

CHAPTER 10: IMPLEMENTATION

INTRODUCTION

The comprehensive planning law (WI State Statute 66.1001(2)(i)) states that the implementation element is “A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h). The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan, and shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan. The element shall include a process for updating the comprehensive plan. A comprehensive plan under this subsection shall be updated no less than once every 10 years.”

In order to fully realize the Vision identified in the City of Franklin Comprehensive Master Plan, the items in this section should be accomplished. This Chapter provides a guide for such realization and describes how this Plan is to be monitored, amended, updated, and used to accomplish all of the recommendations contained within the other elements of this Comprehensive Master Plan.

In addition, it should be noted that *A Guide to Preparing the Implementation Element of a Local Comprehensive Plan*, dated September 2006, prepared by the Center for Land Use Education, University of Wisconsin – Stevens Point/University of Wisconsin – Extension Cooperative Extension, is a particularly useful reference on this subject, and it is strongly encouraged that it be consulted during the monitoring, amending, and updating of the City of Franklin 2025 Comprehensive Master Plan.

MONITORING THE PLAN

“...shall include a mechanism to measure the local governmental unit’s progress toward achieving all aspects of the comprehensive plan...” excerpt from Wisconsin State Statute 66.1001(2)(i).

The Plan must reflect the current principles, goals, objectives and development policies of the City at all times.

The Plan should be fully reviewed by City staff annually with the following in mind:

- New land use opportunities
- Further plan detail and refinement
- Market shifts

- Economic and demographic changes and growth patterns
- Unforeseen challenges
- Changes in legislation

Development within the City should also be monitored on an ongoing basis and compared against the City goals and objectives outlined in each element of this Plan to ensure that the current policies are achieving the intended results.

AMENDING THE PLAN

“...The element shall include a process for updating the comprehensive plan...” excerpt from Wisconsin State Statute 66.1001(2)(i).

It should be noted that this Plan is intended to be changed and revised over time. As Franklin grows, values, goals, and capabilities may change, and as such this Plan must be amended to reflect those changes. This Plan is also not perfect and any errors or conflicts among chapters should be corrected as they become apparent.

The Plan should be reviewed and amended periodically, every five years at a minimum. Suggestions for amendments can be brought forward by City staff, officials, and/or residents, and should be consistent with the overall vision of the plan. Proposed amendments could originate in any of the following ways:

- Amendments proposed as corrections of clerical or administrative errors, mapping errors, and updated data for text, tables, and maps. Such amendments would be drafted by City staff.
- Amendments proposed as a result of discussions between officials and citizens.
- Amendments proposed as a result of recommendations discussed during a City planning process.

When a change is proposed, it should follow this general procedure:

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

Plan amendments and updates should coincide with the annual monitoring schedule. Furthermore, revisions to this Plan shall be adopted by Ordinance and adhere to certain procedural requirements as stated in Wisconsin State Statute 66.1001(4).

PLAN ELEMENT CONSISTENCY

“...The element shall describe how each of the elements of the comprehensive plan will be integrated and made consistent with the other elements of the comprehensive plan...”
excerpt from Wisconsin State Statute 66.1001(2)(i).

As stated in *A Guide to Preparing the Implementation Element of a Local Comprehensive Plan*, a common dictionary definition of consistent means “in agreement; compatible. It is further stated in this guide that “all the elements in the plan may have some conflicting points, but all the elements work together as a package to achieve the common vision and goals of the plan.” In addition, as further clarification of this term is provided over time through judicial and legislative mechanisms, such findings will be incorporated into this Plan as well.

City staff, the consultants hired by the City to prepare this Plan, the Comprehensive Master Plan Update Project Committee, the Plan Commission, and the Common Council, have reviewed all elements of this plan to ensure consistency throughout this Plan. If any inconsistencies or contradictions are found between chapters of this Plan in the future, Franklin will seek to modify these areas according to the procedures outlined in this chapter.

