
- "Comprehensive Outdoor Recreation Plan: 2030 for the City of Franklin, Milwaukee County, Wisconsin" (2002, updated in 2011 and 2015)
- "Crossroads Trade Area: Regulating Plan" (November 2004);
- "South 27th Street Corridor Plan" (2004); and
- "Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy" (November 2008).

Unified Development Ordinance Rewrite

Commented [RM4]: New subsection.

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

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

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

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

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

The city adopted a new Unified Development Ordinance (UDO) in 2025 as a full rewrite of the 1998 UDO. The rewrite process began in 2021, when the City hired a consultant team (Houseal Lavigne and Birchline Planning), to support the process and began gathering input from residents, stakeholders, and local officials on priorities for the project. By adopting the 2025 UDO, the city accomplished several recommendations from the 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 now has standards specific to solar and wind farms.
- ✓ “Consider update/revision of the Home Based Occupations provisions of the Unified Development Ordinance”. These provisions have been updated and renamed as Home Based Business.
- ✓ “Consider update/revision of the City’s regulations pertaining to accessory structures”. Accessory structures as well as fences regulations have been updated.
- ✓ “Consider update/revision of the Essential Services provisions of the Unified Development Ordinance”.
- ✓ “It is recommended that the City adopt a conservation subdivision ordinance patterned upon the UW Extension Model Ordinance, with revisions to the concepts and standards as determined by the Common Council”. The UDO now provides cluster development standards and the option of density bonuses”
- ✓ “It is recommended that the Open Space Subdivision options within the residential zoning districts of the Unified Development Ordinance, be removed or revised if necessary, to address any inconsistencies with the proposed Conservation Subdivision Ordinance”. The open space subdivision options were replaced with cluster development standards.
- ✓ “Update/revision of the City’s architectural standards, criteria, and guidelines”.
- ✓ “Update/revision of the City’s lighting standards”.
- ✓ “Update/revision of the City’s off-street parking standards”.
- ✓ “Revision of the City’s building height limits in select non-residential districts”.
- ✓ “Preparation of design manual which incorporate numerous pictures, figures, and other graphics to help articulate the City’s desired/required design standards, criteria, and guidelines”.
- ✓ “Rezone all parks to P-1”.

- ✓ "Eliminate the C-1 zoning district".

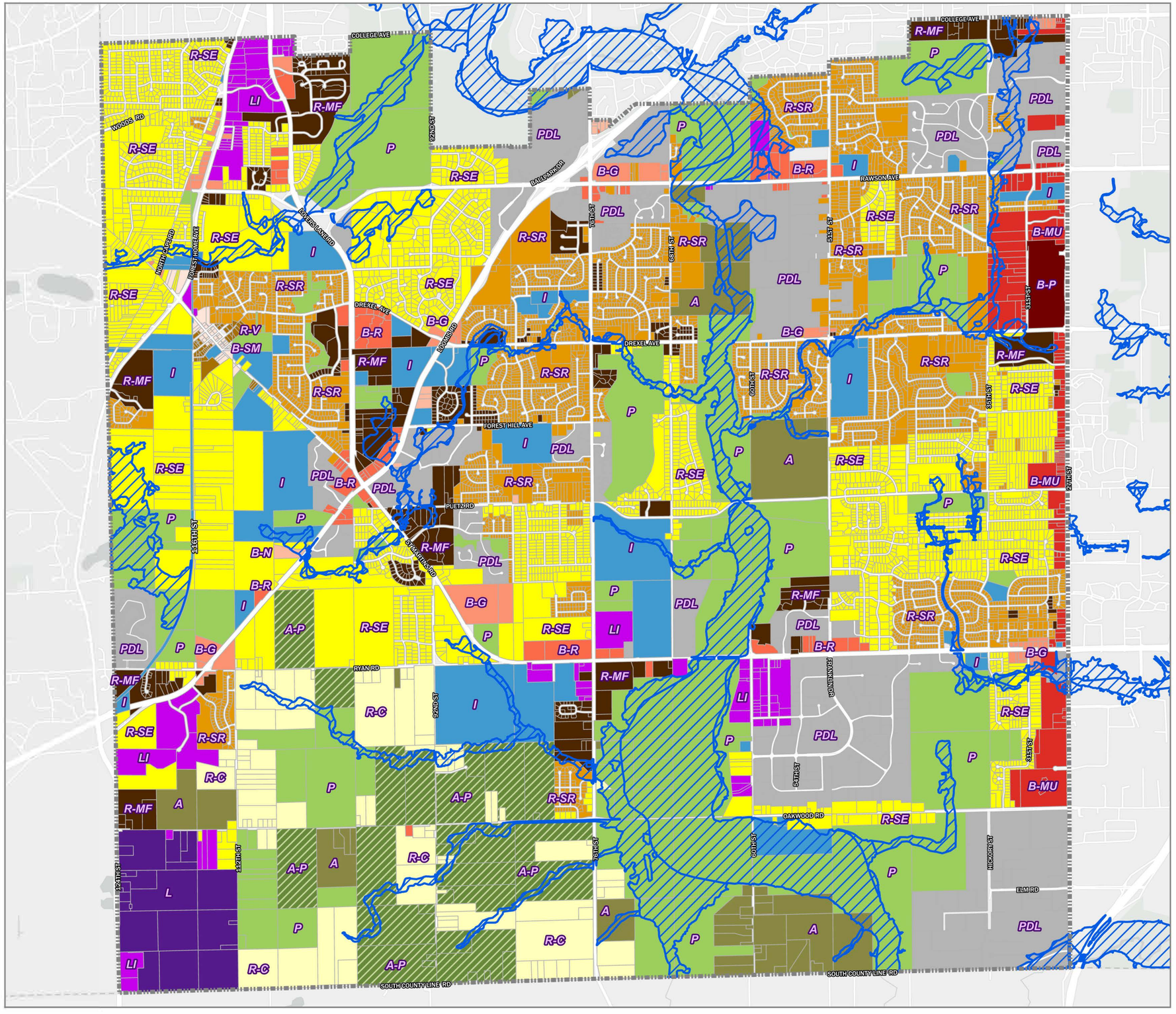
Additionally, the city's floodplain zoning ordinance was updated in 2024 addressing a recommendation from the 2009 Comprehensive Master Plan.

Existing Zoning

Commented [RM5]: Section updated.

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

As shown on Map 5.3, the City of Franklin consists of 19 zoning districts in 2025, including four residential districts, four commercial and mixed-use districts, two agricultural districts, as well as business park, industrial, park, institutional and landfill districts, a planned development legacy district and a floodplain overlay district. The intent and standards of each district are set forth in the Unified Development Ordinance, which was adopted on May 6, 2025, as a full rewrite of the 1998 UDO.



Existing Zoning

Map 5.1

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

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 building heights to not to exceed 40 feet to ensure compatibility with surrounding land uses

B-G - General Business District

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

B-R - Regional Business District

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

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

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

B-SM - Village Business District

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

Industrial and Agricultural Districts

B-P - Business Park District

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

LI - Limited Industrial District

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

A - Agricultural District

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

A-P - Agricultural District

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

Miscellaneous Districts

P - Park District

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

I - Institutional District

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

L - Landfill District

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

PDL - Planned Development Legacy District

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

FP – Floodplain Overlay District

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

Zoning Map updates

As noted in the preceding section of this chapter, while this Plan is not a Zoning Map, it does contain many zoning related recommendations. And pursuant to State Statute 66.1001, the City's zoning ordinances and amendments must be consistent with this Plan. The zoning map was updated concurrently with the Unified Development Ordinance Text in 2025. It is recommended that future changes to the City's Zoning Map will occur over time as property owners and the City itself determine to be appropriate, timely and consistent with this comprehensive plan.

Zoning and Land Division Changes

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

In this regard, it can be noted that numerous recommendations contained within the City of Franklin Comprehensive Master Plan may affect the current zoning or land division practices of the City. These range from general to specific recommendations. A list of these zoning and/or land division related recommendations is set forth below. Further information about each recommendation is contained within the noted chapter of this Plan.

- The Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy, including the Southwest Overlay District, should be implemented (see Chapter 3);
- Implementation of greater agricultural resources protection should be considered if local interest exists and opportunities occur (see Chapter 3).
- Creation of a mixed-use zoning district that allows park and open space sites with other compatible uses, as a permitted use, should be considered (see Chapter 3).
- A mixed use overlay zoning district to promote this type of development in appropriate areas throughout the City should be created (see Chapter 5).
- The urban design standards, criteria, and guidelines set forth in the Unified Development Ordinance, the 1992 Comprehensive Master Plan, and the 2007 City of Franklin Design Standards and Construction Specifications, amended in 2017, (as these standards, criteria, and guidelines may be revised and amended over time) are hereby incorporated into the City of Franklin 2025 Comprehensive Master Plan by reference (see Chapter 5).
- Appropriate locations for particularly high quality single-family residential and mixed-use developments (with residential components) should be identified during consideration of a Conservation Subdivision Ordinance (see Chapter 6).
- Appropriate locations for infill development, and appropriate standards for such development, should be identified (see Chapter 6).
- Universal Design standards should be considered for 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)

Commented [RM6]: New activity.

During the Open House at the Arbor Day event on May 2, 2026, participants were asked to identify places they like and don't 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).

Commented [RM7]: For POLICY DIRECTION
Correction not applied to the map yet.

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 when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.

Map 5.2, "Development Limitations," identifies natural features that may limit potential building site development. The natural features identified include:

Commented [RM8]: Map updated.

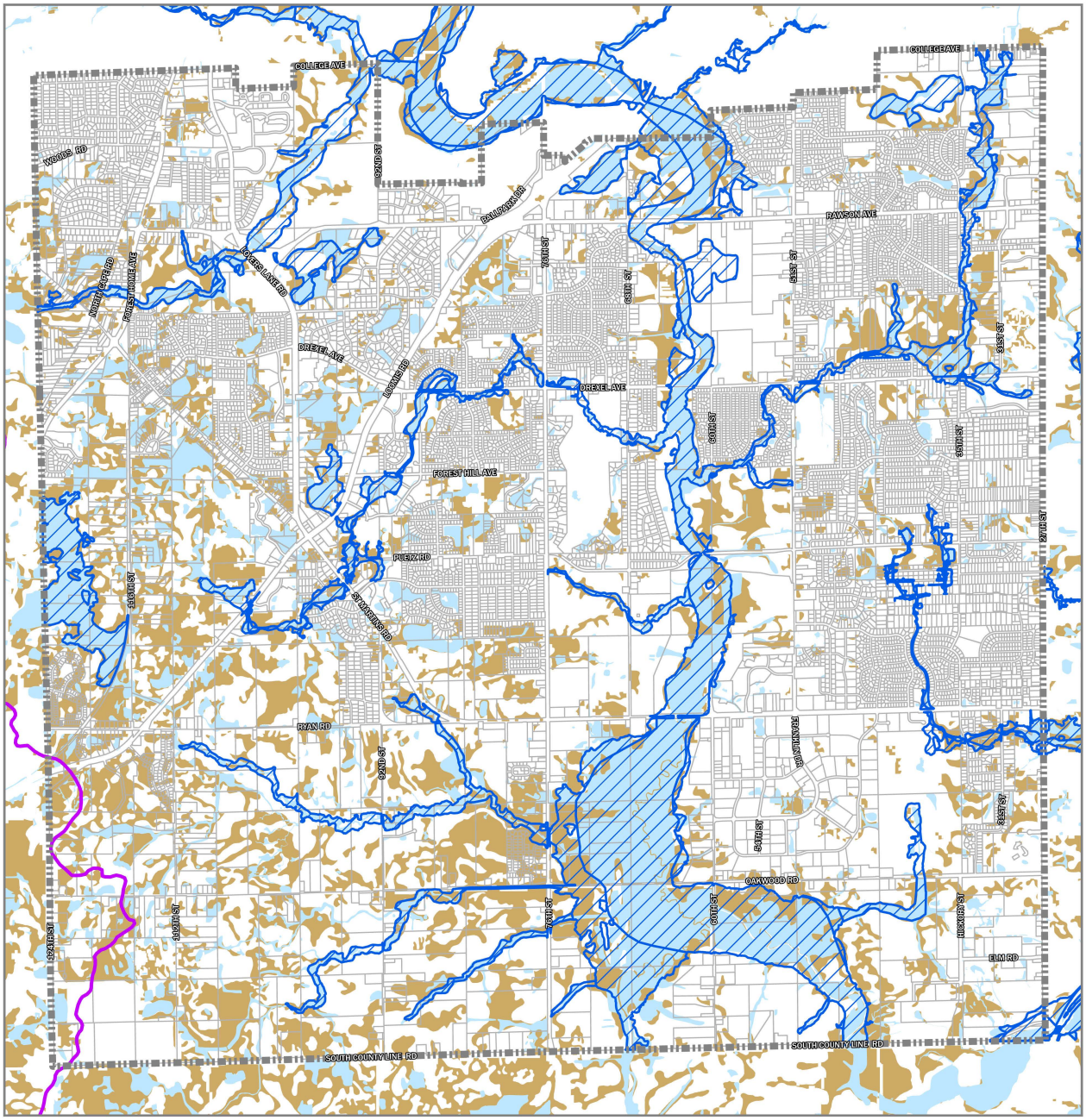
- Special Flood Hazard Area (1% annual chance).
- Wetlands
- Hydric Soils

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:

Commented [RM9]: Map updated.

