

CITY OF FRANKLIN  
PLAN COMMISSION MEETING\*  
FRANKLIN CITY HALL COUNCIL CHAMBERS  
9229 W. LOOMIS ROAD, FRANKLIN, WISCONSIN  
AGENDA  
THURSDAY, SEPTEMBER 9, 2021, 7:00 P.M.

The YouTube channel “City of Franklin WI” will be live streaming the Plan Commission meeting so that the public will be able to watch and listen to the meeting.

<https://www.youtube.com/c/CityofFranklinWIGov>.

A. **Call to Order and Roll Call**

B. **Approval of Minutes**

1. Approval of regular meeting of August 5, 2021.

C. **Public Hearing Business Matters** (action may be taken on all matters following the respective Public Hearing thereon)

1. **BEAR DEVELOPMENT, LLC DUPLEX CONDOMINIUMS/SINGLE-FAMILY HOME DEVELOPMENT.** Rezoning application by Stephen R. Mills, President of Bear Development, LLC (Boomtown, LLC, property owner), to rezone two properties on West Loomis Road, specifically, 12204 West Loomis Road and the adjacent property to the east, 12000 West Loomis Road, from R-8 Multiple-Family Residence District and C-1 Conservancy District to R-8 Multiple-Family Residence District, to comply with the conditions of approval of a Certified Survey Map for the Ryan Road duplexes project; Tax Key Nos. 891-9996-000 and 891-9997-000. **A PUBLIC HEARING IS SCHEDULED FOR THIS MEETING UPON THIS MATTER.**

D. **Business Matters** (no Public Hearing is required upon the following matters; action may be taken on all matters)

1. **DETACHED ACCESSORY BUILDING ADDITION TO AN ELECTRICAL CONTRACTING BUSINESS.** Site Plan Amendment application by John R. Prusinski, for the addition of an approximately 2,400 square foot detached accessory building to Jemco, LLC, d/b/a Jemco Electric, an electrical contracting business (proposed building would face South North Cape Road, be used for storage, and include electric service, exterior lighting and a drive to service the building), upon property zoned B-2 General Business District, located at 11610 West Rawson Avenue; Tax Key No. 749-9999-000.
2. **PARKLAND ACQUISITION STUDY REVIEW AND RECOMMENDATION**

## Franklin Plan Commission Agenda

9/9/21

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### E. Adjournment

\*Supporting documentation and details of these agenda items are available at City hall during normal 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: September 23, 2021

**City of Franklin  
Plan Commission Meeting  
August 5, 2021  
Minutes**

unapproved

**A. Call to Order and Roll Call**

Acting Chair Commissioner Hogan called the August 5, 2021, regular Plan Commission meeting to order at 7:00 p.m. in the Council Chambers at Franklin City Hall, 9229 West Loomis Road, Franklin, Wisconsin.

Present were Commissioners Hogan, Burckhardt and Hailey, and City Engineer Glen Morrow. Absent were Mayor Olson and Commissioner Leon. The aldermanic position is currently vacant. Also present were City Attorney Jesse Wesolowski, Principal Planner Régulo Martínez-Montilva and Associate Planner Marion Ecks.

**B. Approval of Minutes**

1. Regular Meeting of July 22, 2021

Commissioner Haley moved and Commissioner Burckhardt seconded approval of the July 22, 2021 regular meeting minutes. On voice vote, all voted 'aye'. Motion carried (4-0-2).

**C. Public Hearing Business Matters**

**1. PLEASANT VIEW RESERVE RESIDENTIAL SUBDIVISION DEVELOPMENT AND TRAIL.**

Natural Resource Features Special Exception and Final Plat application by Veridian Homes, LLC, Franklin 49th Street LLC and Creative Custom Homes, LLC, property owners (VH PVR, LLC property owner for the Natural Resource Features Special Exception, Outlot 2), for a 53 lot single-family residential subdivision (which combines two previously proposed subdivision developments, Oak Ridge of Franklin Subdivision and Pleasant View Reserve Subdivision, into a single project (38.66 total acres)), containing two outlots, Outlot 1 containing a stormwater detention pond and Outlot 2 consisting primarily of protected natural resource features, including an additional stormwater pond, also including the extension of Marquette Avenue from its current location westward to South 51st Street, to be completed as part of Phase 1 of 2

The Official Notice of Public hearing was read in to the record by Principal Planner Martínez and the Public Hearing was opened at 7:11 p.m. and closed at 7:12 p.m.

Associate Planner Ecks presented these Natural Resource Features Special Exception and Final Plat applications by Veridian Homes, LLC, Franklin 49th Street LLC and Creative Custom Homes, LLC, property owners (VH PVR, LLC property owner).

Natural Resource Special Exception

City Engineer Morrow moved and Commissioner Hailey seconded a motion to recommend approval of the Veridian Homes, LLC, natural resource features special exception pursuant to the standards, findings and decision recommended by the Plan Commission and Common Council consideration of the Environmental Commission recommendations. In addition, recommended condition number 8 will be revised to require that there will be monitoring submitted on an annual basis. On voice vote, all voted 'aye'. Motion carried (4-0-2).

of the development which will include 25 home sites, and an asphalt trail connecting the cul-de-sac of 49th Court southward and eastward to the City's Pleasant View Park (Phase 2 includes 28 remaining home sites); Natural Resource Features Special Exception application for the purpose of allowing for grading and fill of approximately 1,905 square feet of wetland and 2,574 square feet of wetland buffer (at 7501 South 49th Street, Tax Key No. 791-9979-003), for the development of the asphalt trail (culverts will be installed to maintain wetland hydrology and the applicant is proposing mitigation on site, adjacent to a nearby section of the same wetland), properties located at 7475 South 49th Street and 7501 South 49th Street, zoned R-6 Suburban Single-Family Residence District; Tax Key Nos. 759-9981-010 and 788-9981-003.

#### Final Plat

City Engineer Morrow moved and Commissioner Hailey seconded a motion to recommend approval of a resolution conditionally approving a final plat for Pleasant View Reserve subdivision (at 7475 and 7501 south 49th street). On voice vote, all voted 'aye'. Motion carried (4-0-2).

#### **D. Business Matters**

##### **1. TORBENSON SHOWS LLC HOLIDAY CRAFT AND GIFT EXPO AT THE MILWAUKEE COUNTY SPORTS COMPLEX.**

James C. Torbenson/Torbenson Shows LLC, for a holiday craft and gift expo at the Milwaukee County Sports Complex located at 6000 West Ryan Road, on Friday, November 26, 2021, from 9:00 a.m. to 5:00 p.m., Saturday, November 27, 2021 from 9:00 a.m. to 4:00 p.m., and Sunday, November 28, 2021, from 10:00 a.m. to 2:00 p.m., on property zoned P-1 Park District, FC Floodplain Conservancy District and FW Floodway District; Tax Key Nos. 852-9999-001 and 882-9987-001.

Associate Planner Ecks presented a request by James C. Torbenson/Torbenson Shows LLC, for a holiday craft and gift expo at the Milwaukee County Sports Complex located at 6000 West Ryan Road.

City Engineer Morrow moved and Commissioner Hailey seconded a motion to adopt a resolution imposing conditions and restrictions for the approval of a temporary use for a holiday craft and gift expo for property located at 6000 West Ryan Road (Milwaukee County Sports Complex). On voice vote, all voted 'aye'. Motion carried (4-0-2).

##### **2. CLUBHOUSE ADDITION, PARTIAL RENOVATION OF THE MANAGEMENT OFFICES AND RENOVATION OF THE EXTERIOR SWIMMING POOL, DECK, POOL EQUIPMENT BUILDING AND BARBECUE AREA ADDITION.**

Principal Planner Martínez presented a Site Plan Amendment application by Whitnall Pointe Limited Partnership, for a single-story addition of approximately 1,200 square feet to the clubhouse building to expand and renovate the fitness center (hot tub upgrades, reconfiguration of the locker rooms (including replacing the saunas), creation of a recreation room with a

Site Plan Amendment application by Whitnall Pointe Limited Partnership, for a single-story addition of approximately 1,200 square feet to the clubhouse building to expand and renovate the fitness center (hot tub upgrades, reconfiguration of the locker rooms (including replacing the saunas), creation of a recreation room with a kitchenette and a larger fitness center), partial renovation of the management offices located north of the existing fitness center, replacement of the exterior swimming pool, enlargement of the pool deck, addition of a new pool equipment building with a pergola and two toilet rooms and a grass barbecue area with charcoal grills and picnic tables, for Whitnall Pointe Apartment Homes, property zoned R-8 Multiple-Family Residence District, located at 10591 West Cortez Circle; Tax Key No. 747-0035-001.

kitchenette and a larger fitness center), partial renovation of the management offices located north of the existing fitness center, replacement of the exterior swimming pool, enlargement of the pool deck, addition of a new pool equipment building with a pergola and two toilet rooms and a grass barbecue area with charcoal grills and picnic tables, for Whitnall Pointe Apartment Homes.

City Engineer Morrow moved and Commissioner Hailey seconded a motion to adopt a resolution amending the site plan for property located at 10591 West Cortez Circle to allow for renovations to the clubhouse and pool area of Whitnall Pointe Apartment Homes (tax key no. 747-0035-001), removing the conditions noted in the engineering memo. On voice vote, all voted 'aye'. Motion carried (4-0-2).

**Adjournment**

Commissioner Hailey moved and Commissioner Burckhardt seconded to adjourn the Plan Commission meeting of August 5, 2021 at 7:23 p.m. On voice vote, all voted 'aye'; motion carried. (4-0-2).



REPORT TO THE PLAN COMMISSION

Meeting of September 9, 2021

Rezoning

RECOMMENDATION: City Development Staff recommends approval of this rezoning request submitted by Boomtown, LLC, subject to the conditions in the draft resolution.

Table with 2 columns: Field Name and Value. Fields include Project Name, Project Location, Property Owner, Applicant, Agent, Current Zoning, Proposed Zoning, 2025 Comprehensive Plan, Applicant's Action Requested, and Planner.

Introduction

Rezoning application to amend the city's zoning map for two (2) properties on West Loomis Road, specifically 12204 W Loomis Rd. and the adjacent property to the east bearing tax key number 891-9996-000. The proposed rezoning is from R-8 Multiple-Family Residence District and C-1 Conservancy District to only R-8 Multiple-Family Residence District. In other words, the purpose of this rezoning is to remove the C-1 Conservancy District to comply with the conditions of approval of the Certified Survey Map (CSM) for the Ryan Road Duplexes project, this CSM was approved on July 20, by the Common Council. The C-1 is an obsolete zoning district because it exists only in the zoning map without any development standards in the zoning ordinance text.

There are natural resources such as wetlands with associated buffers and setbacks in the area to be rezoned as depicted in the Natural Resources Protection Plan (NRPP). These natural resources will need to be protected by a separate conservation easement prior to any disturbance activity.

Project Description and Analysis

This rezoning request has been submitted to comply with condition #9 of Resolution No. 7754 which states as follows: "The applicant shall obtain approval of a rezoning from the Common Council to remove the existing C-1 Conservancy District zoning, prior to any special use or site plan approval for Lot 1".

It can be noted that the C-1 zoning text had been removed from the City's Unified Development Ordinance a number of years ago, in part because the data the C-1 zoning district boundaries were based upon had become inaccurate. However, the City's zoning map had not been revised at that time. Therefore, it has become common practice for the City to require rezoning to remove the C-1 district from the City's zoning map when a new project with more accurate information becomes available.

### **Comprehensive Master Plan Consistency**

As noted, the City of Franklin 2025 Comprehensive Master Plan (CMP) identifies parts of the subject properties as 'Areas of Natural Resource Features.'

Given that a conservation easement will be required prior to land disturbance activities, it can be noted that the proposed rezoning to remove the C-1 district from this property is consistent with the following goals and objectives set forth within the Comprehensive Master Plan, which can be found in Chapter 2 Issues & Opportunities:

- *#1. Preserve and enhance the City's community character, including individual planning area identities, while directing growth and development. (see Chapter 2).*
  - *Protect the City's remaining natural resource features.*  
**Staff comment:** Recording a conservation easement will be required prior to develop this property.
- *#2. Protect environmental resources. (see Chapter 3)*
  - *Discourage incompatible development and alteration of floodplains, lakes, rivers and streams, wetlands, shorelands, steep slopes, and woodland areas so as to preserve the integrity of these resources and to promote the ecological value of these assets, and to minimize adverse impacts upon adjacent properties.*  
**Staff comment:** The existing wetlands and woodlands depicted in the Natural Resource Protection Plan (NRPP) will not be impacted with this rezoning, natural resource protection standards still apply.

### **Recommendation:**

A motion to recommend approval of the proposed Rezoning as presented by Boomtown, LLC.

STATE OF WISCONSIN

CITY OF FRANKLIN

MILWAUKEE COUNTY

*[Draft 8-25-21]*

ORDINANCE NO. 2021-\_\_\_\_\_

AN ORDINANCE TO AMEND THE UNIFIED DEVELOPMENT ORDINANCE  
(ZONING MAP) TO REZONE LOT 1 OF CERTIFIED SURVEY MAP NO. 9338-CERTAIN  
PARCELS OF LAND FROM R-8  
MULTIPLE-FAMILY RESIDENCE DISTRICT AND C-1 CONSERVANCY  
DISTRICT TO R-8 MULTIPLE-FAMILY RESIDENCE DISTRICT  
(LOCATED AT 12000 WEST LOOMIS ROAD AND 12204 WEST LOOMIS ROAD)  
(APPROXIMATELY 15 ACRES)  
(STEPHEN R. MILLS, PRESIDENT OF BEAR DEVELOPMENT, LLC, APPLICANT)

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WHEREAS, Stephen R. Mills, President of Bear Development, LLC having petitioned for the rezoning of approximately 15 acres of land [*the Rezoning is to comply with the conditions of approval of a Certified Survey Map for the Ryan Road duplexes project*], from R-8 Multiple-Family Residence District and C-1 Conservancy District to R-8 Multiple-Family Residence District, such land located at 12204 West Loomis Road and the adjacent property to the east, 12000 West Loomis Road; and

WHEREAS, a public hearing was held before the City of Franklin Plan Commission on the 9th day of September, 2021, upon the aforesaid petition and the Plan Commission thereafter having determined that the proposed rezoning would promote the health, safety and welfare of the City and having recommended approval thereof to the Common Council; and

WHEREAS, the Common Council having considered the petition and having concurred with the recommendation of the Plan Commission and having determined that the proposed rezoning is consistent with the 2025 Comprehensive Master Plan of the City of Franklin, Wisconsin and would promote the health, safety and welfare of the Community.

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

SECTION 1:           §15-3.0102 (Zoning Map) of the Unified Development Ordinance of the City of Franklin, Wisconsin, is hereby amended to provide that the zoning district designation for land located at 12204 West Loomis Road and the adjacent property to the east, 12000 West Loomis Road, described below, be changed from R-8 Multiple-Family Residence District and C-1 Conservancy District to R-8 Multiple-Family Residence District:



Lot 1 of Certified Survey Map No. 9338, bBeing a part of the Southwest 1/4 and Northwest 1/4 of the Northwest 1/4 of Section 30, Township 5 North, Range 21 East, City of Franklin, Milwaukee County, Wisconsin. Tax Key Nos. 891-9996-000 and 891-9997-000.

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

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

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

Introduced at a regular meeting of the Common Council of the City of Franklin this \_\_\_\_\_ day of \_\_\_\_\_, 2021, by Alderman \_\_\_\_\_.

Passed and adopted at a regular meeting of the Common Council of the City of Franklin this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

APPROVED:

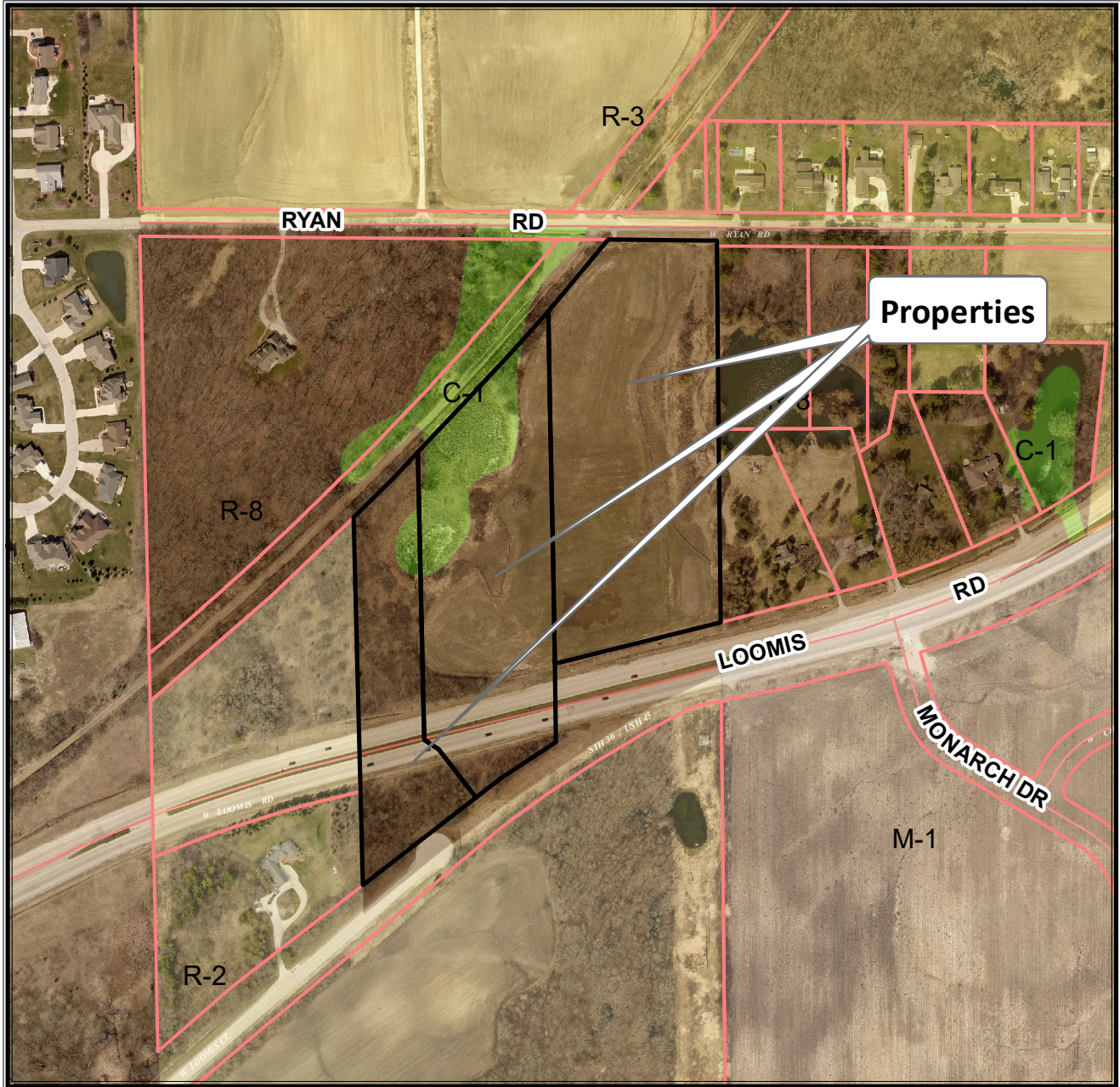
\_\_\_\_\_  
Stephen R. Olson, Mayor

ATTEST:

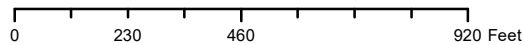
\_\_\_\_\_  
Sandra L. Wesolowski, City Clerk

AYES \_\_\_\_\_ NOES \_\_\_\_\_ ABSENT \_\_\_\_\_

12000 W. Loomis Road  
 12204 W. Loomis Road  
 TKN: 891 9996 000

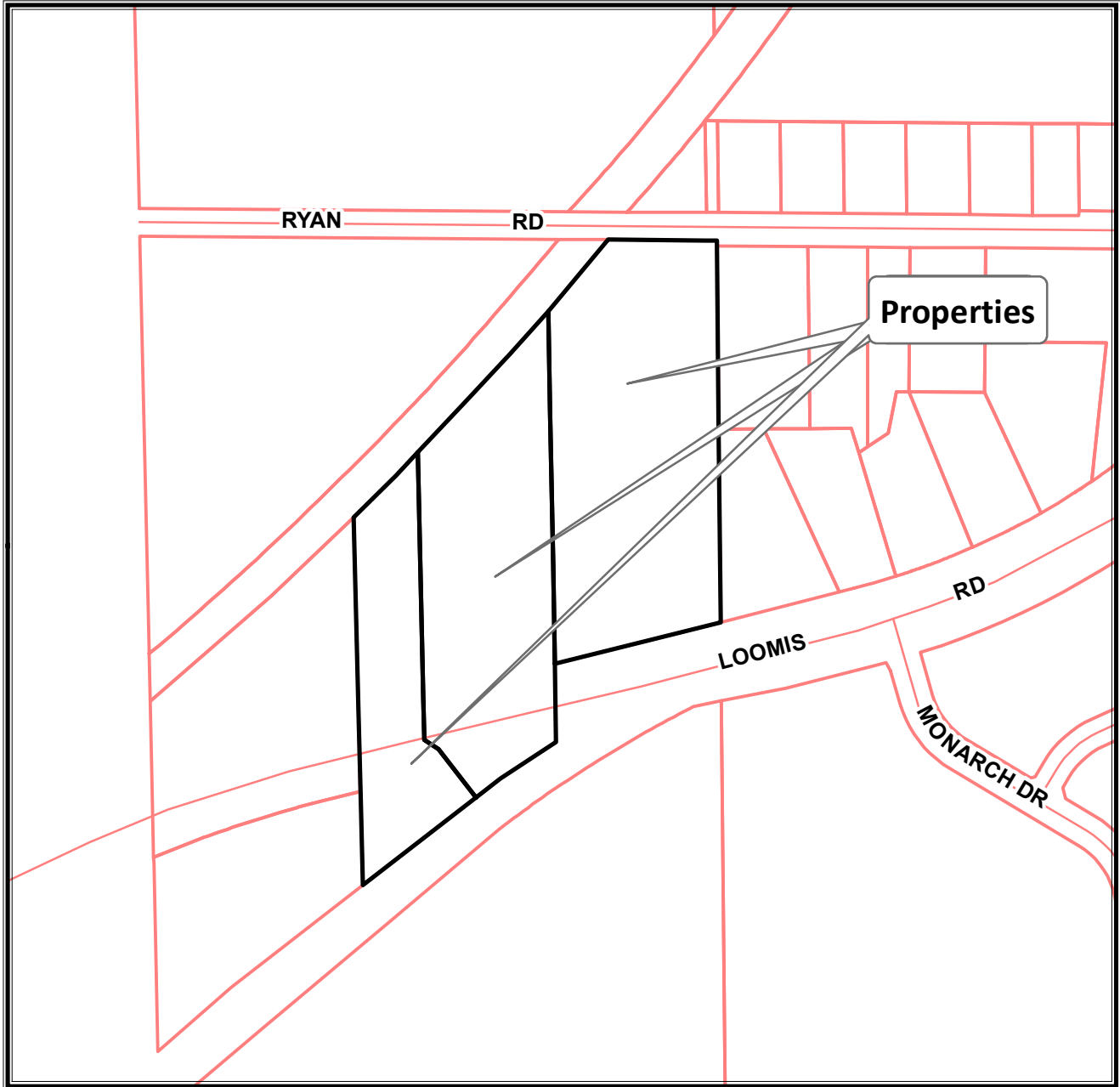


**Planning Department**  
**(414) 425-4024**

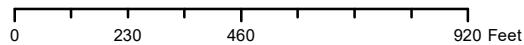


*This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor. This map is provided for informational purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes.*

12000 W. Loomis Road  
12204 W. Loomis Road  
TKN: 891 9996 000



**Planning Department**  
**(414) 425-4024**



*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.*



Date of Application: \_\_\_\_\_

### REZONING APPLICATION

Complete, accurate and specific information must be entered. Please Print.

