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

CITY OF FRANKLIN
COMMITTEE OF THE WHOLE MEETING
FRANKLIN CITY HALL – COMMON COUNCIL CHAMBERS
9229 WEST LOOMIS ROAD, FRANKLIN, WISCONSIN
AGENDA*

MONDAY, MAY 2, 2022 AT 6:30 P.M.

- A. Call to Order and Roll Call.
- B. A Resolution to Modify the Plan for the Southwest Sanitary Sewer District in the Vicinity of W. Ryan Road Between S. 76th Street and S. 92nd Street.
- C. Review of Comprehensive Master Plan (Alderman Nelson):
 - (i) Chapter 8: Utilities and Community Facilities.
 - (ii) Chapter 10: Implementation.
- D. Review of City of Franklin Code of Conduct (Alderman Nelson).
- E. Adjournment.

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

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

APPROVAL <i>Slw</i>	COMMITTEE OF THE WHOLE	MTG. DATE May 2, 2022
Reports & Recommendations	RESOLUTION TO MODIFY THE PLAN FOR THE SOUTHWEST SANITARY SEWER DISTRICT IN THE VICINITY OF W. RYAN ROAD BETWEEN S. 76TH STREET AND S. 92ND STREET	ITEM NO. <i>B.</i>

BACKGROUND

This topic was presented at the March 15, 2022, Common Council meeting. There was some questions presented and it was thought best to make a fuller presentation at the May 2, 2022, Committee of the Whole meeting. Some follow up questions were submitted to Staff. For the most part, the information was in the March 15, 2022, packet. The title of the topic has been modified to remove the word “Master Plan” to remove confusion. Staff will make a fuller presentation at the Committee of the Whole meeting and be available to answer specific questions, if they still exist.

The Ryan Creek Interceptor (RCI) was developed with forecasted sewersheds based on likely land uses anticipated by the City at that time. As land within the Southwest Sanitary Sewer District develops contrary to anticipated development, plans need to be updated for consideration of those changes.

Staff noticed several anticipated efforts that justified a thorough analysis of the serving the area of W. Ryan Road and S. 76th Street with sanitary sewer:

1. The RCI anticipated that the Briarwood lift station would be abandoned with a trunkline southward to the RCI along S. 92nd Street.
2. Lands in the vicinity of W. St. Martins Road and W. Ryan Road would flow southeasterly to the RCI through anticipated residential development formerly owned by the Archdiocese of Wisconsin but has now been purchased by the Franklin School District.
3. Lands in the vicinity of S. 76th Street have currently have many considerations of development in the area, including, but not limited to: Carmex headquarters and related proposed development on the northeast corner of S. 76th Street and W. Ryan Road; discussions of mixed use development on the northwest and southeast corners of S. 76th Street and W. Ryan Road; City modifications on the DPW site at 7979 W. Ryan Road that is currently using a sewage holding tank.
4. Wisconsin Department of Transportation (WisDOT) is anticipating a significant road improvement project circa 2024 or 2025. Any significant utility project is better suited to occur prior to the WisDOT project.

Staff had Foth Infrastructure & Environment, LLC analyze the best way to ensure that all lands in this area of Franklin are best served with sanitary sewer considering the above issues.

ANALYSIS

Foth completed the analysis “Ryan Road / S. 76th Street Master Sewer Planning” dated December 2021. The report developed two alternatives with ultimate anticipated costs of \$5,678,000 and \$4,834,000. Staff supports the second alternative that comprises of three projects:

- A. Ryan Road Trunk Sewer (RCI to St. Martins Road) for \$1,538,000
- B. Ryan Road Collector (S. 92nd Street to the East) for \$1,101,000
- C. S. 92nd Street Trunk Sewer (RCI to the Briarwood Lift Station) for \$2,195,000

Project A may be done independently of Projects B and C. Project B is dependent on Project C.

Staff has submitted the report to Milwaukee Metropolitan Sewerage District (MMSD) Staff for comment. MMSD Staff provided several comments including:

- *Changes to the sewershed (sewer basin) boundaries are usually made after construction of the sewers has completed*
- *Prior to any boundary change, sewer flow allocation requests should be made for each site development... spreadsheet should be filled out and submitted to the District with the specifics (e.g. commercial area/residential units) of a development or redevelopment is known. The flow allocation request is usually submitted prior to the sewer plan submittal*
- *For the flow request, the sewershed boundaries from the 2050 Facilities Plan will be used*
- *MMSD will not be responsible for any odor complaints that result due to the reduced flow in the Ryan Creek Interceptor*
- *When new connections to the Ryan Creek Interceptor are made, a new master plan for the revised flows should be submitted.*

Most notably above, MMSD will consider changes to the plan when projects are developed.

OPTIONS:

Adopt the W. Ryan Road / S. 76th Street Master Planning report for guidance on future projects. Or other guidance to Staff.

FISCAL NOTE

Projects that are developed will need to consider the same funding issues as was previously envisioned, including funds collected for the Southwest Sanitary Sewer District. Action of adoption of this plan does not authorize any projects.

RECOMMENDATION for COMMON COUNCIL MEETING

Adopt Resolution 2022-_____ a resolution to modify the Plan for the Southwest Sanitary Sewer District in the vicinity of W. Ryan Road between S. 76th Street and S. 92nd Street.

Department of Engineering GEM

STATE OF WISCONSIN : CITY OF FRANKLIN : MILWAUKEE COUNTY

RESOLUTION NO. 2022 - _____

RESOLUTION TO MODIFY THE PLAN FOR THE
SOUTHWEST SANITARY SEWER DISTRICT IN THE VICINITY OF
W. RYAN ROAD BETWEEN S. 76TH STREET AND S. 92ND STREET

WHEREAS, there is a 2014 plan for the Southwest Sanitary Sewer District based on land uses at the time; and

WHEREAS, land does not always develop as anticipated, including a parcel of land between S. 80th Street and S. 92nd Street formerly owned by the Archdioceses of Wisconsin and now owned by the Franklin School District; and

WHEREAS, there are several impending developments in the area whose development should consider the optimum trunkline sewers considering the change in anticipated land use; and

WHEREAS, Foth Infrastructure & Environment, LLC has provided an analysis of serving the area between S. 76th Street and S. 92nd Street with sanitary sewers; and

WHEREAS, the City prefers an option that will serve the area with three projects:

- A. Road Trunk Sewer (RCI to St. Martins Road)
- B. Ryan Road Collector (S. 92nd Street to the East)
- C. S. 92nd Street Trunk Sewer (RCI to the Briarwood Lift Station)

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Common Council of the City of Franklin, Wisconsin, to adopt a modification to the Plan for the Southwest Sewer District.

Introduced at a regular meeting of the Common Council of the City of Franklin the _____ day of _____, 2022, by Alderman _____.

PASSED AND ADOPTED by the Common Council of the City of Franklin on the _____ day of _____, 2022.