The individual elements of this Plan reinforce the goals, objectives, and policies of each of the nine Comprehensive Planning elements. As future amendments and updates are made, consistency between the Plan elements must be ensured.

PLAN RECOMMENDATIONS

“A compilation of programs and specific actions to be completed in a stated sequence, including proposed changes to any applicable zoning ordinances, official maps, or subdivision ordinances, to implement the objectives, policies, plans and programs contained in pars. (a) to (h)...A comprehensive plan under this subsection shall be updated no less than once every 10 years.” excerpt from Wisconsin State Statute 66.1001(2)(i).

The implementation element prioritizes recommendations presented in the City of Franklin Comprehensive Master Plan, so that the City is able to work towards accomplishing their Vision.

The following matrix lists each of the recommendations identified in the Plan elements. For each recommendation, the party responsible for implementation is indicated. A prioritization level is also assigned to each recommendation, as follows:

- Ongoing - This recommendation is currently in effect and should continue to be implemented.
- 1 - This recommendation is not currently in effect, but should be implemented by the responsible party upon Plan adoption.
- 2 - This is a short-term recommendation, to be implemented before 2015.
- 3 - This is a mid-term recommendation, to be implemented before 2020.
- N/A - This priority pertains to those actions of other organizations, or those actions which might not occur within the timeframe of this Plan.

HOUSING

Recommendation	Responsible Party	Priority Level
Principles, goals, objectives and policies be reviewed annually and updated a minimum of every five to ten years.	City Staff Plan Commission Common Council	2
Maintain vacancy rates between 4 and 6 percent for rental units and between 1 and 2 percent for homeowner units, to ensure an adequate supply of housing.	Private Sector	2
Periodically update and review the median monthly income data to ensure that the City continues to provide adequate affordable housing for its residents.	City Staff	2
Continue current educational and enforcement efforts in regard to public nuisances to ensure that the existing housing stock is properly maintained in a safe and aesthetic manner. It is also envisioned that through this approach, the City's older housing stock will remain available as a housing choice for existing and future residents, within neighborhoods where such development is already present.	City Staff	Ongoing
Continue utilizing existing single-family residential zoning and zoning districts as the predominant type of residential development within the City.	City Staff Plan Commission	Ongoing
Identify appropriate locations for particularly high quality single-family residential and mixed-use developments (with residential components), in conjunction with the consideration of the inclusion of the conservation subdivision ordinance within the Unified Development Ordinance.	City Staff Plan Commission	2
Review multi-family developments on a case-by-case basis, with particular emphasis upon neighborhood compatibility and high quality development.	City Staff Plan Commission	Ongoing
Review senior housing on a case-by-case basis, with particular emphasis upon neighborhood compatibility and high quality development.	City Staff Plan Commission	Ongoing

City to continue its past practice of reviewing changes to, or proposals for, new community living arrangement projects, on a case-by-case basis within the context of the City's Comprehensive Master Plan and as allowed by state and federal regulations.	City Staff Plan Commission	Ongoing
Support local businesses' workforce housing programs in such manner as may be determined from time to time by the Common Council.	Common Council	3
Conservation Subdivision model ordinance to be adopted as part of the Unified Development Ordinance.	City Staff Plan Commission Common Council	2
Mixed-use zoning and design provisions to be included within the Unified Development Ordinance.	City Staff Plan Commission	2
Infill housing shall be encouraged in areas surrounded by existing development and compatible uses. 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.	Plan Commission Common Council	3
Educate developers and the public about the benefits of Universal Design to encourage its use. Establish separate Universal Design standards be considered as an option in the R-8 Multi-family Residential Zoning District.	City Staff	2
Educate developers about the benefits of, and encourage developments to utilize standards of the U.S. Green Building Council and promote Leadership in Energy and Environmental Design (LEED) certified developments.	City Staff	2