<p><b>Applicant (Full Legal Name[s]):</b>          Name: _____          Company: <u>Boomtown, LLC</u>          Mailing Address: <u>4011 80th Street</u>          City / State: <u>Kenosha, WI</u> Zip: <u>53142</u>          Phone: <u>(262) 949-3788</u>          Email Address: <u>dan@bearddevelopment.com</u></p> <p><b>Project Property Information:</b>          Property Address: <u>W. Ryan Road</u>          Property Owner(s): <u>Boomtown, LLC</u>          Mailing Address: <u>4011 80th Street</u>          City / State: <u>Kenosha, WI</u> Zip: <u>53142</u>          Email Address: <u>dan@bearddevelopment.com</u></p>	<p><b>Applicant is Represented by: (contact person)(Full Legal Name[s])</b>          Name: <u>DANIEL SECZAP</u>          Company: <u>BEAR DEVELOPMENT, LLC</u>          Mailing Address: <u>4011 80th Street</u>          City / State: <u>Kenosha, WI</u> Zip: <u>53142</u>          Phone: <u>(262) 949-3788</u>          Email Address: <u>dan@bearddevelopment.com</u></p> <p>Tax Key Nos: <u>891 9997 000, 891-9996-000</u>  <u>891-9993-000</u>          Existing Zoning: <u>RB-C1</u>          Existing Use: <u>Vacant</u>          Proposed Use: <u>Duplex Condominium</u>          CMP Land Use Identification: <u>MF Residential - Commercial</u></p>
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\*The 2025 Comprehensive Master Plan Future Land Use Map is available at: <http://www.franklinwi.gov/Home/ResourcesDocuments/Maps.htm>

**Rezoning submittals for review must include and be accompanied by the following:**

- This Application form accurately completed with original signature(s). Facsimiles and copies will not be accepted.
- Application Filing Fee, payable to City of Franklin:  \$1,250  \$350 (One Parcel Residential)
- Legal Description for the subject property (WORD.doc or compatible format).
- Seven (7) complete **collated** sets of Application materials to include:
  - One (1) original and six (6) copies of a written Project Summary, including a general description of the proposed development of the property, proposal's intent, impacts, and consistency with the Comprehensive Master Plan.
  - Seven (7) **folded** copies of a Plot Plan, or Site Plan, drawn to a reasonable scale (at least 11"x17" or as determined by the City Planner or City Engineer) and fully dimensioned showing the area proposed to be rezoned, its location, its dimensions, the location and classification of adjacent zoning districts, and the location and existing use of all properties within 200 feet of the area proposed to be rezoned.
- Email (or CD ROM) with all plans/submittal materials.
- Additional Information as may be required.

- Additional notice to and approval required for amendments or rezoning in the FW, FC, FFO, and SW Districts.
- Upon receipt of a complete submittal, staff review will be conducted within ten business days.
- Requires a Class II Public Hearing notice at Plan Commission.
- Rezoning requests require Plan Commission review and recommendation and Common Council approval.

The applicant and property owner(s) hereby certify that: (1) all statements and other information submitted as part of this application are true and correct to the best of applicant's and property owner(s)' knowledge; (2) the applicant and property owner(s) has/have read and understand all information in this application; and (3) the applicant and property owner(s) agree that any approvals based on representations made by them in this Application and its submittal, and any subsequently issued building permits or other type of permits, may be revoked without notice if there is a breach of such representation(s) or any condition(s) of approval. By execution of this application, the property owner(s) authorize the City of Franklin and/or its agents to enter upon the subject property(ies) between the hours of 7:00 a.m. and 7:00 p.m. daily for the purpose of inspection while the application is under review. The property owner(s) grant this authorization even if the property has been posted against trespassing pursuant to Wis. Stat. §943.13.

*(The applicant's signature must be from a Managing Member if the business is an LLC, or from the President or Vice President if the business is a corporation. A signed applicant's authorization letter may be provided in lieu of the applicant's signature below, and a signed property owner's authorization letter may be provided in lieu of the property owner's signature[s] below. If more than one, all of the owners of the property must sign this Application).*

X  
 Signature - Property Owner  
Stephen C. Mills - Member  
 Name & Title (PRINT)

Date: 7/6/21

X  
 Signature - Applicant  
Stephen C. Mills, Member  
 Name & Title (PRINT)

Date: 7/6/21

Signature - Property Owner  
 Name & Title (PRINT)

Date: \_\_\_\_\_

Daniel Seczap  
 Signature - Applicant's Representative  
DANIEL SECZAP  
 Name & Title (PRINT)

Date: 7/6/2021



**July 6, 2021**

Mr. Regulo Martinez-Montilva  
City of Franklin  
9229 W. Loomis Road  
Franklin, WI 53132

**Re: Boomtown, LLC Rezoning**

Dear Mr. Martines-Montilva:

Please accept this letter and the enclosed submittal materials as formal application for zoning reclassification for portions of the Bear Development project at Loomis and Ryan Roads in the City of Franklin. Bear Development is acting on behalf of the owner of record, Boomtown, LLC.

**Project Summary**

Mills Wyoming Hotel, LLC is the owner of record of approximately 15 acres of land in the City of Franklin. The land is located between W. Ryan Road and Loomis Road on the north side of Loomis Road. A small portion of the property is located on the south side of Loomis Road. The property is included in the area commonly known as Planning Area G. Boomtown, LLC is respectfully requesting a minor zoning amendments to remove a portion of land zoned C-1 Conservancy. The rezoning was requested by City Staff and included as a condition of a recent Certified Survey Map approval.

**Current Zoning- East Side of Loomis Road**

The subject property is currently zoned R8 Multi-Family Residential and C-1 Conservancy.

**Proposed Zoning**

Boomtown, LLC is requesting that the entire property be zoned R-8 Multi-Family Residential in accordance with City Staff's request.

**Proposed Land Use**

Boomtown, LLC proposes to develop the north side of Loomis Road as a duplex condominium neighborhood, in accordance with the Conceptual Site Plan that was presented earlier this year. The property on the south side of Loomis Road is intended for a single-family home site.

Should you have any questions regarding this request, please do not hesitate to contact me. I can be reached at (262) 842-0556 or by email, [dan@beardevelopment.com](mailto:dan@beardevelopment.com)

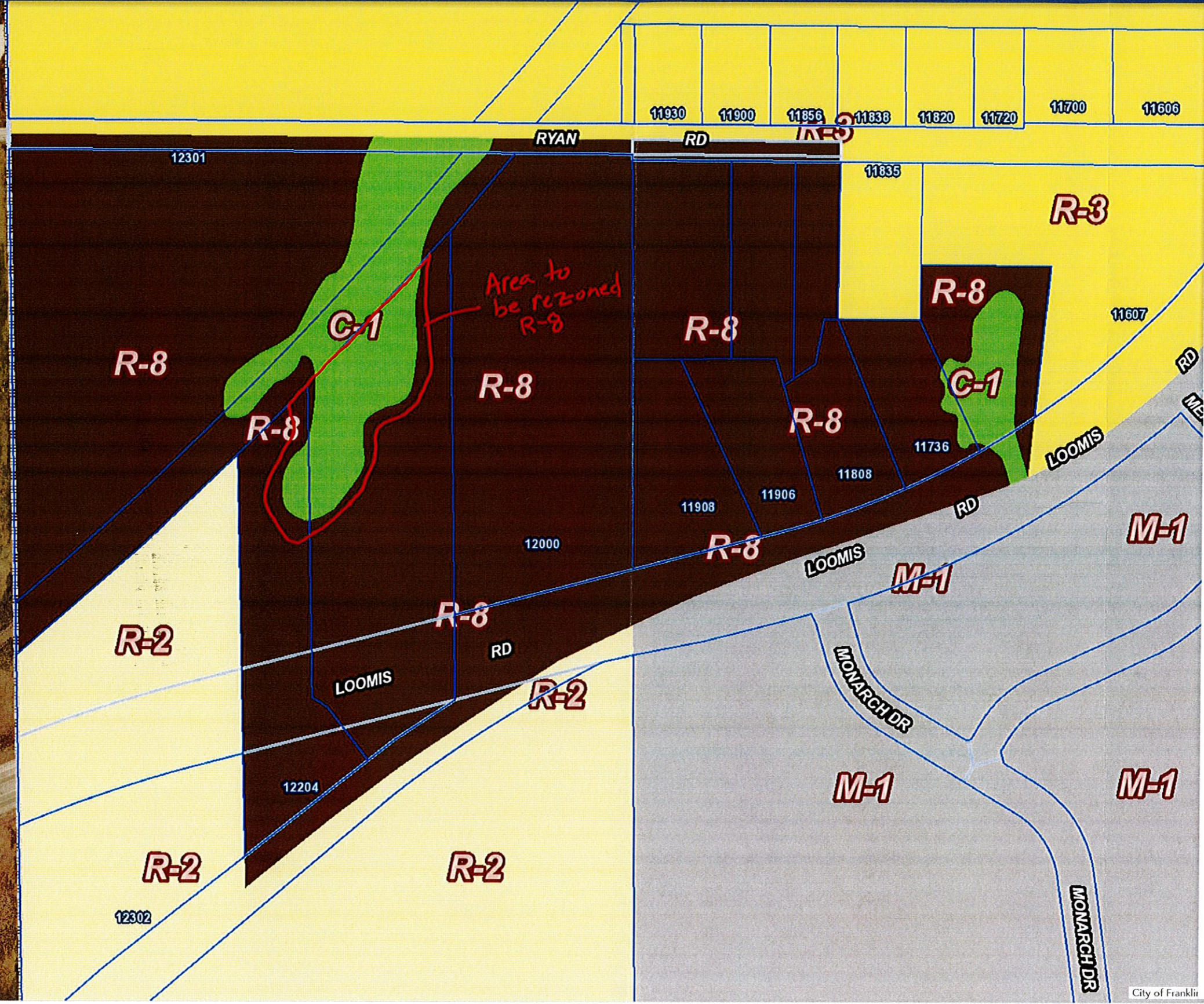
Thank you for your time and consideration.

Sincerely,

A handwritten signature in blue ink, appearing to read "Daniel Szczap", with a stylized flourish at the end.

Daniel Szczap  
Bear Development, LLC

Map Search



Layers and Background Maps

- Map Labels
- Parcel and ROW
- Environmental Features
- Structures
- Subdivision Background Map
- Zoning Background Map
- Aerial 2020 (has alignment issues)

# CERTIFIED SURVEY MAP NO. 9338

Being a part of the Southwest 1/4 and Northwest 1/4 of the Northwest 1/4 of Section 30,  
Township 5 North, Range 21 East, City of Franklin, Milwaukee County, Wisconsin

SEC. 30, T5N, R21E  
N=324,119.49  
E=2,517,459.25  
(FOUND CONC. MON.  
W/ BRASS CAP)

(VARIABLE PUBLIC R.O.W.)  
**WEST RYAN ROAD**

S89°31'45"E  
235.67'

N89°31'45"W 2703.66'

NORTH LINE OF THE NW 1/4 SEC. 30, T5N, R21E

ISOLATED NATURAL RESOURCE  
AREA PER SOUTHEASTERN  
WISCONSIN REGIONAL  
PLANNING COMMISSION 2010  
ENVIRONMENTAL CORRIDORS

30' WETLAND  
BUFFER

75' SHORE  
BUFFER

OWNER:  
BOOMTOWN LLC

**POND**

EDGE OF WATER  
05/04/2021  
EL.=799.3

**LOT 1**

OWNER:  
BOOMTOWN LLC

(VARIABLE PUBLIC R.O.W.)

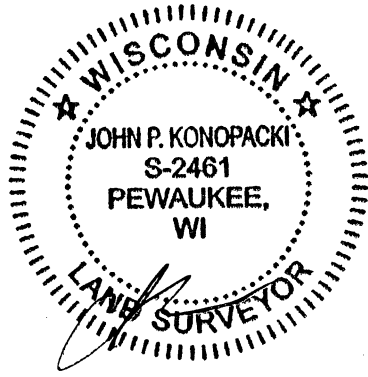
**STATE TRUNK HIGHWAY "45"**  
**STATE TRUNK HIGHWAY "36"**

S75°45'51"W 897.94'  
**WEST LOOMIS ROAD**

N75°45'51"E 405.49'  
S01°15'54"E 184.71'

S55°43'06"W 61.55'

N01°15'54"W 206.76'  
S51°10'06"W 433.40'  
**WEST LOOMIS COURT**  
(VARIABLE PUBLIC R.O.W.)



- LEGEND:**
- - Denotes Found 1" Iron Pipe
  - - Denotes Found 3/4" Iron Rod
  - - Denotes Set 3/4" X 18" Iron Rebar, 1.5 LBS./FT.
  - ⬇ - Denotes Wetland
  - ⊠ - Denotes High Tension Tower

**GRAPHICAL SCALE (FEET)**

0 1" = 200' 400'

SW CORNER, NW 1/4  
SEC. 30, T5N, R21E  
(FOUND CONC. MON.  
W/ BRASS CAP) N=321,462.85  
Prepared By: E=2,517,517.91

**PINNACLE ENGINEERING GROUP**  
20725 WATERTOWN ROAD | SUITE 100  
BROOKFIELD, WI 53186  
OFFICE: (262) 754-8888

This instrument drafted by John P. Konopacki, PLS-License No. S-2461

PEG JOB#809.60  
**SHEET 4 OF 9**





REPORT TO THE PLAN COMMISSION

Meeting of September 9, 2021

Site Plan amendment

RECOMMENDATION: City Development Staff recommends approval of the proposed site plan amendment for an accessory storage building for an electrical contractor business upon property located at 11610 West Rawson Avenue, subject to the conditions of approval in the attached draft resolution.

Table with 2 columns: Label (Project Name, Project Address, Applicant, Property owner, Current Zoning, 2025 Comprehensive Master Plan, Use of Surrounding Properties, Applicant Action Requested, Planner) and Value (Prusinski Site Plan amendment for storage accessory building, 11610 West Rawson Avenue, John Prusinski, John Prusinski, B-2 General Business District, Commercial, Single-family residential to the west across North Cape Road, vacant commercial land to the east and north, and Ken Windl Park (to the south), Recommendation of approval for the proposed Site Plan amendment, Régulo Martínez-Montilva, Principal Planner.)

INTRODUCTION:

Site Plan amendment application submitted on April 2, 2021, to allow for the addition of a detached accessory building to an electrical contracting business. The proposed building would face S. North Cape Road and be used for storage, it would have electric service and exterior lighting. The floor area would be approximately 2,400 sf, this project also includes a drive to serve the building.

City Development staff sent review comments to the applicant on April 30, the applicant requested additional time to address comment and resubmitted on August 13. The applicant has addressed most of the staff comments in his resubmittal, outstanding items are listed as conditions of approval in the attached resolution for consideration by the Plan Commission.

BACKGROUND:

The subject property received approval of a zoning permit by the Plan Commission on April 12, 1990, for the operation of "Greenhouse and sale of bedding plants". On January 9, 2018, the Plan Common Council granted a Special Use permit for electrical contractor business use per Resolution No. 2018-7340, this business is still running at this property.

## **PROJECT DESCRIPTION AND ANALYSIS:**

The proposed accessory building would be used for storage, with electrical service but no heating or plumbing. The exterior materials and colors would match the existing principal building as noted by the applicant.

The existing single-story principal building has a floor area of 3,386 sf, with the proposed 2,400 sf accessory building, the resulting net floor area ratio (NFAR) would be 5,786 sf or (0.14) while the maximum NFAR is 0.57. It is noted that commercial accessory buildings are not limited in size like residential accessory structures per the Unified Development Ordinance (UDO).

### **Landscaping:**

The existing Landscape Surface Ratio (LSR) of the site is approximately 68.5%, while the resulting LSR would be 59.9% which still complies with the B-2 General Business District minimum LSR of 35% (0.35).

### **Natural Resource Protection Plan:**

The applicant submitted a Natural Resource Protection Plan (NRPP) prepared by Tina Myers of R.A. Smith dated December 13, 2017. This NRPP was used for the current special use permit and the wetland delineations are still valid. Tina Myers is a Wisconsin Department of Natural Resources Assured Wetland Delineator. The NRPP identifies an approximately 0.04 acre wetland with an associated 0.13 acre wetland buffer on the northern portion of the property. There are no proposed impacts to these natural resource features associated with this site plan amendment application.

### **Parking:**

The existing parking lot has 13 stalls: 12 regular stalls and 1 accessible stall. According to information submitted by the applicant, the floor area devoted to office is approximately 2,536 sf, the existing storage area is 814 sf and the proposed accessory building is 2,400 sf. Based on the parking ratios of the UDO Table 15-5.0203 for office (3.33/1,00 sf) and contractor shop (1/1,000 sf), the resulting required parking is 12 parking stalls: 8.3 for office and 3.2 for contractor shop and storage. Therefore, this site plan amendment meet the parking requirements of the UDO.

## **STAFF RECOMMENDATION:**

City Development Staff recommends approval of the proposed site plan amendment for an accessory storage building for an electrical contractor business upon property located at 11610 West Rawson Avenue, subject to the conditions of approval in the attached draft resolution.

## RESOLUTION NO. 2021-\_\_\_\_\_

A RESOLUTION AMENDING THE SITE PLAN FOR PROPERTY  
LOCATED AT 11610 WEST RAWSON AVENUE TO ALLOW FOR A  
DETACHED ACCESSORY BUILDING ADDITION TO JEMCO, LLC,  
D/B/A JEMCO ELECTRIC, AN ELECTRICAL CONTRACTING BUSINESS  
(TAX KEY NO. 749-9999-000)  
(JOHN R. PRUSINSKI, APPLICANT)

---

WHEREAS, John R. Prusinski having applied for an amendment to the site plan for the property located at 11610 West Rawson Avenue, such Site Plan having been previously approved as part of a Zoning Permit approval for a greenhouse/sale of bedding plants business (Woodcrest Market building) dated May 2, 1990, and thereafter as part of a Special Use approval for Jemco, LLC, d/b/a Jemco Electric, an electrical contracting business, by Resolution No. 2018-7340, dated January 9, 2018; and

WHEREAS, such proposed amendment proposes the addition of an approximately 2,400 square foot detached accessory building to Jemco, LLC, d/b/a Jemco Electric, an electrical contracting business (proposed building would face South North Cape Road, be used for storage, and include electric service, exterior lighting and a drive to service the building), and the Plan Commission having reviewed such proposal and having found same to be in compliance with and in furtherance of those express standards and purposes of a Site Plan review pursuant to Division 15-7.0100 of the Unified Development Ordinance.

NOW, THEREFORE, BE IT RESOLVED, by the Plan Commission of the City of Franklin, Wisconsin, that the Site Plan for John R. Prusinski, d/b/a Jemco Electric, dated July 6, 2021, as submitted by John R. Prusinski, as described above, be and the same is hereby approved, subject to the following conditions:

1. John R. Prusinski, successors and assigns and any developer of the John R. Prusinski, d/b/a Jemco Electric detached accessory building addition project shall pay to the City of Franklin the amount of all development compliance, inspection and review fees incurred by the City of Franklin, including fees of consults to the City of Franklin, for the John R. Prusinski, d/b/a Jemco Electric detached accessory building addition project, within 30 days of invoice for same. Any violation of this provision shall be a violation of the Unified Development Ordinance, and subject to §15-9.0502 thereof and §1-19 of the Municipal Code, the general penalties and remedies provisions, as amended from time to time.
2. The approval granted hereunder is conditional upon John R. Prusinski and the

JOHN R. PRUSINSKI - SITE PLAN AMENDMENT  
RESOLUTION NO. 2021-\_\_\_\_\_

Page 2

John R. Prusinski, d/b/a Jemco Electric detached accessory building addition project for the property located at 11610 West Rawson Avenue: (i) being in compliance with all applicable governmental laws, statutes, rules, codes, orders and ordinances; and (ii) obtaining all other governmental approvals, permits, licenses and the like, required for and applicable to the project to be developed and as presented for this approval.

- 3. The John R. Prusinski, d/b/a Jemco Electric detached accessory building addition project shall be developed in substantial compliance with the plans City dated July 6, 2021.

BE IT FURTHER RESOLVED, by the Plan Commission of the City of Franklin, Wisconsin, that the John R. Prusinski, d/b/a Jemco Electric detached accessory building addition as depicted upon the plans dated July 6, 2021, attached hereto and incorporated herein, shall be developed and constructed within one year from the date of adoption of this Resolution, or this Resolution and all rights and approvals granted hereunder shall be null and void, without any further action by the City of Franklin; and the Site Plan for the property located at 11610 West Rawson Avenue, as previously approved, is amended accordingly.