APPROVED:

Stephen R. Olson, Mayor

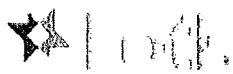
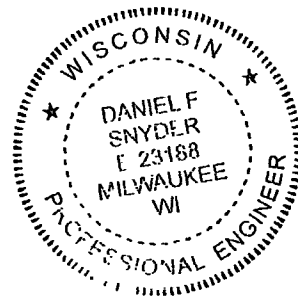
ATTEST:

Sandra L. Wesolowski, City Clerk

AYES _____ NOES _____ ABSENT _____

City of Franklin

Ryan Road/S. 76th Street Master Sewer Planning



December 2021

Scope

The City of Franklin retained Foth Infrastructure to evaluate and update previous master planning for the Ryan Road/S. 76th Street area. This area has been studied previously as part of the Ryan Creek Interceptor (RCI) planning effort about ten years ago. Foth was retained to identify changes that have occurred since this RCI planning as well as proposed new developments within the study area. Alternative sewer layouts were identified and evaluated to identify cost effective means of serving this portion of the City.

Study (Sewer Area)

The study area for the Ryan Road/S. 76th Street master planning is shown on Exhibit 1. This area starts on the east near the existing RCI and extends west of the Briarwood Subdivision area. For the most part, except between S. 80th Street and S. 76th Street, the study area is located north of Ryan Road. Due to significant topographic relief, the lands south of Ryan Road will be served from future trunk sewers extending northward from the existing RCI. The study area includes the existing Public Works facility, which is being expanded, as well as the relocated 60th Street Fire Station.

Land Use and Wastewater Flows

Land use within the study area is proposed to be primarily commercial/business/institutional along the STH "100" corridor. The existing single family residential area west of S. 92nd Street currently drains to the 92nd Street lift station. The vacant land west of the Briarwood Subdivision is also proposed to be developed as single-family development. West along St. Martins Road, residential uses will continue.

Using MMSD base flow and clearwater design flow criteria future peak wastewater projections were estimated as follows:

- | | |
|---|----------|
| 1. S. 92 nd Street | 0.70 cfs |
| 2. S. 80 th Street | 0.90 cfs |
| 3. RCI East of S. 76 th Street | 1.10 cfs |

The projected peak flows used for this study include the planned Public Works expansion and relocated fire station which are currently being designed by others.

Alternative Identification

Several alternatives were identified to serve the Ryan Road/S. 76th Street study area. The previous RCI planning identified a trunk sewer extending north along S. 92nd Street from the RCI to serve adjacent lands and to the abandon the existing 92nd Street lift station. In addition, a second trunk sewer was proposed to extend northward from the

RCI west of future S. 82nd Street to serve the large parcels both north and south of Ryan Road. Exhibit 2 shows the original RCI basins and proposed trunk sewer. The lands south of Ryan Road have recently been acquired by the Franklin School District so the possibility of actually being able to extend the trunk sewer in this area is doubtful.

The alternatives identified in this study are intended to take into account the previously planned trunk sewer extensions as well as looking at options to these trunk sewers.

Alternative 1

Alternative 1, as shown on Exhibit 3, consists of extending a 15-inch trunk sewer along Ryan Road from the RCI east of S. 76th Street. This sewer would extend westward to S. 92nd Street and enable the abandonment of the existing lift station.

The sewer along Ryan Road would need to be 30-35 feet deep due to the stream crossing located just west of the St. Martins Road/Ryan Road intersection.

Alternative 1 includes tunneling under S. 76th Street as well as two tunnel crossings of Ryan Road to accommodate future development. In addition, since Alternative 1 intercepts flows from the existing and proposed residential area west of S. 92nd Street and north of Ryan Road, the proposed trunk sewer on S. 92nd Street south of Ryan Road can instead be constructed as an 8-inch collector sewer rather than the deeper planned 15-inch sewer. This collector sewer is also shown on Exhibit 3.

Alternative 2

Alternative 2, as shown on Exhibit 4, consists of extending a 15-inch trunk sewer west along Ryan Road from the RCI east of S. 76th Street to the Ryan Road/St. Martins Road intersection. This trunk sewer would include tunneling under S. 76th Street as well as two tunneled crossings of Ryan Road to accommodate future development north of Ryan Road. Since Alternative 2 does not extend all the way to S. 92nd Street, a future 8-inch sewer would need to be extended along Ryan Road east from S. 92nd Street to serve the existing residential properties on the north side of Ryan Road. This 8-inch sewer would drain into the proposed 15-inch S. 92nd Street trunk sewer.

Both the 8-inch Ryan Road sewer and the S. 92nd Street trunk sewer are shown on Exhibit 4. Note that the S. 92nd Street trunk sewer would be about 35 feet deep to enable abandonment of the existing lift station and to serve the existing homes on the north side of Ryan Road east of S. 92nd Street.

Alternative Evaluation

Both Alternatives 1 and 2 provide comparable service to the study area. In order to evaluate the alternatives, preliminary cost estimates were prepared for each one based upon their lengths, depths of construction, difficulty of construction, etc.

Preliminary cost estimates for Alternative 1 and 2 are included in Appendix A and B respectively. It is anticipated that the various sewer components of each alternative will be constructed at different times depending upon need and budget constraints. However, for the purpose of this study, the preliminary estimates are based on 2021 dollars.

As shown in Appendix A and B, the total cost of Alternative 1 is approximately \$5.7M. The total preliminary cost of Alternative 2 is approximately \$4.8M. The difference in cost is primarily related to the anticipated construction depths. Detailed design considerations should be reflected in subsequent cost estimates.

While the cost of Alternative 1 is about \$0.9M higher than Alternative 2, Alternative 2 reduces the wastewater load on the RCI between S. 92nd Street and S. 76th Street which could provide flexibility for future development in the area south of Ryan Road.

Recommendations

Based on the preliminary costs, similar service characteristics, and other considerations, the following recommendation are made:

1. Alternative 2, with a preliminary cost estimate of \$4.8M should be selected for the Ryan Road/S.76th Street area.
2. Two crossings of Ryan Road, as shown on Exhibit 2 should be included in the Ryan Road trunk sewer to serve vacant lands north of Ryan Road.
3. The S.92nd Street trunk sewer should be constructed when either the existing lift station reaches its useful life or its capacity to handle flows from developing land is exceeded.
4. Both the Wisconsin Department of Transportation and Milwaukee County Public Works should be contacted regarding any special conditions that might be required for construction permits.
5. A preliminary route survey should be conducted to determine the most effective location for the Ryan Road trunk sewer.
6. Preliminary sizing and depth assumptions in this study should be reviewed during the detailed design phase.