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

Map 5.2: Development Limitations



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0 ¼ ½ 1 mile

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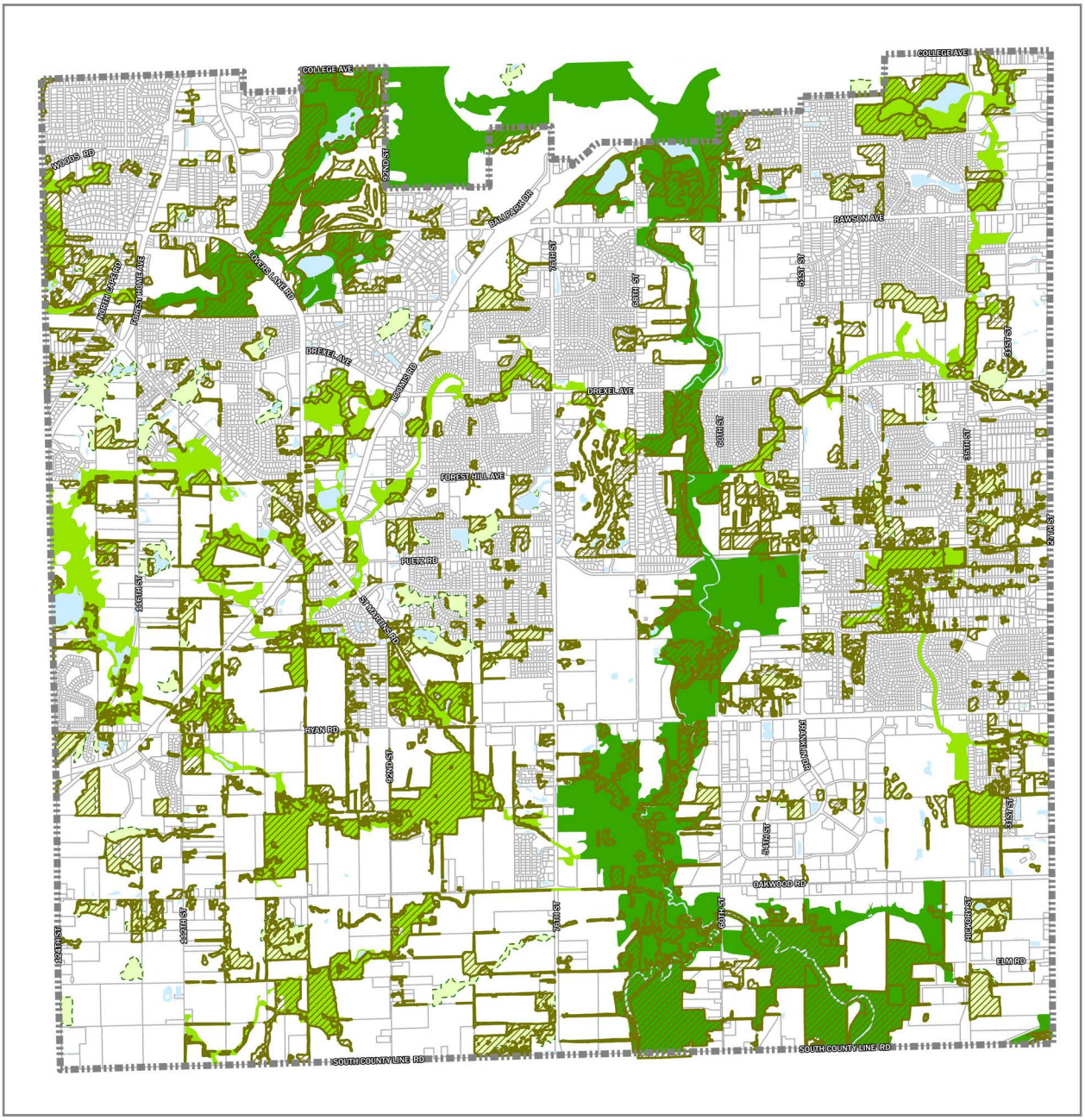
Development Limitations

- 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



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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

Several development opportunities are identified on Map 5.## as potential projects. This map identifies only larger development areas, small infill projects are also opportunities in the future. This map also does not explicitly show two City-wide development opportunities. The 2025 Unified Development Ordinance update created new options for Franklin: Accessory Dwelling Units and parking lot redevelopment. The City now permits residential infill with Accessory Dwelling Units (ADUs) in all residential districts. . The update also removed parking minimums for all development types. This change creates an opportunity to redevelop some parking areas into higher value uses. Redeveloping underused parking areas could advance the City's goal of a 70/30 residential to commercial tax base.

The below development opportunity areas are also identified in the Future Land Use Map. The following is a summary by Neighborhood Planning Area.

Area A:

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

Area B:

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

Area C:

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

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.

Commented [RM10]: New content.

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.

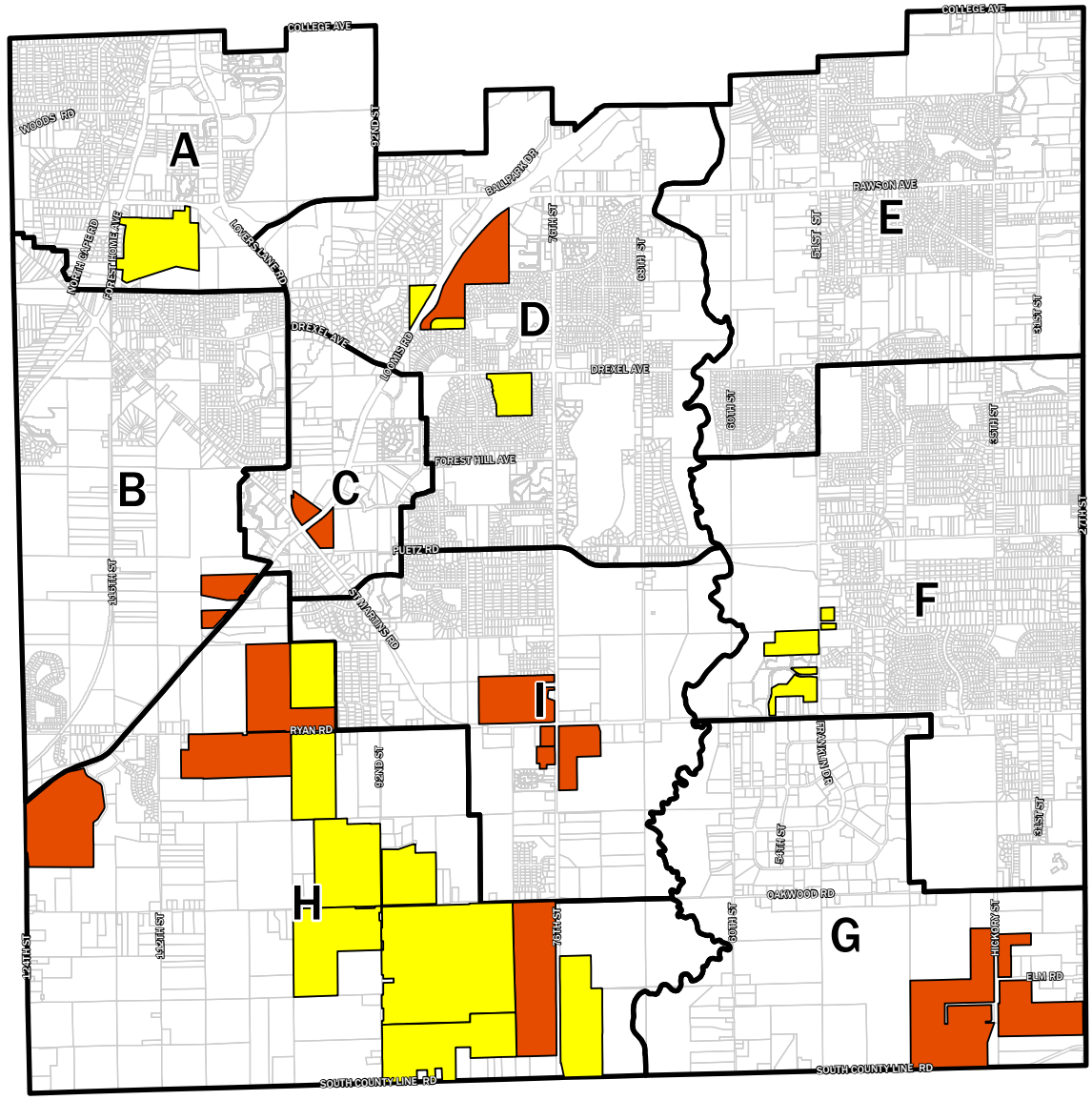
Area H:

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 and Planning Areas



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Legend

Potential Development Areas

- Potential Commercial Development
- Potential Residential Development

- Planning Area Boundaries
- Parcel

June 2026

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

Commented [RM11]: Subsection revised.

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

[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 Productivity and Job Creation
- 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)

Commented [RM12]: Subsection updated.

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

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

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

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

Conservation Subdivision Ordinance

Commented [RM13]: Subsection updated.

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

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

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

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

1. Preserve and enhance the City's community character, including individual planning area identities, while directing growth and development.
    - Protect the City's remaining natural resource features.
    - Create a plan that provides direction but allows flexibility in the development of residential and non-residential areas.

2. Protect environmental resources.
    - Discourage incompatible development and alteration to floodplains, lakes, rivers, and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impacts upon adjacent properties.

- Encourage the use of natural resources as visual and physical amenities for development and as buffers between different developments.
- Establish a program that identifies unique natural areas to be preserved.

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

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

Infill Development

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

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

- Build community consensus and involvement
- Identify important infill sites and zone them to encourage successful infill
- Make infill sites appealing by improving infrastructure and amenities
- Make infill appealing to lenders, investors, and developers
- Market infill sites aggressively
- Create design guidelines for infill

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

Mixed-Use Development

Commented [RM14]: Subsection updated.

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) as permitted as of right use; and to allow for vertical and horizontal mixed-use developments in the South 27th Street Mixed-Use District (B-MU) and St. Martins Road Historic Business District (B-SM).

Design Standards, Criteria, and Guidelines

Commented [RM15]: Subsection updated.

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 and loading, and highway access; landscaping; lighting; screening, exterior materials and glazing. The Unified Development Ordinance also includes design related standards and/or guidelines for specific uses in Article 4.

The City of Franklin has also prepared "City of Franklin Design Standards and Construction Specifications", adopted in 2007 and updated in 2017, which pertain to: roadways; sanitary sewers; water distribution system; grading and drainage; street trees; etc. Further information about this topic is located within Chapter 8, Community Utilities and Facilities.

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

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

However, the following recommendations are still outstanding:

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

Sustainability

Commented [RM16]: Subsection updated.

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

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

- Community Character;
- Public involvement;
- City of Franklin Vision Statement and Mission Statement;
- The Principles of High Quality Development and Balanced Development;
- The Natural Resource Linkages protection (Map 3.1);
- The Economic Development Plan proposal;
- Traditional Neighborhood Design, Conservation Subdivisions, Mixed-Use Design, Infill Development, Universal Design, Sustainable Design, and Growth Management; and
- Mutual Aid Agreements.

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

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

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

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).

Commented [RM17]: Citation added.

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.

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

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

An example is the Growth Management Act passed by the Washington Legislature in 1990. It requires that the fastest growing counties and the cities within them plan extensively in keeping with state goals on sprawl reduction, concentrated urban growth, affordable housing, economic development, open space and recreation, regional transportation, environmental protection, property rights, natural resource industries, historic lands and buildings, permit processing, public facilities and services, early and continuous public participation, and shoreline management.

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

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

Growth Management techniques can include:

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

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

Land Development Guide

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

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

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

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

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

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

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

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

As with the Purchase of Development Rights program noted earlier, the local unit of government or qualified organization interested in a Transfer of Development Rights program often first prepares a plan to: indicate what the goals and objectives of the program will be; identify the types of land they are interested in, for both 'sending' and 'receiving' areas; identify the mechanisms by which the transfer of the development rights from one area of the community to another will be accomplished; and identify funding sources for implementation of the program. When the plan is completed and approved, interested eligible landowners within the 'receiving' areas are identified, and offers are made to interested eligible landowners within the 'sending' areas. The landowners within the 'sending' areas can accept, decline, or further negotiate the offer. The amount of the offer is based

on a number of variables including: the value of the land; the extent of development limitations to be placed upon the land; the length of time the development limitations will apply; etc. Once an agreement is reached, a conservation easement identifying the development limitations is recorded with the deed of the property. The development restrictions apply to the current as well as future owners of the property, subject to the conditions of the agreement and the conservation easement. Such development rights are then transferred to an interested eligible landowner within the 'receiving' areas as set forth in the plan prepared by the local unit of government or qualified organization.

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

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

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

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

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

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

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

The second change pertains to the future land use designation of the lands east of and immediately adjacent to the landfill. The 2009 Comprehensive 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 Parks in 2025.

Commented [RM18]: Paragraph updated.