Introduced at a regular meeting of the Plan Commission of the City of Franklin this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

Passed and adopted at a regular meeting of the Plan Commission of the City of Franklin this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

APPROVED:

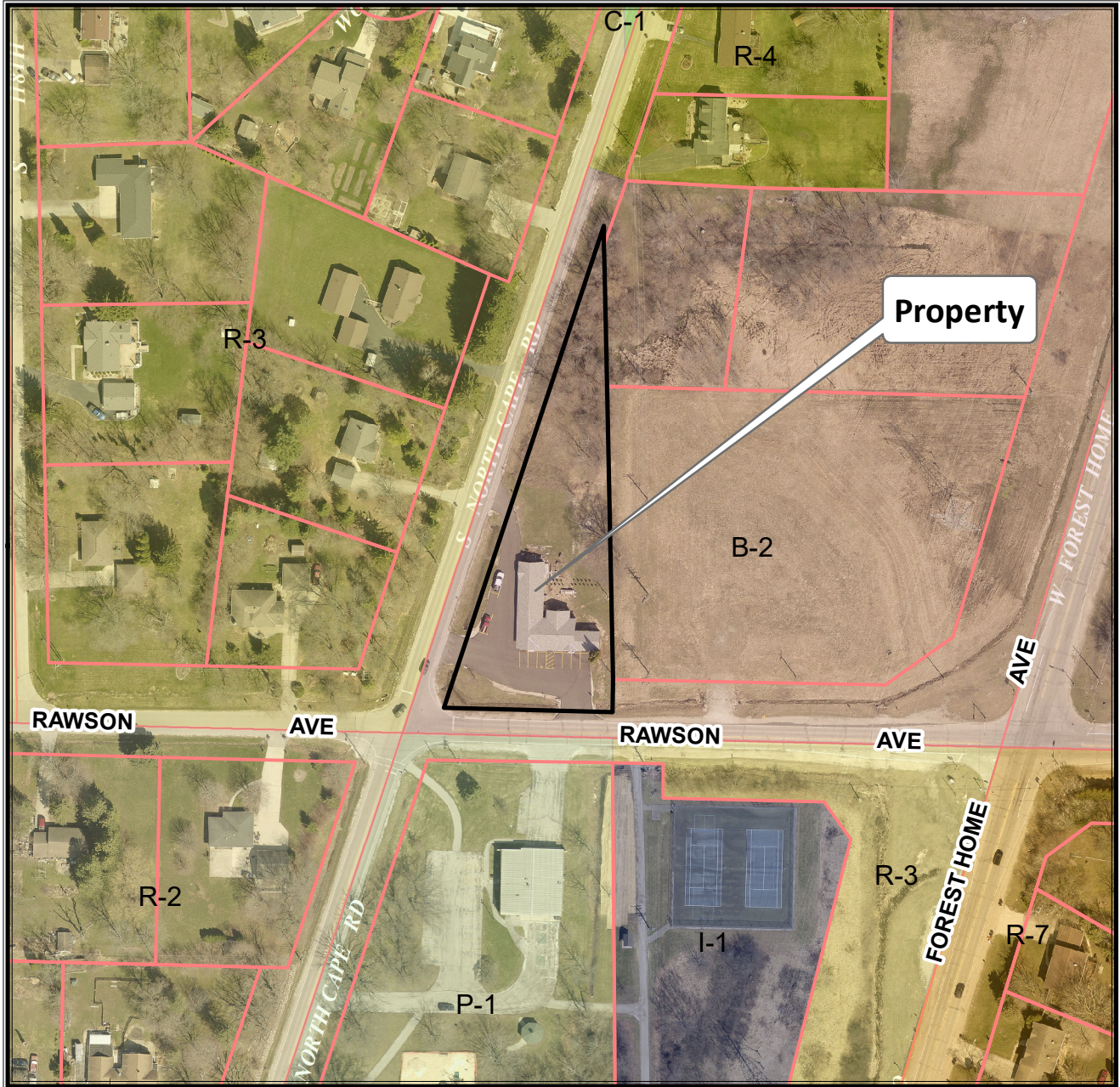
\_\_\_\_\_  
Stephen R. Olson, Chairman

ATTEST:

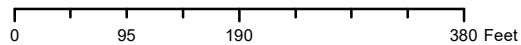
\_\_\_\_\_  
Sandra L. Wesolowski, City Clerk

AYES \_\_\_\_\_ NOES \_\_\_\_\_ ABSENT \_\_\_\_\_

11610 W. Rawson Ave.  
TKN: 749 9999 000



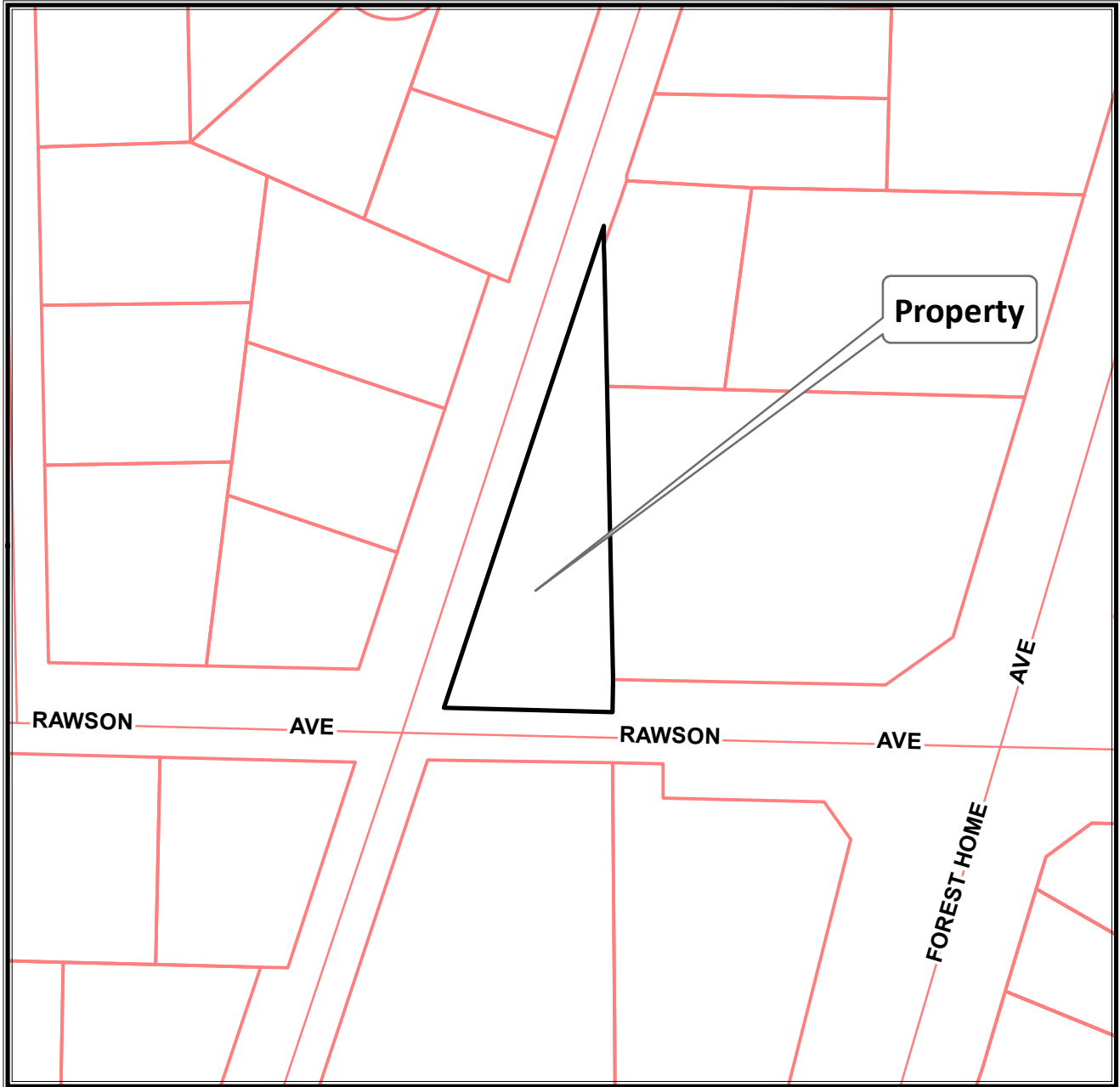
**Planning Department**  
**(414) 425-4024**



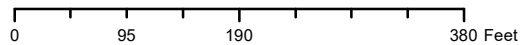
*This map shows the approximate relative location of property boundaries but was not prepared by a professional land surveyor. This map is provided for informational purposes only and may not be sufficient or appropriate for legal, engineering, or surveying purposes.*



11610 W. Rawson Ave.  
TKN: 749 9999 000



**Planning Department**  
**(414) 425-4024**



*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.*



**MEMORANDUM**

Date: April 30, 2021  
To: Prusinski, John R.  
From: Department of City Development, Régulo Martínez-Montilva, Principal Planner.  
RE: Application for Site Plan amendment, 11610 W Rawson Avenue.

Please be advised that city staff has reviewed the above application received on April 2, 2021, for a commercial accessory building to be located at 11610 W Rawson Avenue. Department comments are as follows:

Department of City Development

1. Please add the floor area (measured in square feet) of the existing principal building. This information is required to determine compliance with the maximum net floor area ratio (NFAR), which is 0.57 (approx. 23,048 sf) for the B-2 General Business District.

2. Pursuant to Unified Development Ordinance (UDO) Section 15-70103-F, please add:

- Existing and Proposed Topography. Existing and proposed topography of the area to be disturbed shown at a contour interval of not more than two feet at National Geodetic Vertical Datum of 1929 (mean sea level).

According to submitted survey, the existing parking is 13 stalls. However, per aerial image attached the amount of existing parking is 10, 9 regular parking stalls and 1 ADA stall. Please clarify. Additionally, the submitted survey is depicting 3 parking stalls encroaching into the North Cape Road right-of-way (see attached), please note that this is not allowed.

4. Please add parking calculations for existing and proposed floor areas. According to the attached parking requirements table (15-5.0203), the required parking for a contractor shop is:

- 1/1,000 square feet of GFA (gross floor area), plus required parking spaces for offices, or similar uses where those uses exceed 10% of GFA.

Please break down the floor area devoted to office and contractor shop. If the office space is more than 10% of the floor area, please add the office area to the calculations using the following ratio:

- 3.33/1,000 square feet of GFA.

Engineering Department Comments

→ ALL ON SURVEY

5. Please show the following in the plat of survey submittal:

- Show the proposed finished floor elevation of the proposed frame building.
- Show the existing elevations at the northwest and southwest corner of the proposed frame building.
- Show the existing elevations at side property line adjacent to the building corners.

SEE LOT AREA NOTES IN SURVEY

CONTOUR TO R.I.A. I

CORRECTED: SEE SURVEY

(1) EACH SUITE = 3 TOTAL

3.33 X 3 = 10 TOTAL

13

- Show the existing elevations at the centerline driveway at the edge of the pavement and at the property line.
- Show the proposed erosion control /silt fence.

**Inspection Services Department Comments**

6. Structure shall be designed and constructed in accordance with the Wisconsin Commercial Building Code.

**Police Department Comments**

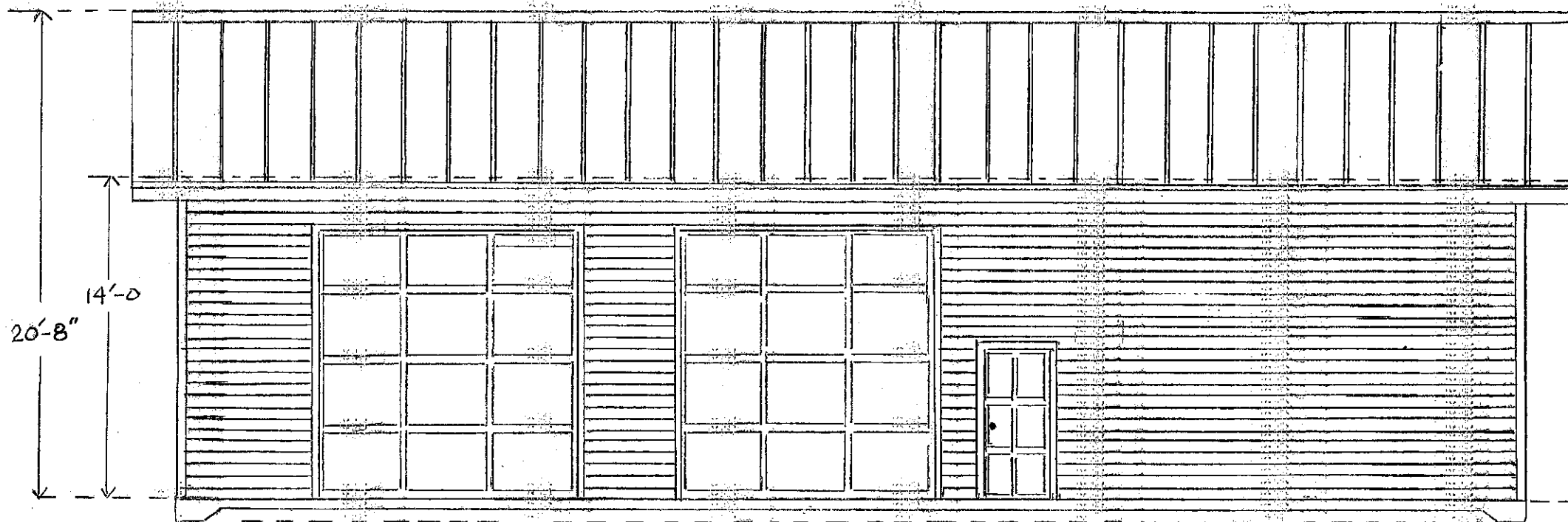
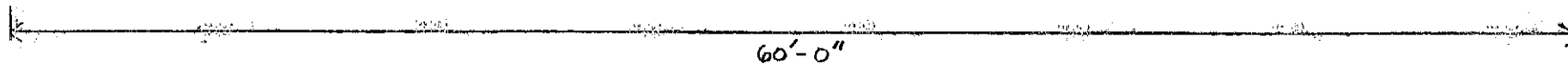
7. The Franklin Police Department has no issues or concerns with this project.



STEEL  
ROOF PANELS



EAST ELEVATION  
 $\frac{1}{4}'' = 1'-0''$

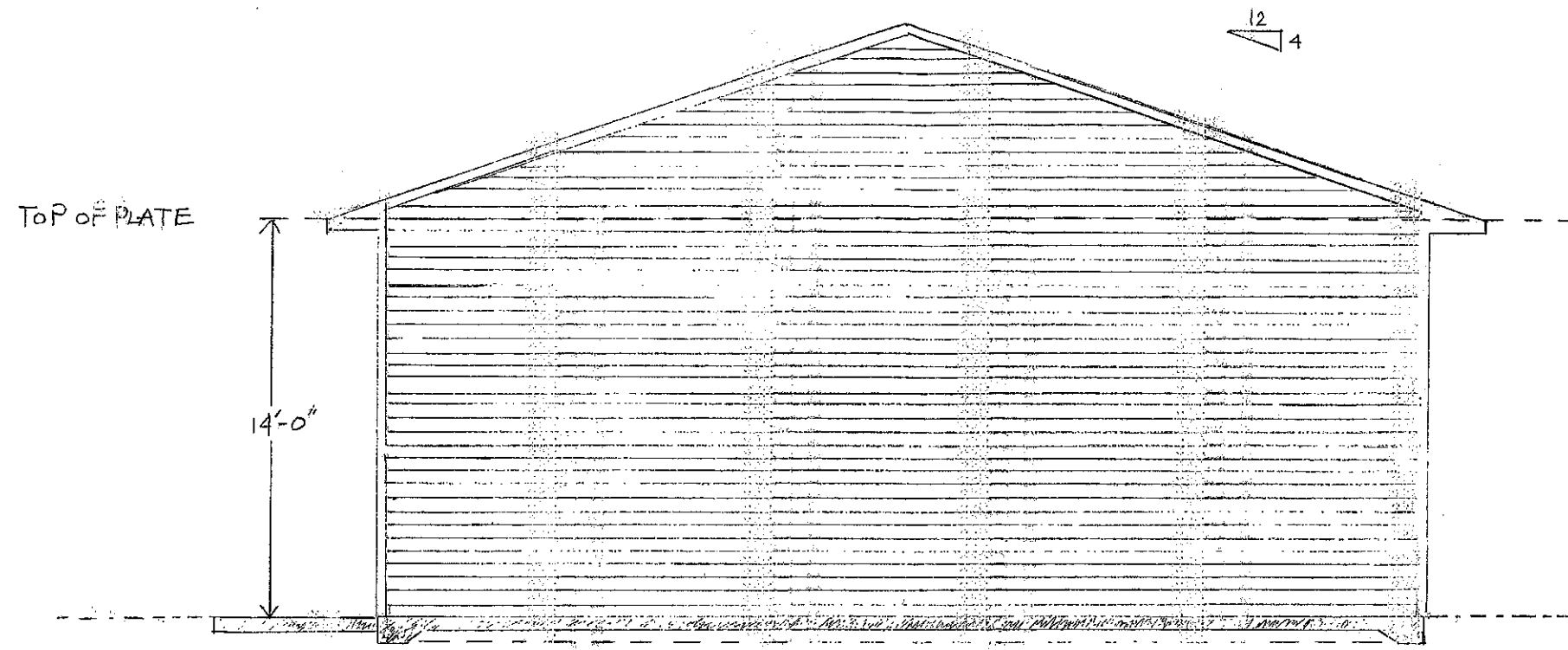


TOP OF  
PLATE

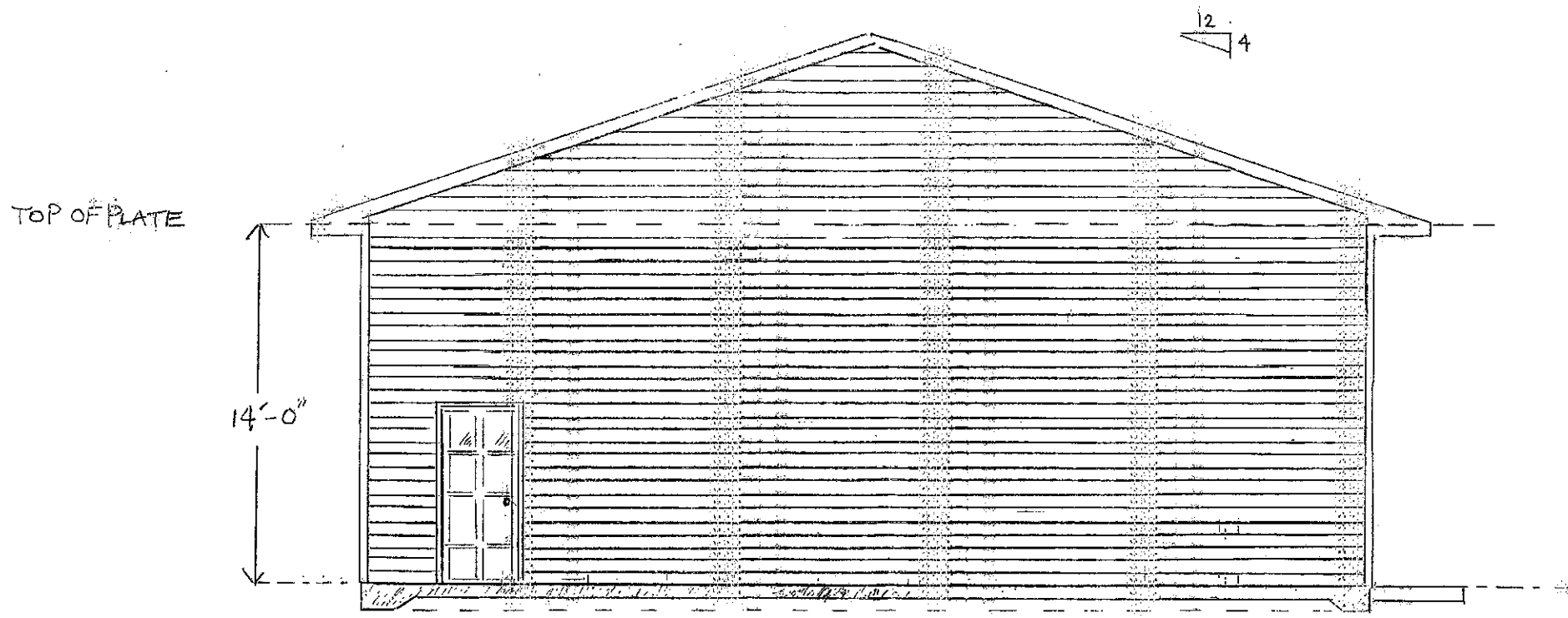
20'-8"  
14'-0"

WEST ELEVATION  
 $\frac{1}{4}'' = 1'-0''$

WOODCREST BLDG  
GARAGE  
11016 W. RAWSON AVE.  
CANNONVILLE, UT 82424

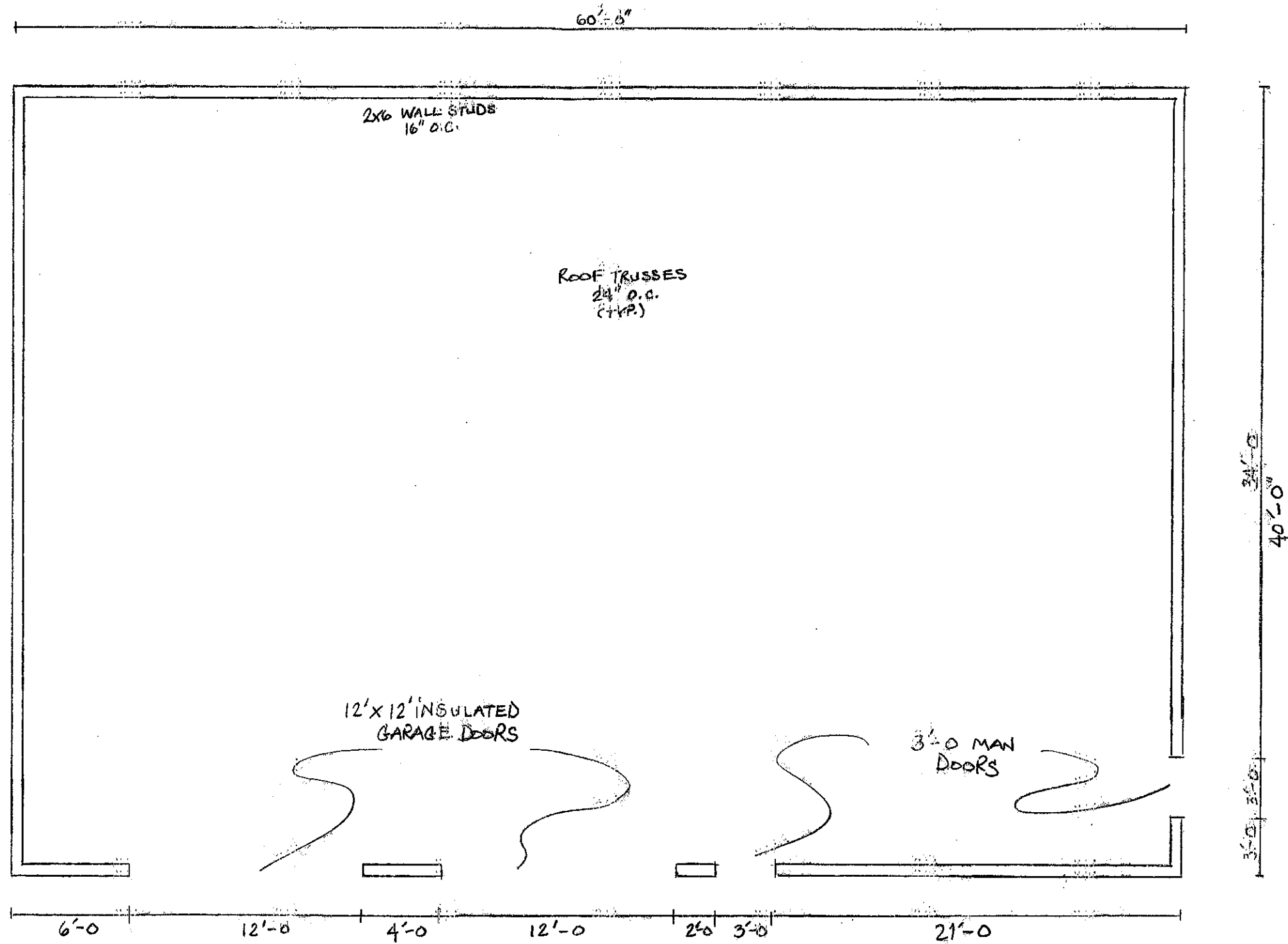


NORTH ELEVATION  
1/4" = 1'-0"



SOUTH ELEVATION  
1/4" = 1'-0"