Appendix A
City of Franklin
Preliminary Cost Estimate
Alternative 1
Ryan Road/S. 76th Street Sanitary Sewer

A. Ryan Road Trunk Sewer (R.C.I. to S92nd S. 92nd St. Lift Station)		
6800 LF. 15" Sanitary Sewer	\$	3,400,000
390 VF. Sanitary Manholes	\$	234,000
280 LF. Tunnel	\$	252,000
Mobilization	\$	50,000
Erosion Control	\$	30,000
Traffic Control	\$	35,000
	Subtotal	\$ 3,749,000
	Engineering & Contingencies	\$ 1,125,000
	Project Cost	\$ 4,874,000
B. S. 92nd Street Collector Sewer (S. 92nd Street from Ryan Road to R.C.I.)		
2000 LF 15" Sanitary Sewer	\$	500,000
75 VF. Sanitary Manholes	\$	45,000
Mobilization	\$	30,000
Erosion Control	\$	15,000
Traffic Control	\$	20,000
	Subtotal	\$ 619,000
	Engineering & Contingencies	\$ 185,000
	Project Cost	\$ 804,000
	Total Cost for Alternative 1	\$ 5,678,000



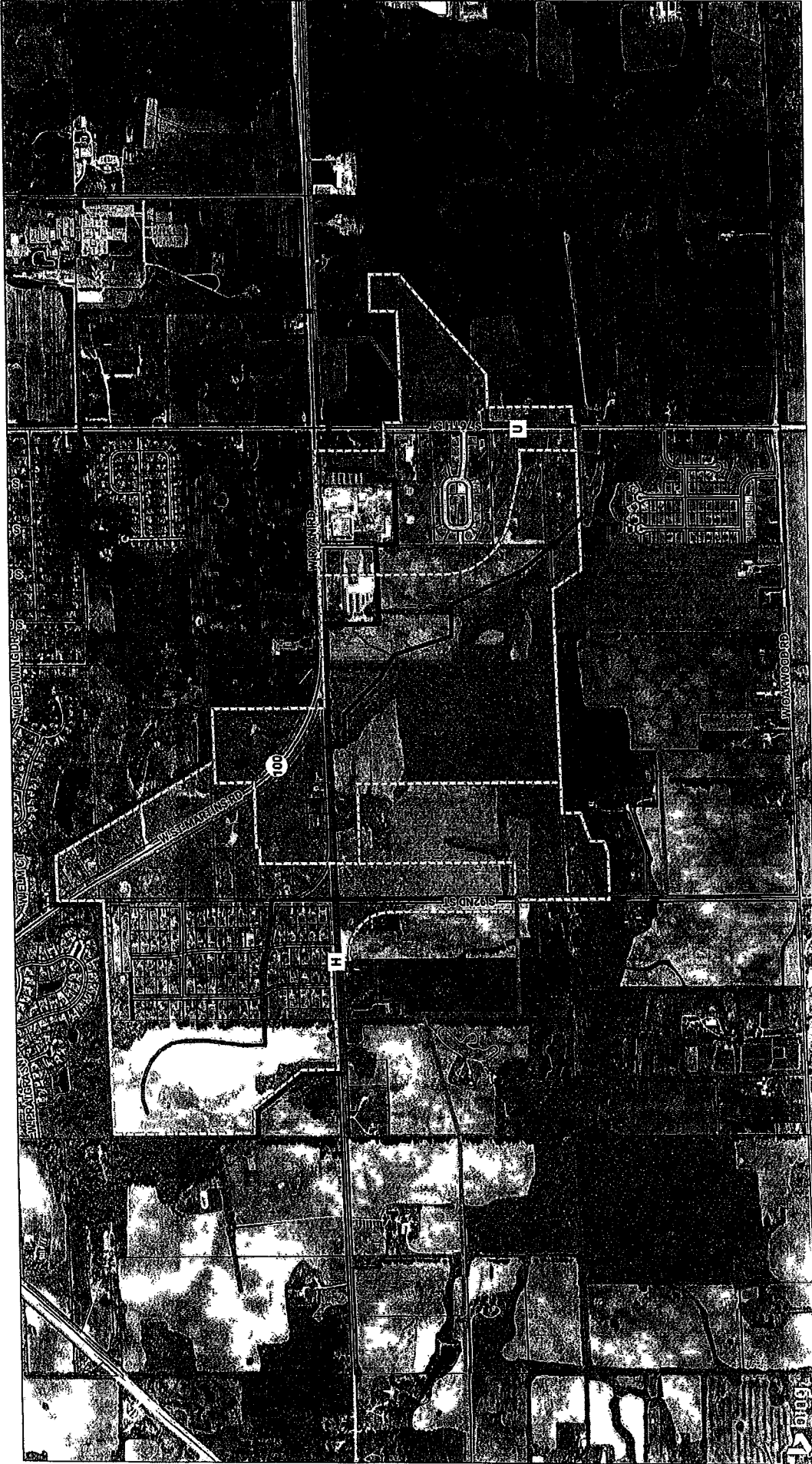
November 2021

Appendix B
City of Franklin
Preliminary Cost Estimate
Alternative 2
Ryan Road/S. 76th Street Sanitary Sewer

A. <u>Ryan Road Trunk Sewer (R.C.I. to St. Martins Road)</u>			
3800 LF. 15" Sanitary Sewer		\$	760,000
160 VF. Sanitary Manholes		\$	96,000
280 LF. Tunnel		\$	252,000
Mobilization		\$	40,000
Erosion Control		\$	20,000
Traffic Control		\$	15,000
	Subtotal	\$	1,183,000
	Engineering & Contingencies	\$	355,000
	Project Cost	\$	1,538,000
B. <u>Ryan Road Collector (S. 92nd St. to the East)</u>			
1400 LF. 8" Sanitary Sewer		\$	700,000
120 VF. Sanitary Manholes		\$	72,000
Mobilization		\$	40,000
Erosion Control		\$	20,000
Traffic Control		\$	15,000
	Subtotal	\$	847,000
	Engineering & Contingencies	\$	254,000
	Project Cost	\$	1,101,000
C. <u>S. 92nd Street Trunk Sewer (R.C.I. North to Lift Station)</u>			
2800 LF. 15" Sanitary Sewer		\$	1,400,000
190 VF. Sanitary Manholes		\$	114,000
100 LF. Tunnel		\$	90,000
Mobilization		\$	30,000
Erosion Control		\$	25,000
Traffic Control		\$	30,000
	Subtotal	\$	1,689,000
	Engineering & Contingencies	\$	506,000
	Project Cost	\$	2,195,000
	Total Cost for Alternative 2	\$	4,834,000