Sidewalks and Trails

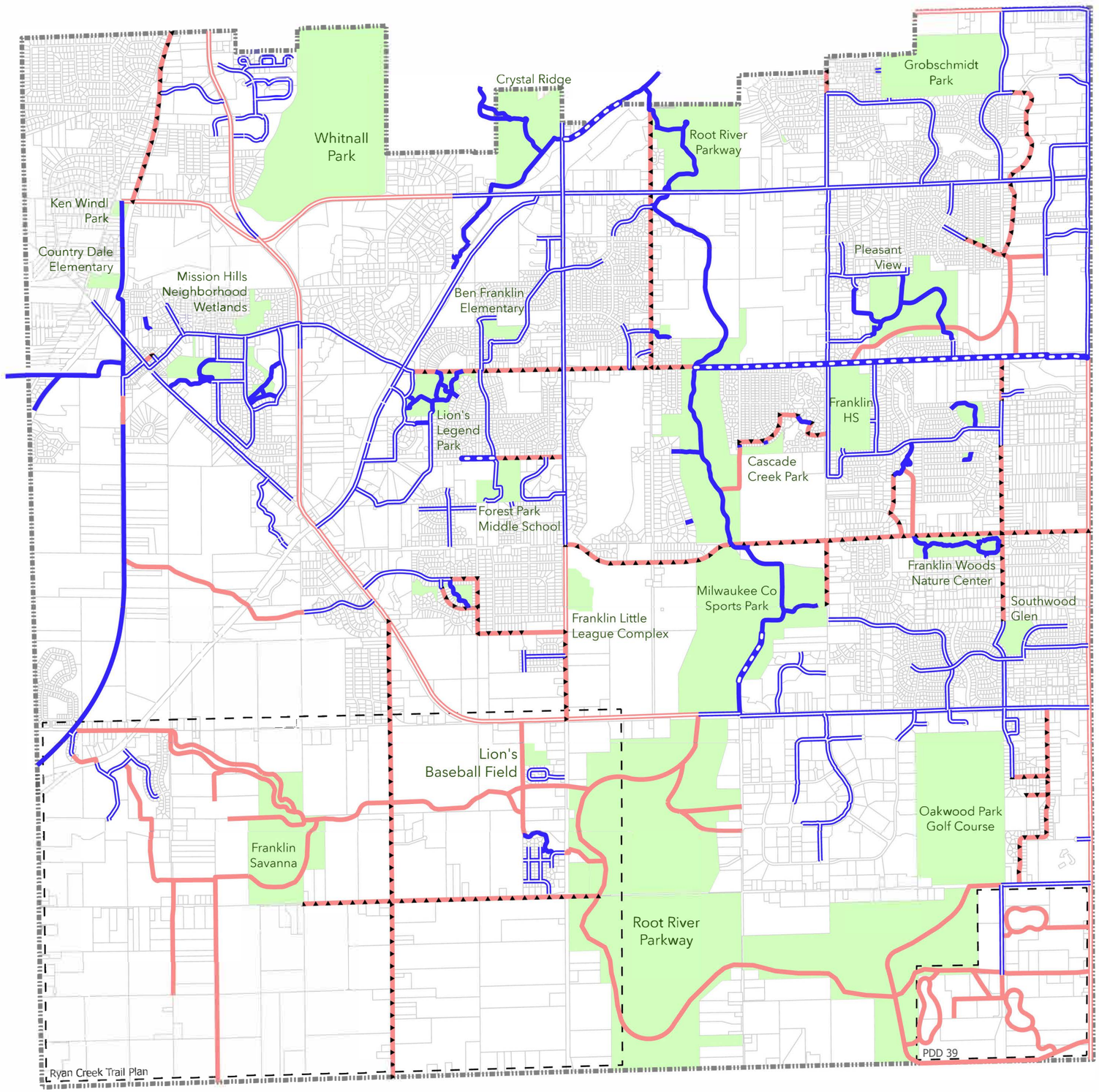
Commented [RM19]: Section updated.

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.##) 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).

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.



Sidewalk and Trail Network

Map 5.5

Existing network
- Trail
- Sidewalk*
- Road Shoulder

Proposed network
- Trail
- Sidewalk*
- Type to be determined

- 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).

May 2026

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0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

City of Franklin Comprehensive Plan

Table 5.1: Sidewalk and trail network, existing and proposed
City of Franklin (2025), measured in miles

Existing (total)	70.4	Proposed (total)	58.2
Sidewalks*	49.8	Sidewalks*	12.4
Trails	17.5	Trails	26.8
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 approximately W. Ryan Road northward to the City limits with the Village of Greendale), and the approximately 3.5 mile City of Franklin St. Martins Trail (located along the former Interurban right-of-way extending from Ken Windl Park southward to the City limits with the City of Muskego). The St. Martins Trail also includes an approximately 0.5 mile segment within a WEPCO right-of-way which connects to the existing City of Muskego Recreation Trail.

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

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

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

LAND USE TRENDS

Commented [RM20]: Section updated.

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

Existing Land Use Inventory (2024)

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

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

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

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

Undeveloped land uses

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

Developed land uses

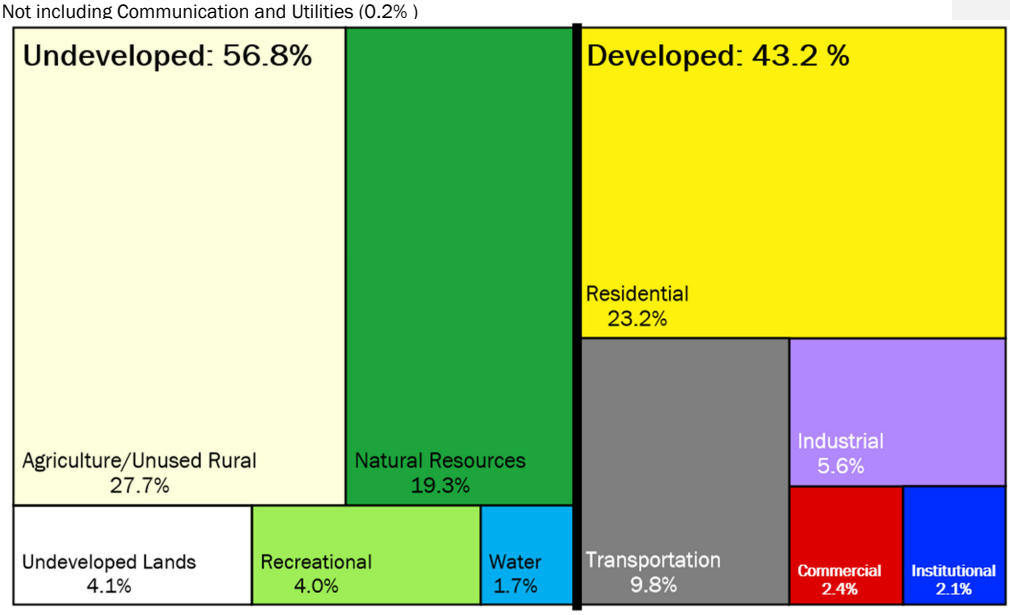
- Commercial: retail sales, services, hotels and offices.
- Communication and utilities: electrical substations, water towers and lift stations.
- Industrial: manufacturing, wholesaling, storage, extractive (quarries) and landfills.
- Institutional: educational and government facilities, cemeteries,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

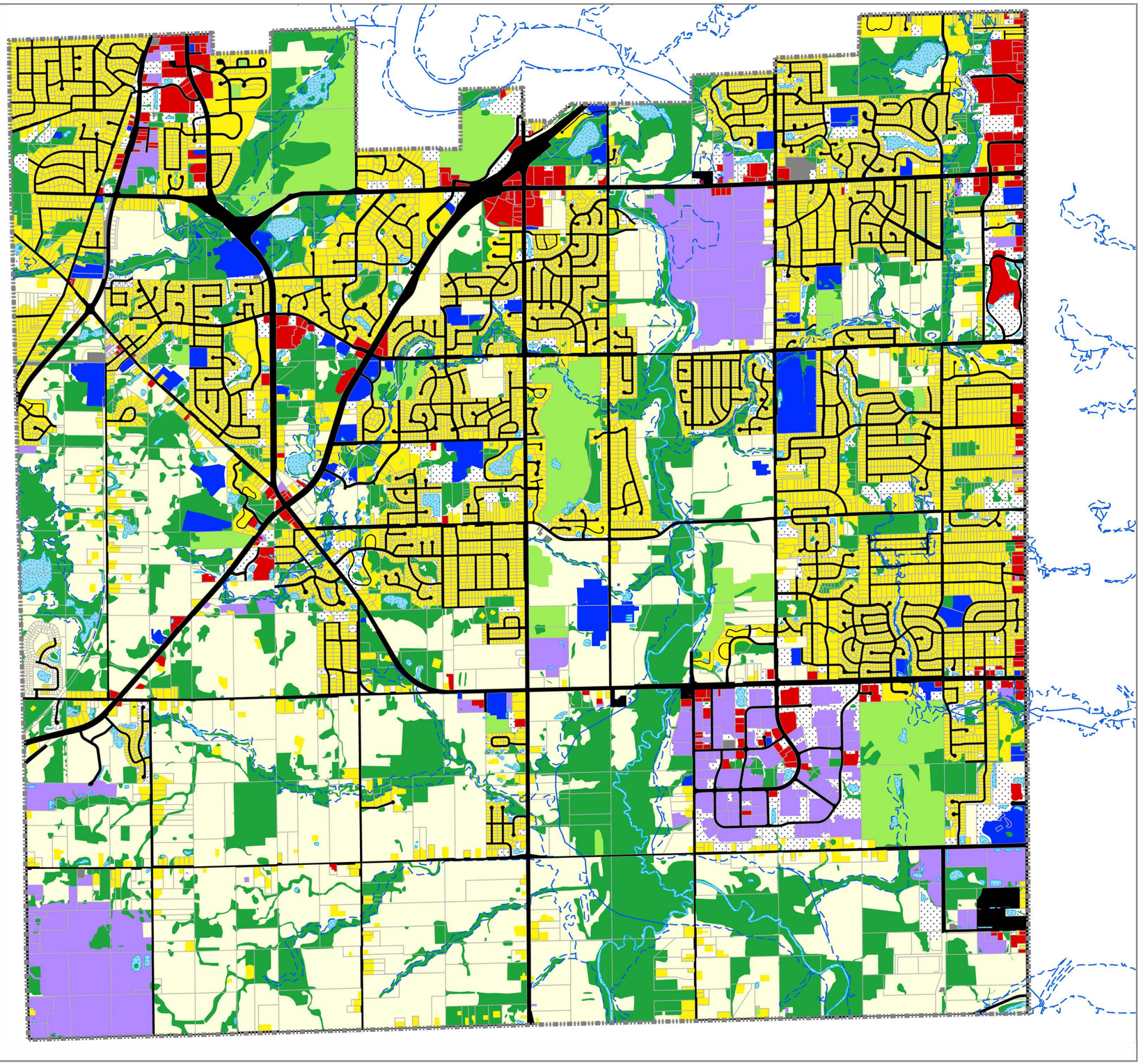
To put these land use amounts in perspective, the following recent land use inventory information from neighboring communities is provided for comparison purposes. The City of Greenfield in 2020 consisted of 91.7% of developed land uses which included: 46% residential; 8% business and office; 0.3% industrial,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

Table 5.2: 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		
Commercial	524	2.4%
Communication and Utilities	40	0.2%
Industrial	1,238	5.6%
Institutional	469	2.1%
Residential	5,137	23.2%
Transportation	2,184	9.8%
Subtotal	9,592	**43.2%**
Total	22,180	100%

Chart 5.3: 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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Franklin WISCONSIN

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City of Franklin Comprehensive Plan

Land Use Trends (1985-2024)

Commented [RM21]: Section updated.

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

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

1985

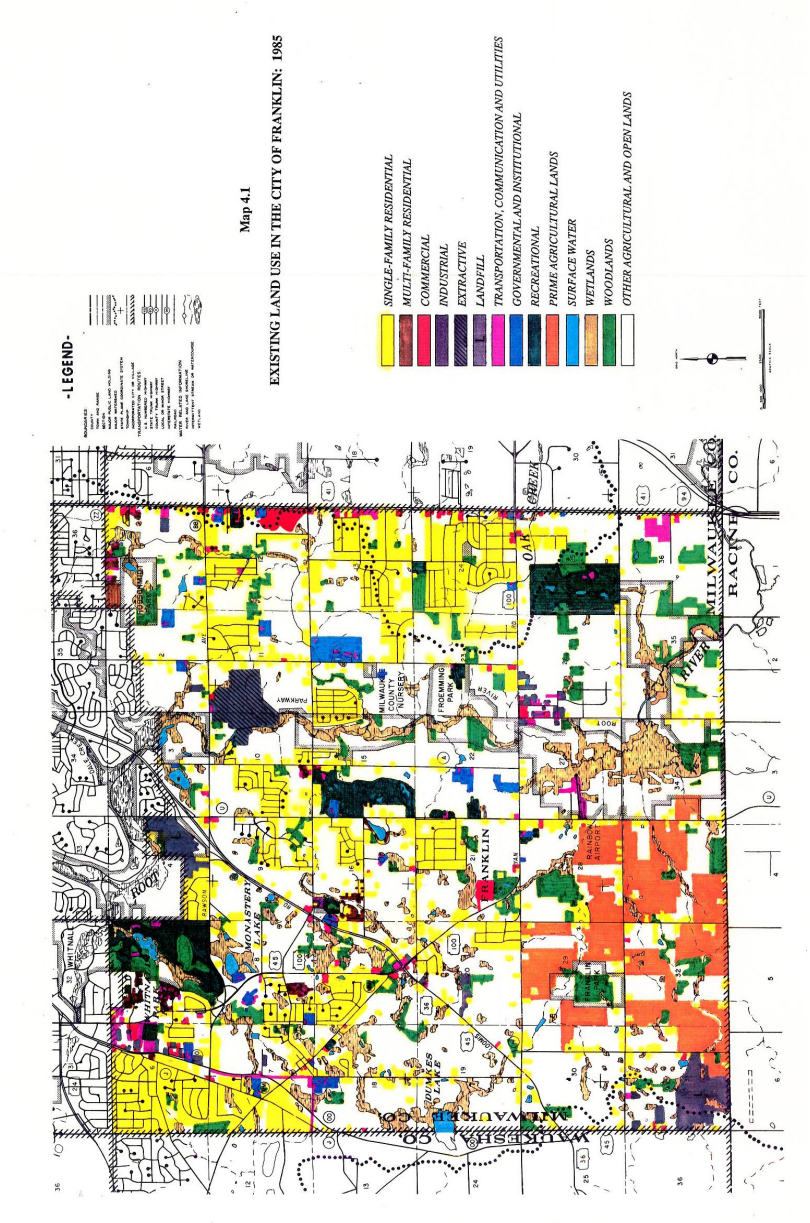
This year was selected due to available data from the 1992 Comprehensive Master Plan.