ECONOMIC DEVELOPMENT

Recommendation	Responsible Party	Priority Level
Prepare an Economic Development Plan	City	1
Perform an update of the Market Trend Analysis at least every five years.	City Staff	2
Establish an economic development program comprised of efforts, activities, strategies, practices, and programs targeted to economic development goals and objectives approved by the Common Council, which must always be considered in the context of the City as an organization and in the context of the community's broader financial and economic condition.	Plan Commission City Council Community Development Authority (CDA) Economic Development Commission (EDC)	1
"A Guide to Preparing the Economic Development Element of a Comprehensive Plan" be used in the preparation of the proposed Economic Development Plan.	City Staff Community Development Authority (CDA) Economic Development Commission (EDC)	1
Continue the current economic development programs of the CDA and the EDC and undertake other economic development programs as may be set forth in the proposed Economic Development Plan, as determined by the Common Council.	City Staff Community Development Authority (CDA) Economic Development Commission (EDC)	Ongoing
A detailed economic base analysis similar to that undertaken in the Retail Analysis to be undertaken for the other business sectors present within the City of Franklin. This analysis is to be used in the proposed Economic Development Plan to determine whether there should be a preferred mix of business/industrial sectors within the City.	City Staff Community Development Authority (CDA) Economic Development (EDC) Commission	2

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

Recommendations	Responsible Party	Priority Level
Consider the impact of development projects upon the issue of habitat fragmentation, stormwater drainage, and watercourse stability.	City Staff Plan Commission	Ongoing
Linkages, as set forth within Chapter 3, should be protected.	City Staff Environmental Commission	2
Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy recommendations, including the Southwest Overlay District, should be implemented.	City Staff Plan Commission Environmental Commission	1
The natural resource protection standards associated with the Southwest Overlay District are to be considered for implementation in other portions of the City as may be appropriate.	City Staff Plan Commission Environmental Commission	2
The natural resource protection standards associated with the Southwest Overlay District are to be further studied in regard to possible inclusion of: wetland quality based protection and mitigation standards; prairie protection and mitigation standards; money in lieu of mitigation standards; and creation of a wetland mitigation banking program.	City Staff Environmental Commission	2
The natural resource protection standards associated with the Southwest Overlay District are to be periodically reviewed in order to ensure they continue to address the needs and requirements of the City.	City Staff Plan Commission Environmental Commission	3
Prepare a study based upon the Land Evaluation and Site Assessment system created by the Natural Resources Conservation Service.	City Staff Environmental Commission	3
Should opportunities arise, and local interest exist, for implementation of greater agricultural resources protection, such opportunities should be considered.	City Staff Environmental Commission	3
Floodplain regulations be reviewed, and revised if necessary, to address any inconsistencies that may be present.	City Staff	Ongoing

Consider participation in the Community Rating System administered by the National Flood Insurance Program.	City Staff Environmental Commission	2
Update the Comprehensive Outdoor Recreation Plan. Include review of the following topics: establishment of a central park; update of the City's Impact Fee regulations; creation of a formal Capital Improvements Program for park, outdoor recreation and natural resource mitigation; creation of a mixed-use zoning district such that park and open space sites would be a permitted use when included with other compatible uses; and participation in the Wisconsin Safe Routes to School program.	City Staff Plan Commission Parks Commission Environmental Commission	1
Prepare a Cultural Resource Preservation Plan including: evaluate tax and funding incentives; following completion of the plan, that preservation of specific sites and properties be identified in cooperation with the local neighborhood.	City Staff Environmental Commission	3
Obtain designation as a Certified Local Government for historic preservation purposes through the Wisconsin State Historic Preservation Office and the National Park Service.	City Staff	3
Update the Architecture and History Inventory. Consider inclusion of a detailed agricultural related inventory.	City Staff	3
Update the Archeological Site Inventory.	City Staff	3
Encourage property owners to register archeological sites with the State or National Register of Historic Places.	City Staff Private Sector	3
Consider establishing a Historic Preservation Commission.	Common Council	2
Include consideration of culturally important sites in the development review process.	City Staff	3
Continue to support the Milwaukee County Parkway system.	City	Ongoing