November 2021

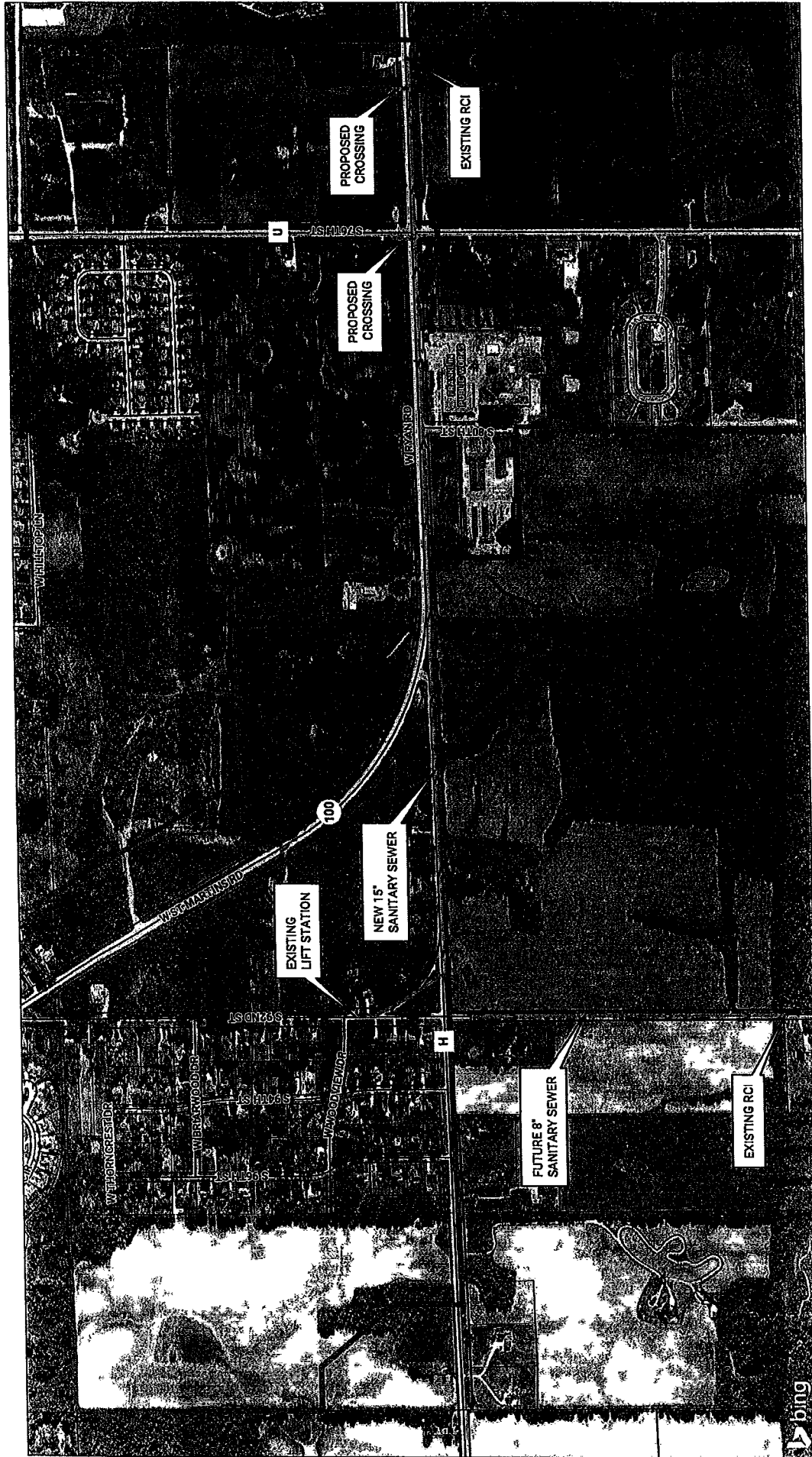


DECEMBER 2021

CITY OF FRANKLIN
 RYAN ROAD / S76TH ST MASTER SEWER PLANNING
EXHIBIT 2: ORIGINAL RCI BASINS

- STUDY AREA
- SANITARY BASINS
- EXISTING RCI
- PREVIOUSLY PROPOSED TRUNK SEWER





DECEMBER 2021

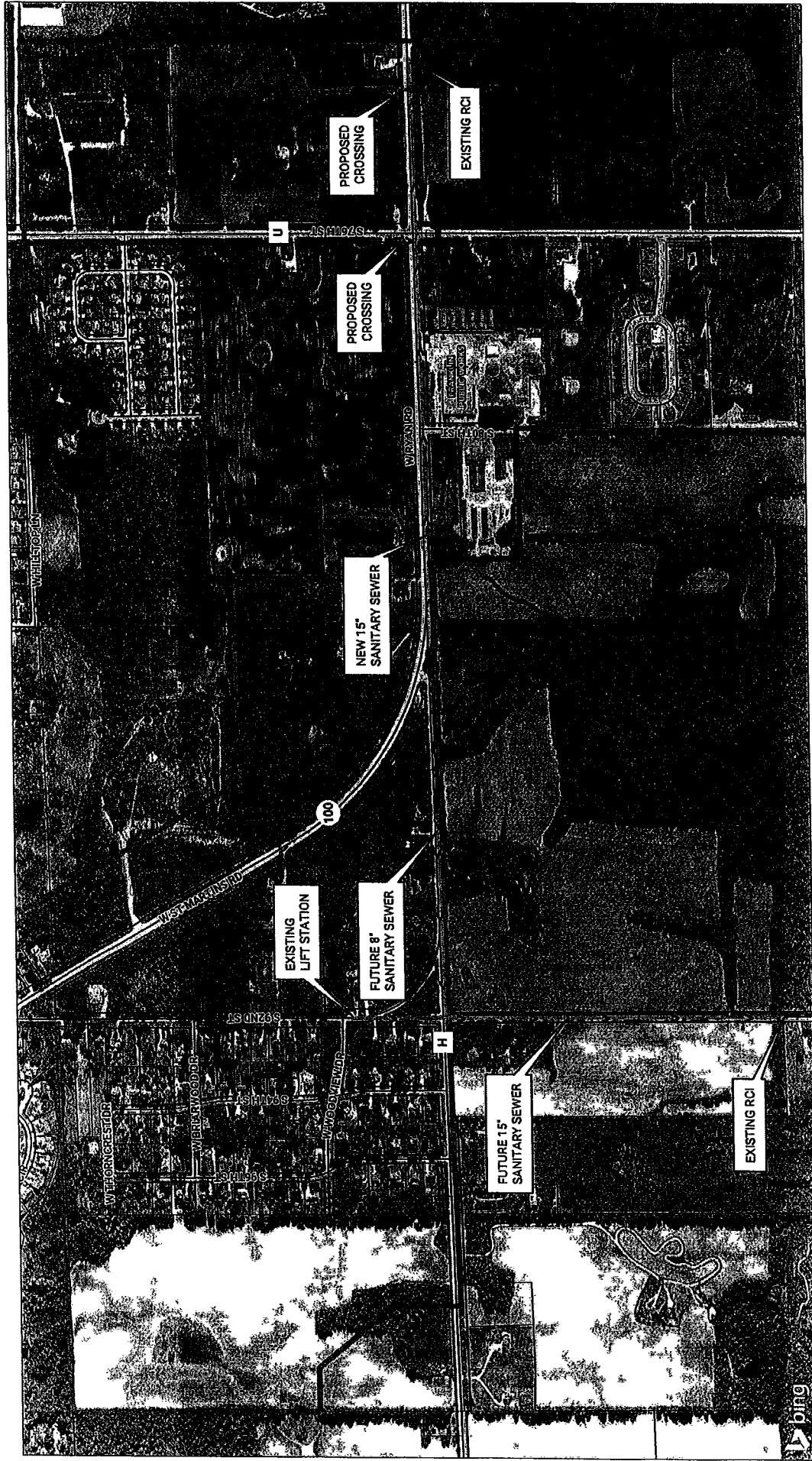
CITY OF FRANKLIN
 RYAN ROAD / S 76TH ST MASTER SEWER PLANNING

EXHIBIT 3: ALTERNATIVE 1

92ND STREET LS CONVEYED EAST IN RYAN ROAD

- STUDY AREA
- PROPOSED SANITARY SEWER
- SEWER FLOW DIRECTION

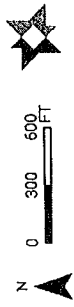




DECEMBER 2021

CITY OF FRANKLIN
 RYAN ROAD / S 76TH - S MASTER SEWER PLANNING
EXHIBIT 4: ALTERNATIVE 2
92ND STREET LS CONVEYED SOUTH IN 92ND STREET

STUDY AREA
 PROPOSED SANITARY SEWER
 SEWER FLOW DIRECTION



C, (i)

CHAPTER 8: UTILITIES & COMMUNITY FACILITIES

INTRODUCTION

The type and quality of services a community provides are often two of the most important reasons people choose to locate to and remain within a community. For residents, police protection, fire protection, and parks and recreation are often considered the most important services the community can provide. Other services, typically not provided by the local community such as schools, hospitals/clinics, and child care, are also often important to residents. For businesses, public sanitary sewer, water, and solid waste disposal are often considered the most important services the community can provide. Other services, typically not provided by the local community such as power supply, power transmission, and telecommunications, are also important to businesses.

Experiences from across the country have shown time and again that to provide high quality services, a community must maintain, upgrade, and regularly reevaluate its utility, facility, and community service needs. Reevaluation is particularly important because as a community grows and matures, often so does its need for such services. Furthermore, these facilities and services influence, and in turn are influenced by, the transportation system, which is described in Chapter 7 of this Plan. In addition, as the average age of the City's residents continues to increase, the relative importance of some services will increase, while others will decrease.

The utility and community facilities element set forth in this chapter is based upon principles, goals, objectives, policies, and programs which reflect the desires of community residents, committee members, elected officials, and sound planning practices. These principles, goals, objectives, policies, and programs are discussed in greater detail later in this chapter.

The Wisconsin Comprehensive Planning Legislation recognizes how important this subject is as it has identified utilities and community facilities as one of the nine required elements of comprehensive plans. Section 66.1001 of the Wisconsin Statutes requires the Utilities and Community Facilities element to provide a compilation of goals, objectives, policies, maps, and programs that guide the future development of various utilities and community facilities. Furthermore, Section 16.965 of the Wisconsin Statutes sets forth goals related to the Utilities and Community Facilities element that may be addressed as part of the planning process. They are

- Promotion of the redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial, and industrial structures.
- Providing adequate infrastructure and public services and an adequate supply of developable land to meet existing and future market demand for residential, commercial, and industrial uses.

The purpose of this chapter is to address the issues and requirements set forth by the Wisconsin Statutes, which is quoted below.

“A compilation of objectives, policies, goals, maps and programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools, and other governmental facilities. The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for governmental services in the local governmental unit that are related to such utilities and facilities.”

