CITY OF FRANKLIN 2025 COMPREHENSIVE MASTER PLAN

ACKNOWLEDGEMENTS

Mayor

Thomas M. Taylor

Common Council

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

Plan Commission

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

Comprehensive Master Plan Update Project Committee

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

Consultants

PDI/GRAEF R.A. Smith National Cedarburg Science

Special Thanks

Special thanks are due to the following City of Franklin Departments and Commissions for their assistance and contributions to this report:

Economic Development Commission City Attorney's Office Police Department Fire Department Engineering Department

Important Notice

The *City of Franklin 2025 Comprehensive Master Plan* may be amended from time to time as implementation of the Plan is an ongoing process. Therefore, prior to use of this Plan or the information contained herein, you are strongly encouraged to contact the City of Franklin Department of City Development.

TABLE OF CONTENTS

Г

Chapter 1: Introduction	History 2025 Comprehensive Master Plan: Planning Process Wisconsin's Comprehensive Planning Legislation Map 1.1: Base Map Map 1.2: Air Photo
Chapter 2: Issues & Opportunities	Introduction Background Community Character Rural Character Urban Character Suburban Character Summary Relevant Prior Planning Studies Demographic Profile Table 2.1: City of Franklin Population Counts and Projections Population Population Age Households Educational Attainment Occupation, Industry & the Economic Sector Income Housing Public Involvement Design Preference Survey Results Community Survey Table 2.2: Community Survey Summary Planning Area Issues and Preferences Area A: the northwestern portion of the City Sidewalks and Bike Paths Streets in Neighborhoods Multifamily Development Area B: the west central portion of the City Subdivisions Natural Resources Identity of Neighborhood St. Martins Schools Area C: the civic center portion of the City Natural Resources Multifamily Development Area D: the north central portion of the City Natural Resources Identity of Neighborhood St. Martins Schools Area C: the civic center portion of the City Natural Resources Multifamily Development Area D: the north central portion of the City Natural Resources Multifamily Development Area D: the north central portion of the City Matural Resources Multifamily Development Area D: the north central portion of the City High Traffic Streets in Neighborhoods Sidewalks and Bike Paths Area E: the northeastern portion of the City High-quality Retail Natural Resources Buffering Area F: the east central portion of the City High-quality Retail Natural Resources Preservation of Franklin Character
	Industrial Development Area G: the southeastern portion of the City

Preservation of Franklin Character
Retail
Sexual Predators
Recreation
Area H: the southwestern portion of the City
Landfill
Infrastructure
Preservation of Franklin Character
Paths and Trails
Subdivisions
Area I: the central portion of the City
Taxes
Access
City-wide Principles, Goals, Objectives, Policies and Programs
Principles
Vision Statement and Mission Statement
Balanced Development
High Quality Development
Agricultural, Natural & Cultural Resources
Economic Development
Land Use
Housing
-
Transportation
Utility and Community Facilities
Goals and Objectives
Map 2.1: Regional Map
Map 2.2: Planning Areas Map

Chapter 3: Agricultural, Natural, & Cultural Resources	Introduction Guiding Principle, Goals and Objectives Principle Goals Objectives Inventory and Analysis Introduction Establishing Protection Priorities Linking Protection Priorities Table 3.1: Basic Ecological Principles for Establishing Linkages
	Additional Natural Resource Protection Standards
	Findings
	Agricultural Resources Natural Resources
	Soils
	Woodlands
	Steep Slopes
	Waters
	Groundwater
	Lakes and Ponds Stream Corridors
	Floodplains
	Wetlands
	Threatened and Endangered Species
	Metallic and Nonmetallic Mineral Resources
	Cultural Resources
	Prehistoric Wisconsin Archaeological Site Inventory
	Historic
	National Register of Historic Places
	Wisconsin Architecture and History Inventory
	Milwaukee County Landmarks Program
	Table 3.2: Designated Landmarks within the City of Franklin
	Historic Preservation Overlay Parklands and Parkways
	Table 3.3: Milwaukee County Park Sites within the City of Franklin
	Table 3.4: City of Franklin Park, Recreation, and Open Space Sites
	Issues
	Lack of Understanding of Cultural Resource Presence
	Lack of Use of Historic Preservation Overlay District Absence of Cultural Resource Preservation in Site Plan Requirements
	Absence of a Historic Preservation Commission
	Lack of Funding and Incentive for Conservation and Preservation
	Cultural Resources Recommendations
	Develop a Cultural Resource Preservation Plan
	Establish the City as a Certified Local Government Update Franklin's Inventory of Cultural Resources
	Reestablish the Historic Preservation or Landmarks Commission
	Incorporate Cultural Resource Preservation in Site Plan Requirements
	Continue to Support Acquisition of Land by Milwaukee County Parks
	Planning Area Issues
	Planning Area A
	Agricultural Resources Natural Resources
	Protection/Conservation Priorities
	Planning Area B
	Agricultural Resources
	Natural Resources
	Protection/Conservation Priorities
	Planning Area C Agricultural Resources
	Natural Resources