Table 5.4: 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


Map 4.1
EXISTING LAND USE IN THE CITY OF FRANKLIN: 1985
-LEGEND-
SINGLE-FAMILY RESIDENTIAL
MULTI-FAMILY RESIDENTIAL
COMMERCIAL
INDUSTRIAL
EXTRACTIVE
LANDFILL
TRANSPORTATION, COMMUNICATION AND UTILITIES
GOVERNMENTAL AND INSTITUTIONAL
RECREATIONAL
PRIME AGRICULTURAL LANDS
SURFACE WATER
WETLANDS
WOODLANDS
OTHER AGRICULTURAL AND OPEN LANDS
FRANKLIN
RANGE LINE
OAK CREEK
MILWAUKEE CO.
RACINE CO.
RIVER
ROOT
MOOR
PARKWAY
ROOT
WHITNAL
MONASTERY
LAKE
PARK
ROOT
ROOT
MILWAUKEE COUNTY HOUSE
ROSEMING PARK
RANGE LINE
RANGE LINE
RANGE LINE

2005

The City's year 2005 land use inventory was initially based upon the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) year 2000 land use inventory as it pertained to the City of Franklin. It was then updated by City staff based upon year 2005 aerial photographic interpretation. At the request of the Comprehensive Master Plan Update Project Committee, the land use classification system utilized by SEWRPC was simplified from 35 categories to eleven.

Table 5.5: Land use in Franklin (2005)

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

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

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

2010-2020

Commented [RM22]: New subsection.

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 5.6: Land use in Franklin (2010)

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

Table 5.7: Land use in Franklin (2020)

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

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

Current Land Use Trends

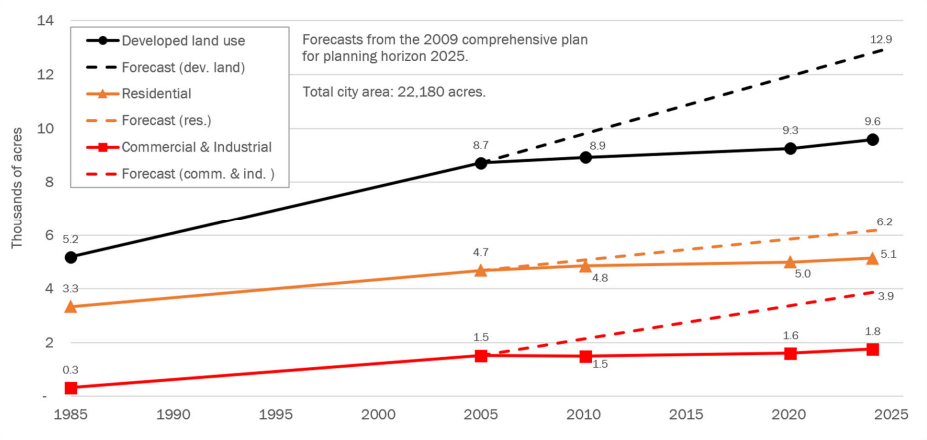
Commented [RM23]: Subsection updated.

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

During the 1985-2005 period, the city had a rapid growth of 68% in developed land uses. The 2009 Comprehensive 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 5.8: 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: For this 2026 plan update, trends in commercial and industrial land uses are analyzed together due to discrepancies in their classification between 2005 and 2024. The 2005 land use inventory classified manufacturing sites in the Franklin Business Park as commercial, while the 2010, 2020 and

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

Commercial uses, while largely scattered throughout the City, do occupy a significant portion of a few of the transportation corridors in the City: 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 with a growth rate of 22.9%, from 1,008 to 1,238 acres.

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.

INSERT 2024 Land Use Highlights – Chart 5.9

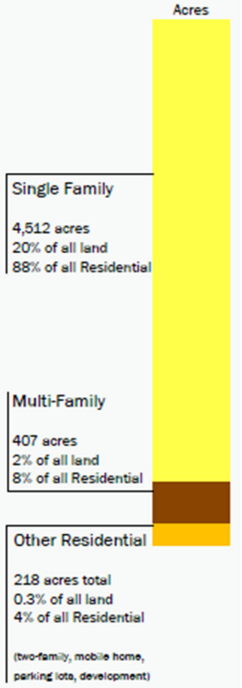
2024 City Land Use Highlights

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

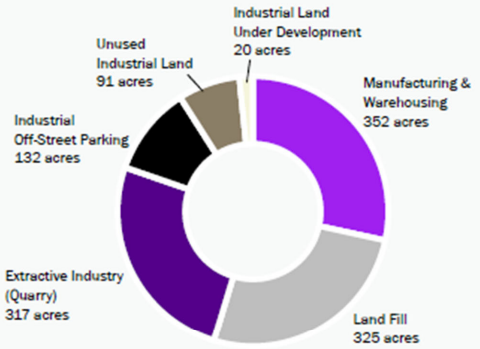
Public agencies own around 25% of all land in Franklin, and most represent areas in the floodplain or natural resource features.

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

Most Residential Land is developed for Single Family Housing:



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



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

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

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

Price of Land

Commented [RM24]: Section updated with 2023 data.

According to the City of Franklin Assessor, there are several factors in determining the selling price of land, such as the location of the land, permitted uses (zoning), and availability of utilities. These factors all strongly affect the cost or value of land. As shown below, vacant developable land cost between $15,000 and $250,000 per acre in 2000 and increased to approximately $15,000 to $500,000 per acre in 2023 (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

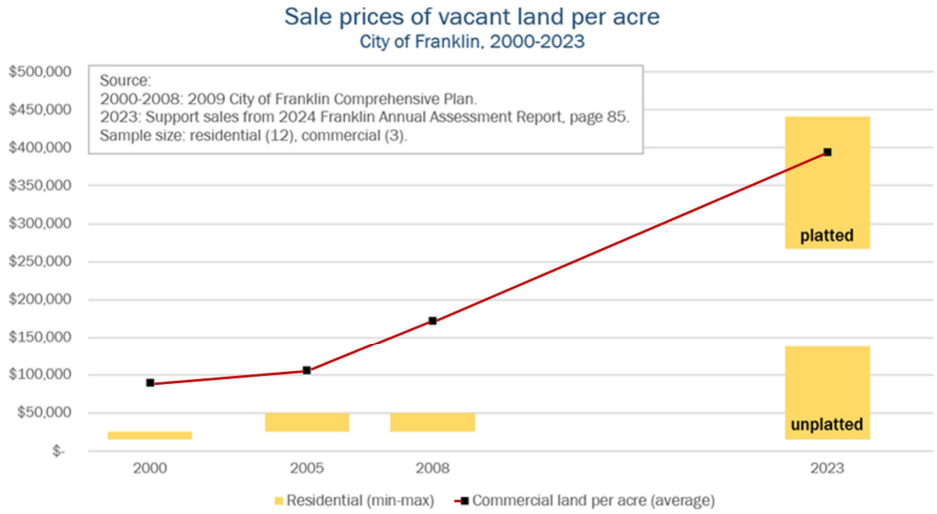
2023

- 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 5.10 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.

Chart 5.10: Sales prices of vacant land per acre



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

Existing Population Trends

Commented [RM25]: Section updated.

According to the US Census (as shown in Table 5.5), the City of Franklin has grown rapidly during every ten year interval since 1950, from a population of 3,886 in 1950 to 35,451 in 2010. Following a peak growth rate of 158 percent between 1950 and 1960, Franklin grew by an average of 29 percent per decade between 1960 and 2010. Between 2010 and 2020, the city experienced a very much slower growth rate of 1.8%, this slower growth is expected to be followed by population decline in the next three decades according to population projections by the Wisconsin Department of Administration.

Table 5.11: City of Franklin population (1950-2020), and population projection (2030-2050)

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

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

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

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

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

Future Land Use Trends

Commented [RM26]: The following sections were not updated when the 1st draft was presented to the Plan Commission.
These section have been updated fro the 2nd draft.

This section discusses future land/use development 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.##, 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 5.12, Comparison of population projections. City of Franklin

	US 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

Commented [RM27]: Subsection updated

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 6,409 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 US Census). Therefore, the Future Land Use Map could be expected to allow for a population of 46,144 at complete build-out. This projection assumes a density of approximately 2.9 dwelling units per acre, factors like multifamily developments, mixed use developments in commercial areas, smaller residential lots, and accessory dwelling units may accommodate a greater population.

Commented [RM28]: Data from draft Future Land Use Map, subject to changes.

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 2.46 persons:

- Only grow from adding ADUs: Around 90% of existing 1-unit detached 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 projected a 2020 population of 45,314, which the city did not reach.

Future Land Use Patterns and Trends

It is assumed that most major land use related trends identified in the 2009 Comprehensive Master Plan will continue relatively unchanged for the foreseeable future:

- 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 (except for those changes necessary to address population changes);
- 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;

Commented [RM29]: Trend revised.

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

- annexation/expansion of the City's limits will be unlikely.

For purposes of this 2025-2026 plan update, the following new trends are assumed:

Commented [RM30]: New.

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

Commented [RM31]: New.

- 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.

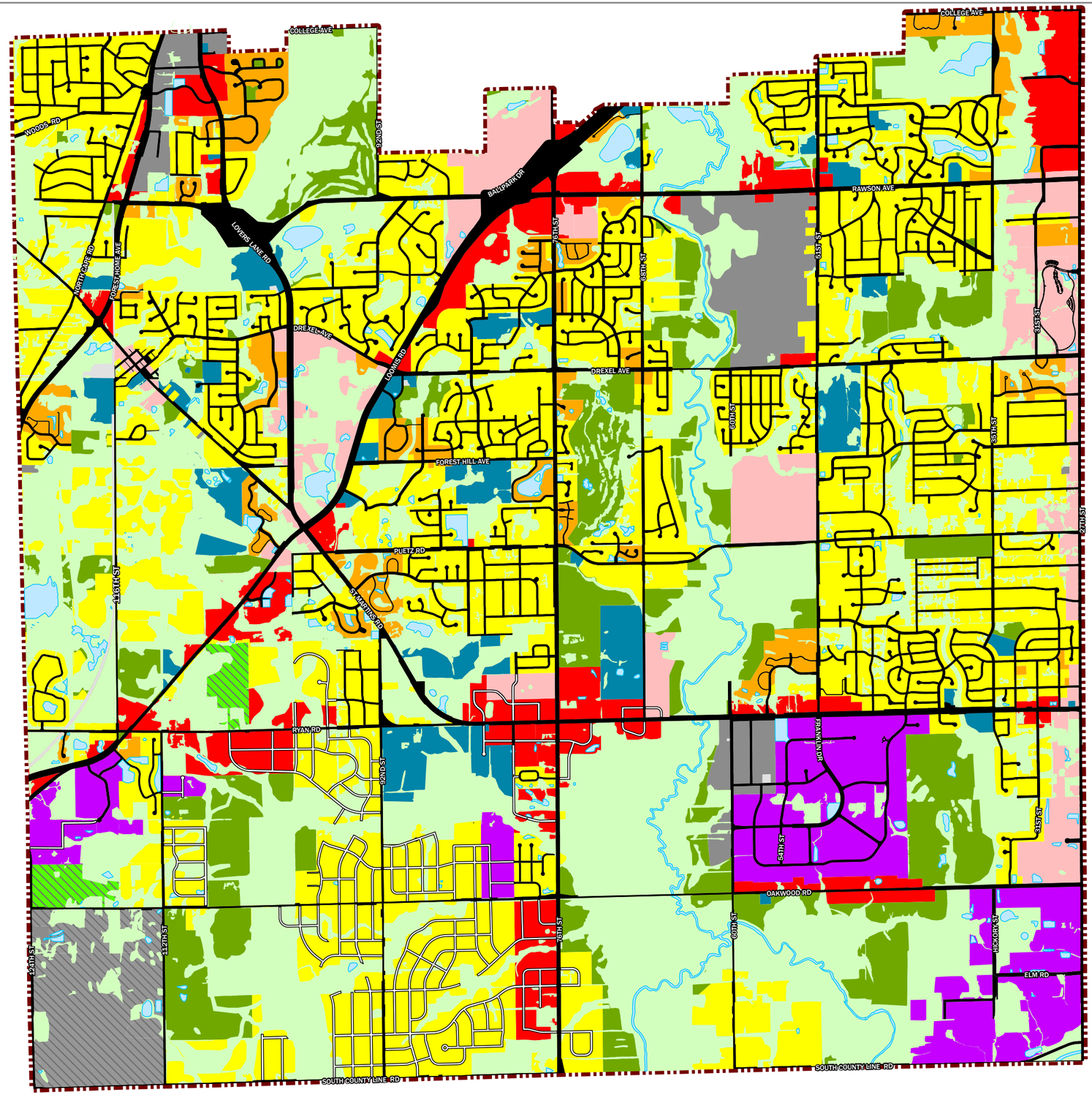
The Land Use Design Policies are informed by the land use principles, goals and objectives. The Future Land Use Plan was prepared in accordance with the following plans, planning efforts, and guidelines, which are hereby incorporated by reference into this Future Land Use Plan as specifically noted below:

- 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.