PROGRAMS AND SERVICES

“A compilation of ... programs to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools, and other governmental facilities.” Excerpt from Wisconsin State Statute 66.1001(2)(d)

The City of Franklin is a growing suburban community within the Milwaukee Metropolitan Area that provides a full range of utilities, facilities, and other services. The following is a list of many, but not all, of the utility and community facilities related programs and services provided within the City of Franklin. Additional information about the most important of these programs and services from a comprehensive planning perspective is provided later in this chapter. Additional information about the other programs and services listed here, as well as other programs and services not listed here, can be obtained from the City of Franklin or from the provider of the specific program or service.

- **Municipally provided:**
 - Health Department,
 - Police Department,
 - Fire Department (includes rescue services);

- **Public Works Department (includes streets, parks, and engineering services),**
- **Library,**
- **Wastewater collection; and**
- **Water distribution.**
- **Contractually provided:**
 - **Solid Waste Collection (includes leaf and brush collection, recycling, and household hazardous waste collection services);**
 - **Wastewater treatment,**
 - **Water supply, and**
 - **Animal Control.**
- **Other Publicly or Privately provided.**
 - **Education (includes public and private schools),**
 - **Recreation (includes among others the Milwaukee County Sports Complex, three golf courses, and the Crystal Ridge Ski Hill),**
 - **Electric power transmission,**
 - **Natural gas transmission,**
 - **Telecommunication services;**
 - **Recycling and Disposal Facility (landfill services);**
 - **Health care (includes medical and dental services);**
 - **Child care,**
 - **Elderly care,**
 - **Correctional Facility (county jail services); and**
 - **U.S. Postal Service (Post Office).**

GUIDING PRINCIPLES, GOALS AND OBJECTIVES

“A compilation of objectives, ... goals .. to guide the future development of utilities and community facilities in the local governmental unit such as sanitary sewer service, storm water management, water supply, solid waste disposal, on-site wastewater treatment technologies, recycling facilities, parks, telecommunications facilities, power-generating plants and transmission lines, cemeteries, health care facilities, child care facilities and other public facilities, such as police, fire and rescue facilities, libraries, schools, and other governmental facilities.” Excerpt from Wisconsin State Statute 66.1001(2)(d)

The following goals, objectives, and policies will guide the City of Franklin’s utility and community facilities related activities. Where possible and appropriate, existing local, regional, or state land use related guidelines have been used, as noted herein.

Any additional details set forth in this chapter, such as recommendations for further study or educational efforts pertaining to police and fire service, and the provision of additional government buildings, are intended to ensure that the full scope of the utility and community facility related needs of the City are eventually addressed. They are not intended to create any further allowances or restrictions by the Comprehensive Master Plan or to create any additional conditions or requirements of the Comprehensive Master Plan. However, should the Common Council determine that changes to the Comprehensive Master Plan as a result of the studies or educational efforts are warranted, any such changes would then be made to the Comprehensive Master Plan through the formal amendment process to ensure an appropriate level of consistency between the Plan and such study or educational effort.

Principles

The following guiding principles of the City’s utility and community facilities related efforts are as follows.