INTERGOVERNMENTAL COOPERATION

Recommendations	Responsible Party	Priority Level
Retain the right to enter into Boundary Agreements with adjacent communities if in the City's best interest as determined by the Common Council.	Common Council	N/A
Retain the right to exercise Extraterritorial Jurisdiction authority, in accord with pertinent State Statutes, if in the City's best interest as determined by the Common Council.	Common Council	N/A
Continue to exercise Extraterritorial Platting Review authority, in accord with pertinent State Statutes and this Plan, as determined by the Common Council.	Common Council	Ongoing
Continue Franklin's working relationship with Southeastern Wisconsin Regional Planning Commission and continue to utilize it's assistance in matters of mutual interest. It is also recommended that the City of Franklin endorse SEWRPC Planning Reports No. 48 and 49 and include those plans as guides in the City's Comprehensive Master Plan for regional land use and regional transportation issues.	City	Ongoing
Continue Franklin's working relationship with Milwaukee County, particularly in regard to recreation and transportation issues of mutual interest.	City	Ongoing
Continue to work with the Wisconsin Department of Natural Resources, particularly in regard to natural resource protection issues of mutual interest.	City Staff	Ongoing
Continue to work with the Milwaukee Metropolitan Sewerage District, particularly in regard to wastewater collection and treatment and flood management issues of mutual interest. Continue working with the Milwaukee Metropolitan Sewerage District to attempt to ensure that the MMSD's 2020 Facilities Plan is consistent with the City of Franklin Comprehensive Master Plan: 2025, particularly in regard to such issues as the expansion of sanitary sewer service within the City.	City	Ongoing
Continue to remain aware of, and participate in, to the extent that the Common Council may determine from time to time, other regional planning efforts.	Common Council	Ongoing

<p>Continue Franklin's working relationships with the Franklin, Oak Creek/Franklin, and Whitnall School Districts, particularly in regard to future school siting, recreation, and transportation issues of mutual interest.</p>	<p>City Staff Common Council</p>	<p>Ongoing</p>
<p>Continue Franklin's working relationship with the City of Oak Creek and other interested parties to ensure continued implementation of the recommendations contained within the South 27th Street Corridor Plan.</p>	<p>City</p>	<p>Ongoing</p>
<p>Continue to participate in local Mutual Aid Agreements (and others as opportunities arise), in accord with pertinent State Statutes and this Plan, as may be determined by the Common Council.</p>	<p>City</p>	<p>Ongoing</p>

LAND USE

Recommendations	Responsible Party	Priority Level
Existing land use related programs of the Plan Commission, the Board of Zoning and Building Appeals, the Environmental Commission, the Unified Development Ordinance, and the Comprehensive Master Plan be continued in such manner and fashion as may be determined from time to time by the Common Council.	City	Ongoing
Periodically reevaluate the Price of Land information to determine if any trends are occurring which the City determines are necessary to address.	City Staff Community Development Authority (CDA) Economic Development Commission (EDC)	2
“Development Limitations” and “Environmentally Sensitive Areas” maps be utilized in coordination with the Future Land Use Map when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters.	City Staff Plan Commission	1
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.	City Staff Plan Commission	2
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.	City Staff Plan Commission	2
Infill development to 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.	City Staff Plan Commission	Ongoing
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.	City Staff	2
Create a mixed use overlay zoning district to promote this type of development in appropriate areas throughout the City.	City Staff	2