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.



Future Land Use

Map 5.8

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

DRAFT

This map version has the following changes:

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

June 2026

1:40,000

0 ¼ ½ 1 mile

Planning Department
9229 W Loomis Rd
Franklin WI-53132

City of Franklin Comprehensive Plan

Map 5.## and Table 5.## 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.

DRAFT Table 5.13: Future Land Use in Franklin in 2050

Undeveloped Land Use Class	Acres	% Total
Agricultural	43	0.2%
Natural Resources	7,033	31.7%
Recreational	1,523	6.9%
Water	387	1.7%
Subtotal	8,987	**40.5%**
Developed Land Use Class		
Business Park	957	4.3%
Commercial	1,001	4.5%
Communication and Utilities	39	0.2%
Industrial	479	2.2%
Institutional	607	2.7%
Landfill	318	1.4%
Light Manufacturing	127	0.6%
Mixed Use	770	3.5%
Office	90	0.4%
Residential	5,799	26.1%
Residential - Multi-Family	610	2.8%
Transportation	2,131	9.6%
Transportation - Proposed	264	1.2%
Subtotal	13,193	**59.5%**
Total	**22,180**	**100%**

Future Land Use Changes

As set forth in Tables 5.7 and 5.8, the following changes are envisioned between the Existing Land Use Map 2024 and the Future Land Use Map 2050:

- A decrease of 6,104 acres (99%) and 915 (100%), of Agriculture/Unused Rural and Undeveloped lands;
- An increase of 2,755 acres (64%), of Natural Resource lands;
- An increase of 1,517 acres (24%), of Residential lands;
- An increase of 1,337 acres (255%), of Commercial and Mixed-Use lands;
- An increase of 643 acres (52%), 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 45 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 13,150 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.

Commented [RM32]: Different assumption.
The 2009 plan estimated a faster growth rate than the experienced between 1985-2005. Such faster growth didn't happen, the city grew between 2005 and 2024 but at a much slower rate than between 1985-2005.
The 2050 plan draft estimates an even slower growth based on:
+ Projected population decline.
+ Number of households may still grow due to a smaller household size, but at a slower rate than in previous decades.

Commented [RM33]: Q for Policy Direction.
Alternative Scenario
Since it's unlikely to achieve FLUM by 2050, designate areas distant from public utilities (water/sewer) to Agricultural.
Area in question: S. 60th Street isolated by floodplains.

DRAFT Table 5.14: Comparison of Existing 2024 Land Use to Planning Horizon 2050

	Existing: 2024		Horizon: 2050		Change	
Undeveloped Land Use	Acres	%	Acres	%	Acres	%
Agricultural	6,147	27.7%	43	0.2%	(6,104)	-99.3%
Natural Resources	4,278	19.3%	7,032	31.7%	2,755	64.4%
Recreational	878	4.0%	1,523	6.9%	645	73.5%
Water	370	1.7%	387	1.7%	17	4.5%
Undeveloped Lands	915	4.1%	-	-	(915)	-100.0%
Subtotal	12,588	**56.8%**	8,986	**40.5%**	(2,687)	**-21.3%**
Developed Land Use						
Commercial	524	2.4%	1,861	8.4%	1,337	255.4%
Communication and Utilities	40	0.2%	40	0.2%	-	0.0%
Industrial	1,238	5.6%	1,881	8.5%	643	51.9%
Institutional	469	2.1%	607	2.7%	138	29.4%
Residential (includes Multi-family)	5,137	23.2%	6,409	28.9%	1,272	24.8%
Transportation (includes proposed)	2,184	9.8%	2,395	10.8%	211	9.7%
Subtotal	9,592	**43.2%**	13,194	**59.5%**	3,602	**37.5%**
Total	22,180	100%	22,180	100%		

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.

~~Significant amounts of development are anticipated during the time-frame of this Plan.~~

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

Commented [RM34]: New highlights

Commented [RM35]: Assumptions to be removed based on 2050 population projections published in 2024.

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 64/36 (6,459/3,655 acres), this ratio is for refence only as the 70/30 goal is for assed 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.

Commented [RM36]: New highlight

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

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 residential.

Commented [RM37]: New highlight

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 2020 decade.
- Decrease the 2020-2024 annualized growth rate proportionally to the projected population decline for the 2030 and 2040 decades.

Table 5.15: Actual and projected growth of population and developed land use (2010-2050)

DRAFT 04-29-2026

Period	Developed land use				Population			
	Starting Acreage	Change	Growth (%)	Annualized Growth (%)	Starting Population	Change	Growth (%)	Annualized 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*	-	-	-

Sources:

Land use projections: Prepared in-house.
Population projections: Wisconsin Department of Administration.

actual
projection

The projected land use growth by 5-year increments for each land use classification, set forth in Table 5.##, 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 5.16: Projected land use changes (2024-2050)

DRAFT

	Starting Acreage	Change in acres					Projected Acreage	FLUM Acreage
Undeveloped Land Use	2024	2024-2030	2030-35	2035-40	2040-45	2045-2050	2050	2050
Agricultural	6,147	*-443*	*-411*	*-318*	*-299*	*-281*	*4,397*	*80*
Natural Resources	4,278	*+231*	*+203*	*+118*	*+111*	*+114*	*5,054*	*7,032*
Recreational	878	*+47*	*+42*	*+24*	*+23*	*+23*	*1,037*	*1,523*
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*	*9,023*
Developed Land Use								
Commercial	524	*+28*	*+14*	*+14*	*+13*	*+14*	*607*	*1,861*
Utilities	40	-	-	-	-	-	*40*	*40*
Industrial	1,238	*+67*	*+59*	*+34*	*+32*	*+33*	*1,463*	*1,794*
Institutional	469	*+25*	*+22*	*+13*	*+12*	*+12*	*554*	*607*
Residential	5,137	*+277*	*+244*	*+141*	*+133*	*+136*	*6,069*	*6,459*
Transportation	2,184	*+28*	*+23*	*+23*	*+24*	*+24*	*2,306*	*2,395*
Subtotal	9,592	*+425*	*+362*	*+226*	*+215*	*+219*	*11,039*	*13,157*
Total	22,180						22,180	22,180

FLUM: Future Land Use Map.
Utilities: Communication and utilities.
Prepared in-house.

actual
projection

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.___ (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 developments).

- 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 developments. 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.** Existing Open Lands (comprised of the Agriculture, Unused Rural Land, and Undeveloped Lands categories identified on Map 5.__) not already protected shall be utilized as landscape features within residential developments, or as buffers from adjacent developments. These areas may be utilized for passive recreation or trails. 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 provided if the temporary street is over 200' in length.

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.

Commented [RM38]: Policy revised.

4. Activities and Uses

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

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

5. Land Management and Control

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

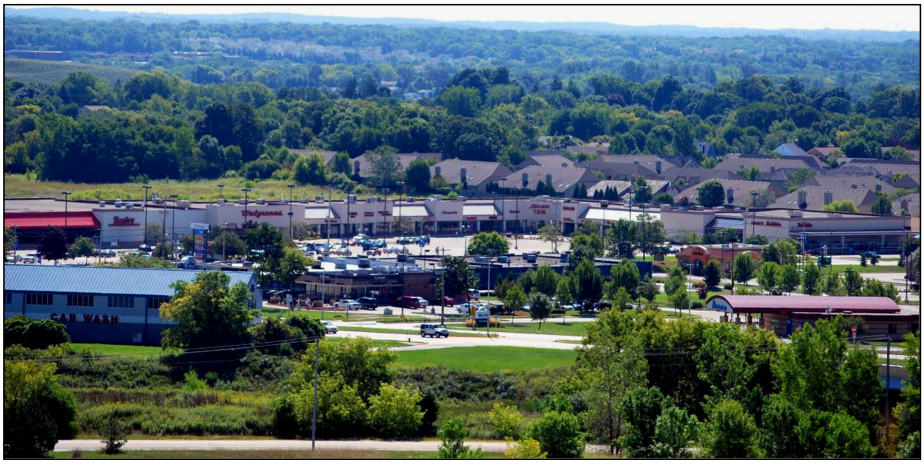
b) **Require common property maintenance.** Property owner associations to guarantee maintenance of common areas, including options for public intervention and assessment if homeowners fail to maintain the land, shall be required.

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

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

Commercial Policy

Commercial (including retail, office and business uses) and mixed-use development shall be focused in appropriate areas along major traffic arterials and as elsewhere identified in this Plan. By focusing such development in these areas, the existing neighborhood and the natural and suburban character of the City will be better preserved. Internal circulation, linked parking lots, 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 or preserved Open Lands, 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 roadside signage.** All signs, particularly those along the edge of a property, shall enhance the overall aesthetic appeal taking into consideration factors such as consistency of materials,

Commented [RM39]: Policy revised.

graphic design elements, and height restrictions. Such guidance and controls shall be established within the sign code and as approved in a Master Sign Program, where appropriate.

d) **Use buildings to form public places.** Building size, shape, and location shall emphasize the public plazas, courtyards, gateways, and significant landscape features. Buildings shall have connections to pedestrians with appropriately scaled design details, windows along the parking areas, pedestrian pathways, and special features at public entrances.

e) **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 projects/sites as possible.

Commented [RM40]: Policy revised.

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

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

2. Natural Environment and Landscape

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

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

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

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

Commented [RM41]: Policy revised.

3. Traffic and Circulation

a) **Make entrances safe and appealing for all visitors.** Easily identifiable entrances shall be created for motorists, pedestrians, cyclists, 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, sight lines, and safe speeds. Sufficient lighting should be provided at intersections and entrances**.**

Commented [RM42]: Policy revised.

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

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

d) **Encourage pedestrian 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.

Commented [RM43]: Policy revised.

e) **Plan for future roads.** Future road extensions shall be planned with appropriate right-of-way for collector functions, signalized intersections, or other appropriate width through the Official Map, easements, deed restrictions, or covenants to maintain a range of future options and connections. All stub streets shall be fully improved at time of initial adjacent development.

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

4. Activities and Uses

a) **Encourage outdoor activities and pedestrian uses.** Uses such as bikeways, outdoor eating, seating, gathering spots, and other park-like elements that encourage pedestrian use shall be integrated into the future commercial development. Entrances to these areas shall be provided between buildings along a pathway from the parking areas.
b) **Link building interiors to the outdoors.** Views into the buildings to attract customers and to provide connections between the indoor and outdoor environments shall be provided.
c) **Provide for business parks.** Opportunities for business park developments which have site regulations and architectural guidelines shall be permitted. The business parks shall be located adjacent to other commercial activity, near major transportation arterials, or as otherwise noted in this Plan.
d) **Encourage mixed uses.** Mixed uses within individual buildings, within individual developments, and between adjacent developments shall be allowed. Concepts such as Town Centers or Traditional Neighborhood Design shall be encouraged. While a mix of commercial uses is envisioned to be the most common example of mixed use within the City, a mix of compatible residential, commercial and/or business uses may often be appropriate as well. Within those mixed use zoning districts identified within the Unified Development Ordinance, mixed use may be required as determined by the Common Council.

5. Land Management and Control

a) **Ensure effective maintenance procedures.** Long-term maintenance by either the property owner(s) or the City with special assessment to the property owner(s), shall be ensured.
b) **Use preservation techniques to protect the land.** Deed restrictions, covenants, and easements that guarantee land control and management of natural areas, shall be required. Restrictions that are difficult to change without broad public approval (such as conservation easements) shall be preferred.
c) **Design to preserve open space.** The design and preservation of Open Lands and common areas to minimize their future utility as developable parcels shall be required.

Areas of Natural Resource Features Policy

The natural resource features identified in Chapter 3 of this Plan, consisting of the Southeastern Wisconsin Regional Planning Commission's (SEWRPC) Primary and Secondary Environmental Corridors and Isolated Natural Resource Areas and SEWRPC's Greenway Connections (exclusively for the southwestern portion of the City as set forth in the study entitled "Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City"), the Linkages as identified by Cedarburg Science in Chapter 3 of this Plan, and the natural resource features currently regulated by such agencies as the Army Corps of Engineers and the Wisconsin Department of Natural Resources, as well as those natural resource resources protected as set forth in Article 7 of the City of Franklin Unified Development Ordinance, all contribute to the overall health and beauty of the City. These natural resource areas have been identified as Open Lands. Development shall not be allowed in these areas unless appropriate regulatory approvals are first obtained. These areas should be utilized as amenities for existing and future residents. Development within these areas often leads to environmental degradation and development problems in the future due to flooding, soil, and/or topography issues.