- The residents of Franklin will have access to parks, open space, and a wide range of recreational programs and facilities that help to promote an active and healthy lifestyle. [from “City of Franklin’s Vision Statement and Mission Statement”]
- Franklin will be a community where modern conveniences, friendly people, and a small town atmosphere combine with low crime, a clean environment, and quality educational opportunities to make Franklin the primary destination to live and learn, work and play, and to do business. [from “City of Franklin’s Vision Statement and Mission Statement”]

Goals and Objectives

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

- **Continue to provide City residents with high-quality, efficient services, utilities and community facilities.** [from public input]
 - Regularly review service levels and demand to ensure the provision of the best services possible and appropriate. [from consultant input]
 - Develop a phased plan for the extension of sewer and water services that can be used to prioritize the City investments and to leverage the actions and investments of MMSD and surrounding communities. [from public input]
 - Encourage upgrade of the internet and cable services in the southern part of the City to provide an improved service for existing residents and a competitive market for future development. [from public input]
 - Support efforts to develop a Community Center. [from public input]
 - Work with the school districts to identify the needs and locations for new facilities. [from public input]
 - Determine future Police Department staff levels to determine the need for and location of new facilities. [from public input]
- **Provide adequate infrastructure and public services to meet existing and future conditions.** [from one of the 14 goals required by Wisconsin's Comprehensive Planning Legislation for state comprehensive planning grants]
 - Upgrade and expand City (and joint) services, utilities and community facilities as necessary to meet demand. [from public input]
- **Provide the fire protection facilities necessary to maintain high quality fire protection throughout the City.** [from the 1992 Comprehensive Master Plan]
 - Determine future Fire Department and Emergency Service Department staff levels to determine the need for and location of new facilities. [from public input]
- **To retain a refined sanitary sewer service area that is in conformance with both the adopted area wide water quality management plan and this Plan.** [from the 1992 Comprehensive Master Plan]

Policies

In addition to the goals and objectives noted above, the following utility and community facility related policies are also intended to help guide the City of Franklin as it deals with these important issues.

- As portions of the City of Franklin infrastructure (including but not limited to public sanitary sewers, watermains, and stormwater management facilities) reach the end of their design life, an increasingly greater proportion of these components will need to be replaced over the coming years. To ensure the most efficient and cost-effective infrastructure possible, replacement, rehabilitation, and new construction should take place in a planned and coordinated manner. For instance, whenever possible, sanitary sewer system modifications within a specific area should be undertaken at the same time as water, stormwater, and/or road construction or reconstruction, so that construction impacts are minimized and efficiency between the projects is maximized. Also, the development/redevelopment of land adjacent to, and the use of underutilized infrastructure, should be encouraged over the extension of new infrastructure. When the extension of new infrastructure is warranted, it should be provided in such a manner that encourages compact and contiguous development patterns.

INVENTORY AND ANALYSIS

The element shall describe the location, use and capacity of existing public utilities and community facilities that serve the local governmental unit, shall include an approximate timetable that forecasts the need in the local governmental unit to expand or rehabilitate existing utilities and facilities or to create new utilities and facilities and shall assess future needs for governmental services in the local governmental unit that are related to such utilities and facilities.” Excerpt from Wisconsin State Statute 66.1001(2)(d)

This section of the Utilities and Community Facilities chapter provides detailed information about the utilities, facilities, and other community services within the City of Franklin. These utilities, facilities, and other community services may be provided by the City, or by some other public sector entity, or by the private sector. It cannot be stressed enough though, that all of these services, if well provided, contribute to the community's quality of life.

Utilities

Utilities are one of the most important services a community can provide (or can obtain from other public or private sector entities) to ensure the health, welfare, and/or safety of its citizens. They can directly affect the location, timing, and rate of growth and development, and can indirectly affect the type of growth and development. Many utilities, such as sanitary sewer service and stormwater management, can also directly

affect the overall quality of surface and ground waters, and can indirectly affect the overall quality of other natural resources.

Utilities such as public sanitary sewer service, municipal water service, and stormwater management are also among the more traditional elements of infrastructure provided by the public sector. In addition, when one is provided, the others usually are as well. Sanitary sewers, watermains, and storm sewers sometimes share the same easements, and are often extended concurrently with one another.

Sanitary Sewer Service

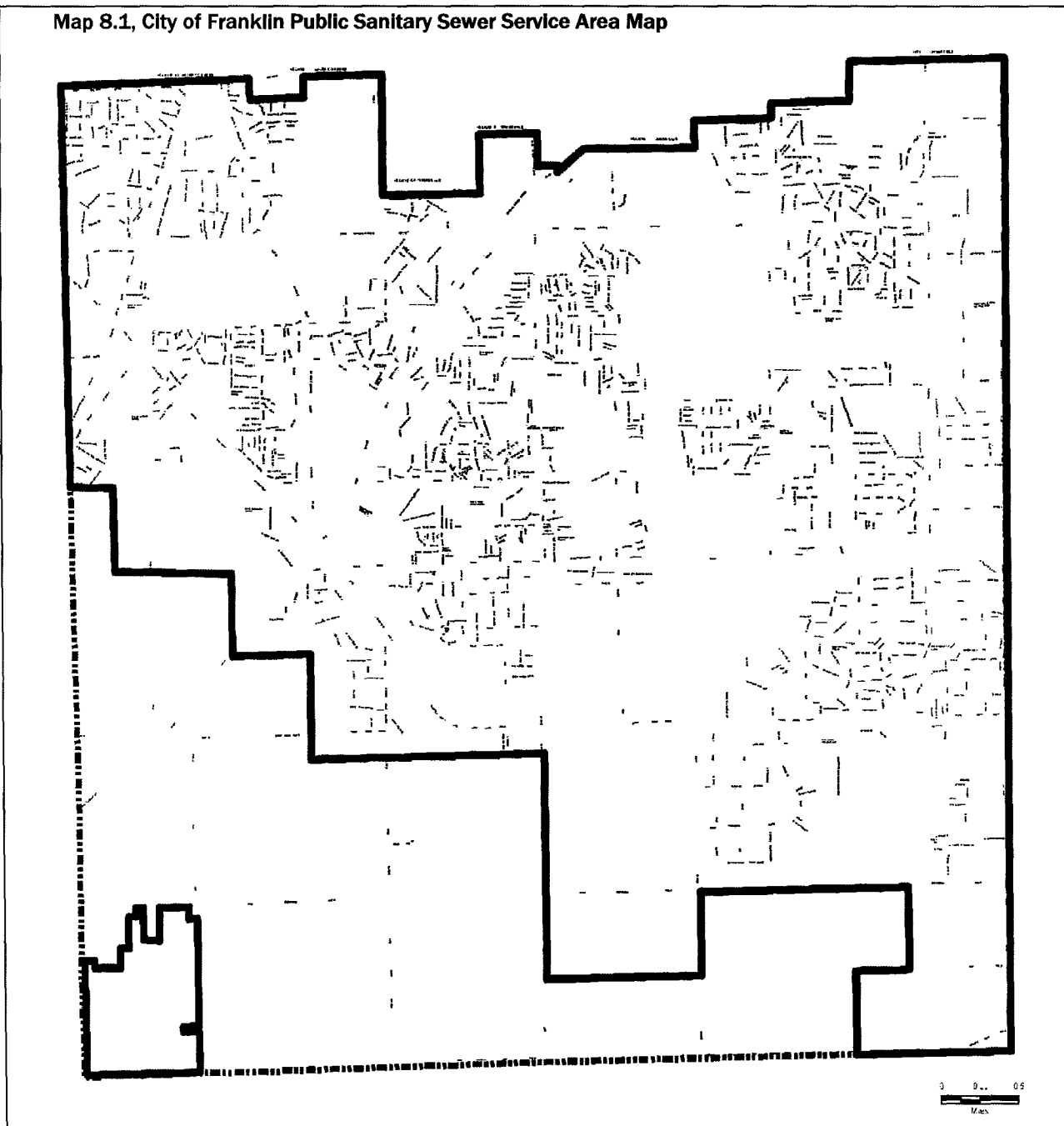
Several major federal laws have been enacted over the past 100 years to protect the nation's waters, and each of these laws imposed subsequently greater restrictions upon the discharge of pollution into lakes, rivers, and streams. With the passage of the 1972 Clean Water Act, all discharges of pollution required a permit, the use of best achievable pollution control technology was encouraged, and billions of dollars were provided for the construction of sewage treatment plants. This law also required comprehensive water quality planning for both point and nonpoint sources of pollution. For the City of Franklin this federal/state/regional planning is currently set forth in.