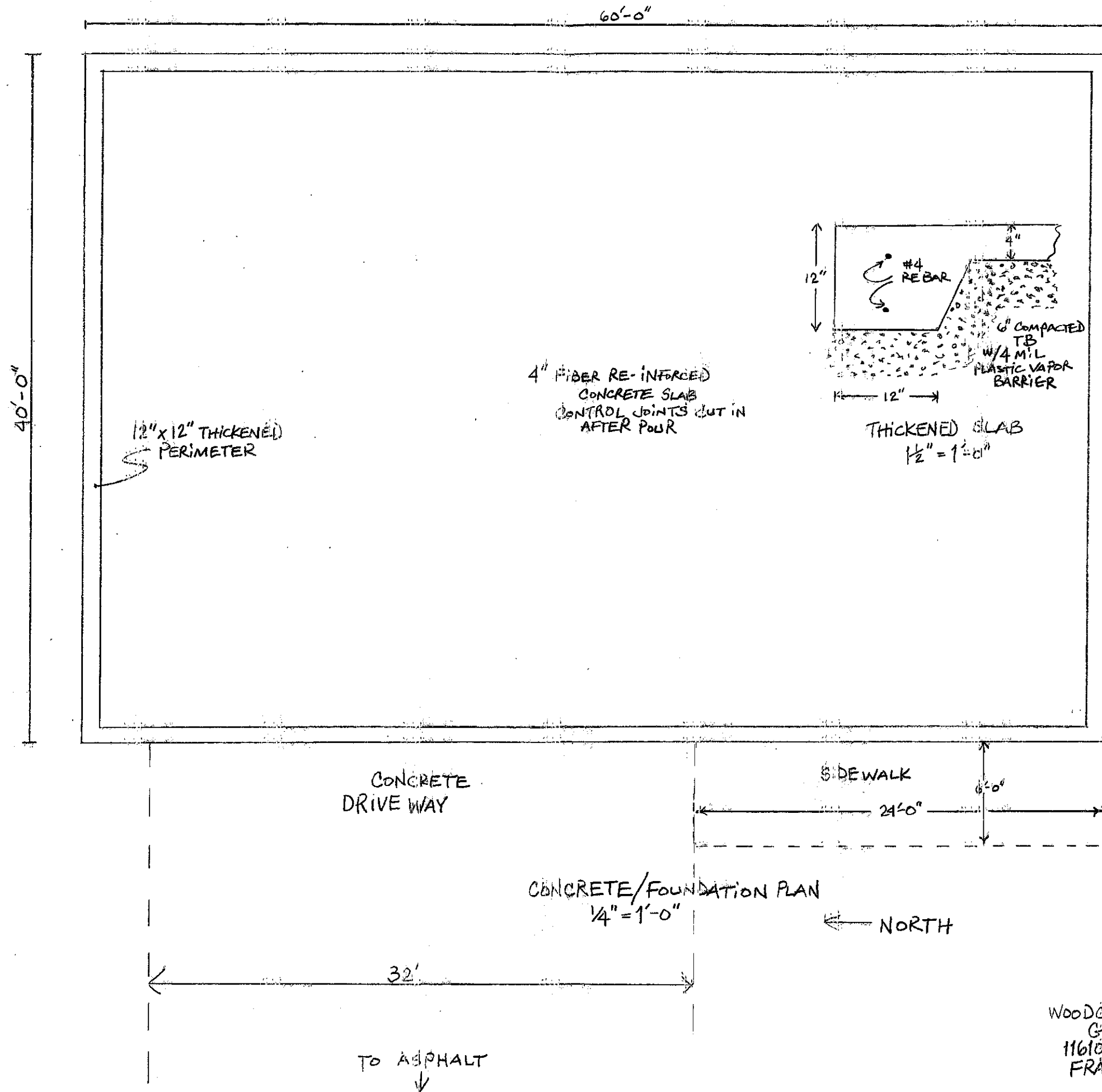
WOODCREST BLDG.  
GARAGE  
11016 W. RAWSON AVE  
FRANKLIN, WI 53132



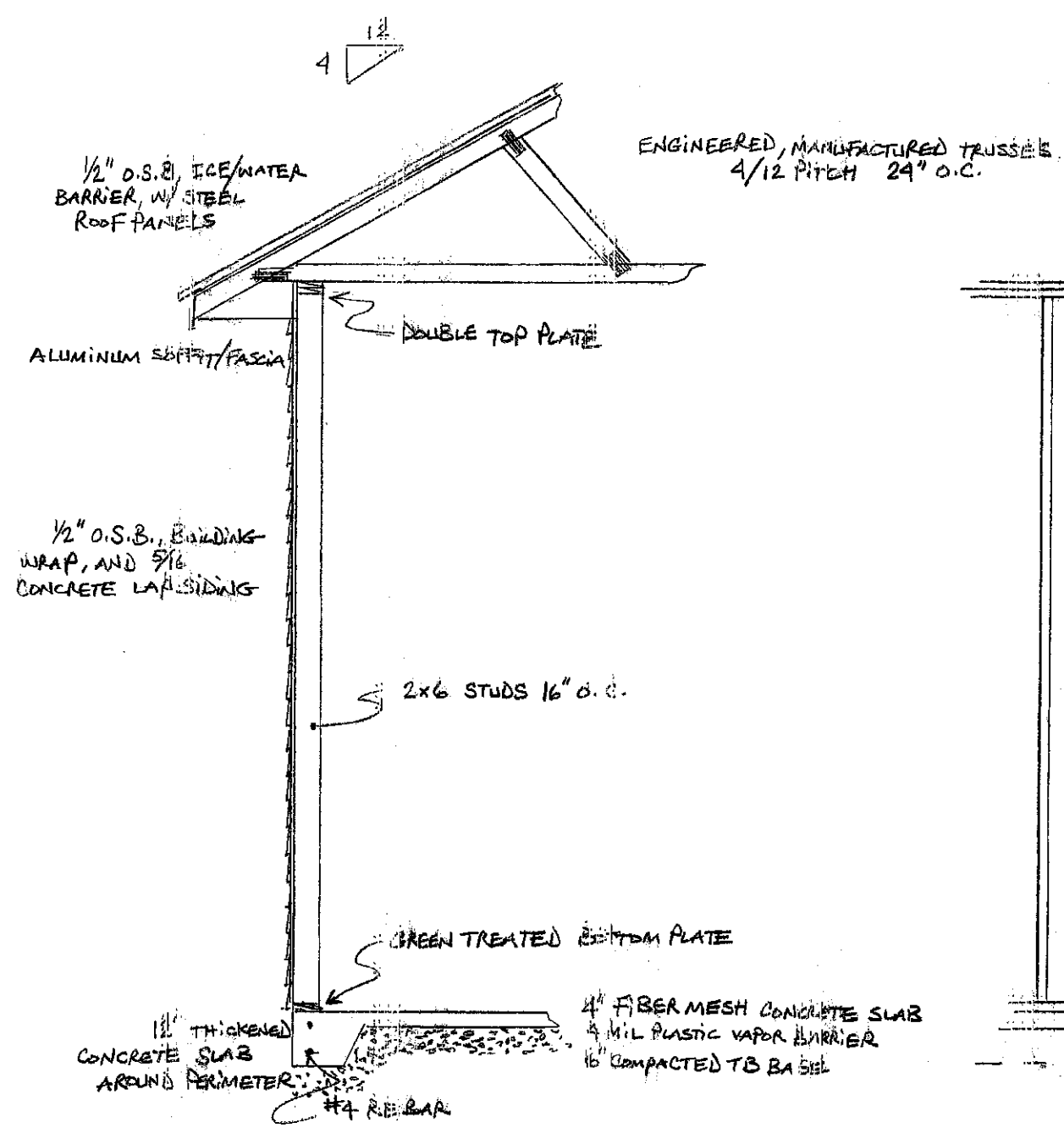
FLOOR PLAN  
1/4" = 1'-0"

← NORTH

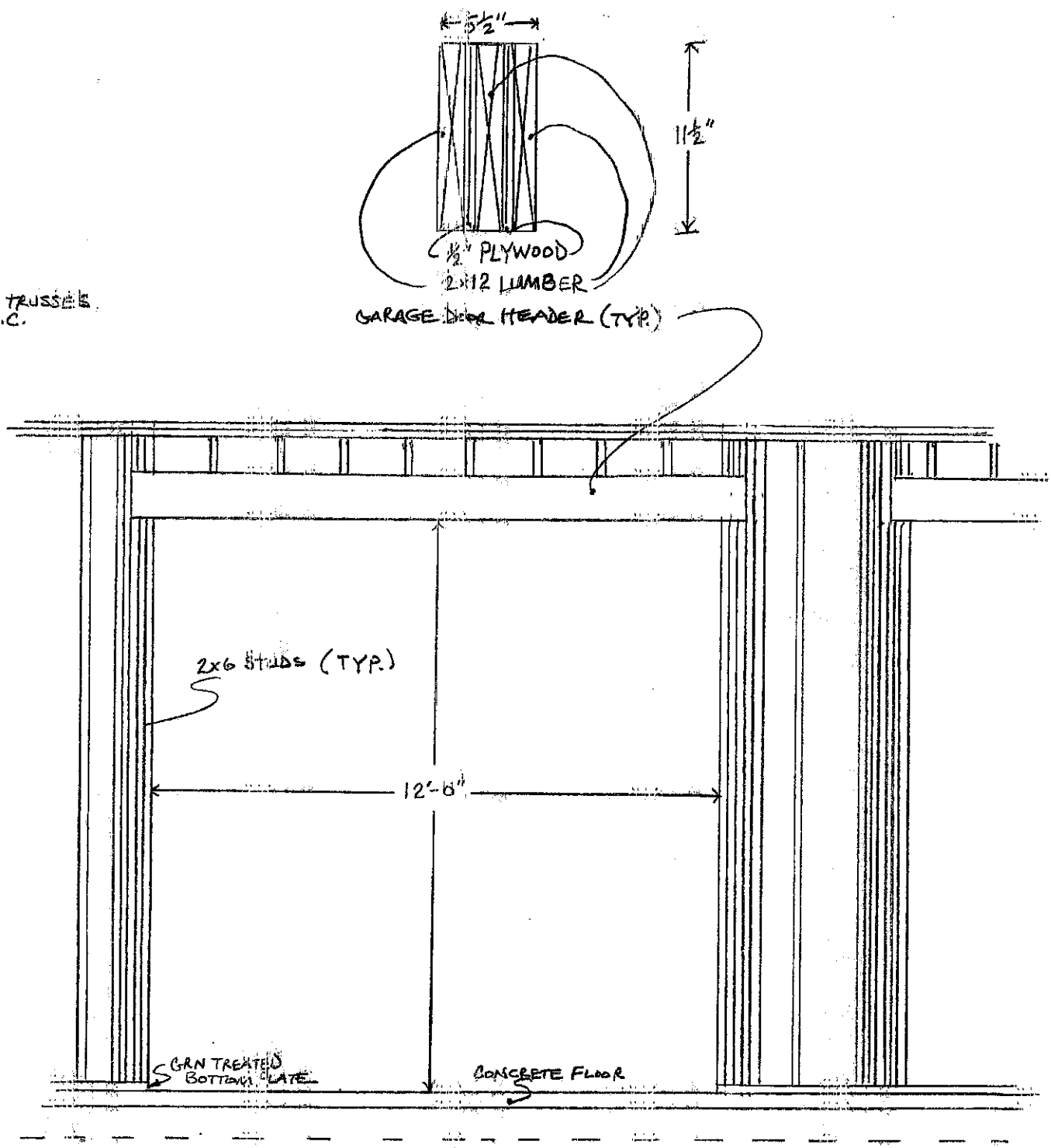
WOODCREST BLDG  
GARAGE  
11610 W. RAWSON AVE  
FRANKLIN, WI 53132



WOODCREST BLDG.  
GARAGE  
11610 W. RAWSON AVE.  
FRANKLIN, WI 53132



TYPICAL WALL CROSS SECTION  
 $\frac{1}{2}" = 1'-0"$



GARAGE DOOR FRAMING  
 $\frac{1}{2}" = 1'-0"$

WOODCREST BLDG.  
 GARAGE  
 11610 W. RAWSON AVE.  
 FRANKLIN, WI 53132

City of Franklin, WI

March 9, 2021

Planning Department

9229 W. Loomis Road

Franklin, WI 53132

Planning Department,

My name is John Prusinski, a few years ago we purchased the property at 11610 W. Rawson Ave. as an investment for future retirement income. We are not a development company and have been stumbling through the various processes with the help of your departments; we appreciate your patience with us! We have completed the remodeling of the existing building and now have our Electrical Contracting offices, a realty company and an interior designer in the building, all occupying small office spaces.

The proposed new building will basically be a big garage with all of us using the building for storage. It will not be a storage facility like you see with all the doors around a metal building. I do propose garage doors but want them for a future bucket truck we would like to purchase and will have to be kept inside as well as access to pull a truck inside for handling material. No one will occupy the building for any length of time other than going in and out to deposit or retrieve material, so no extra parking will be required at all. The building will have no plumbing, and at this time, no heat. If any future heat it would be hanging unit heaters, but I do not plan on insulating the building, so no immediate plans at all. It will have electric for lighting and convenience outlets. The exterior lighting will be sconce type lighting next to the garage doors and man door, so no parking lot or building flood lights at all.

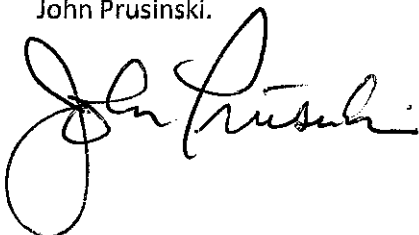
I propose a wood frame building on a floating slab with hardy-board type concrete board siding, aluminum soffit and gutters, and would like to install a metal roof, all to match the existing office building. As with the building I will be overseeing all construction and doing much myself except for the concrete work. I have put together material lists and have pricing for building materials at about \$35,000 and estimate the concrete work to be another \$40,000. I am not figuring cost of labor as it will be sweat equity.

Honestly, one of the reasons I am pursuing this at this time is because I had to get a delineation for the wet-land part of the property when I bought the property and understand it is only good for 5 years, which is about 1 1/2 years from now. It is something I would like to do at some time and doing it now will save me the approximate \$5,000 cost of another.

Thank you for taking the time to review this. If you have any questions or concerns, please contact me so we can discuss them.

Respectfully,

John Prusinski.



# Plat Of Survey

Property Address: 11610 W. Rawson Avenue, Franklin, Wisconsin

Property Description Per Deed Doc. No. 10742825: A triangular piece of land in the Southwest 1/4 of Section 6, Township 5 North, Range 21 East, in the City of Franklin, Milwaukee County, Wisconsin, bounded and described as follows: Commencing at the Southeast corner of the said 1/4 Section, running thence West along the South line of said 1/4 Section, 236.28 feet to a point in the center line of North Cape Road; thence N 17°00'13" E along the center line of North Cape Road, 707.89 feet to a point on the East line of the said 1/4 Section; and thence S 2°28'34" E, along the East line of said 1/4 Section to the place of beginning. Excepting the East 25 feet thereof.

July 6, 2021

Survey No. 21073

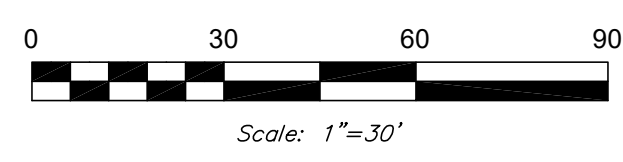
Prepared For:  
John Prusinski

**Legend**

- = Found Iron Pipe
- ⊙ = Sewer Cleanout
- AC = Air Conditioner Unit
- W = Well
- (N 23° E) = Recorded Bearing If Other Than Measured
- (130.00') = Recorded Distance If Other Than Measured
- EL = Measured Spot Elevation
- x 783.5 = Measured Spot Elevation
- x 781.9 = Proposed Spot Elevation
- ↘ = Proposed Direction Of Drainage Flow

**Lot Area Notes**

Lot Area: 40,435.87 Sq. Feet  
Existing Impervious Surface Area: 13,458 Sq. Feet  
Proposed Impervious Surface Area: 16,922 Sq. Feet



Bearings Shown On This Plat Of Survey Are Based On The South Line Of The Southwest 1/4 Of Section 6-5-21 With A Bearing Of N 88°31'41" W

Elevations Shown On This Survey Are Based On NGVD 1929 Datum



I HEREBY CERTIFY THAT I HAVE SURVEYED THE ABOVE DESCRIBED PROPERTY AND THAT THE ABOVE MAP IS A TRUE REPRESENTATION THEREOF AND SHOWS THE SIZE AND LOCATION OF THE PROPERTY, ITS EXTERIOR BOUNDARIES, THE LOCATION OF ALL VISIBLE STRUCTURES AND PRINCIPAL BUILDINGS THEREON, BOUNDARY FENCES, ROADWAYS AND VISIBLE ENCROACHMENT, IF ANY. THIS SURVEY IS MADE FOR THE EXCLUSIVE USE OF THE PRESENT OWNERS OF THE PROPERTY, AND ALSO THOSE WHO PURCHASE, MORTGAGE, OR GUARANTEE THE TITLE THERETO WITHIN ONE (1) YEAR FROM THE DATE HEREOF. TITLE WAS NOT PROVIDED FOR THIS SURVEY, THEREFORE EASEMENTS THAT MAY EXIST PER TITLE ARE NOT SHOWN.

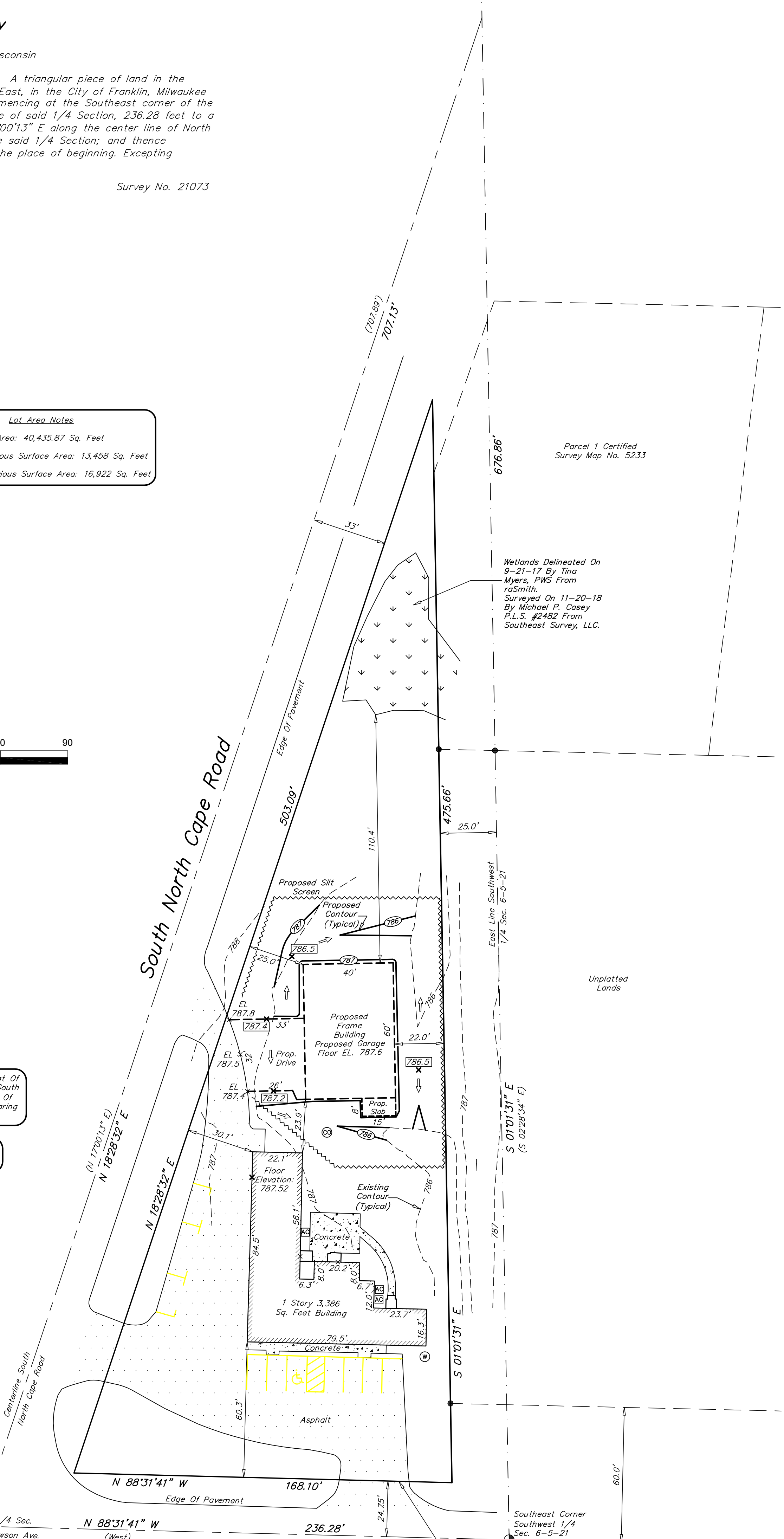
Signed *Michael P. Casey*  
Michael P. Casey  
Professional Land Surveyor S-2482

**Southeast Survey LLC**  
Professional Land Surveyors  
W207S8240 Hillendale Drive  
Muskego, WI 53150  
Phone: 414-429-4862  
Email: Mike@surveyse.com  
Website: surveyse.com

West Rawson Avenue

Right Of Way Per Milwaukee County Regional Planning Department Right Of Way Map Project S-0817-(1) Sheet 3 Of 6

Setting Of Missing Monumentation Waived By Client



Parcel 1 Certified Survey Map No. 5233

Wetlands Delineated On 9-21-17 By Tina Myers, PWS From raSmith. Surveyed On 11-20-18 By Michael P. Casey P.L.S. #2482 From Southeast Survey, LLC.

Unplatted Lands

WOODCREST BUILDING  
11610 W. RAWSON AVE.  
FRANKLIN, WI 53132

2,536  $\square$  OFFICE SPACE  
814  $\square$  STORAGE SPACE  
(GARAGE)



$\frac{3}{32}'' = 1'-0''$

SUITE 300  
450  $\square$   
OFFICE  
SPACE

SUITE 200  
900  $\square$   
OFFICE SPACE

SUITE 100  
814  $\square$   
STORAGE SPACE

SUITE 100  
1186  $\square$   
OFFICE SPACE





REPORT TO THE PLAN COMMISSION

Meeting of September 9, 2021

Parkland Acquisition Study Review and Recommendation

RECOMMENDATION: Department of City Development requests the recommendation of the Plan Commission on a preferred strategy for Parkland Acquisition.

Table with 2 columns: Field Name and Value. Fields include Project Name, Project Address, Action Requested, and Planner.

PROJECT OVERVIEW

As the City has grown, development has resulted in the accumulation of Park Impact Fees, which are intended to provide park amenities to accommodate that growth.

In 2020, the Common Council contracted with Planning consultant firm Vandewalle and Associates (hereafter V&A) to assist with the purchase of parkland (May 5, 2020, Item G.15). The consultants completed that scope, including assisting with the purchase of parkland on Lovers Lane. On November 17, 2020, the Common Council authorized an addendum to that contract (Item G.8). The expanded scope included additional stakeholder input from the Park Commission, Plan Commission, and Council, to draft a planning document to create priorities for parkland acquisition as based on desired park size, park purpose/facilities, and general location. This scope is complete, and now the final Parkland Acquisition Study is before you for review and recommendation.

INPUT SESSIONS

V&A have conducted input sessions with Parks Commission, Plan Commission, and Common Council, to inform the development of the scenarios for parkland acquisition. Key questions included the scale of desired parks and facilities, the general location and service area, and general thoughts on the types of amenities and desires for parks. Input sessions were held with Parks Commission on March 8, and May 10, 2021; with Plan Commission, July 22, 2021, to elicit your feedback; and with the Common Council on August 19, 2021. Input from these session was incorporated into the final draft of the report, and key comments and takeaways are reflected in the appendix.

At the May 10, 2021 meeting of the Parks Commissions, the Commission adopted a motion to “send recommendation of the Parkland Acquisition Study to Plan Commission to purchase a parcel in southwest corner of the City for future use.” The final study will be shared with the Parks Commission for review and recommendation at their September 13, 2021 meeting, and will then be reviewed by Common Council on September 21, 2021.

## **STUDY BACKGROUND**

The study has been developed based on the recommendations of the City’s Comprehensive Outdoor Recreation Plan or “CORP”. The recommendations of the CORP are founded upon the anticipated needs of current and future population. Total park and recreation space and facilities needs are “normally expressed as a ratio of acres of land per capita (Guidelines for the Development of Local Comprehensive Outdoor Recreation Plans (n.d.). WI DNR).” Additional requirements related to distance or length per capita apply to trails. Details of the enabling legislation and requirements of the CORP may be found in the section “Legal Basis for the Preparation of a Comprehensive Outdoor Recreation Plan...” in the City of Franklin CORP. A copy of the adopted 2030 CORP can be viewed at: <https://www.franklinwi.gov/Departments/Planning/Comprehensive-Outdoor-Recreation-Plan-2030.htm>

The current City of Franklin CORP was adopted April 4, 2011 and an update was approved by Common Council on January 1, 2015. The update extended its recommendations to 2030. As with all planning documents, the CORP is iterative; it builds upon the recommendations of previous policy, in this case, the “2002 CORP” adopted in February, 2002. Future versions of the CORP will incorporate and update the vision presented in the 2030 CORP.

Since the CORP’s adoption, only one new park has been purchased: a future park on Lovers’ Lane which was aquired under the previous scope of this project.