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

1. Visual Character

a) **Protect all Open Lands.** The only development allowed in the Open Lands are compatible park, outdoor recreation, open space, trail, and stormwater management facilities as approved by the City, in accord with all existing regulations. Surrounding development shall not create a significant adverse impact upon the visual connections to the natural resource features or to the sustainability of the protected landscape. Surrounding development shall not increase erosion or untreated stormwater runoff of surrounding lands.
b) **Preserve and integrate landscape elements.** Any landscaping proposed to be linked to existing Open Lands to enhance their value and/or provide a connection between the built and natural environments shall be preserved.
c) **Limit vehicular entries to the area.** Vehicular entries shall not divide or traverse natural resource areas (and shall be minimized within any other Open Lands) unless determined necessary for public health and safety reasons and all regulatory approvals are first obtained.
d) **Vistas should be created along roadways.** "Parkway" type roads, that follow along the edge of the Open Lands, visually linking road users to the natural landscape and/or shoreline, shall be encouraged.

2. Natural Environment and Landscape

a) **Conform to environmental regulations.** Development of such Open Lands shall conform to all existing watershed, water quality, and water control regulations, including the natural resource protection standards of the Unified Development Ordinance, as well as those additional standards recommended in this Plan.
b) **Connect the landscape.** Existing Open Lands shall be extended and connected with new plantings and landscaping that are compatible with and serve to enhance any existing native plantings and landscapes. Such connections shall create continuous landscape edges along public roads and between surrounding development using mixtures of species that create a varied image as the seasons change and maintains the natural character. Flexibility and innovation (utilizing concepts such as stormwater treatment trains, green infrastructure, and buffers) in the use and location of landscaping and non-regulatory natural resource feature connections, shall be encouraged.
c) **Preserve the existing landscape.** The use of approved structures and paved trails, roads or parking areas within the Open Lands shall be designed to not detract from the natural beauty of the landscape.
d) **Protect special habitats.** Special habitats and particularly sensitive natural resource areas shall be protected and utilized as educational opportunities when possible.
e) **Integrate sustainable stormwater techniques.** Best management practices for stormwater management such as, drainage bio-swales, infiltration ponds, or prairies to help reduce sedimentation and improve

water quality, shall be utilized, and may be integrated into these Open Lands, subject to receipt of all regulatory approvals.

3. Traffic and Circulation

a) **Include parkway or scenic drives.** The creation of parkway drives where dwellings are located only on one side of a road and the Open Lands are preserved on the other side, or scenic drives where views of large expanses of Open Lands are obtainable from public roads, shall be encouraged. Existing parkway or scenic drives shall be preserved when present in existing neighborhoods in order to protect the natural/suburban character of the neighborhood.
b) **Create and connect trail systems.** Trails in the areas that correspond directly to the activities and patterns of movement in and around developments and neighborhoods should be created to accommodate the movement of bicyclists, walkers, joggers, and other trail users. Particular focus shall be upon the completion of the city-wide trail system.
c) **Minimize paved parking areas.** Parking areas, when necessary to provide public access to the Open Lands, is encouraged, but the amount of paving shall be minimized, and prohibited when located in natural resource areas.

4. Activities and Uses

a) **Provide paths through environmental areas.** Access to and through the Open Lands shall be allowed. 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 the natural features as an amenity for development.** Surrounding development shall be planned such that the Open Lands are seen by many residents. The view of the Open Lands shall not be excessively blocked from public roads.
c) **Create educational opportunities.** Notice to, and education of the public about the natural resource features present within the City, shall be provided. Within individual developments, this can be done with handouts, signage, structures with exhibits, or permanent facilities which can also be used for educational purposes.
d) **Allow informal and passive recreational activities.** Compatible informal and passive recreational activities such as biking, walking, jogging, swimming and canoeing, shall be allowed.
e) **Protect the environment.** Activities within the Open Lands shall not create a significant adverse impact upon natural inhabitants such as animals, fish, birds and plantings.
f) **Allow public use of the land and limited public structures.** Public use of the Open Lands with an occasional public structure to be used for shelter or educational purposes shall be allowed, subject to compliance with any pertinent regulations, including conservancy easements, restrictive covenants, etc.
g) **Consider controlling access to preservation areas.** Access to Open Lands shall be limited, or prohibited if it is essential to protecting and supporting the natural/suburban character of the neighborhood, or essential to protecting the sustainability of particularly sensitive habitats.

Commented [RM44]: Policy revised.

5. Land Management and Control

a) **Use preservation techniques to protect the land.** Deed restrictions, covenants, and easements that guarantee land control and management of natural areas shall be required. Restrictions that are difficult to change without broad public approval (such as referenda, unanimous agreements, and so forth) shall be preferred.
b) **Design to preserve open space.** The design and preservation of Open Lands and common areas to minimize their future utility as developable parcels shall be required.
c) **Assign maintenance and management of the preserved open space.** Maintenance and management of the preserved Open Lands shall be assigned to neighborhood or homeowners associations that have the organizational capacity to sustain maintenance and management services.

SUMMARY OF RECOMMENDATIONS

Commented [RM45]: Recommendations accomplished by the Unified Development Ordinance Rewrite have been moved to that section.

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 "Development Limitations" and "Environmentally Sensitive Areas" maps with the Future Land Use Map when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.
- 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 and the Future Land Use Map.
- 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 neighborhood or area plans.

Commented [RM46]: New recommendation.

- 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.
- 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.

Commented [RM47]: New recommendation.

- 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)

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	-

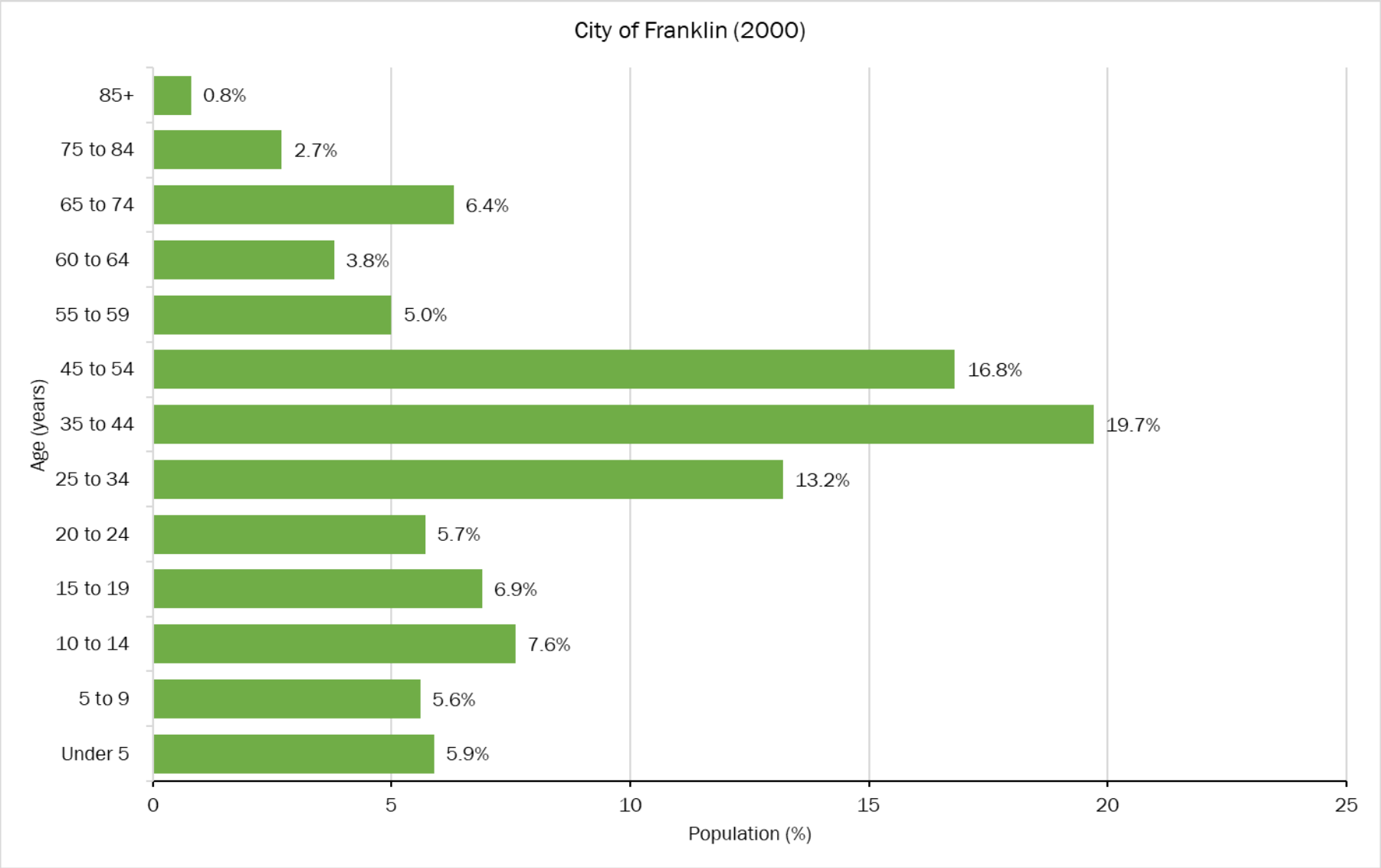
Source: 2010 & 2020 ACS 5-Year Estimates (Table S0101), 2000 U.S. Census; N/A indicates data is unavailable; - indicates an otherwise blank cell

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

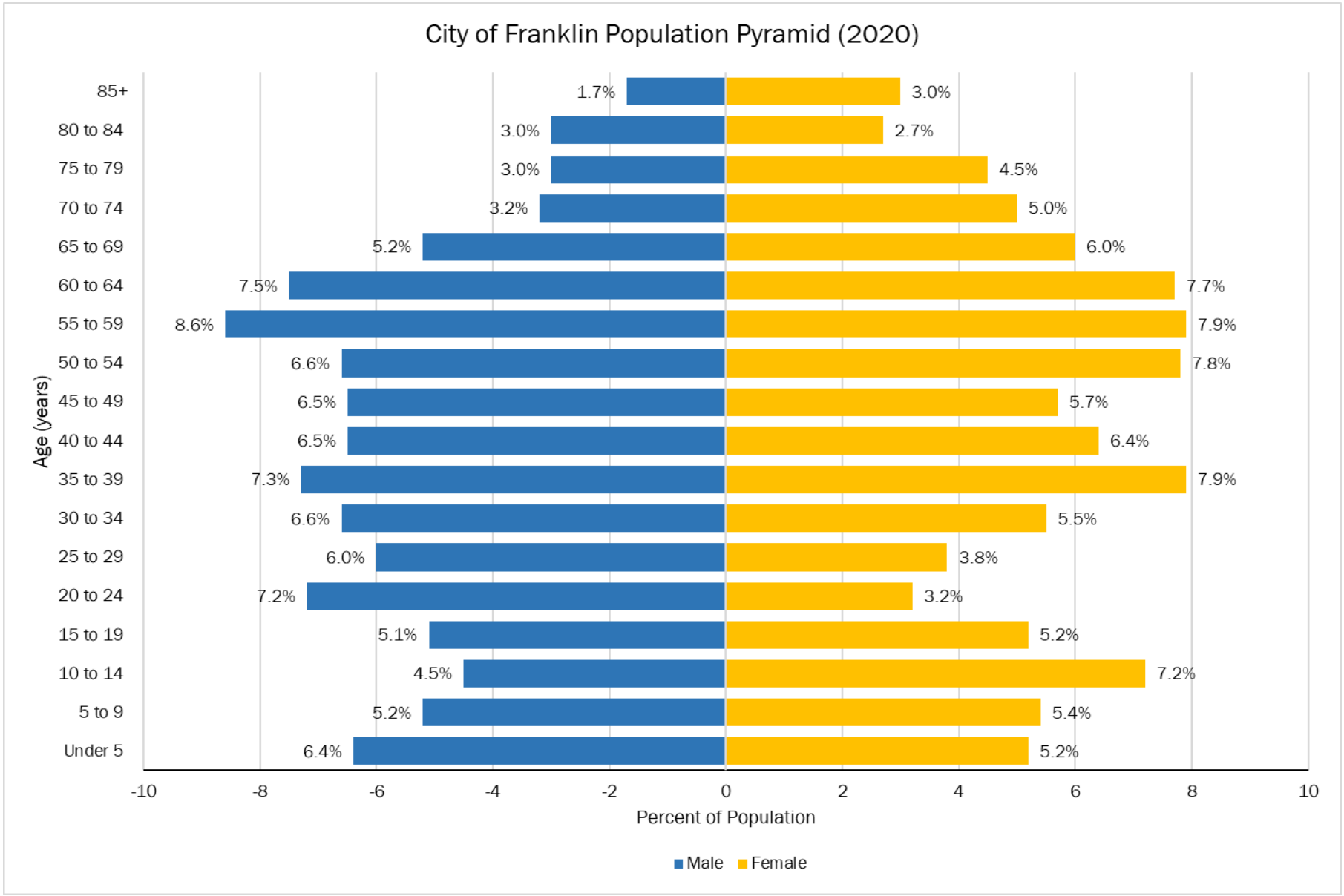
City of Franklin Population Distribution (2000)