Protection/Conservation Priorities
Planning Area D
Agricultural Resources
Natural Resources
Protection/Conservation Priorities
Planning Area E
Agricultural Resources
Natural Resources
Protection/Conservation Priorities
Planning Area F
Agricultural Resources
Natural Resources
Protection/Conservation Priorities
Planning Area G
Agricultural Resources
Natural Resources
Protection/Conservation Priorities
Planning Area H
Agricultural Resources Natural Resources
Protection/Conservation Priorities
Planning Area I
Agricultural Resources
Natural Resources
Protection/Conservation Priorities
Communicating the Sensible Development Message
Conservation Subdivision Ordinance
Greenways
Summary of Recommendations and Suggestions
Recommendations
Suggestions
Definitions
References
Local Reports Used
Maps Used for Field Assessments
Map 3.1: Linkages
Map 3.2: Agricultural Lands
Map 3.3: Hydric Soils
Map 3.4: Natural Resources
Map 3.5: Soils
Map 3.6: Soils Unsuitable for Development
Map 3.7: Steep Slopes
Map 3.8: Elevation
Map 3.9: Groundwater Recharge Areas
Map 3.10: Floodplain Map
Map 3.11: Wildlife Habitat Areas

Chapter 4:	Introduction
Economic	Existing Economic Development Programs within the City of Franklin
Development	Community Development Authority
Development	Economic Development Commission Tax Incremental Financing Districts
	South 27th Street Corridor
	Other Activities
	Guiding Principles, Goals and Objectives
	Economic Development Goals and Objectives
	Background Analysis
	Labor Force Analysis
	Table 4.1: Education Attainment
	Table 4.2: Employment Status
	Table 4.3: Travel Time to Work
	Table 4.4: Employed Civilian Population Table 4.5: Annual Management 1000
	Table 4.5: Annual Household Income, 1999
	Franklin City Planning Survey Table 4.6: Desired/Undesired Business Types
	Desirable Businesses and Business Types
	Table 4.7: Businesses Requested & Suggested by Franklin Residents
	Strengths for Attracting, Retaining & Expanding Business & Industry
	Strong Schools
	Relationship to Regional Transportation Infrastructure
	Availability of Suitable Land
	Natural Resources
	Local Infrastructure
	Transportation Corridor Improvements Purchasing Power
	Housing Construction Trends
	Table 4.8: Housing Permits Administered, City of Franklin
	Public Support
	Weaknesses for Attracting, Retaining & Expanding Business & Industry
	Accessibility
	Infrastructure Limitations
	Competitive Communities & Real Estate Market Absorption
	Landfills
	Aging Population Public Ambivalence and Opposition
	Market Trend Analysis
	City Retail Analysis
	Table 4.9: Sales Leakage & Surplus by NAICS Industry Subsector
	Table 4.10: Overall Sales Leakage
	Motor Vehicle & Parts Dealers
	Furniture & Home Furnishings Store
	Electronics & Appliance Stores
	Building Materials, Garden Equipment & Supply Stores Food & Beverage Stores
	Health & Personal Care Stores
	Gasoline Stations
	Clothing and Clothing Accessories Stores
	Sporting Goods, Hobby, Book, and Music Stores
	General Merchandise Stores
	Miscellaneous Store Retailers
	Nonstore Retailers
	Food Services & Drinking Places
	Retail Analysis Summary Trade Area Analysis
	Table 4.11: Trade Area Profile
	Table 4.12: Trade Area Household Characteristics
	Crossroads Trade Area
	South 76th Street/West Rawson Avenue Trade Area
	South 27th Street/West Drexel Avenue Trade Area