The Parkland Acquisition Study before you today is not intended to supersede the existing CORP, but to make recommendations based on the City’s existing policy, to enable the City to thoughtfully deploy funds collected under that policy. It is a decision tool to identify what aspect of the outdoor recreation policy the City intends to pursue next. The Study offers a number of scenarios for parkland acquisition that may be used to plan for required match funds and focus park development efforts.

## **ANALYSIS**

The final draft of the study is attached for review. It contains six scenarios for spending of impact fees, with information about the estimated cost for such a project, the percentage of that cost that is eligible for impact fees, and the required match of general funds.

## **PLANS FOR 2022 IMPACT FEES**

The Parkland Acquisition Study does not include recommendations for 2022 use of impact fees. As part of their initial analysis, Vandewalle and Associates identified spending horizons for park impact fees: limits to how long the City may hold those fees without spending them. When the fees expire, they will need to be rebated. This includes an immediate need to spend those funds expiring at the end of 2022. The report notes that:

“Wis. Stat. 66.55 requires that municipalities spend accumulated impact fees within a “reasonable period of time,” or else they must be rebated to the current owner of the property with respect to which the impact fees were imposed. In 2015, the City of Franklin adopted an ordinance establishing a ten-year timeframe for using impact fees with the authority to extend the time limit by an additional three years, if needed because of extenuating circumstances or hardship. In 2016, the City adopted Resolution 2016-7177, which utilized the three-year extension for fees collected after April 10, 2006, and established a deadline of December 31,

2022, for the expenditure of these funds. It was determined that an extension was needed because the global economic recession created extenuating circumstances that could be reasonably expected to create a hardship in meeting the ten-year time limit. There is no provision in City ordinance for further extensions, so the new deadline must be met. The State subsequently amended the statute to require reversion in eight years (Wis. Stat. §66.0617(9)) (Parkland Acquisition Study, 2021).”

The accumulated impact fees for 2022 total approximately \$1.2 million. City of Franklin staff have undertaken efforts to plan for how best to allocate those funds appropriately within the 2022 budget, which has been discussed at Parks Commission and incorporated into the Capital Improvement Planning currently underway.

The draft Study therefore looks further into the future, to consider how to accomplish the goals of the CORP including possible acquisitions of larger parks, trails, and development of public lands to be donated to the City, with an eye towards preventing a similar future surplus that creates an administrative and logistical burden.

### PROPOSED SCENARIOS FOR THE FUTURE USE OF IMPACT FEES

The Parkland Acquisition Study proposes six scenarios – Scenarios A-F – for the future use of impact fees to acquire new parks. The scenarios focus on parkland types that were identified as priorities through the input process: trails, community parks of varying sizes, neighborhood parks, and property to be dedicated to the City by Waste Management, which is designated in the CORP as “The Metro Conservancy Special Park.”

Park types are defined by the CORP; preferred types are **noted in bold**:

- Regional Public Outdoor Recreation Land: 250+ acres, 10 miles service area
- Multi-Community Public Outdoor Recreation Land: 100+ acres, Service area based on community density – between 4 and 10 miles
- **Community Level Public Outdoor Recreation Land**: 25-99 acres, 2 mile service area
- Community Playfields: 10-20 acres, no defined service area in CORP. Active recreation
- **Neighborhood Level Public Outdoor Recreation Land**: ~5-25 acres, 1 mile service area
- Neighborhood Playground: ~8+ acres; “neighborhood” service area
- Mini Level Public Outdoor Recreation Land (Playlots and Totlots): <5 acres; 1/8 mile service area
- **Trails**
- **Special Parks** – varies: includes all-abilities parks, conservancy lands etc.

The scenarios assume a land value of \$40,000 per acre, and vary in terms of required “matches” or additional dollars from the City’s General Fund which must be provided in addition to impact fees. Of these scenarios, each has varying costs and benefits. The most conspicuous is the amount of funding required; however the City has a stated goal of providing a high quality of life. Parks are an invaluable asset to any community. There are a number of factors to weigh, and while the scenarios are not presented in any preferential order, staff notes that there is a community demand for new parks that can accommodate a variety of different uses and activities, as well as connectivity through trails.

### ACTION REQUESTED

Department of City Development requests the recommendation of the Plan Commission to Common Council on a preferred strategy or strategies for Parkland Acquisition.



# PARKLAND ACQUISITION STRATEGY

---

CITY OF FRANKLIN, WISCONSIN



September 1, 2021

Prepared by:  
VANDEWALLE &  
ASSOCIATES INC.   
Madison . Milwaukee

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## INTRODUCTION

The City of Franklin has identified a need for a short-term and longer-term strategy to utilize its accumulated park impact fees. In 2021, the City of Franklin retained Vandewalle and Associates to prepare this Parkland Acquisition Strategy Report and foster a conversation about the City's park impact fees. The purpose of this Parkland Acquisition Strategy is to document the factors and requirements that influence the spending of park impact fees, provide a schedule for the utilization of accumulated park impact fees, and to provide guidance on the utilization of future park impact fees to be collected in the future.

### Summary of Recommendations from the Comprehensive Outdoor Recreation Plan: 2030 (CORP)

The City of Franklin's *Comprehensive Outdoor Recreation Plan: 2030* was adopted on April 4, 2011 and last amended in 2014. The Comprehensive Outdoor Recreation Plan (CORP) makes recommendations for future park and recreation needs, including generalized recommendations for parkland acquisition for the next ten years and beyond. The CORP contains the following relevant recommendations for parkland acquisition:

- Provide a new Regional/Multi-Community Park in the Southwest quadrant of the City in combination with the existing Franklin Savanna. Franklin Savanna is an undeveloped oak savanna owned by Milwaukee County and is designated as a State Natural Area.
- Recognizing that most existing neighborhoods are fully built out, there are limited options for new Neighborhood Parks in the developed part of the City. Work with the Franklin School District to provide active recreation at future school sites.
- Provide five new Mini Parks of at least one acre each within developed areas of the City that cannot be served by a Neighborhood Park because of inadequate and/or insufficient vacant land.

The CORP has been incorporated by reference into the City of Franklin's *Comprehensive Master Plan*.

### Goals for Parkland Acquisition

The Parks Commission has identified the following goals for parkland acquisition, based on CORP recommendations and known needs for the park system.

- A. Utilize accumulated park impact fees to offset the impact of development and provide adequate parkland for the City's current and future population.
- B. Utilize park impact fees to acquire land for a Neighborhood Park or Community Park of 20 acres or more. This would fulfill the City's need for additional parkland in the southwest portion of the City, where future residential growth is planned. A park of this size is desirable because it could accommodate a wide range of recreation uses and because it is more cost-effective to maintain than several Mini Parks.
  - The new park should provide a space for special events, as the City currently does not have many open areas suitable for large public or private events and festivals.
  - The new park should serve multiple purposes, including a mix of passive and active recreation uses. The park should include large open areas that can be repurposed as needed, including for special events and for field sports (e.g., soccer, football, lacrosse, ultimate, rugby). Additionally, the park should include spaces for court-based sports (e.g., basketball, tennis, pickleball, volleyball). In areas not suitable for active recreation because of geographic or environmental constraints, passive recreation features (such as trails, natural areas, and seating areas) should be provided.

- Combine new parkland with existing parks and conservation lands in order to maximize the size of the new park. If the combined park area were to be 100 acres or more, the park could be classified as a Regional/Multi-Community Park, as defined by the CORP.
  - Combining new parkland with the Waste Management Conservation Easement lands reflects another opportunity to maximize the size of a new park.
  - Develop the new park over a period of time as needs evolve and as funds become available.
- C. Utilize park impact fees to connect existing and future parks and open space with trails. Develop trail connections between parks in as many locations as feasible.
- Connect the 116<sup>th</sup> Street Trail to Franklin Savanna along Ryan Creek and onward to the Oak Leaf Trail.
  - Explore other potential trail connection options.
- D. Add desired facilities to the park system, including dog amenities, pickleball (8+ courts), and an ice skating rink.

## Parkland Acquisition Strategy

The process for determining how to best utilize park impact fees involves three main steps with several sub-steps. It is an iterative process, meaning that it repeats or restarts as needed. As park impact fees are spent or accumulated, it will be important continually to reconfirm assumptions and update the strategy. Refer to the graphic on page 6 of this report for a summary of this process. Background information on the expiration of park impact fees and required matching funds is provided on page 7 of this report.

### Step One: Fund Analysis

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#### 1.) Review Existing Park Impact Fee Collection/Expiration Schedule

The park impact fee collection and expiration schedule will guide the overall project schedule to ensure fees are utilized prior to the mandatory reversion deadlines. Utilization of funds will focus on two goals: 1.) identify all funds that are nearing the reversion deadline and develop a strategy for near-term use of funds for acquisitions or park improvements; 2.) identify funds that can be combined for use in larger-scale and longer-term acquisitions or park improvements. Development of a year-by-year summary of collection and expiration of funds will help determine overall cash flow and budgets for park acquisition.

#### 2.) Develop Plan for Utilization for Expiring Funds

Utilization of funds with a near-term expiration date is key to avoid reversion of funds because of the utilization requirement for impact fees. These funds could be used for a large land acquisition or small-scale acquisitions within existing park-deficient neighborhoods. Funds may also be used in limited cases for projects within newer existing parks.

As plans to utilize impact fee funds are developed, the City should determine the match requirement and coordinate with the annual City budgeting process to ensure that matching funds are available when needed.

#### 3.) Reserve Other Park Impact Fees for Longer-Term Investments

Park impact fees with later expiration dates can be targets for larger-scale acquisitions or park improvements through the accumulation of funds over time. The City could consider applying for state or federal grants to increase the total amount of funds available for such projects.

## Step Two: Project Concept and Partnerships

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### 1.) Develop Park Concept/Program

The creation of a programmatic concept plan for a hypothetical Community Park will guide the property characteristics for future acquisitions. This concept will focus on defining programmatic goals for the park along with environmental characteristics and acreage needs. Key questions and decision points include: Should the park be used primarily for active recreation, passive recreation, or a combination of the two? What park facilities are desired (ballfields, playgrounds, structures, parking, etc.)? Approximately how many acres are needed to accommodate the desired park concept/program?

### 2.) Leverage Grant and Partnership Opportunities

The City should work to identify any complementary partnerships (Franklin School District, club sports, community agencies, etc.) along with local, state, and federal grant programs that could offer an opportunity to bring additional funds to a given project through matching grants or partnerships. While the percentage of the impact fee participation does not change based on matching fund source, there are advantages to exploring grant and partnership opportunities. Specifically, the City's funds and impact fees can be used as a match required by grant programs, so the City should explore opportunities for local, state, and federal grants that could be used to enhance desired park projects. For example, the Knowles-Nelson Stewardship grant program could enable the City to acquire acres of natural area that it would have had the ability to purchase with City funds and park impact fees alone.

Additionally, the City should maintain an ongoing dialogue with the Franklin School District on its plans and timelines for investing in recreational facilities. That way, both parties can identify opportunities to reduce redundancies and collaborate where possible. Other community agencies, public service organizations, and private clubs and leagues that use or provide recreational facilities also have potential for collaboration with the City on future facilities. Such collaborations can maximize benefits for all partners. For example, the City of Sun Prairie and the Sun Prairie Area School District collaborated to design Creekside Elementary School, a six-acre elementary school adjacent to a six-acre city neighborhood park containing shared recreational facilities. The two entities worked together in the design and implementation of the campus.

## Step Three: Property Acquisition and New Recreational Facility Installation

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### 1.) Investigate Property Opportunities in Southwest Quadrant

Utilizing the park concept/program developed in Step Two as a basis for property targets within the Southwest quadrant, the City should begin a detailed property search to align potential acreage, environmental conditions, and adjoining land uses. Specific tasks include:

- a. Identify parcel ownership patterns, acreages, and proximity opportunities;
- b. Evaluate environmental constraints and planned land use;
- c. Evaluate property assessments and market conditions (approximate price per acre);
- d. Identify potential target parcels that address the park concept/program and project goals;
- e. Identify parcels currently listed and potential targets that are not listed for sale; and
- f. Research current land price trends, listings, and comparable sales.

### 2.) Begin Property Owner Outreach

After evaluating a wide range of potential properties, the City should identify a shorter list of potential target properties that best meet the City's goals and concept plan. The City then should reach out to property owners to better understand availability and potential price requirements for the target properties. The City should consult legal counsel to determine the best approach for property owner outreach in accordance with state statutes. After gaining a



better understanding of land availability and potential price ranges, the City should identify the specific property or properties to target for acquisition.

**3.) Acquire Property**

While each property acquisition is different, the general steps for property acquisition involve negotiating a price, making a formal offer, and preparing purchase documents with legal counsel. The City should consult legal counsel to determine the best approach for each of these steps, in accordance with Wis. Stat. 62.22(1) and other applicable laws. When purchasing parkland, the City should utilize park impact fees to the maximum extent possible, using expiring fees first.

**4.) New Recreational Facility Installation**

If the City has acquired parkland and is developing it, the City should adjust the programmatic concept plan developed in Step Two to fit the new property. If the City is adding a new recreational facility to an existing park, the City should determine a precise location for the new facility. In either situation, this step involves determining specific locations for new recreational facilities and adjusting the concepts in response to the actual conditions, limitations, and advantages of the site.

Once this is determined, the City will need to develop detailed construction drawings for the new facilities. The next step is to construct the new facility or facilities expending both park impact fees and expiring fees first.

**Approximate Land Value:**

Current range (4/15/21): \$11,000-\$55,000 per acre

# City of Franklin PARK IMPACT FEE STRATEGY



- ① Review Existing Park Fee Collection/Expiration Schedule
- ② Develop Plan for Utilization for Expiring Funds
- ③ Reserve Other Park Fees for Longer-Term Investments



- ① Develop Park Concept/Program
- ② Leverage Matching and Partnership Opportunities



- ① Investigate Property Opportunities in Southwest Quadrant
- ② Begin Property Owner Outreach
- ③ Acquire Property
- ④ New Recreational Facility Installation

## PROJECTS ELIGIBLE FOR PARK IMPACT FEES AND REQUIRED MATCHING FUNDS

When a new home or subdivision is built, those residents will need additional public facilities or infrastructure, including parks. Impact fees allow for new residential developments to support their own future needs in the City, rather than asking current residents to pay entire cost of those facilities. Municipalities have the authority to impose impact fees on developers under Wis. Stat. 66.55 in order to “to pay for the capital costs that are necessary to accommodate land development.” Per Wis. Stat. 66.55(1)(a), capital costs include “costs to construct, expand or improve public facilities, including the cost of land, and including legal, engineering and design costs,” but not the cost of equipment. In practice, this means that park impact fees can be spent for the following purposes:

- Acquisition of land for parks to accommodate new population growth and costs associated costs with land acquisition (acquisition studies, real estate transaction costs, etc.);
- Park master planning and park design services; and
- Park improvements, meaning the addition of new facilities within any park to accommodate new population growth. Improvements could include items such as tennis courts, dog amenities, splashpads, restrooms, fitness stations, etc. Park improvements include the expansion of park features but do *not* include maintenance or replacement of existing park features.

As described above, park impact fees can be used only for park projects that accommodate new population growth associated with residential development. For this reason, most park projects are not eligible to be 100 percent funded by park impact fees. Therefore, expenditure of park impact fees almost always will require additional “matching funds” from the General Fund or other City financial resources to fund the full project cost.

*The City of Franklin Public Facilities Needs Assessment and Impact Fee Study (March 2020)* describes the percentage of any given park project that is eligible to be funded through park impact fees. The percentage varies by park classification (Community Park, Neighborhood Park, etc.). The following table, excerpted from the Impact Fee Study, provides the maximum percentage and total dollar amount that may be funded by park impact fees for previously planned projects. “Previously planned projects” refers to park projects that generally were conceived in the City’s Comprehensive Outdoor Recreation Plan at the time the Impact Fee Study was completed. As shown in the following table, only 36 percent of total project costs for Community Parks and Special Parks can be covered by park impact fees, whereas impact fees can make up a relatively higher percentage of costs for Neighborhood Parks (47 percent), Mini Parks (43 percent), and Trails (62 percent).

**Figure 1: Costs Eligible for Impact Fees – Previously Planned Project (Impact Fee Study, 2020)**

Category	Total Project Cost	% Eligible	\$ Eligible
Community Parks	\$ 6,225,971	36%	\$ 2,241,350
Neighborhood Parks	4,057,555	47%	1,907,051
Mini Parks	1,738,016	43%	747,347
Special Parks	1,053,669	36%	379,321
Trails	2,379,425	62%	1,475,244
Total			\$ 6,750,312

The amount and percentage of total project costs eligible for park impact fees varies significantly, and so this becomes a primary driver in the City's near-term parkland acquisition strategy. The City wishes to spend more than park impact fees in a relatively short amount of time, as some park impact fees will expire in early 2024. Therefore, the best approach is to target park projects with a relatively high rate of impact fee eligibility (and therefore lower match requirement). Otherwise, the City will be in the challenging position of coming up with a large amount of matching funds in order to use the expiring park impact fees.

### Time Limits for Utilizing Impact Fees

Wis. Stat. 66.55 requires that municipalities spend accumulated impact fees within a "reasonable period of time," or else they must be rebated to the current owner of the property with respect to which the impact fees were imposed. In 2015, the City of Franklin adopted an ordinance establishing a ten-year timeframe for using impact fees with the authority to extend the time limit by an additional three years, if needed because of extenuating circumstances or hardship. In 2016, the City adopted Resolution 2016-7177, which utilized the three-year extension for fees collected after April 10, 2006, and established a deadline of December 31, 2022, for the expenditure of these funds. It was determined that an extension was needed because the global economic recession created extenuating circumstances that could be reasonably expected to create a hardship in meeting the ten-year time limit. There is no provision in City ordinance for further extensions, so the new deadline must be met. The State subsequently amended the statute to require reversion in eight years (Wis. Stat. §66.0617(9)).

### Preliminary Timeline for Expenditure of Funds

Scenarios for spending down the accumulated park impact fee fund balance have been provided on the following pages. The scenarios are provided for preliminary discussion purposes and achieve different levels of success in meeting the City's goals. The scenarios were developed based on the City's park classifications (Community Park, Neighborhood Park, etc.), and reflect a range of possible outcomes for utilization of park impact fees. The scenarios are not driven by the amount of City match required, nor are they ranked or evaluated based on City budgetary impact. As the City discusses the various scenarios, it will become evident that some are more practical than others, and several may be eliminated because of the significant amount of City match required. At this stage, however, this report does not endorse any one scenario over another.

Each scenario avoids rebating funds by utilizing accrued funds ahead of the monthly and yearly rebating deadline. The estimated amount of park impact fees remaining under each scenario are also provided. This figure reflects the \$2.35M in accumulated park impact fees available as of August 2021. Negative numbers indicate a need to utilize future park impact fees not yet collected. All scenarios assume a land value of \$40,000 per acre. This figure is a conservative estimate based on land values in spring of 2021.

The six scenarios provided on the following pages implement the CORP by acquiring/improving land for a Community Park on the Southwest side and/or by acquiring/improving land for trails. Four scenarios that *diverge* from the CORP are provided in the Appendix of this report. These scenarios include a new Neighborhood Park rather than a larger Community Park. Implementing a scenario that diverges from the CORP would require an amendment to the CORP as well as an update of the Impact Fee Study. Such updates would likely result in a change to the percentage of the project that is eligible for impact fees and resulting match requirement.

Figure 2 shows the amount of funds that will expire *on or before* December 31 each year. When park impact fees are spent, the "funds expiring by year" figures in Figure 2 will need to be updated to reflect funds spent. The City has been successful spending older funds at risk of expiring first and tracking accordingly, and this practice should continue. The City is in the process

of developing a spending plan to utilize funds expiring in 2022. No impact fees are listed as available for use in 2023, as they are accounted for in current planning. Therefore, the next park impact fees are set to expire in early 2024. Since funds expire in the month collected, a spending schedule broken down by month should be developed once a desired scenario is selected.

**Figure 2: Funds Expiring by Year**

Funds Expiring By Year	Cumulative	Year Collected	Term
2023	\$0	n/a*	8 years
2024	\$209,983	2016	8 years
2025	\$66,591	2017	8 years
2026	\$869,037	2018	8 years
2027	\$948,902	2019	8 years
2028	\$259,254	2020	8 years
<b>Total</b>	<b>\$2,353,767</b>		

\*No impact fees are listed as available for use in 2023. This is due to the change in term under Wis. Stat. §66.0617(9), in combination with the fact that funds expire in the month collected. Funds are accounted for in current planning.

**Figure 3: Scenario A**

Scenario A - Trails Only				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	62%	38%
<b>Trails</b>	Land Acquisition & Trail Improvement	\$ 3,796,000	\$ 2,353,520	\$ 1,442,480
	<b>Total</b>	<b>\$3,796,000</b>	<b>\$ 2,353,520</b>	<b>\$ 1,442,480</b>

Park Impact Fees Remaining: \$247

- Utilize all funds on land acquisition and improvement of trails – option to scale back as needed
- Covers all impact fees expiring through 2028

**Figure 4: Scenario B**

Scenario B - Implement CORP with 30-Acre Community Park				
Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	36%	64%
<b>Community Park (30 acres)</b>	Land Acquisition	\$ 1,200,000	\$ 432,000	\$ 768,000
	Park Improvements	\$ 5,400,000	\$ 1,944,000	\$ 3,456,000
	<b>Total</b>	<b>\$6,600,000</b>	<b>\$ 2,376,000</b>	<b>\$4,224,000</b>

Park Impact Fees Remaining: -\$22,233

- Previously planned Community Park, Southwest quadrant
- Covers all impact fees expiring through -2028
- Large match requirement (\$4.2M)

**Figure 5: Scenario C**

<b>Scenario C - Implement CORP with 80-Acre Community Park</b>				
<b>Park Type (Size)</b>	<b>Activity</b>	<b>Total Project Cost</b>	<b>Impact Fee</b>	<b>Required City Match</b>
		100%	36%	64%
<b>Community Park (80 acres)</b>	Land Acquisition	\$ 3,200,000	\$ 1,152,000	\$ 2,048,000
	Park Improvements	\$ 5,400,000	\$ 1,944,000	\$ 3,456,000
	<b>Total</b>	<b>\$ 8,600,000</b>	<b>\$ 3,096,000</b>	<b>\$ 5,504,000</b>

Park Impact Fees Remaining: -\$742,233

- Previously planned Community Park, Southwest quadrant – acquisition and improvements
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees
- Large match requirement (\$5.5M)

**Figure 6: Scenario D**

<b>Scenario D - Implement CORP by Improving Waste Management Property as Community Park</b>				
<b>Park Type (Size)</b>	<b>Activity</b>	<b>Total Project Cost</b>	<b>Impact Fee</b>	<b>Required City Match</b>
		100%	36%	64%
<b>Community Park, Waste Management Property (168.1 acres)</b>	Park Improvements	\$ 5,400,000	\$ 1,944,000	\$ 3,456,000
	<b>Total</b>	<b>\$ 5,400,000</b>	<b>\$ 1,944,000</b>	<b>\$ 3,456,000</b>

Park Impact Fees Remaining: \$409,767

- Utilize funds to improve Waste Management lands to be donated to the City
- Covers impact fees through 2026 future projects needed to utilize remaining park impact fee balance
- Large match requirement (\$3.4M)

**Figure 7: Scenario E**

<b>Scenario E - Implement CORP with 60-Acre Community Park and Trails</b>				
<b>Park Type (Size)</b>	<b>Activity</b>	<b>Total Project Cost</b>	<b>Impact Fee</b>	<b>Required City Match</b>
<b>Community Park (60 acres)</b>		100%	36%	64%
	Land Acquisition	\$ 2,400,000	\$ 864,000	\$ 1,536,000
<b>Trails</b>	Land Acquisition &	100%	62%	38%
	Trail Improvement	\$ 3,000,000	\$ 1,860,000	\$ 1,140,000
	<b>Total</b>	<b>\$ 5,400,000</b>	<b>\$ 2,724,000</b>	<b>\$ 2,676,000</b>

Park Impact Fees Remaining: -\$370,233

- Previously planned Community Park, Southwest quadrant – acquisition only
- Previously planned Trails – acquisition and/or improvement
- Covers all impact fees expiring through 2028 and relies on future park impact fees

**Figure 8: Scenario F**

<b>Scenario F - Implement CORP with 60-Acre Community Park &amp; Improve a Neighborhood Park</b>				
<b>Park Type (Size)</b>	<b>Activity</b>	<b>Total Project Cost</b>	<b>Impact Fee</b>	<b>Required City Match</b>
<b>Community Park (60 acres)</b>	Land Acquisition	100%	36%	64%
		\$ 2,400,000	\$ 864,000	\$ 1,536,000
<b>Neighborhood Park, Existing or Previously Planned</b>	Park Improvements (Pickleball, Ice Rink, etc.)	100%	80%	20%
		\$ 3,350,000	\$ 2,680,000	\$ 670,000
<b>Total</b>		<b>\$ 5,750,000</b>	<b>\$ 3,544,000</b>	<b>\$ 2,206,000</b>

Park Impact Fees Remaining: -\$1,190,233

- Previously planned Community Park, Southwest quadrant – acquisition only (land bank for future improvement)
- Add new facilities to existing Neighborhood Parks (new growth)
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees

### The “Do Nothing” Scenario

If the City does not spend the funds that are set to expire at the end of 2022, it will have to rebate the funds with interest. This option creates many technical, legal, and logistical challenges of its own. For example, the City would have to determine how much needs to be rebated, what interest has accrued, and what person or entity to send the funds to. State law has clarified that the funds cannot be rebated to the current owner of the dwelling unit that was charged the impact fee, rather it must be provided to the entity that originally paid the impact fee. In some cases, those firms may no longer exist or may have reorganized. The effort associated with properly rebating the funds would be very costly and time-consuming.