Conduct a Cost of Development Study at the earliest opportunity.	City Staff Plan Commission	1
Conduct a study of the feasibility of a Growth Management Policy at its earliest opportunity.	City Staff	2
Land Development Guide to be created subsequent to the update of the Unified Development Ordinance, which is also recommended within this Plan.	City Staff	3
Study of a Purchase of Development Rights (PDR) or Transfer of Development Rights (TDR) program to be explored and pursued.	City Staff	3
“Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City” to be incorporated into the City of Franklin 2025 Comprehensive Master Plan.	City Staff Plan Commission Common Council	1
Additional recreation trails be developed, subject to further study and refinement as soon as possible as part of the anticipated update of the City’s Comprehensive Outdoor Recreation Plan, or by a separate effort, as may be determined by the Common Council.	City Staff Franklin Trails Committee Plan Commission Common Council	1
Land Use Design Policies to be utilized in addition to, but not in place of, the more detailed land use and design standards set forth in the Unified Development Ordinance. It is understood that while these Land Use Design Policies shall be utilized in the review and approval of future development and redevelopment proposals, they are specifically intended to be flexible, to allow their reasonable use over a range of conditions and situations, balancing all of the principles, goals, objectives, policies and recommendations contained within this Plan, subject to periodic review, revision, and approval by the Common Council.	City Staff	1
Periodically review readiness to use Tax Incremental Financing, so as to be proactive in times of potential opportunities, and to include such decisions in the proposed Economic Development Plan and in this Comprehensive Master Plan.	Common Council	Ongoing
Urban Design Criteria to be incorporated within the City of Franklin 2025 Comprehensive Master Plan by reference unless superseded by more recent standards or guidelines in adopted plans or ordinances.	City Staff	1

<p>Design and design related standards and guidelines set forth in “City of Franklin Design Standards and Construction Specifications”, dated May 2007, as they may be amended from time to time, to be incorporated within the City of Franklin 2025 Comprehensive Master Plan by reference.</p>	<p>City Staff</p>	<p>1</p>
<p>The following design related issues to be considered and/or be the subject of further study by the City when a reasonable opportunity arises:</p> <ul style="list-style-type: none"> • Update/revision of the City’s architectural standards, criteria, and guidelines. • Update/revision of the City’s lighting standards. • Update/revision of the City’s off-street parking standards. • Revision of the City’s building height limits in select non-residential districts. • Applicability of Crime Prevention Through Environmental Design to the City. • Preparation of design manual which incorporate numerous pictures, figures, and other graphics to help articulate the City’s desired/required design standards, criteria, and guidelines. • Implementation of specific design standards in select locations of the City. • Applicability of LEED Certification and/or LEED for Neighborhood Development to the City. 	<p>City Staff Plan Commission Common Council</p>	<p>2</p>
<p>The following zoning and land division related issues to be considered and/or be the subject of further study by the City when a reasonable opportunity arises:</p> <ul style="list-style-type: none"> • Update/revision of, or replacement of, the Standard Industrial Classification system. • Update/revision of the Essential Services provisions of the Unified Development Ordinance. • Update/revision of the Home Based Occupations provisions of the Unified Development Ordinance. • Creation of an ordinance to address issues related to abandonment of large buildings. • Continued update/revision of the City’s Sign Ordinance. • Update/revision of the City’s regulations pertaining to accessory structures. • Update/revision of the City’s regulations pertaining to lot coverage. • Creation of an ordinance, or update/revision of the City’s regulations, to address wind energy conversion systems and solar panels. 	<p>City Staff Plan Commission Common Council</p>	<p>2</p>

<p>The following zoning map related issues be considered and/or be the subject of further study by the City when a reasonable opportunity arises:</p> <ul style="list-style-type: none"> • Rezone all parks to P-1. • Eliminate the C-1 zoning district. 	<p style="text-align: center;">City Staff Plan Commission Common Council</p>	<p style="text-align: center;">2</p>
<p>Update the Unified Development Ordinance as soon as practical.</p>	<p style="text-align: center;">City Staff Plan Commission Common Council</p>	<p style="text-align: center;">1</p>

TRANSPORTATION

Recommendations	Responsible Party	Priority Level
Adopt the Design Standards for Arterial Streets, Collector Streets, and Local Streets set forth in Chapter 7.	City Staff Board of Public Works	2
The State bicycle plans and maps are to be updated to reflect recent bicycle trail construction activity within the City, including completion of the off-road portion of the Oak Leaf Trail north of Drexel Avenue.	State agencies	N/A
Consider implementation of the transportation related sustainability measures identified in Chapter 7 (such as grid-like street patterns, narrower streets, pedestrian facilities, etc.).	City Staff Board of Public Works	3
Consider implementation of the transportation management techniques set forth in Chapter 7 (such as employer funded car pooling, flexible work schedules, telecommuting, high occupancy vehicle lanes, etc.).	City Private Sector	N/A
Prepare and adopt an Official Map for the City, to include at a minimum, all existing public street right-of-ways.	City Staff Plan Commission Common Council	1