- SEWRPC Planning Report NO. 30, A Regional Water Quality Management Plan for Southeastern Wisconsin—2000, Volume One, Inventory Findings, September 1978, Volume Two, Alternative Plans, February 1979, and Volume Three, Recommended Plan, June 1979, prepared by the Southeastern Wisconsin Regional Planning Commission,
- SEWRPC Community Assistance Planning Report NO. 176, Sanitary Sewer Service Area for the City of Franklin, Milwaukee County, Wisconsin, dated October 1990, prepared by the Southeastern Wisconsin Regional Planning Commission, [adopted by the Common Council by Resolution NO. 90-3540], and
- SEWRPC Planning Report NO. 50, A Regional Water Quality Management Plan Update for the Greater Milwaukee Watersheds, dated December 2007, prepared by the Southeastern Wisconsin Regional Planning Commission, [endorsed by the Common Council by Resolution NO. 2009-6515].
- MMSD 2020 Facilities Plan, dated October 2007, prepared by the Milwaukee Metropolitan Sewerage District.

Sanitary sewer service is provided within the City of Franklin through the City owned and maintained system of collector sewers tributary to the Milwaukee Metropolitan Sewerage District owned and maintained interceptor sewers and wastewater treatment plant (the South Shore Wastewater Treatment Plant located in the City of Oak Creek).

The currently approved City of Franklin Sanitary Sewer Service Area (as set forth in SEWRPC Community Assistance Planning Report NO. 176), is identified on Map 8.1.





Map 8.1, City of Franklin Public Sanitary Sewer Service Area Map



**City of Franklin
Public Sanitary Sewer
Service Area Map**

Map 8.1

Legend

-  City Boundary
-  Sanitary Sewer Service Area
-  Area Generally Served by Existing Sanitary Sewer
-  Unsewered Area



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As shown on this map, in 2009, the currently approved sanitary sewer service area encompassed about 26.8 square miles, or about 77 percent of the City. Only those lands within the southern and southwestern portions of the City were located outside the Sewer Service Area.

The Milwaukee Metropolitan Sewerage District (MMSD) is a regional government agency providing wastewater treatment and flood management services for 28 communities, and 1.1 million people, within a 420-square mile service area. Established by state law, the MMSD is governed by 11 commissioners and does have taxing authority. In addition to its core responsibilities, the MMSD also conducts and provides water quality research, laboratory services, household hazardous waste collection, mercury collection, industrial waste monitoring, and Milorganite production and marketing.

Pursuant to the sanitary sewer service related plans referenced above, to be eligible for sanitary sewer service, an area must be located within the Milwaukee Metropolitan Sewerage District (MMSD) as well as within the approved Sewer Service Area (SSA). Within the City of Franklin, the extent of the MMSD area is similar to but generally smaller than the extent of the SSA. More specifically, those lands identified on Map 8.1 as “Unsewered Area” are not located within the MMSD. The MMSD 2020 Facilities Plan does identify all of the City of Franklin within its Planning Area, envisions that all of the City would be tributary to the South Shore Wastewater Treatment Plant, identifies that a proposed Ryan Creek Interceptor Sewer could ultimately provide sanitary sewer service to the remainder of the southwest portions of the City of Franklin (as well as to certain portions of the Cities of Muskego and New Berlin), but does not recommend the construction or funding of the Ryan Creek Interceptor Sewer during the time-frame of its 2020 Facilities Plan.

The City of Franklin has also prepared its own sanitary sewer service related plans, which include.

- *Sanitary Sewer Master Plan*, dated November 1967, prepared by J.C. Zimmerman Engineering Company,
- *Sanitary Sewer Master Plan*, dated December 1996, prepared by J.C. Zimmerman Engineering Company;
- *Ryan Creek Interceptor Study*, dated November 2006, prepared by R. A. Smith and Associates, and
- *Franklin/Muskego/MMSD Advanced Facility Plan Economic Analysis*, dated June 2009, prepared by Ruekert & Mielke, Inc.

The area of the City of Franklin generally served by the sanitary sewer system in 2008 is also shown on Map 8.1. This system encompasses about 18.1 square miles of land (or about 50 percent of the City), consists of about 169 miles of sanitary sewer pipes (comprised of pipes ranging in size from 4 inches in diameter to 48

inches in diameter), and provides public sanitary sewer service to approximately 8,300 customers.¹ The City owned and maintained system consists of collector sewers, lift stations, and forcemains, all of which are tributary to the Milwaukee Metropolitan Sewerage District owned and maintained system of interceptor sewers (one of which is an 84 inch interceptor sewer located within the City, extending from 27th Street, westward along Ryan Road to the Root River, northward generally near the Root River, to the Village of Greendale), and wastewater treatment plant. As shown on Map 8.1, most but not all development within the City has been provided public sanitary sewer service. Isolated areas and certain developments within the City have not been provided such service (usually due to the difficulty and cost to extend such service to these isolated areas), including lands west of 76th Street north of Rawson Avenue, and lands along 116th Street.

It is important to note that the City of Franklin Unified Development Ordinance requires that new development within many of the City's zoning districts be provided public sanitary sewer service, and also requires that all new subdivisions, Certified Survey Maps, and Condominium Plats construct sanitary sewer facilities so as to insure that adequate sanitary sewer service is available to each lot within the development, when such public sanitary sewer service is available.

It is also important to note that the Land Use chapter envisions that ultimately, public sanitary sewer service will be provided throughout the entire City of Franklin. It also envisions that the timing of the provision of public sanitary sewer service to the unserved portions of the City will depend upon a combination of factors, including market conditions, neighborhood support; local, regional and state regulations, and financial capabilities. While the exact timing of the provision of such service to the unserved portions of the City is not known at this time, it is envisioned that such service could potentially occur within the time-frame of this Comprehensive Master Plan.