In order to avoid a rebating situation in the future, the City should continually revisit and update the Parkland Acquisition Strategy and park impact fee spending plan. This process should occur on an annual basis or whenever park impact fees are utilized or accumulated in order to ensure that the City always has a proactive plan for spending park impact fees well in advance of their expiration date. This process also should occur in conjunction with the annual City budgeting process to ensure that matching funds are available when needed.

## Staffing and Maintenance Needs

There are many different ways to determine staffing and maintenance needs for additions to the City’s parks system. As the specifics of the future park(s) to be acquired are yet to be determined, it is difficult to provide a precise estimate. One approach is to consider the Parks Department’s current budget as compared to the number of park acres currently maintained by the Parks Department and extrapolate the proportional budget impact that would be created by a new park. As shown in Figure 9, based on a five-year average of Parks Department budgets (2017-2021) that support roughly 251 acres of parkland, the budgetary impact of a new park would be \$687 per acre per year. Accordingly, a new 25-acre park would have an annual budget impact of \$17,175, which includes personnel, equipment, contractual services, and other services. This assumes that in the future the Parks Department will provide a level of service and maintenance comparable to that of the past five years.

**Figure 9: Parks Dept. Budget, 2017-2021**

	<b>Dept 0551 - Parks Budget</b>	<b>Park Acres Maintained</b>
<b>2017</b>	\$167,684	250.3
<b>2018</b>	\$151,914	251.5
<b>2019</b>	\$160,702	251.5
<b>2020</b>	\$186,448	251.5
<b>2021</b>	\$196,343	251.5
<b>Average</b>	\$172,618	251.3
<b>Annual Budget per Acre</b>		\$687
<b>Annual Budget Impact of a 25-acre Park:</b>		\$17,175

If the future park were to have higher than average maintenance needs, perhaps because of specialized facilities or an especially high level of use, this figure could be higher. This exercise is intended to provide an “order of magnitude” impact on the future Parks Department budget, considering the many factors that are still unknown or yet to be determined.

## Recommendations for the Future Consideration

- Update the Comprehensive Outdoor Recreation Plan, particularly to reflect current needs for new parks and recreational facilities within the City and to maintain eligibility for state and federal recreational grants. When updating the CORP, consider the percentage that each park project is eligible to be funded through park impact fees.
- Consider updating City’s Impact Fee Ordinance of the Municipal Code to include a policy that places preference on the dedication of land (rather than payment of park impact fees) to acquire parkland as development occurs.
- Update the City’s Official Map (Chapter 58 of Franklin Municipal Code) to reserve land for future parks and recreation trails recommended in the Comprehensive Outdoor Recreation Plan, as provided for in Wis. Stat. 66.23(6).
- Considering that trail development is a priority, the City should require developers to dedicate trails on an outlot as development occurs or as land is platted. A comprehensive map of desired trails such as an Official Map will be important to achieve this. To ensure implementation, the City will need communicate this policy to all department heads involved in the development review process.
- In order to encourage the use of outside funds for parkland acquisition and improvements, consider revising City policies to allow outside funding sources such as grants to be used as the City matching funds when park impact fees are used.



## **Appendix:**

- A. Franklin School District Recreational Facilities
- B. Table of Funding Resources
- C. City of Franklin Public Facilities Needs Assessment and Impact Fee Study (excerpt)
- D. City of Franklin Resolution 2016-7177, Extending Time Limit for Using Impact Fees
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## APPENDIX A. FRANKLIN SCHOOL DISTRICT RECREATIONAL FACILITIES

### **Existing Facilities:**

Franklin School District Facilities are available to the community with some restrictions. They are not available during school hours. The following spaces are available:

- Saber Center for the Performing Arts
- Franklin High School Stadium
- All Elementary Schools: multi-purpose rooms, gyms, outdoor green spaces (soccer fields, baseball diamonds), libraries, and classrooms after 4 p.m.
- Forest Park Middle School: gym, main commons, and certain classrooms after 4 p.m.
- Franklin High School: multi-purpose room, library, gym, cafeteria, and classrooms after 4 p.m.

Franklin School District generally relies on public facilities for recreational programming.

**Planned Facilities:** Within the next few years, Franklin School District intends to develop more multiuse athletic fields west of Forest Park Middle School in order to meet the District's growing need for open play spaces for soccer, etc.

The District also is aware of the potential need to find or add tennis courts to support the District's tennis program, should current arrangements that provide the District access to tennis courts be changed.

## APPENDIX B: TABLE OF FUNDING RESOURCES

Program	Purpose	Funding Details	Deadline (Check Agency Guidelines)	Notes	Admin. Agency	Contact
<b>Wisconsin Stewardship Programs</b>						
Aids for the acquisition and development of local parks (ADLP)	To acquire or develop public nature-based outdoor recreation areas and facilities.	<ul style="list-style-type: none"> <li>50% local match per project.</li> </ul>	May 1	<ul style="list-style-type: none"> <li>A comprehensive outdoor recreation plan is required.</li> <li>Projects must comply with ADA.</li> </ul>	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Urban Greenspace Program (UGS)	To acquire land to provide natural space within or near urban areas or to protect scenic or ecological features.	<ul style="list-style-type: none"> <li>50% local match per project.</li> </ul>	May 1	<ul style="list-style-type: none"> <li>A comprehensive outdoor recreation plan is required.</li> <li>Projects must comply with ADA.</li> </ul>	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Acquisition of Development Rights	To acquire development rights for nature-based outdoor recreation areas and facilities.	<ul style="list-style-type: none"> <li>50% local match per project.</li> </ul>	May 1	<ul style="list-style-type: none"> <li>Funds are available to acquire development rights (easements) in areas where restrictions on residential, industrial, or commercial development are in place.</li> <li>May include enhancements of nature-based outdoor recreation.</li> </ul>	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Urban Rivers Grant Program (URGP)	To acquire lands or rights in lands adjacent to urban rivers for the purpose of preserving or restoring them for economic revitalization or nature-based outdoor recreation activities.	<ul style="list-style-type: none"> <li>50% local match per project.</li> </ul>	May 1	<ul style="list-style-type: none"> <li>A comprehensive outdoor recreation plan is required to participate.</li> <li>Projects must comply with ADA.</li> </ul>	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
<b>Federal Programs</b>						
Land and Water Conversation Fund (LWCF)	To acquire or develop public outdoor recreation areas and facilities.	<ul style="list-style-type: none"> <li>50% local match per project.</li> <li>Land acquisition.</li> </ul>	May 1	<ul style="list-style-type: none"> <li>A comprehensive outdoor recreation plan is required to participate.</li> <li>Development of recreational facilities.</li> </ul>	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704
Recreational Trails Program (RTP)	To provide funds for maintenance, development, rehabilitation, and acquisition of land for motorized, non-motorized, and diversified trails.	<ul style="list-style-type: none"> <li>50% local match per project.</li> <li>Maintenance and restoration of existing trails.</li> <li>Development and rehabilitation of trailside and trailhead facilities and trail linkages.</li> <li>Construction of new trails (with certain restrictions on federal lands).</li> <li>Acquisition of easement or property for trails purchase.</li> <li>Awards may not exceed \$45,000</li> </ul>	May 1	<ul style="list-style-type: none"> <li>Funds may only be used on trails which have been identified in or which further a specific goal of a local, county or state trail plan.</li> <li>Eligible trails include water trails identified by WDNR.</li> <li>Funds may be used on trails that are referenced in a statewide comprehensive outdoor recreation plan.</li> </ul>	Wisconsin DNR	Sara deBruijn Southeast Region (414) 897-5704

Program	Purpose	Funding Details	Deadline (Check Agency Guidelines)	Notes	Admin. Agency	Contact
<b>Statewide Multi-Modal Improvement Program</b>						
Transportation Alternatives Program (TAP)	Bicycle and pedestrian facilities (on and off street); Safe Routes to School; safe routes for non-drivers; rails to trails conversion; construction of turnouts, overlooks, and viewing areas; historic preservation/rehab of historic transportation facilities.	<ul style="list-style-type: none"> <li>20% local match per project.</li> <li>Federal minimum of \$300,000 including design.</li> </ul>	<ul style="list-style-type: none"> <li>January typically</li> <li>Every other year</li> </ul>	<ul style="list-style-type: none"> <li>Federal funds administered through WisDOT.</li> <li>Incorporates three WisDOT multimodal transportation improvement programs: Safe Routes to School (SRTS), Transportation Enhancements (TE), and the Bicycle &amp; Pedestrian facilities program (BPPF).</li> </ul>	WisDOT Regional Office	Southeast Region: Jacob Varnes (262) 548-8789
Surface Transportation Program (STP)	Road improvement funds, which can be spent on a wide variety of projects, including roadway projects, bridges, transit facilities, and bicycle and pedestrian facilities.	<ul style="list-style-type: none"> <li>Funded through FAST Act.</li> <li>80%/20%.</li> <li>20% required match (funds are not awarded upfront but are reimbursed).</li> </ul>	<ul style="list-style-type: none"> <li>July</li> <li>6-year project cycle</li> </ul>	<ul style="list-style-type: none"> <li>Facilities for pedestrians and bicycles.</li> <li>System-wide bicycle planning.</li> <li>Three sub-programs: Urban, Rural, Bridges.</li> </ul>	WisDOT	Southeast Region: Jacob Varnes (262) 548-8789
<b>Federal Transit Administration Grants</b>						
Capital Investment Grants	Transit capital projects; includes intermodal facilities such as bicycle racks on buses and bicycle parking at transit stations; most funds are to be directed toward transit itself.	<ul style="list-style-type: none"> <li>Discretionary local match.</li> </ul>	Early spring	<ul style="list-style-type: none"> <li>Funding for this program is allocated on a discretionary basis and requires a multi-year process.</li> </ul>	WisDOT	Aileen Switzer (608)266-5791
Congestion Mitigation and Air Quality (CMAQ) Improvement Program	Funds projects that will reduce vehicle trips and miles, reduce emissions because of traffic congestion, or reduce the per mile rate of vehicle emissions.	<ul style="list-style-type: none"> <li>20% local match per project (funds are not awarded upfront but are reimbursed).</li> </ul>	April - June	<ul style="list-style-type: none"> <li>Limited to Milwaukee, Kenosha, Racine, Ozaukee, Waukesha, Washington, Sheboygan, Kewaunee, Manitowoc, Walworth, and Door Counties.</li> </ul>	Federal Transit Authority WisDOT SEWRPC	Southeast Region: Jacob Varnes (262) 548-8789
<b>Federal Highway Administration Safety Funds</b>						
Highway Safety Improvement Program (HSIP)	Funds safety projects at sites that have experienced a high crash history. Emphasis is on low-cost options that can be implemented quickly, including intersection improvements.	<ul style="list-style-type: none"> <li>10% local match per project.</li> </ul>	August	<ul style="list-style-type: none"> <li>Communities must include 5 years of crash data.</li> </ul>	WisDOT	Southeast Region: Jacob Varnes (262) 548-8789
<b>US Department of Transportation</b>						
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	Investment in road, rail, transit, and port projects. Funding for multi-modal, multi-jurisdictional projects.	<ul style="list-style-type: none"> <li>20% local match per project.</li> </ul>	Spring/Summer	<ul style="list-style-type: none"> <li>Eligible for transit agencies, port authorities, MPOs, and state and local governments.</li> </ul>	US DOT	(202) 366-0301

Program	Purpose	Funding Details	Deadline (Check Agency Guidelines)	Notes	Admin. Agency	Contact
<b>Other Sources</b>						
Wisconsin Main Street and Connect Communities Program	Comprehensive downtown revitalization program, which includes streetscape improvements.	<ul style="list-style-type: none"> <li>▪ \$250,000 available annually.</li> </ul>	No specific date	<ul style="list-style-type: none"> <li>▪ General downtown program.</li> <li>▪ May benefit trail enhancements through streetscaping.</li> </ul>	Wisconsin Economic Dev. Corporation (WEDC)	WEDC Regional Office (608) 210-6787
Urban Forestry Grants - Regular	Assistance for tree maintenance, planting, and public awareness.	<ul style="list-style-type: none"> <li>▪ \$1,000 to \$25,000 grants awarded with a 50% local match.</li> <li>▪ Match may include in-kind services and donations.</li> </ul>	October 1	<ul style="list-style-type: none"> <li>▪ Projects begin January 1 of the following year and must be completed within one calendar year.</li> </ul>	Wisconsin DNR Urban Forestry	Nicolle Spafford (715) 453-2188 ext 174
Urban Forestry Grants – Startup	Assistance for small projects focused on initial steps in community tree care and management.	<ul style="list-style-type: none"> <li>▪ \$4,000 to \$50,000.</li> <li>▪ Applicant may request 50% advance payment.</li> </ul>	Within 60 days of a state emergency declaration	<ul style="list-style-type: none"> <li>▪ Projects must be completed within 365 days after governor's emergency declaration.</li> </ul>	Wisconsin DNR Urban Forestry	Nicolle Spafford (715) 453-2188 ext 174
Urban Forestry Grants – Catastrophic Storm	Assistance with tree repair, removal, or replacement within urban areas following a catastrophic storm event.	<ul style="list-style-type: none"> <li>▪ \$1,000 to \$25,000 grants awarded with a 50% local match.</li> <li>▪ Match may include in-kind services and donations.</li> </ul>	October 1	<ul style="list-style-type: none"> <li>▪ Projects begin January 1 of the following year and must be completed within one calendar year.</li> </ul>	Wisconsin DNR Urban Forestry	Nicolle Spafford (715) 453-2188 ext 174
Bicycle Infrastructure & Advocacy Grant	Grants to build infrastructure that makes it easier for all people to ride bikes in their communities, including bike paths, bike lanes, trails, bridges, parking, and storage. Can also fund programs and initiatives that advocate for bikes and transform streets for bikes.	<ul style="list-style-type: none"> <li>▪ Up to \$10,000 or up to 50% of project cost.</li> <li>▪ No specific match amount, but leverage required.</li> </ul>	April and October	Applications should include performance metrics for measuring project success.	People for Bikes	Zoe Kircos (702) 726-3335
<b>Aquatic Restoration Programs</b>						
Surface Water Grant Program	Supports education and planning projects and management projects to help communities understand surface water conditions and protect and improve water quality and aquatic habitat.	<ul style="list-style-type: none"> <li>▪ Funding caps and match requirements vary by project type.</li> <li>▪ Over \$6 million provided annually.</li> </ul>	November 1	<ul style="list-style-type: none"> <li>▪ Some projects require an approved recommendation in a management plan to be eligible.</li> </ul>	Wisconsin DNR	Alison Miklyuk (608) 264-8947

**APPENDIX C: CITY OF FRANKLIN PUBLIC FACILITIES NEEDS ASSESSMENT AND  
IMPACT FEE STUDY 2020 (EXCERPT)**

# Public Facilities Needs Assessment and Impact Fee Study



## PREPARED FOR:

**City of Franklin**

9229 W. Loomis Rd  
Franklin, WI 53132

## PREPARED BY:

**Ruekert & Mielke, Inc.**

4001 Nakoosa Trail, Suite 200  
Madison, WI 53714

**Public Facilities Needs Assessment and Impact Fee Study**

*March 2020*



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**PARKS FACILITIES**

Franklin plans to continue to impose impact fees to fund parks facility improvements. Parks impact fees were last updated by R/M in 2015.

Table 5 inventories existing parks facilities.

Regional and Multi-Community Parks		Area (Acres)	Mini Parks		Area (Acres)
Root River Parkway		2,166	Lions Baseball Field		9
Whitnall Park		388	Cascade Creek		9
Oakwood Park and Golf Course		278	Friendship		2
Milwaukee County Sports Complex		132	Glen Meadows		1
Crystal Ridge		92	Dr. Lynette Fox Memorial		0.4
Franklin Park		165	Ken Windl		7
Grobschmidt Park		143	Subtotal		28
Subtotal		3,364			
Community Parks		Area (Acres)	Special Parks		Area (Acres)
Lion's Legend Park		38	Franklin Woods Nature Center		40
Froemming Park		16	Franklin Little League Complex		26
Franklin High School		77	Meadowlands Park		15
Forest Park Middle School and District Office		40	Ernie Lake		14
Subtotal		171	Mission Hills Neighborhood Wetlands		14
			Market Square		1
			Victory Creek		85
			Subtotal		194
Neighborhood Parks		Area (Acres)	Grand Total (Acres)		3,881
St. Martins Robinwood		19			
Pleasant View		24	Site Name		Length (Linear Feet)
Jack E. Workman		12	Connecting Trail System (City Controlled)		50,504
Southwood Glen		9			
Christine Rathke Memorial		7			
Pleasant View Elementary School		14			
Ben Franklin Elementary School		12			
Country Dale Elementary School		10			
Southwood Glen Elementary School		9			
Robinwood Elementary School		8			
Subtotal		124			

Table 6 shows spending by year for parks projects through 2030. These cost estimates were provided by City staff for the last impact fee update and were adjusted by R/M to reflect annual inflation. The timing for several projects has been adjusted to reflect the 2020 budget and more recent planning.



Public Facilities Needs Assessment and Impact Fee Study

Table 6 - Previously Planned Parks Projects Detail  
Parks and Recreation Facilities Needs Assessment  
Capital Improvement Plan

Improvement / Land Acquisition	Park Type	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	Total
Southwest Park-Development	Community	-	-	-	-	-	2,848,807	2,848,807	-	-	-	-	5,697,613
Planned Trails, Bicycle Routes & Linkages-Development	Connecting Trail Facilities	350,000	507,356	507,356	507,356	507,356	-	-	-	-	-	-	2,379,425
Pleasant View Neighborhood Park-Development	Neighborhood	150,000	-	-	-	-	-	-	-	-	-	-	150,000
Christine Rathke (Formerly Quarry View Park)-Development	Neighborhood	2,027	-	-	-	-	-	-	-	-	-	-	2,027
Forest Hill Neighborhood Park--Development	Neighborhood	-	-	-	1,757,770	-	-	-	-	-	-	-	1,757,770
Hillcrest Neighborhood Park-Development	Neighborhood	-	-	2,147,757	-	-	-	-	-	-	-	-	2,147,757
Mini-Park #1	Mini	-	-	-	-	-	-	347,603	-	-	-	-	347,603
Mini-Park #2	Mini	-	-	-	-	-	-	347,603	-	-	-	-	347,603
Mini-Park #3	Mini	-	-	-	-	-	-	-	347,603	-	-	-	347,603
Mini-Park #4	Mini	-	-	-	-	-	-	-	-	347,603	-	-	347,603
Mini-Park #5	Mini	-	-	-	-	-	-	-	-	-	347,603	-	347,603
Meadowlands Park-Development	Special	42,156	-	-	-	-	-	-	-	-	-	-	42,156
Franklin Woods Nature Center--Development	Special	-	-	-	-	756,282	-	-	-	-	-	-	756,282
Mission Hills Neighborhood Wetlands-Development	Special	47,299	-	-	-	-	-	-	-	-	-	-	47,299
Mahr Woods Special Park-Development	Special	-	-	-	-	-	-	-	-	-	-	207,931	207,931
Park Improvements - Development	Community	250,000	278,358	-	-	-	-	-	-	-	-	-	528,358
All-Inclusive Park - Development	All-Inclusive	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
<b>Total</b>		<b>\$841,482</b>	<b>\$785,714</b>	<b>\$2,655,114</b>	<b>\$2,265,127</b>	<b>\$1,263,639</b>	<b>\$2,848,807</b>	<b>\$3,544,013</b>	<b>\$347,603</b>	<b>\$347,603</b>	<b>\$347,603</b>	<b>\$207,931</b>	<b>\$15,454,636</b>

Notes:  
Projects and associated costs provided by City of Franklin Staff  
Costs adjusted for annual inflation from 2015 to 2020 using ENR's Construction Cost Index

The project Park Improvements refers to upgrades needed to existing facilities in any park to accommodate new growth. These improvements include such items as lighted or unlighted tennis courts, dog parks, splashpads, restrooms, and fitness stations. They expand park features and are not maintenance or replacement of existing park features.

Table 7 summarizes the total costs and shows acres for each project except for trails, which are measured in linear feet.

Table 7 - Previously Planned Parks Projects Summary		
Project	Cost	Acres
<b>Community Parks</b>		
Southwest Park-Development	\$ 5,697,613	200
Park Improvements - Development	528,358	-
Subtotal	6,225,971	200
<b>Neighborhood Parks</b>		
Forest Hill Neighborhood Park--Development	1,757,770	40
Pleasant View Neighborhood Park-Development	150,000	14
Christine Rathke (Formerly Quarry View Park)-Development	2,027	9
Hillcrest Neighborhood Park-Development	2,147,757	20
Subtotal	4,057,555	83
<b>Mini Parks</b>		
Mini-Park #1	347,603	3
Mini-Park #2	347,603	3
Mini-Park #3	347,603	3
Mini-Park #4	347,603	3
Mini-Park #5	347,603	3
Subtotal	1,738,016	15
<b>Special Parks</b>		
Meadowlands Park-Development	42,156	15
Mission Hills Neighborhood Wetlands-Development	47,299	15
Franklin Woods Nature Center--Development	756,282	40
Mahr Woods Special Park-Development	207,931	30
Subtotal	1,053,669	100
<b>Trails</b>		
	Cost	Linear Feet
Planned Trails, Bicycle Routes & Linkages-Development	2,379,425	43,547
Subtotal	2,379,425	43,547
<b>Total \$ 15,454,636</b>		

The total cost for planned projects in the update from 2015 exceeded \$29.3 million. Several of these projects have been completed since the update. The community center had to be removed from consideration for impact fees because of changes in state law.

Table 8 shows how much of Franklin’s previously planned projects are eligible to be funded through impact fees. These cost percentages from the prior study apply only to the previously planned projects. (New projects would use the process described below for Tables 12 through 14 to determine the percentages that would be eligible for impact fees for these projects.)

Community Parks	36%
Neighborhood Parks	47%
Mini Parks	43%
Special Parks	36%
Trails	62%

Taking the costs from Tables 6 and 7 and applying the percentages from Table 8 produce the following costs in Table 9.