	Planning Area Analysis
	Table 4.13: Planning Area Analysis
	Planning Area A
	Planning Area B
	Planning Area C
	Planning Area D
	Planning Area E
	Planning Area F
	Planning Area G
	Planning Area H
	Planning Area I
	An Economic Development Program and an Economic Development Plan
	The Five General Components of Economic Development
	Context of an Economic Development Plan to Current Conditions
	•
	Economic Development Plan (EDP)
	The Initial Economic Development Plan
	Economic Development Performance Measurements
	Table 4.14: Performance Measurements for Economic Development
	Other Issues Meriting Specific Consideration within an Economic Development Plan
	Evaluation and Promotion of the Use of Environmentally Contaminated Sites for Commercial or Industrial Uses
	Identification of County, Regional and State Economic Development
	Programs
	County
	Regional
	Regional Economic Partnership
	Metropolitan Milwaukee Association of Commerce The Milwaukee 7
	The South Suburban Chamber of Commerce
	State
	Forward Wisconsin
	Wisconsin Department of Commerce
	Wisconsin Economic Development Association
	Wisconsin Women's Business Initiative
4	Analysis of the Economic Base of the City
	Franklin's Place within the Region and the Metropolitan Area
	Range of Employment Opportunities
	Summary of Recommendations
	Map 4.1: Potential Sites Future Development – Business & Mixed Uses
	Map 4.2: Economic Development Commission Possible Commercial Corridors
	with Zoning
	Map 4.3: Commercial Zoning Districts
	Map 4.4: City of Franklin Development Areas

Chapter 5: Land Use	Introduction Existing Land Use Programs within the City of Franklin Plan Commission
	Board of Zoning and Building Appeals
	Environmental Commission
	Unified Development Ordinance
	Comprehensive Master Plan
	Other Land Use Related Plans Guiding Principles, Goals, Objectives and Policies
	Definition of High Quality
	Principles
	Goals and Objectives
	Public Input
	Communitywide Survey: Land Use Opinions
	Housing Open Space
	Commercial
	Design Preference Survey: Land Use Opinions
	Commercial Retail
	Commercial Office
	Institutional
	Housing Open Space
	Community Character
	Land Use Patterns and Growth Trends
	Existing Land Use Inventory
	Table 5.1: Land Use in Franklin in 2005
	Table 5.2: Land Use in Franklin by Percent of Total in 2005
	Existing Land Use Trends Historic Land Use
	Table 5.3: Land Use in Franklin in 1985
	Current Land Use Patterns and Trends
	Residential
	Commercial
	Industrial Open Space
	Open Space Transportation
	Price of Land
	Table 5.4: Average Sale Prices
	Existing Population Trends
	Table 5.5: Population Count
	Existing Zoning Residential Zoning Districts
	Residential Zoning Districts Non-Residential Zoning Districts
	Future Land Use Trends
	Future Population Growth and Trends
	Table 5.6: Population Projection Comparisons
	Future Land Use Patterns and Trends
	Natural Limitations for Future Development Special Considerations and Issues
	Respect for Private Property
	Road Improvements
	Development and Redevelopment Opportunities
	Existing and Potential Land Use Conflicts
	"Consistency" Requirements
	Land Use Conflicts TIF Districts
	Traditional Neighborhood Development
	Conservation Subdivision Ordinance
	Infill Development
	Mixed-Use Development
	Design Standards, Criteria, and Guidelines

Sustainability
Cost of Development Study
Growth Management
Land Development Guide
Purchase of Development Rights
and Transfer of Development Rights Programs
Pre-Sanitary Sewer Land Use/Zoning, Land Division,
and Public Services Policy for the Southwestern Portion of the City
Recreational Trails
Future Land Use Plan
Land Use Design Policies
Residential Policy
Commercial Policy
Areas of Natural Resource Features Policy
Future Land Use Map
Table 5.7: Future Land Use in Franklin in 2025
Future Land Use Changes
Table 5.8: Comparison of Existing 2005 Land Use to
Proposed 2025 Land Use
Future Land Use Map Highlights
20-Year Projections in 5-Year Increments
Table 5.9: 5-Year Increment Analysis
Zoning and Land Division Changes
Update Zoning Map
Update/Revise UDO
Summary of Recommendations
Map 5.1: Existing Land Use 2005
Map 5.2: Existing Land Use 1985
Map 5.3: Existing Zoning 2005
Map 5.4: Development Limitations
Map 5.5: Environmentally Sensitive Areas
Map 5.6: Potential Development Areas
Map 5.7: Future Land Use 2025