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

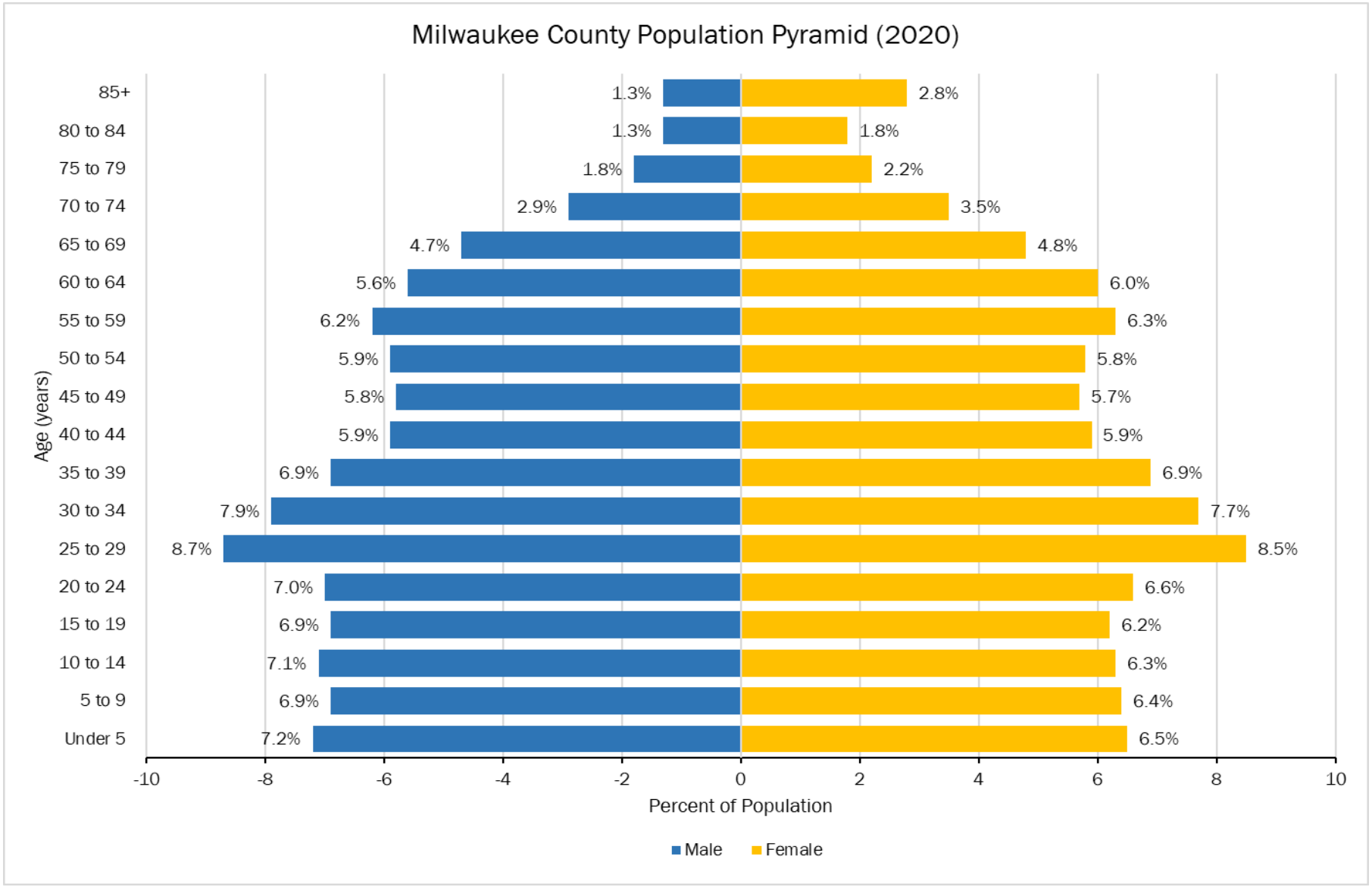
Due to lack of data availability, the above population distribution is for both sexes (sex-segregated data not readily available)

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

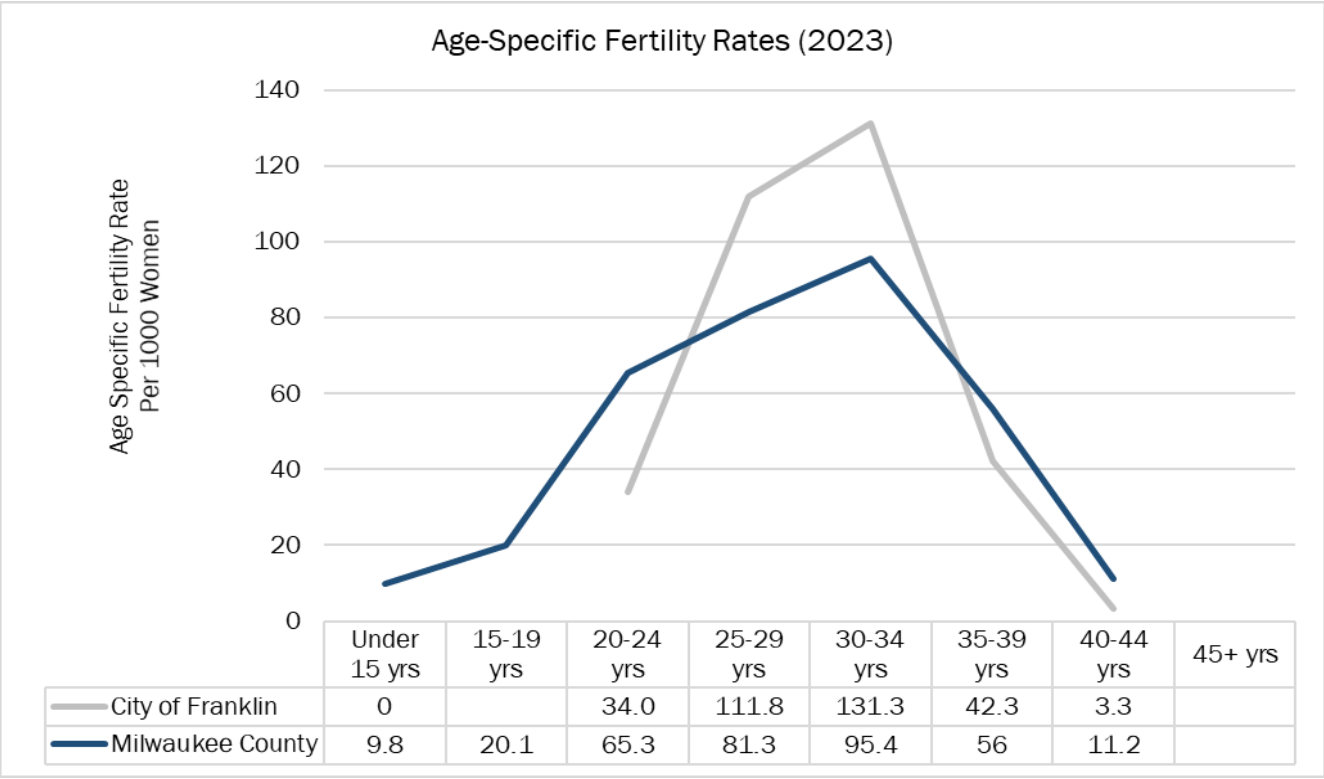
Source: 2010 & 2020 ACS 5-Year Estimates (Table DP01)

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)



	Under 15 yrs	15-19 yrs	20-24 yrs	25-29 yrs	30-34 yrs	35-39 yrs	40-44 yrs	45+ yrs
City of Franklin	0		34.0	111.8	131.3	42.3	3.3	
Milwaukee County	9.8	20.1	65.3	81.3	95.4	56	11.2	

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.

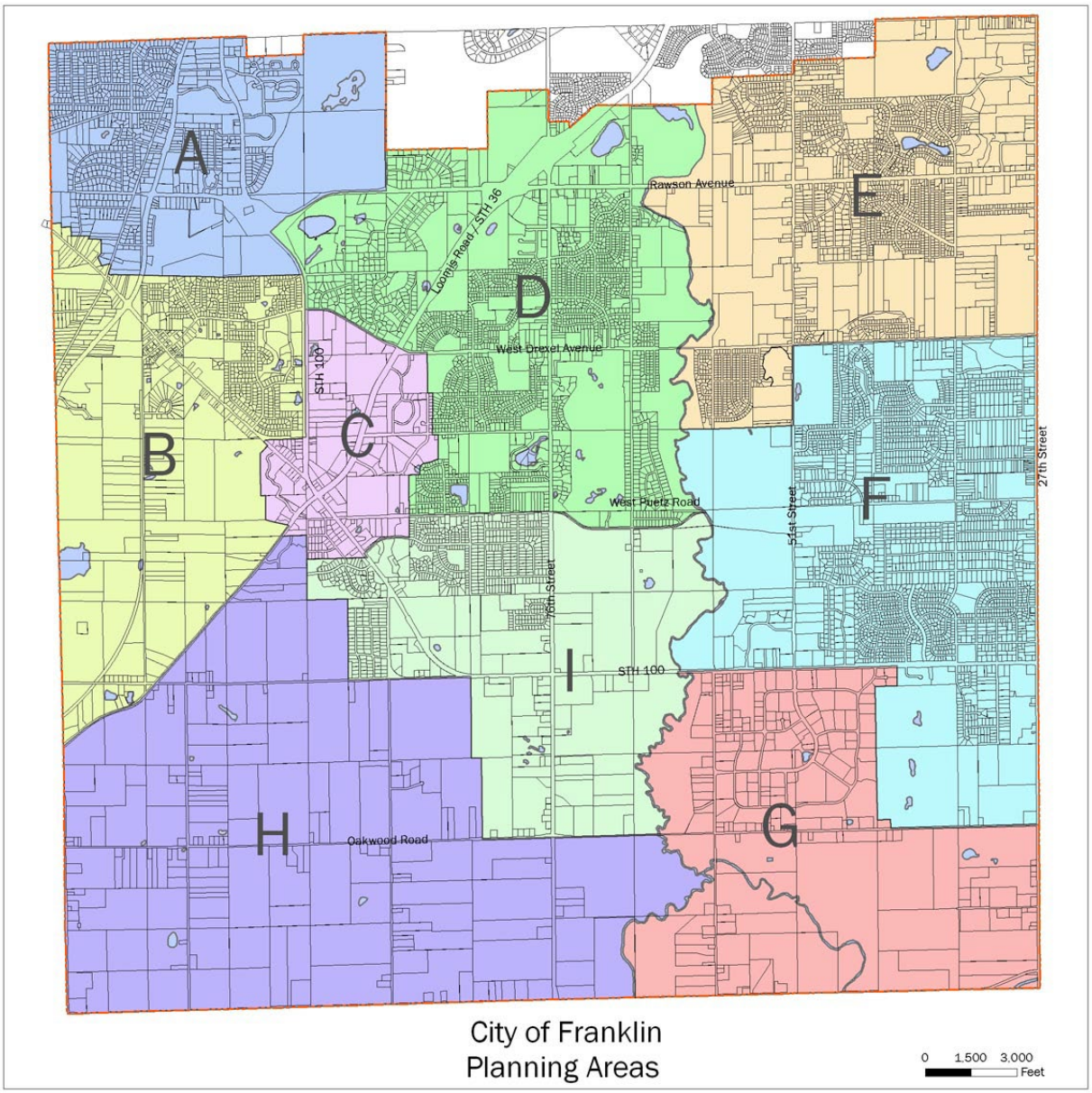
Streets in Neighborhoods

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

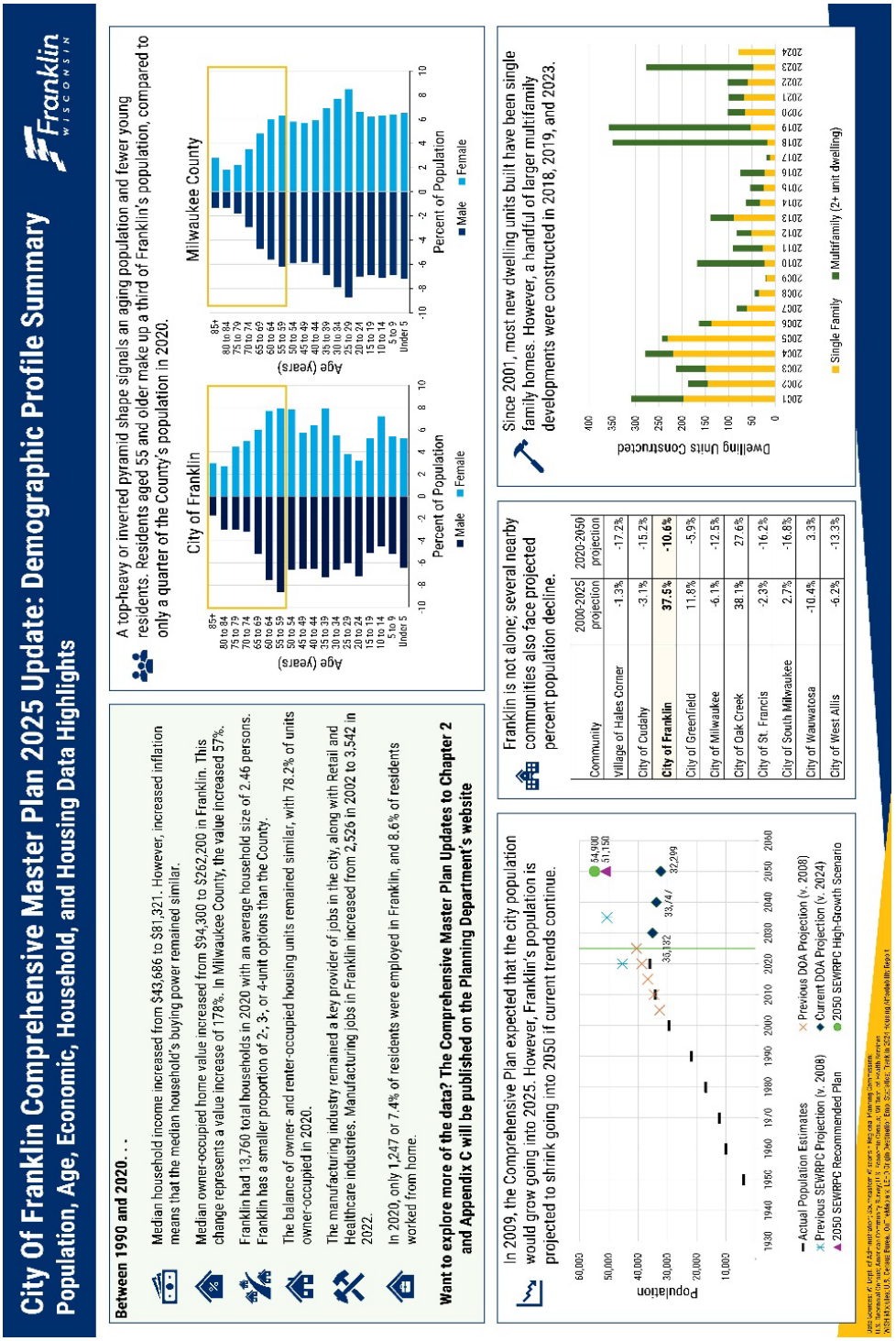
On May 2, 2026, Department of City Development Staff conducted a public participation event from 10am to 12pm at the City of Franklin's Arbor Day celebration. Other organizations attended the event, including the City Health Department, local vendors, and members of the Parks and Environmental Commission. 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