Category	Total Project Cost	% Eligible	\$ Eligible
Community Parks	\$ 6,225,971	36%	\$ 2,241,350
Neighborhood Parks	4,057,555	47%	1,907,051
Mini Parks	1,738,016	43%	747,347
Special Parks	1,053,669	36%	379,321
Trails	2,379,425	62%	1,475,244
<b>Total</b>			<b>\$ 6,750,312</b>

Impact fees are calculated in Table 10. The existing fund balance for parks impact fees is deducted from the eligible costs since those dollars were already collected to pay for these projects. The population forecast runs only through 2030 to match the planning period for the projects.

Public Facilities Needs Assessment and Impact Fee Study

Forecast 2030 Population	39,406				
Estimated Current Population	<u>36,516</u>				
Population Growth	2,890				
Costs Eligible for Impact Fees	\$ 6,750,312				
Less Existing Park Fund Balance	<u>4,982,477</u>				
Costs to be Charged through Impact Fees	\$ 1,767,835				
Recommended Fee per Person	\$ 612				
Development Type	Assumed People per Unit	Forecast Units	People per Development Type	Recommended Fee per Development Type	Total Forecast Fees
Single-family or Two-family Dwelling Unit *	3.08	723	2,225	\$ 1,883	\$ 1,361,233
Multi-family Dwelling Unit **	2.00	<u>332</u>	665	\$ 1,223	406,602
Total		1,055	2,890		\$ 1,767,835

\* Extrapolated based on US Census data and Milwaukee Metropolitan Sewage District data.  
 \*\* Assumes 2 people per unit on average.

The recommended fees are less than the current fees because many of the projects proposed in the prior study have been completed, and no new ones have been added.

If any new projects are added, this study can be amended by completing the tables below. New projects would use the same standards, but the inventory would include all the planned projects, and the forecast would include growth through 2040. The new projects would be added in the column Additions, and the financial model would calculate what share of the projects would be eligible to be recovered through impact fees. The population forecast in Table 11 runs to 2040 for new projects since these projects may occur beyond 2030.

Category	Service Standard (per 1,000 Population)	Population		2040 Population	
		Estimate	Current Goal	Estimate	2040 Goal
Regional and Multi-Community Parks (Acres)	92	36,516	3,364	43,576	4,014
Community Parks (Acres)	10		371		443
Neighborhood Parks (Acres)	6		206		246
Mini Parks (Acres)	1		43		51
Special Parks (Acres)	10		378		452
Trails (Linear Feet)	2,576		94,051		112,235

Category	Inventory including Planned Projects	Current Deficiency	Additions	New Growth Additions	Portion
					Eligible for Impact Fees
Regional and Multi-Community Parks (Acres)	3,364	-	-	-	N/A
Community Parks (Acres)	371	-	-	-	N/A
Neighborhood Parks (Acres)	206	-	-	-	N/A
Mini Parks (Acres)	43	-	-	-	N/A
Special Parks (Acres)	378	-	-	-	N/A
Trails (Linear Feet)	94,051	-	-	-	N/A

\* Standards are based on recommendations in Franklin's Comprehensive Outdoor Recreation Plan

The Portion Eligible for Impact Fees, along with the estimated project costs, would then be used to calculate the dollar value of the what can be charged through impact fees. The new tables would be in the same format as Tables 9 and 10. The calculations to derive the fees would include only the portions of projects that address serve new growth; impact fees cannot recover costs designed to address existing deficiencies. The calculations would also exclude any portion of a project that would exceed 2040 goals.

All the standards are defined with respect to population. The standards are based on the recommendations in Franklin’s latest Comprehensive Outdoor Recreation Plan.

The next 3 tables and explanations are an example of how the fees could be updated if new projects are added. The example projects are not recommendations, just examples to illustrate how the amendment process would work.

Suppose that in addition to the projects in Table 6, Franklin decides to build 50 acres of neighborhood parks, 2 mini parks for a total of 6 acres, and 30,000 linear feet of trails. The financial model would then apply the existing standards to these new projects to calculate the Portion Eligible for Impact Fees. Table 12 below shows the outcome.

Category	Service Standard (per 1,000 Population)	Population Estimate	Current Goal	Population Estimate	2040 Goal
Regional and Multi-Community Parks (Acres)	92	36,516	3,364	43,576	4,014
Community Parks (Acres)	10		371		443
Neighborhood Parks (Acres)	6		206		246
Mini Parks (Acres)	1		43		51
Special Parks (Acres)	10		378		452
Trails (Linear Feet)	2,576		94,051		112,235

Category	Inventory with Planned Projects	Current Deficiency	Additions	New Growth Additions	Portion Eligible for Impact Fees
Regional and Multi-Community Parks (Acres)	3,364	-	-	-	N/A
Community Parks (Acres)	371	-	-	-	N/A
Neighborhood Parks (Acres)	206	-	50	40	80%
Mini Parks (Acres)	43	-	6	6	100%
Special Parks (Acres)	378	-	-	-	N/A
Trails (Linear Feet)	94,051	-	30,000	18,184	61%

\* Standards are based on recommendations in Franklin's Comprehensive Outdoor Recreation Plan

Since a part of both the neighborhood parks projects and the trails projects would exceed the standards, only some of those costs would be eligible for impact fees.

Suppose that the neighborhood parks would cost \$2,500,000, the mini parks would cost \$800,000, and the 30,000 feet of trails would cost \$400,000. Inputting the costs into the financial model produces the results in Table 13 below. The Portion Eligible for Impact Fees from Table 12 above equals % Eligible in Table 13. Applying those percentages yields the total cost eligible for impact fees from the new projects.

Public Facilities Needs Assessment and Impact Fee Study

Category	Total Project Cost	% Eligible	\$ Eligible
Regional and Multi-Community Parks	\$ -	N/A	TBD
Community Parks	-	N/A	TBD
Neighborhood Parks	2,500,000	80%	1,993,721
Mini Parks	800,000	100%	800,000
Special Parks	-	N/A	TBD
Trails	400,000	61%	242,451
<b>Total</b>			<b>\$ 3,036,172</b>

Adding new projects would cause the impact fees to go up. In this example, an incremental \$3,036,172 would be added to Table 10’s existing Costs Eligible for Impact Fees. Table 14 below matches Table 10 except the Costs Eligible for Impact Fees would rise. This rise in turn would increase the recommended impact fees below. If we assume the projects would occur sometime in the next decade, we would extend the forecast period through 2040. The longer forecast period would partially offset the higher costs because the fees would be spread among more future residents. The end result would be park impact fees would rise by 10 percent.

Forecast 2040 Population	43,576				
Estimated Current Population	<u>36,516</u>				
Population Growth	7,060				
Costs Eligible for Impact Fees *	\$ 9,786,484				
Less Existing Park Fund Balance	<u>4,982,477</u>				
Costs to be Charged through Impact Fees	\$ 4,804,007				
Recommended Fee per Person	\$ 680				
Development Type	Assumed People per Unit	Forecast Units	People per Development Type	Recommended Fee per Development Type	Total Forecast Fees
Single-family or Two-family Dwelling Unit **	3.08	1,766	5,436	\$ 2,094	\$ 3,699,085
Multi-family Dwelling Unit ***	2.00	<u>812</u>	1,624	\$ 1,361	1,104,922
Total		2,578	7,060		\$ 4,804,007

\* Includes the \$3,036,172 from the example projects.  
 \* Extrapolated based on US Census data and Milwaukee Metropolitan Sewage District data.  
 \*\* Assumes 2 people per unit on average.

Tables 12 through 14 serve only to illustrate how the existing standards, along with the existing and planned inventory, would be used to calculate impact fees for new projects. Franklin would need to amend this study with specifics of any new project to revise the parks impact fees.

**APPENDIX D: CITY OF FRANKLIN RESOLUTION 2016-7177,  
EXTENDING TIME LIMIT FOR USING IMPACT FEES**

A STATE OF WISCONSIN: CITY OF FRANKLIN: MILWAUKEE COUNTY

RESOLUTION NO. 2016-7177

A RESOLUTION TO EXTEND BY THREE YEARS THE 10-YEAR TIME LIMIT  
FOR USING PARKS, PLAYGROUNDS, AND LAND FOR ATHLETIC FIELDS  
IMPACT FEES COLLECTED AFTER APRIL 10, 2006

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WHEREAS, the Common Council adopted Ordinance No. 2015-2175, An Ordinance to Amend Section 92-9 of the Municipal Code Pertaining to Impact Fees for Parks, Playgrounds, and Other Recreational Facilities and Pertaining to Refund of Impact Fees Procedures,” which updated the refund of impact fees procedures for consistency with State statues thereby incorporating the authority to extend the 10-year time limit for using impact fees by an additional 3 years subject to the Common Council adopting a resolution stating that, due to extenuating circumstances or hardship in meeting the 10-year limit, the City needs an additional 3 years to use the impact fees that were collected; and

WHEREAS, the Common Council has received and reviewed the report prepared by the Director of Administration, entitled “Report on the Application of the Statutory Authority to Approve an Extended Time Period for the Expenditure of Parks, Playgrounds, and Land for Athletic Fields Impact Fees Beyond the Initially Authorized 10-year Period for Such Fees Collected After April 10, 2006,” (which fees are hereafter called “Park Impact Fees”); and

WHEREAS, the above referenced report, which is incorporated herein by reference, provides detailed written findings that specify the extenuating circumstances or hardship that led to the need to adopt a resolution under 92-9 N., which findings conclude, in part, that multiple factors, particularly “the deepest post-World War II recession by far,” according to the International Monetary Fund, clearly created an extenuating circumstance that could reasonably be expected to create a hardship in meeting the 10-year limit to use the impact fees that were collected; and

WHEREAS, the above referenced report further provides detailed written findings supporting that it is reasonable and appropriate to conclude that due to extenuating circumstances or hardship in meeting the 10-year limit to use the impact fees, a three-year extension, the maximum allowable, should be applied to the expenditure timeframe for Park Impact Fee collections that occurred after April 10, 2006; and

WHEREAS, the above referenced report further provides detailed written findings and analysis supporting that the extension available under Section 92-9 N. par.(2) of the Municipal Code, and authorized herein upon execution, should remain in place through December 31, 2022 thereby extending the 10-year limit to use the Park Impact Fees that were collected to a 13-year limit until that date.

NOW, THEREFORE, BE IT RESOLVED by the Mayor and Common Council of the City of Franklin that the Common Council has reviewed the above referenced report, which is incorporated herein by reference, and concurs with the detailed written findings that specified the extenuating circumstances or hardship that led to the need to adopt this resolution.

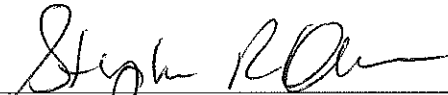


BE IT FURTHER RESOLVED as provided for by Section 92-9 N. of the Municipal Code, in accordance with Wisconsin Statutes, and in accordance with the written findings, the 10-year time limit for using Parks, Playgrounds, and Land for Athletic Fields Impact Fees is hereby extended for three years, for impact fees collected after April 10, 2006, due to extenuating circumstances or hardship in meeting the 10-year limit and that such extension shall remain in place through December 31, 2022.

Introduced at a regular meeting of the Common Council of the City of Franklin this 1st day of March, 2016, by Alderman D. Mayer.

Passed and adopted by the Common Council of the City of Franklin this 1st day of March, 2016.

APPROVED:

  
\_\_\_\_\_  
Stephen R. Olson, Mayor

ATTEST:

  
\_\_\_\_\_  
Sandra L. Wesolowski, Director of Clerk Services

AYES 4      NOES 0      ABSENT 2 (Ald. Wilhelm & Ald. Taylor)

## APPENDIX E. SPENDING SCENARIOS THAT DIVERGE FROM THE CORP

The City of Franklin Public Facilities Needs Assessment and Impact Fee Study (March 2020) also provides the maximum percentage and total dollar amount (see Figure 10) that may be funded by impact fees for *new* projects, i.e., projects that are not included in the City’s Comprehensive Outdoor Recreation Plan. As shown below, up to 100 percent of total project costs for *new* Mini Parks and 80 percent of total project costs for *new* Neighborhood Parks can be covered by park impact fees, whereas Regional and Community Parks are not eligible for park impact fees. This Parkland Acquisition Study operates within the framework of existing City policy.

**Figure 10: Costs Eligible for Impact Fees – New Projects (Impact Fee Study, 2020)**

Category	Total Project Cost	% Eligible	\$ Eligible
Regional and Multi-Community Parks	\$ -	N/A	TBD
Community Parks	-	N/A	TBD
Neighborhood Parks	2,500,000	80%	1,993,721
Mini Parks	800,000	100%	800,000
Special Parks	-	N/A	TBD
Trails	400,000	61%	242,451
<b>Total</b>			<b>\$ 3,036,172</b>

Four scenarios that diverge from the Comprehensive Outdoor Recreation Plan (CORP) are provided below. These scenarios include a new Neighborhood Park rather than a larger Community Park as recommended by the CORP. Implementing one of the following scenarios would require an amendment to the CORP as well as an update of the Impact Fee Study. Such updates would likely result in a change to the percentage of the project that is eligible for impact fees and resulting match requirement. As this report was developed, the Plan Commission and Council reviewed and discussed both sets of scenarios – those that implement the CORP (Scenarios A through F in the main report) and those that diverge from the CORP (Scenarios G through J below).

**Figure 11: Scenario G**

Park Type (Size)	Activity	Total Project Cost	Impact Fee	Required City Match
		100%	80%	20%
<b>Neighborhood Park, Not Previously Planned (25 acres)</b>	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
	Park Improvements	\$ 1,500,000	\$ 1,200,000	\$ 300,000
	<b>Total</b>	<b>\$ 2,500,000</b>	<b>\$ 2,000,000</b>	<b>\$ 500,000</b>

Park Impact Fees Remaining: \$353,767

- New (not previously planned) Neighborhood Park, Southwest quadrant – acquisition and improvements
- Covers all impact fees expiring through 2026; future projects needed to utilize remaining park impact fee balance
- Much smaller match requirement due to higher percentage eligible for impact fees

**Figure 12: Scenario H**

<b>Scenario H - Trails and Diverge from CORP with 25-Acre Neighborhood Park</b>				
<b>Park Type (Size)</b>	<b>Activity</b>	<b>Total Project Cost</b>	<b>Impact Fee</b>	<b>Required City Match</b>
		100%	80%	20%
<b>Neighborhood Park, Not Previously Planned (25 acres)</b>	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
	Park Improvements	\$ 1,500,000	\$ 1,200,000	\$ 300,000
<b>Trails</b>	Land Acquisition & Trail Improvement	100%	62%	38%
		\$ 2,350,000	\$ 1,457,000	\$ 893,000
	<b>Total</b>	<b>\$4,850,000</b>	<b>\$ 3,457,000</b>	<b>\$ 1,393,000</b>

Park Impact Fees Remaining: -\$1,103,233

- New (not previously planned) Neighborhood Park, Southwest quadrant – acquisition and improvements
- Previously planned Trails – acquisition and/or improvement
- Neighborhood Park match requirement of \$500K; smaller total match requirement due to higher percentage eligible for impact fees
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees

**Figure 13: Scenario I**

<b>Scenario I - Trails, Improve a Neighborhood Park, and Diverge from CORP with new 25-Acre Neighborhood Park</b>				
<b>Park Type (Size)</b>	<b>Activity</b>	<b>Total Project Cost</b>	<b>Impact Fee</b>	<b>Required City Match</b>
		100%	80%	20%
<b>Neighborhood Park, Not Previously Planned (25 acres)</b>	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
	Park Improvements (Pickleball, Ice Rink, etc.)	\$ 2,300,000	\$ 1,840,000	\$ 460,000
<b>Trails</b>	Land Acquisition & Trail Improvement	100%	62%	38%
		\$ 1,500,000	\$ 930,000	\$ 570,000
	<b>Total</b>	<b>\$4,800,000</b>	<b>\$ 3,570,000</b>	<b>\$ 1,230,000</b>

Park Impact Fees Remaining: -\$1,216,233

- New (not previously planned) Neighborhood Park, Southwest quadrant – acquisition only (land bank for future improvement)
- Add new facilities to existing Neighborhood Parks (new growth)
- Previously planned Trails – acquisition and/or improvement
- Neighborhood Park match requirement of \$660K; smaller total match requirement due to higher percentage eligible for impact fees
- Covers all impact fees expiring through 2028

**Figure 14: Scenario J**

<b>Scenario J - Improve a Neighborhood Park, and Diverge from CORP with new 25-Acre Neighborhood Park</b>				
<b>Park Type (Size)</b>	<b>Activity</b>	<b>Total Project Cost</b>	<b>Impact Fee</b>	<b>Required City Match</b>
		100%	80%	20%
<b>Neighborhood Park, Not Previously Planned (25 acres)</b>	Land Acquisition	\$ 1,000,000	\$ 800,000	\$ 200,000
<b>Neighborhood Park, Existing or Previously Planned</b>	Park Improvements (Pickleball, Ice Rink, etc.)	100%	80%	20%
		\$ 3,460,000	\$ 2,768,000	\$ 692,000
	<b>Total</b>	<b>\$ 4,460,000</b>	<b>\$ 3,568,000</b>	<b>\$ 892,000</b>

Park Impact Fees Remaining: -\$1,214,233

- New (not previously planned) Neighborhood Park – acquisition only (land bank for future improvement)
- Add new facilities to existing Neighborhood Parks (new growth)
- Neighborhood Park match requirement of \$892K; smaller total match requirement due to higher percentage eligible for impact fees
- Covers all impact fees expiring through 2028 and relies on significant future park impact fees

## APPENDIX F: ANNOTATED BIBLIOGRAPHY

### Parks Commission Meeting – March 8, 2021

Input from Parks Commissioners on goals for Parkland Acquisition Strategy:

- Acquire a larger, multi-purpose park (20+ acres).
  - Focus on southwest portion of city.
  - Objective is to have a multi-purpose space to host events and other activities, such as Konkel Park in Greenfield.
  - Acquire parkland sooner, develop/improve park over time.
  - Include the river that runs through Franklin Savanna.
  - Potential to acquire additional land adjacent to Franklin Savanna.
- Connect all existing trails (or as many as practical).
  - Connect with 116th Street Trail to Franklin Savanna and onward to the Oak Leaf Trail.
  - Explore other potential connections options.
- Known interest exists in adding dog park and pickleball (8+ courts) to the park system.
- Coordinate with School District on their planned facilities to avoid duplication of facilities.
- Explore need for a park department.

### Parks Commission Meeting – May 10, 2021

Input from Parks Commissioners on draft outline of the Parkland Acquisition Strategy:

- General agreement exists with the parkland acquisition goals laid out in the draft outline.
- Concern expressed that City matching funds may not be available in order to spend park impact fees expiring in 2022. Frustration expressed that the funds are at risk of expiring without City action to-date.
- It would have been better if this process had occurred earlier. Not ideal to have let the park impact fees sit for as long as they have. the purpose, however, of this Parkland Acquisition Strategy is to put together a plan to guide the Common Council.
- City Administrator: The City Council is taking this very seriously and is doing capital planning in the coming months. Rebating funds is not in the plan.
- Public Works Director: Some Parks Department projects in the pipeline will use some of the expiring funds – Pleasant View Pavilion and 116<sup>th</sup> Street Trail.
- Planner: The City Council ultimately will approve how park impact fees are spent, but the Parks Commission's recommendations will be reflected in the Parkland Acquisition Strategy document. Now we need to chart a path forward that the Council could consider approving.
- The City may need a Parks Director or Park Department in the future.
- Concerns expressed about park system growth without budgeting for maintenance.
- Motion approved to send the draft outline of the Parkland Acquisition Strategy to the Plan Commission to purchase a parcel in the southwest portion of the City for future use.

## **Plan Commission Meeting – July 22, 2021**

Input from Plan Commissioners on the Parkland Acquisition Strategy Report and Spending Scenarios:

- Emphasis expressed that Parks Commission input is important to the process.
- Current Comprehensive Outdoor Recreation Plan (CORP) doesn't reflect current needs of the community. Desire to update or amend the CORP.
- Confirmed need exists for parkland on the southwest side of the City. Precise location needs to be determined. Co-locating with existing open space areas could be desirable.
- Hypothetical park in the center of the city could be desirable.
- Concern expressed about outside users using City of Franklin parks at edges of the community. No consensus on whether the City should avoid locating a park close to adjoining municipalities.
- Potential exists for more intergovernmental and intermunicipal cooperation; don't duplicate efforts or facilities. Increase collaboration with Franklin School District.
- Scenario I has merit. It includes acquiring land for and improving trails and acquiring land for a new 25-acre neighborhood park and improving a new or previously planned neighborhood park.
- Discussion occurred of the need to identify the right-sized parcel in the right location and the need to move quickly to acquire the land once it is identified. It only gets more difficult to acquire land as time passes. Start with natural resource areas on the southwest side.

## **City Council Meeting – August 17, 2021**

Input from Common Council members on the Parkland Acquisition Strategy Report and Spending Scenarios:

- Discussion of a dedicated dog park versus dog amenities within a new or existing park. Discussion about how either or both would be desirable. The consultant clarified that the initial focus of this report is to determine the scale and location for parkland acquisition (Step One of the Parkland Acquisition Strategy) and that specific amenities such as dog amenities should be addressed as the park project concept is further developed (Step Two).
- Desire to update or amend the CORP to reflect current needs of the community.
- Discussion occurred about the need to identify the target parcel(s) and the need to move quickly to acquire the land once it is identified
- Preference expressed for larger parks over smaller parks (such as Mini Parks).
- Discussion on the possibility of co-locating a Neighborhood Park between both the Waste Management Conservation Easement land and the Franklin Savanna.
- No consensus was provided on a preferred scenario or that would otherwise lead to a substantive change in the report.