Chapter 6:	Introduction
	Guiding Principles, Goals, and Objectives
Housing	Principles
	Goals and Objectives
	Neighborhood Development Policies
	Planning Area A
	Planning Area B
	Planning Area C
	Planning Area D
	Planning Area E
	Planning Area F
	Planning Area G
	Planning Area H
	Planning Area I
	Housing and Development Opinions of the Public
	Communitywide Survey
	Design Preference Survey
	Key Considerations and Issues
	Multifamily Development
	Senior Housing Development
	Neighborhoods of Moderate Density
	Subdivision of Land for Housing
	Buffering and Incompatible Neighboring Uses
	Preservation of "Franklin" Character
	Existing Housing Development Environment
	Infrastructure
	Developable Land
	Development Regulations
	Developer motivation
	Density Bonuses
	Streamlined Permitting Process
	Reduction of Impact and Application Fees
	City-sponsored Applications
	Inventory and Analysis
	Table 6.1: Existing Home Sales (2006-2008)
	Table 6.2: Existing Home Sales Per Decade
	Table 6.3: Median Price (2006-2008)
	Table 6.4: Median Price Per Decade
	Table 6.5: Composite Affordability Per Decade
	Table 6.6: Composite Affordability (2004 – 2008)
	Table 6.7: Private Housing Starts Per Decade
	Table 6.8: Private Housing Starts (2004 - 2008)
	Housing Trends in Franklin
	General Housing Characteristics
	Household and Family Size
	Table 6.9: Average Household Size
	Income and Economic Factors
	Table 6.10: Median Household Income
	Housing Age
	Table 6.11: Housing Age
	Housing Units by Structure Size
	Table 6.12: Housing Units by Structure Type
	Housing Tenure and Occupancy
	Housing Occupancy Status
	Table 6.13: Housing Occupancy Rates
	Housing Vacancy
	Table 6.14: Housing Vacancy Rates
	Owner Occupied Housing Characteristics
	Housing Value
	Table 6.15: Housing Value
	Housing Trends and Sales
	Average Sales Price

Average Days on Market
Sales
Rental Housing Characteristics
Rental Housing Cost
Table 6.16: Rental Housing Analysis
Rental Housing Trends
Table 6.17: Owner/Renter Occupied Units (1990 & 2000)
Table 6.18: Owner/Renter Occupied Units of Total Units(1990 & 2000)
Table 6.19: Total Population of Owner/Renter Occupied Units(1990 & 2000)
Table 6.20: Average Household Size by Owner/RenterOccupied Units (1990 & 2000)
Current Residential Zoning Districts
Housing Supply and Demand
Projected Population Growth
Table 6.21: Population Counts and Projections
Projected Housing Needs
Table 6.22: Population Projections Based on Building Permits
Areas of Anticipated/Future Residential Growth
Housing Cost in Relation to Household Income
Table 6.23: Median Mortgage Costs
Range of Housing Choices
Community Living Arrangements
Workforce Housing
Housing Programs
Federal Programs
State Programs
County Programs
Alternative Recommended Housing Development Designs
Traditional Neighborhood Design and Conservation Subdivisions
Mixed-use Design
Infill Development
Universal Design
Sustainable Design
Summary of Recommendations

Chapter 7:	Introduction
-	Franklin's Transportation Infrastructure
Transportation	Guiding Principles, Goals and Objectives
	Transportation Goals and Objectives
	Background Analysis
	State and Regional Transportation Plans
	Connections 2030
	Corridors 2030
	A Regional Transportation System Plan for Southeastern WI: 2035
	Means of Transportation and Commuting Patterns
	Table 7.1: Commuting Patterns
	Highways and Local Streets
	Table 7.2: Level of Service Standards for Surface Arterial Streets
	Table 7.3: Estimated Surface Arterial Design Capacity & Level of
	Congestion
	Access Management
	Traffic Safety
	Context-Sensitive Design
	Sustainability
	Transit
	Transportation for Persons with Disabilities
	Table 7.4: Criteria for Compliance with the American Disabilities Act Disustant Transportation
	Bicycle Transportation
	Pedestrian Transportation
	Table 7.5: Recommendations for Providing Sidewalks in Areas of Existing or Planned Urban Development
	Railroads
	Air Transportation
	Trucking
	Water Transportation
	Future Transportation Needs
	Recommended Street Cross-Sections
	Table 7.6: Design Standards for Arterial Streets
	Table 7.7: Design Standards for Collector Streets
	Table 7.8: Cross-Sections for Arterial and Collector Streets
	Table 7.9: Recommended Design Standards for Local Streets
	Table 7.10: Cross-Sections for Minor Streets
	Official Map
	Summary of Recommendations
	Map 7.1: Functional Classification System for Roads
	Map 7.2: Road Jurisdiction
	Map 7.3: Traffic Count
	Map 7.4: Bicycle and Pedestrian Circulation Facilities
	Map 7.5: City of Franklin Right of Way