UTILITIES

Recommendations	Responsible Party	Priority Level
The City continue its long-range planning, maintenance, and funding activities to ensure that its public sanitary sewer collection system, municipal water supply system, and stormwater management system, remains adequately sized and extended for the anticipated growth and development set forth in this Plan, and beyond.	City Staff Board of Public Works Plan Commission Common Council	Ongoing
The City continue to work with the Southeastern Wisconsin Regional Planning Commission and the Milwaukee Metropolitan Sewerage District to ensure that the City's growth patterns and sanitary sewer extension policies (as set forth in this Plan) are established within their plans and policies.	City SEWRPC MMSD	Ongoing
The City review and revise as necessary its schedule of impact fees to ensure that the envisioned expansion of the City's municipal water supply system, library services, fire services, and police services are adequately addressed.	City Staff Board of Public Works Common Council	1
Franklin's solid waste disposal service be periodically reviewed to ensure that it continues to meet the needs of the City.	City Staff Board of Public Works	2
The City continue to address any Metro Landfill associated issues with the Wisconsin Department of Natural Resources, Waste Management of Wisconsin, Inc., and the adjacent communities, through the City of Franklin Waste Facility Siting Committee or such other means as the Common Council may determine.	City Staff Waste Facility Siting Committee Common Council	1
The City periodically review the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City to ensure that it continues to meet the needs of the City as it applies to onsite wastewater issues.	City Staff Plan Commission	3
The City work closely with the School Districts to address issues of mutual concern.	City	Ongoing
Further study be undertaken to more accurately determine the impact of the planned growth and development upon the Fire Department and the Police Department and of the services they provide, and to identify an appropriate course of action to address those impacts.	City	Ongoing

The City's other government buildings be remodeled and expanded as necessary to continue to meet the needs of the City during the timeframe of this Plan. Any major renovations or additional buildings should first be the subject of further review and study, and approval by the Common Council.	City Staff Common Council	3
The City's Sanitary Sewer Master Plan (and associated Ryan Creek Interceptor Study and Franklin/Muskego/MMSD Advanced Facility Plan Economic Analysis) be adopted by reference into this Plan.	City Staff Common Council	2
SEWRPC Community Assistance Planning Report NO. 176, Sanitary Sewer Service Area for the City of Franklin, Milwaukee County, Wisconsin, dated October 1990, prepared by the Southeastern Wisconsin Regional Planning Commission, be adopted by reference into this Plan.	City Staff Common Council	2
SEWRPC Planning Report NO. 50, A Regional Water Quality Management Plan Update for the Greater Milwaukee Watersheds, dated December 2007, prepared by the Southeastern Wisconsin Regional Planning Commission, be adopted by reference into this Plan.	City Staff Common Council	2
The City of Franklin, Milwaukee County, Wisconsin, Water System Study, Project Report, dated March 2009, prepared by Kaempfer & Associates, Inc., be adopted by reference into this Plan.	City Staff Common Council	2
The City of Franklin Stormwater Management Plan Update - 2002, dated December 2002, prepared by Bonestroo, Rosene, Anderlik & Associates, Inc., be adopted by reference into this Plan.	City Staff Common Council	2

Based upon the preceding information within this chapter, as well as within the rest of this Plan, it is further recommended that the first three issues to be addressed by the City subsequent to completion of the City of Franklin 2025 Comprehensive Master Plan, be:

- Update of the Comprehensive Outdoor Recreation Plan;
- Preparation of an Economic Development Plan; and
- Revision and update of the Unified Development Ordinance.