**APPENDIX G: CITY OF FRANKLIN RESOLUTION ADOPTING PARKLAND  
ACQUISITION STRATEGY REPORT**

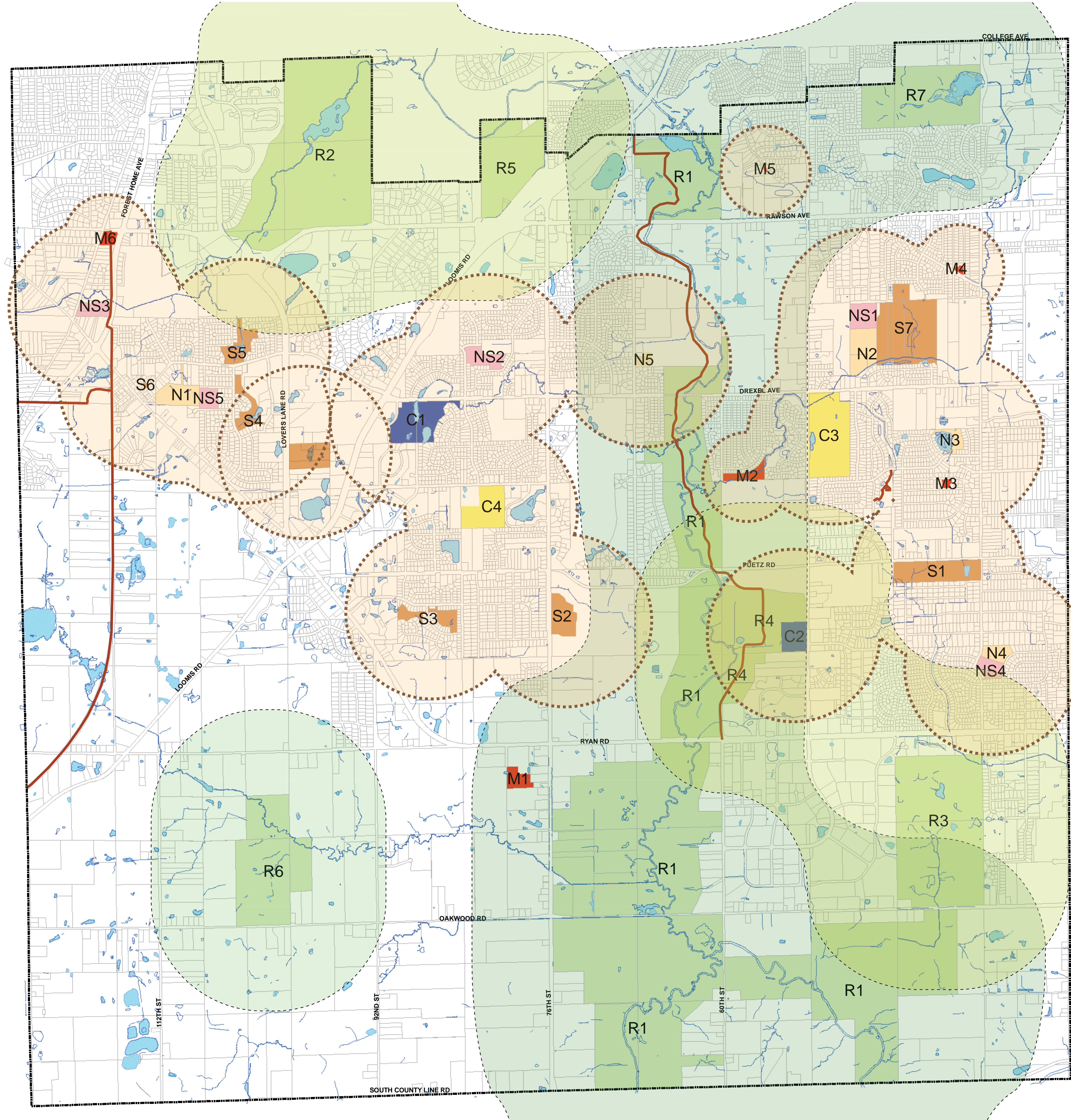
Adoption Resolution to be inserted upon receipt






Adoption Resolution to be inserted upon receipt

# APPENDIX H: PARKLAND ACQUISITION STRATEGY MAPS

**COMPREHENSIVE OUTDOOR RECREATION PLAN**  
**MAP 4.1 EXISTING PUBLIC OUTDOOR RECREATION SITES: 2010**



**Legend**



-  City Boundary
-  Water
-  Existing Trails

**EXISTING PUBLIC PARK SITES**


**REGIONAL AND MULTI-COMMUNITY PARKS**

-  R1 Root River Parkway
-  R2 Whitnall Park
-  R3 Oakwood Park and Golf Course
-  R4 Milwaukee Co Sports Park
-  R5 Crystal Ridge
-  R6 Franklin Park
-  R7 Grobschmidt Park

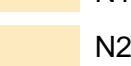




**COMMUNITY PARKS (at Park Sites):**

-  C1 Lion's Legend Park
-  C2 Froemming Park






**COMMUNITY PLAYFIELDS (at MS or HS Sites):**

-  C3 Franklin High School
-  C4 Forest Park Middle School

**NEIGHBORHOOD PARKS (at Park Sites):**

-  N1 St Martins (Robinwood)
-  N2 Pleasant View
-  N3 Jack Workman Park
-  N4 Southwood Glen
-  N5 Christine Rathke Memorial Park

**NEIGHBORHOOD PLAYGROUNDS (at ES Sites):**

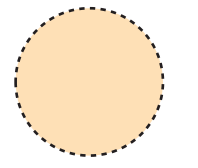


-  NS1 Pleasant View Elementary
-  NS2 Ben Franklin Elementary
-  NS3 Country Dale Elementary
-  NS4 Southwood Glen Elementary
-  NS5 Robinwood Elementary School

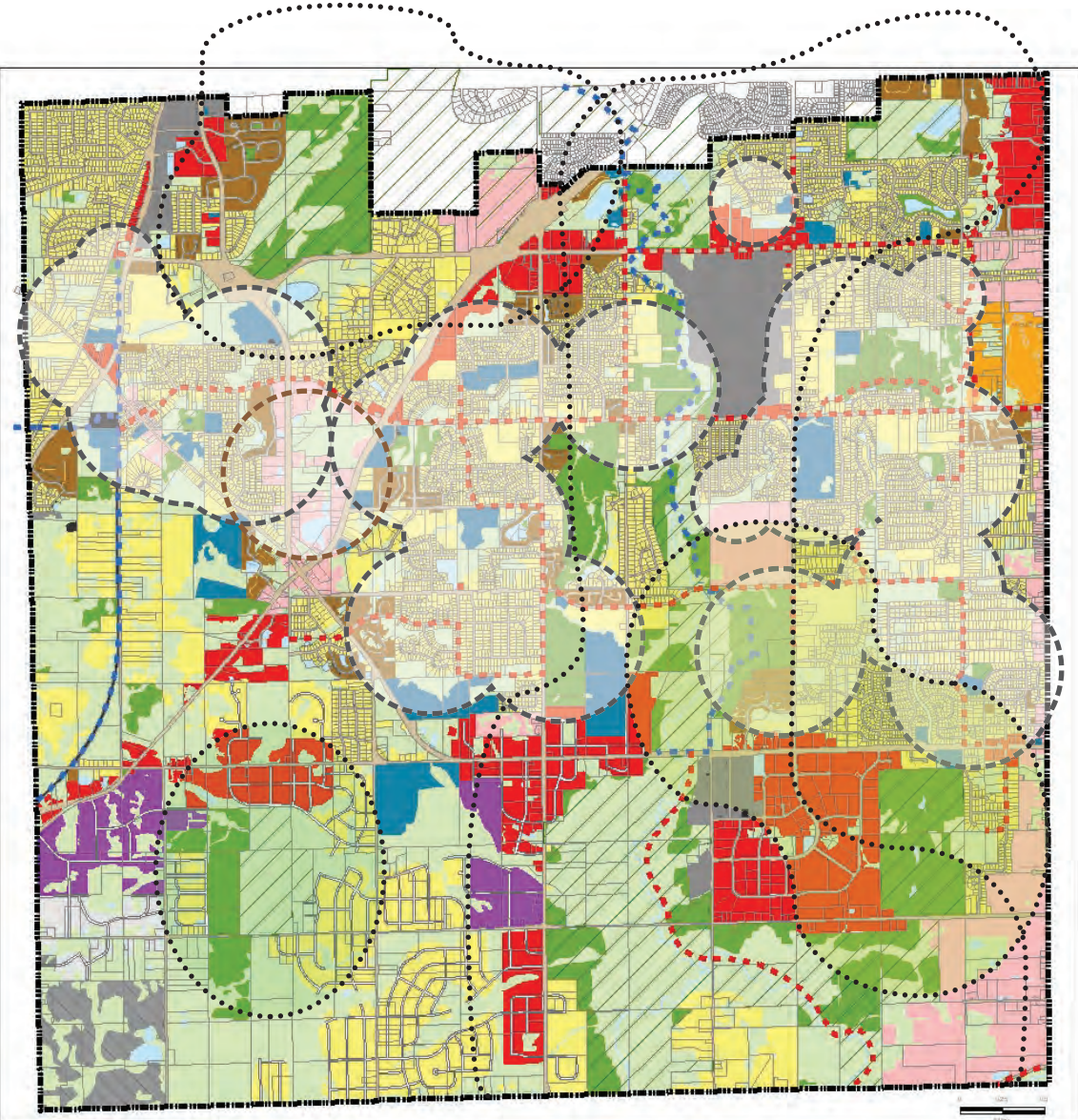
**MINI PARKS (at Park Sites):**



-  M1 Lion's Baseball Field
-  M2 Cascade Creek Park
-  M3 Friendship Park
-  M4 Glenn Meadows Park
-  M5 Dr Lynette Fox Memorial Park
-  M6 Ken Windl Park

**SPECIAL PARKS:**

-  S1 Franklin Woods Nature Center
-  S2 Franklin Little League Complex
-  S3 Meadowlands Park
-  S4 Ernie Lake Park
-  S5 Mission Hills Neighborhood Wetlands
-  S6 Market Square
-  S7 Victory Creek Park

-  1/4-Mile or 1/2-Mile Park Service Radii
- Regional & Multi-Community Parks**
-  1/2-Mile Park Service Radii - Active Recreation
-  1/2-Mile Park Service Radii - Passive Recreation



 1/4-Mile or 1/2-Mile Park Service Radii  
 1/2 Mile Buffer-Regional & Multi-Community Parks

# Future Land Use Map 2025

Map 5.7

## Legend

- Future Land Use**
-  Areas of Natural Resource Features
  -  Business Park
  -  Commercial
  -  Communication and Utilities
  -  Industrial
  -  Institutional
  -  Landfill
  -  Light Manufacturing
  -  Mixed Use
  -  Office
  -  Recreational
  -  Residential
  -  Residential - Multi-Family
  -  Transportation
  -  Water
  -  Future Roads (SW Plan)
  -  Existing Trail
  -  Proposed Trail
  -  Milwaukee County Parkway

**Notes:**  
 The changes on this map reflect hand notes provided by Planning to GIS on 8/26/09. The changes were made to a copy of the 2005 existing land use map.  
 The study area has been identified as a Potential Development Area. However, this symbolized that any development/redevelopment of this area will occur only after an action plan is established to occur after the Board of Directors. Such development/redevelopment is to occur in accord with such provisions as set forth in Ordinance No. 07-1496 as may be amended.  
**Disclaimer:**  
 The information depicted on this map was compiled from a variety of sources, including photographic means. This map is not intended for use as a legal document and official map documents, including certified survey maps, plat of surveys, flood insurance studies, or other similar documents, should be consulted when planning, block features on a site or property or when precise accuracy is required.



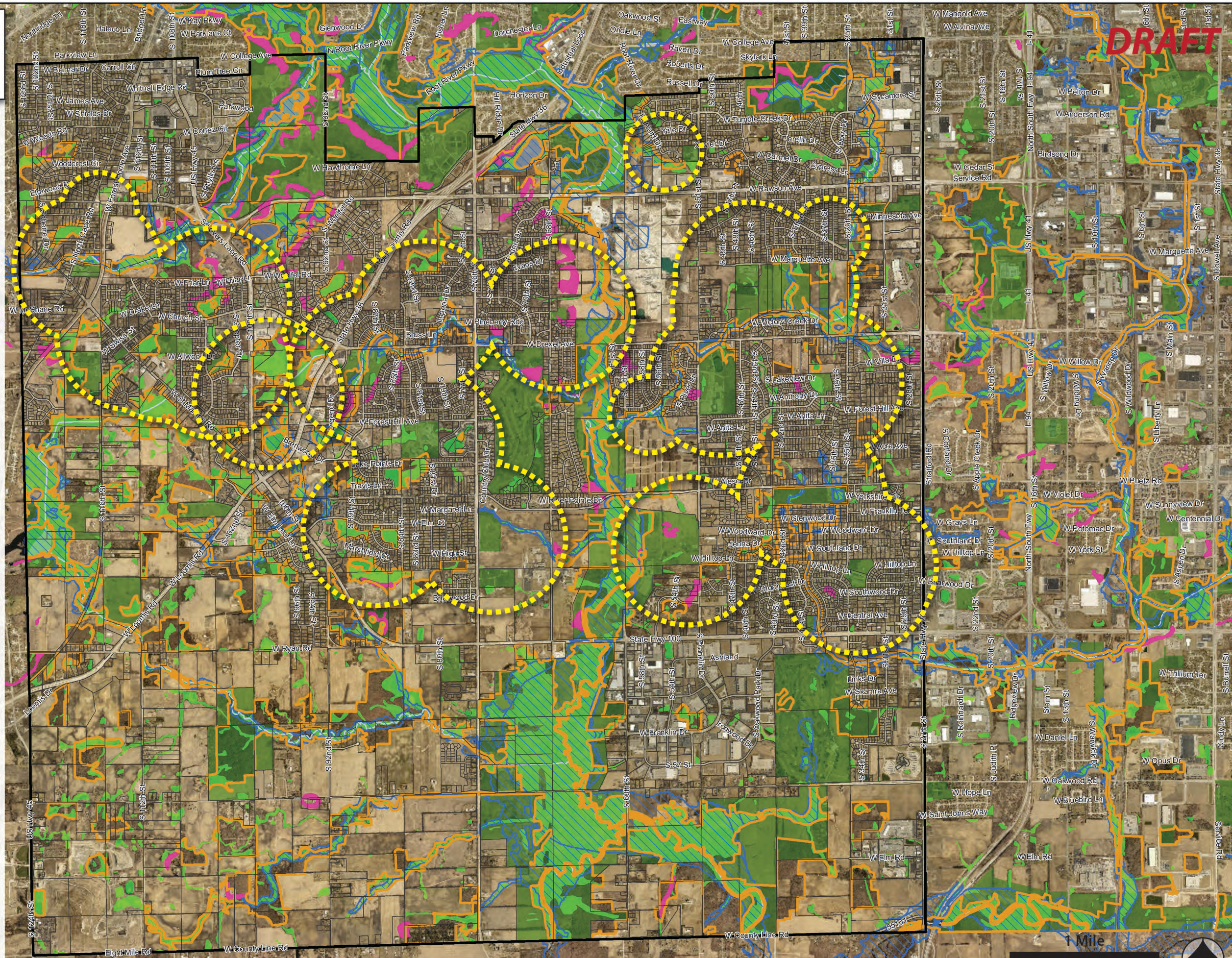
 **City of Franklin**  
 GIS Department  
 9229 W. Loomis Rd.  
 Franklin, WI 53132  
[www.franklinwi.gov](http://www.franklinwi.gov)

# Natural Features

## Franklin Parkland Acquisition Analysis

Franklin, Wisconsin

-  City of Franklin
-  Environmental Corridor
-  100 Year Floodplain
-  Surface Water
-  Slopes Above 12%
-  Wetlands (DNR 2005)
-  County Parks and Open Space
-  1/4-Mile or 1/2-Mile Park Service Radii



**DRAFT**

Revised: April 16, 2021  
**VANDEWALLE & ASSOCIATES INC.**  
 © 2021  
 Data Sources: FEMA, SEWRPC, Milwaukee County, City of Franklin, US Census Bureau, USDA

NRCS, USDA Farm Service Agency (FSA), Milwaukee County Land Information Office, Eagle View Technologies/Pictometry International



# City of Franklin Parkland Acquisition Analysis

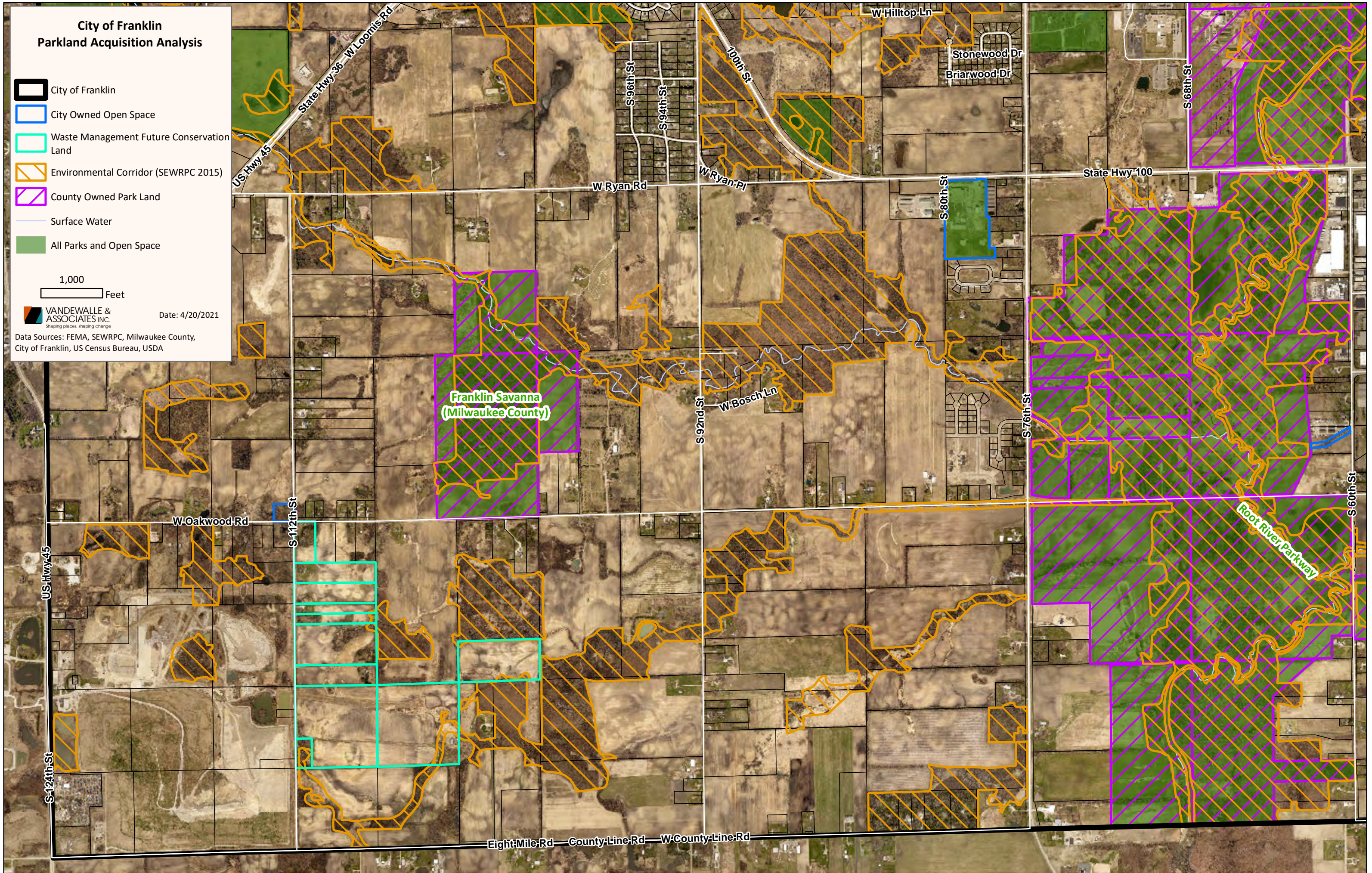
-  City of Franklin
-  City Owned Open Space
-  Waste Management Future Conservation Land
-  Environmental Corridor (SEWRPC 2015)
-  County Owned Park Land
-  Surface Water
-  All Parks and Open Space

1,000  
Feet

 **VANDEWALLE & ASSOCIATES INC.**  
Shaping places, shaping change

Date: 4/20/2021

Data Sources: FEMA, SEWRPC, Milwaukee County, City of Franklin, US Census Bureau, USDA

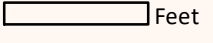


**Potential Park Sites**  
**Franklin Parkland Acquisition Analysis**  
**Existing Land Use**

-  City of Franklin
-  City Owned Open Space
-  Waste Management Future Conservation Land
-  Environmental Corridor (SEWRPC 2015)
-  County Owned Park Land

- Existing Land Use**
-  Agricultural and Open Lands
  -  Single-Family Residential
  -  Two-Family Residential
  -  Multi-Family Residential
  -  Commercial
  -  Industrial
  -  Governmental and Institutional
  -  Transportation, Communication, Utilities
  -  Recreational
  -  Wetlands
  -  Woodlands
  -  Surface Water

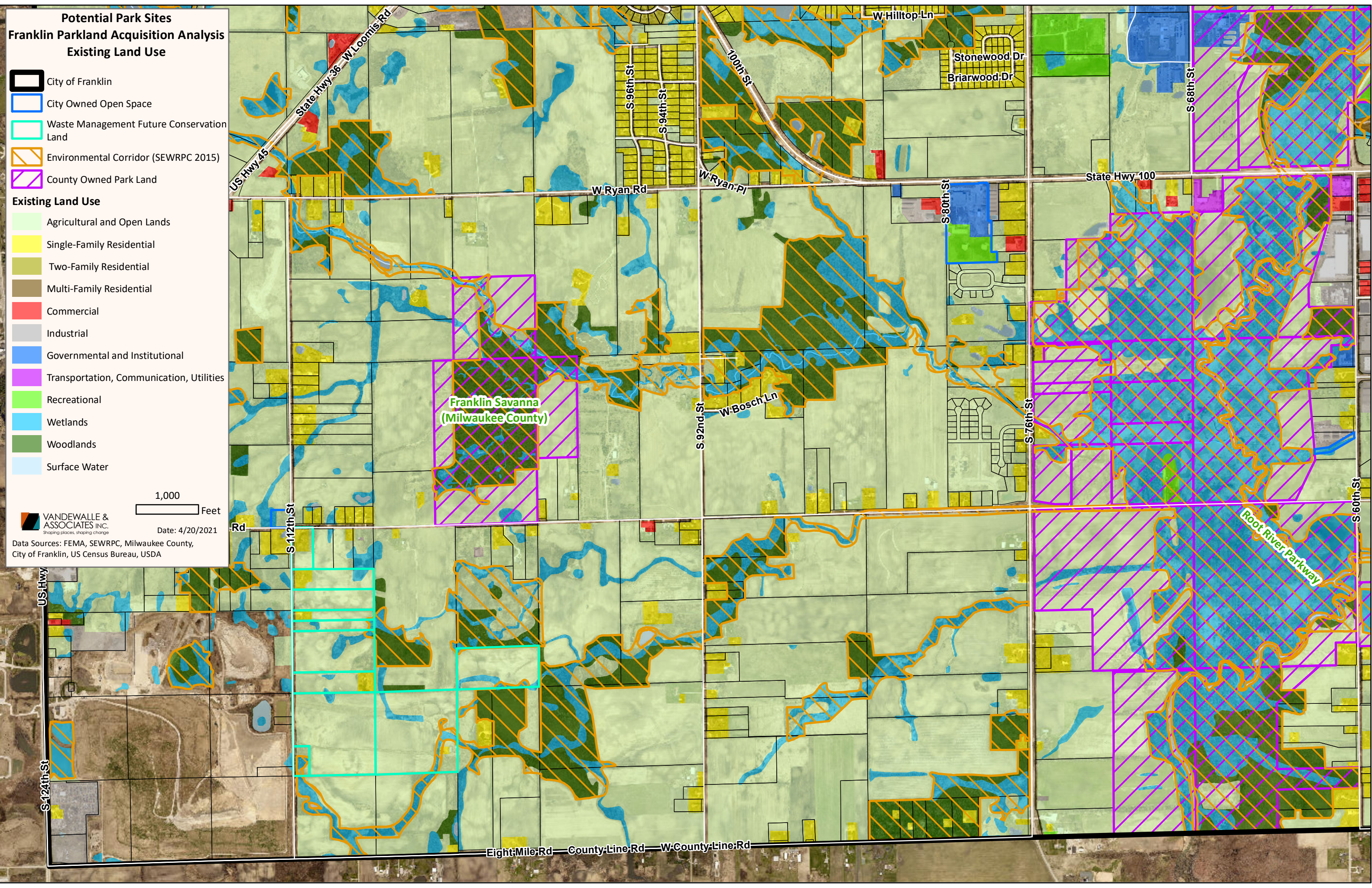
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Date: 4/20/2021

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 Shaping places. shaping change.

Data Sources: FEMA, SEWRPC, Milwaukee County, City of Franklin, US Census Bureau, USDA



**Potential Park Sites**  
**Franklin Parkland Acquisition Analysis**  
**Future Land Use**

-  City of Franklin
-  City Owned Open Space
-  Waste Management Future Conservation Land
-  Environmental Corridor (SEWRPC 2015)
-  County Owned Park Land

**Future Land Use**

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

 1,000 Feet

 **VANDEWALLE & ASSOCIATES INC.**  
 Shaping places, shaping change

Date: 4/20/2021

Data Sources: FEMA, SEWRPC, Milwaukee County, City of Franklin, US Census Bureau, USDA