Chaptor Q	Introduction
Chapter 8:	Programs and Services
Utilities and	Guiding Principles, Goals and Objectives
Community	Principles
Facilities	Goals and Objectives
T dominios	Policies
	Inventory and Analysis
	Utilities
	Sanitary Sewer Service
	Sewer Service
	Water Supply
	Water Service
	Stormwater Management
	Solid Waste Disposal
	Onsite Wastewater
	Recycling
	Power Generating Plants and Transmission Lines
	Policies for Tower Facilities and Telecommunications
	Community Facilities
	Parks and Recreation
	Schools
	Franklin School District
	Oak Creek – Franklin School District
	Whitnall School District
	Private Schools
	Post Secondary Schools
	Health Care
	Hospitals
	Clinics
	Elderly Care
	Child Care
	Cemeteries
	Government Facilities
	Franklin Fire Department
	Franklin Police Department
	Franklin City Hall
	Franklin Public Library
	Other Government Buildings
	Cultural Facilities
	Franklin Cultural Arts Center
	Community Service Organizations
	Summary of Recommendations
	Map 8.1: City of Franklin Public Sanitary Sewer Service Area Map
	Map 8.2: City of Franklin Municipal Water System Map
	Map 8.3: City of Franklin Storm Water System Map
	Map 8.4: School Districts

Chapter 9: Intergovernmental Cooperation	Introduction Guiding Policies, Goals and Objectives Intergovernmental Cooperation Analysis Municipalities Boundary Agreements Extraterritorial Zoning Authority Extraterritorial Platting Authority Extraterritorial Platting Authority Regional Agencies Southeastern Wisconsin Regional Planning Commission Milwaukee County Wisconsin Department of Transportation Wisconsin Department of Natural Resources Wisconsin Department of Commerce Wisconsin Department of Administration Milwaukee Metropolitan Sewerage District Milwaukee County Intergovernmental Co-Operation Council School Districts Cooperative Planning Southeastern Wisconsin Regional Planning Commission Milwaukee Metropolitan Sewerage District Other Regional Plans Plans and Agreements with Adjacent Municipalities Mutual Aid Agreements Intergovernmental Cooperation Conflicts Consistency within the Context of the Plan Land Use Conflicts are Legitimate and Appropriate Components of Plans Summary of Recommendations
Chapter 10: Implementation	Introduction Monitoring the Plan Amending the Plan Plan Element Consistency Plan Recommendations

Appendix A	Resolutions and Ordinances
Appendix B	Public Comment
Appendix C	City of Franklin, Demographic Variables and Comparisons
Appendix D	City Planning Survey 2005 – Citywide Results
Appendix E	Design Preference Survey: Citywide Results
Appendix F	Data Parameters for the Natural & Agricultural Resource Assessment in Franklin
Appendix G	Planning Area A Map G.1: Agricultural Lands Map G.2: Hydric Soils Map G.4: Natural Resources Planning Areas B & C Map G.5: Agricultural Lands Map G.6: Hydric Soils Map G.7: Linkages Map G.8: Natural Resources Planning Area C Map G.9: Agricultural Lands Map G.10: Hydric Soils Map G.11: Linkages Map G.12: Natural Resources Planning Area D Map G.12: Natural Resources Planning Area D Map G.15: Linkages Map G.15: Linkages Map G.16: Linkages Map G.17: Agricultural Lands Map G.18: Hydric Soils Map G.17: Agricultural Lands Map G.18: Hydric Soils Map G.19: Linkages Map G.20: Natural Resources Planning Area F Map G.20: Natural Resources Planning Area F Map G.21: Agricultural Lands Map G.22: Hydric Soils Map G.23: Linkages Map G.23: Linkages Map G.26: Agricultural Lands Map G.27: Linkages Map G.26: Agricultural Lands Map G.27: Linkages Map G.28: Natural Resources Planning Area F Map G.29: Agricultural Lands Map G.29: Natural Resources Planning Area H Map G.29: Agricultural Lands Map G.29: Natural Resources Planning Area H & I Map G.29: Agricultural Lands Map G.30: Hydric Soils Map G.31: Linkages Map G.32: Natural Resources
Appendix H	Trade Area Market Profile Reports and Retail Marketplace Profiles 2005
Appendix I September 2009	Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City of Franklin, and Associated Documentation