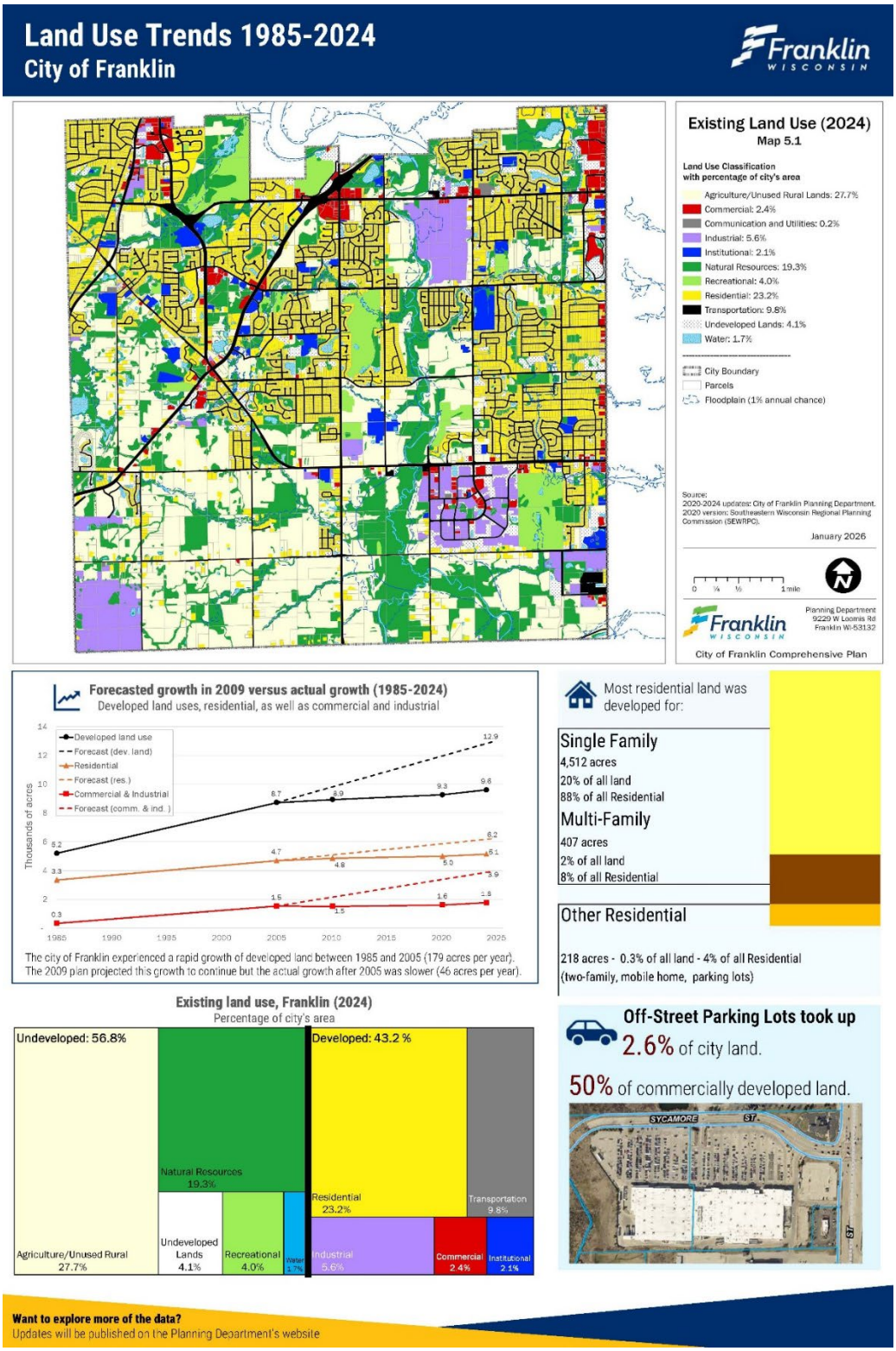
Demographic Data Summary

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

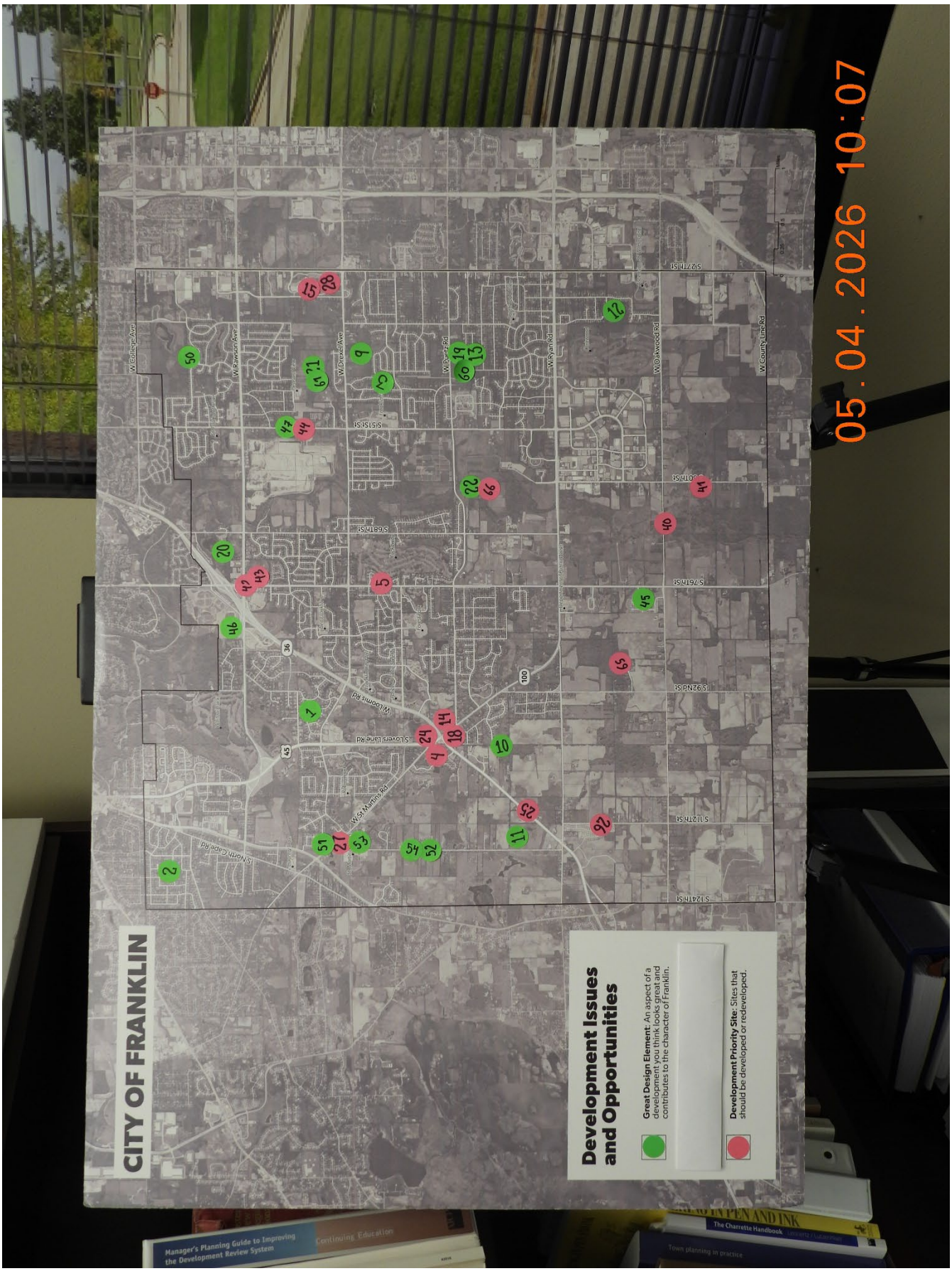
Participants were given two pink sticker dots and two green dots to mark areas of the city. Areas that they liked or supported were to be marked in green. Issues, challenges, or opportunities in the city were to be marked with pink. Staff invited participants to place these stickers on an aerial map 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.
W Ryan Rd
W Oakwood Rd
W County Line Rd
W Drexel Ave
W Rawson Ave
W Loomis Rd
S Lovers Lane Rd
S Howell Ave
S 27th St
S 51st St
S 68th St
S 76th St
S 92nd St
S 112th St
S 124th St
Manager's Planning Guide to Improving the Development Review System
Continuing Education
The Charrette Handbook
Town planning in practice

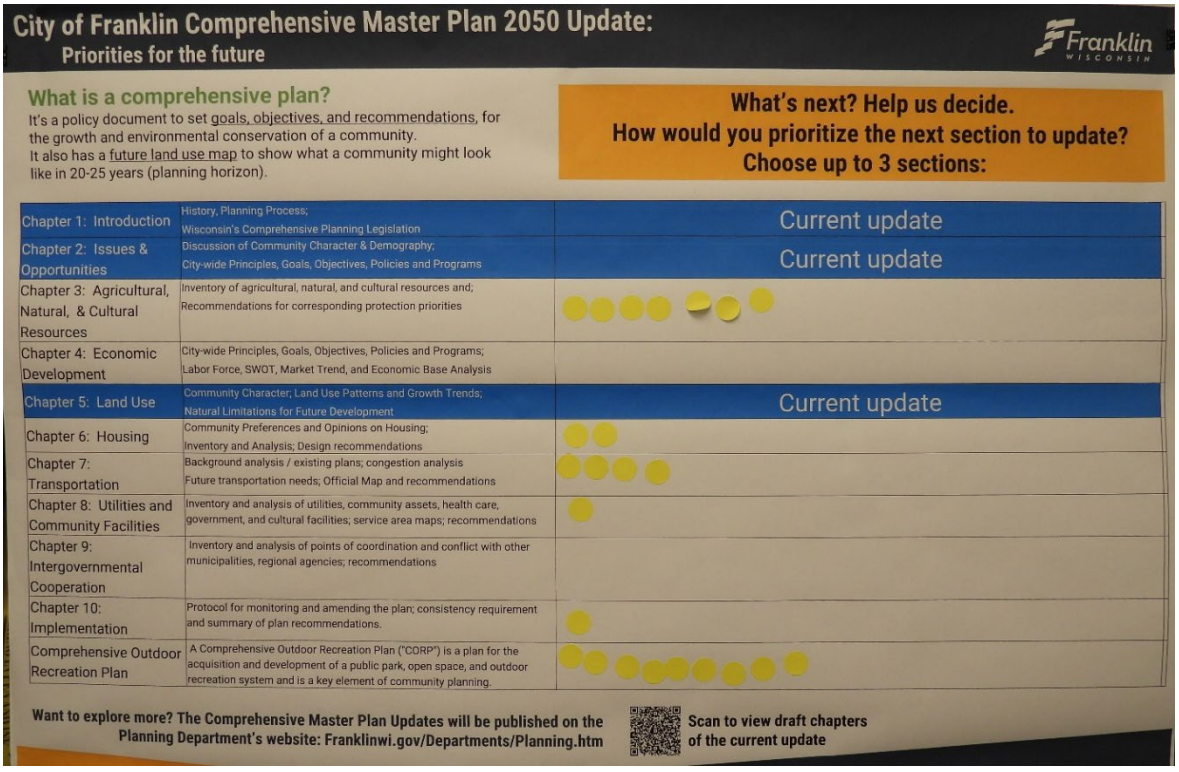
Place	Text of Comment	Topic	Current Land Use 2024	Future Land Use 2050	Staff Comment
112th & Meadowview Dr	• #26 (Concern): Garbage + flooding - 112th St has been looking awful since Ryan Meadows construction has been going on. Lots of contractors leave open garbage bins + it blows all over the roadside	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