Based upon this information, it is recommended that the City continue its long-range planning, maintenance, and funding activities to ensure that its collection system remains adequately sized and extended for the anticipated growth and development set forth in this City of Franklin 2025 Comprehensive Master Plan, and beyond. In this regard, it is also recommended that the City of Franklin continue to work with the Southeastern Wisconsin Regional Planning Commission and the Milwaukee Metropolitan Sewerage District to ensure that similar growth patterns and sanitary sewer extension policies are established within their plans and policies.

¹ In 1965, (as stated in the City's 1965 Comprehensive Master Plan) the City of Franklin provided public sanitary sewer service to an area along 27th Street and College Avenue and contained a private sewage treatment facility to serve an area at 35th Street and Rawson Avenue. In 1985 (as referenced in the City's 1992 Comprehensive Master Plan and in SEWRPC Community Assistance Planning Report NO. 176) the City provided public sanitary sewer service to about 16,492 persons (or about 92 percent of the City's population at that time). By 1999 about 142 miles of sanitary sewer pipes were present, serving about 7,500 customers.

It is recommended that the City's Sanitary Sewer Master Plan (and associated Ryan Creek Interceptor Study and Franklin/Muskego/MMSD Advanced Facility Plan Economic Analysis): SEWRPC Community Assistance Planning Report NO. 176, Sanitary Sewer Service Area for the City of Franklin, Milwaukee County, Wisconsin, dated October 1990, prepared by the Southeastern Wisconsin Regional Planning Commission, and SEWRPC Planning Report NO. 50, A Regional Water Quality Management Plan Update for the Greater Milwaukee Watersheds, dated December 2007, prepared by the Southeastern Wisconsin Regional Planning Commission, be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.

Sewer Service. In November of 2006, a sanitary sewer study for the City was completed by R.A. Smith & Associates, Inc. (RAS) to develop local sanitary sewer service scenarios to the southwestern area of the City (Basins 17 & 20). The study was performed as an alternative to the Milwaukee Metropolitan Sewerage District (MMSD) Ryan Creek Interceptor sewer extension plan (RCI) which had originally planned for the installation of the multi-community RCI to serve both the southwestern area of the City of Franklin and areas of the City of Muskego, and had since indicated to the City that construction of the RCI is not in MMSD's immediate plans. MMSD's indecision relative to the construction of the RCI and development pressures received in the study area prompted the City to study alternatives for sewer service that do not require the immediate construction of the ultimate RCI alternative.

The City staff identified three (3) areas that had received recent development interest 76th Street and Ryan Road (STH 100), 76th Street and Oakwood Road; and Ryan Road (STH 100) and Loomis Road (STH 36) These areas of interest, and residents in the area that wish to construct homes and/or non-residential development, are driving the need for a study to identify local sanitary sewer alternatives. The local sanitary sewer would need to discharge to MMSD's system at the nearest Metropolitan Interceptor Sewer (MIS) connection at 60th Street and Ryan Road (STH 100), east of the Root River.

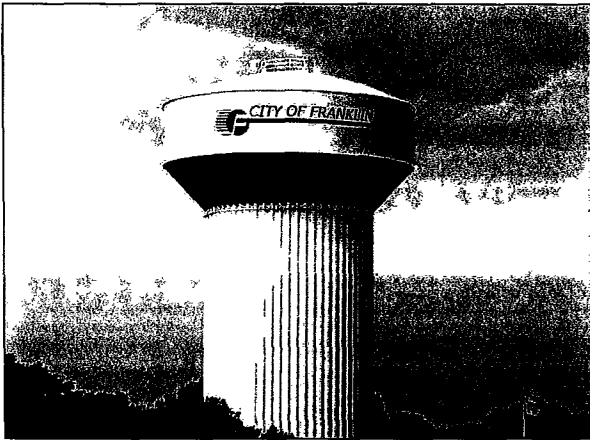
This local sanitary sewer involved various sub-basin systems (i.e., shallower, less than twenty-five feet (25) +/- in depth, lift station/forcemain or gravity systems) that could be developed without the immediate construction of the RCI. The planned conveyance scenarios were designed with the use of either "temporary" or "permanent" lift stations, along with the construction of interceptor and collector sewers built in stages, driven by development in the area. The interceptor sewer network would be left in-place with the planned lift stations to be abandoned with the future construction of the RCI.

The City preferred a scenario that presented two lift stations located at naturally occurring low areas along the proposed RCI route. A 6.5 million gallon per day (MGD) lift station is located at Ryan Road and 112th Street, with the other larger lift station (18 MGD) located on the eastern end of the study area along 76th Street. Each lift station utilizes separate forcemains to the 76th Street and Ryan Road intersection, then combine into one forcemain that discharges to the MIS. The combined forcemain installed under the Root River is less costly and more feasible to construct and was the preferred option of the City staff in lieu of constructing large diameter gravity sewer under the Root River to connect to the MIS

Presently, the City is reconsidering a gravity sewer option that would serve the above described southwestern area of the City in addition to areas of the City of Muskego. This gravity sewer interceptor option would remove the need for either lift station described in the above scenario, but would utilize the arterial sewer infrastructure identified in the above study.

Water Supply

The Franklin Water Utility was created in 1977, and now includes all but a small area in the northeast and a very small area in the northwest portions of the City². Since 1997, the City of Franklin's drinking water has been obtained from Lake Michigan through purchase from the Oak Creek Water and Sewer Utility, which treats this water and then pumps it to the Franklin city limits. The Franklin Water Utility then provides the water to its customers through a distribution system composed of water mains, pumps, and storage facilities. The western portion of the City's water system is lifted by a booster pumping station located near 58th and Drexel.



Prior to 1997, the City's drinking water was obtained from groundwater. However, levels of naturally occurring radium within the groundwater exceeded federal and state standards and necessitated the change from groundwater to Lake Michigan water. Currently, Franklin's well system is now used only as a backup during periods of high usage. About one percent of the water supplied by the Franklin Water Utility comes from groundwater, and is blended with the lake water to be below the minimum radium standards set by federal and state regulations.

The City of Franklin has prepared a number of municipal water supply related plans, which include

- *Report On Water Supply Improvements*, dated July 1969, prepared by J.C. Zimmerman Engineering Company;
- *Water System Master Plan*, dated November 1979, prepared by J.C. Zimmerman Engineering Company;

² The City of Franklin obtains retail water service from the City of Milwaukee for an approximately 320 acre area immediately south of College Avenue between 27th Street and 43rd Street extended and a six acre area immediately southeast of the intersection of College Avenue and STH 100

- *Comprehensive System Plan, Lake Michigan Water Supply, dated August 1992, prepared by Back and Veatch;*
- *Water System Study, dated May 2000, prepared by Kaempfer & Associates, Inc., and*
- *Water System Study Project Report, dated March 2009, prepared by Kaempfer & Associates, Inc.*

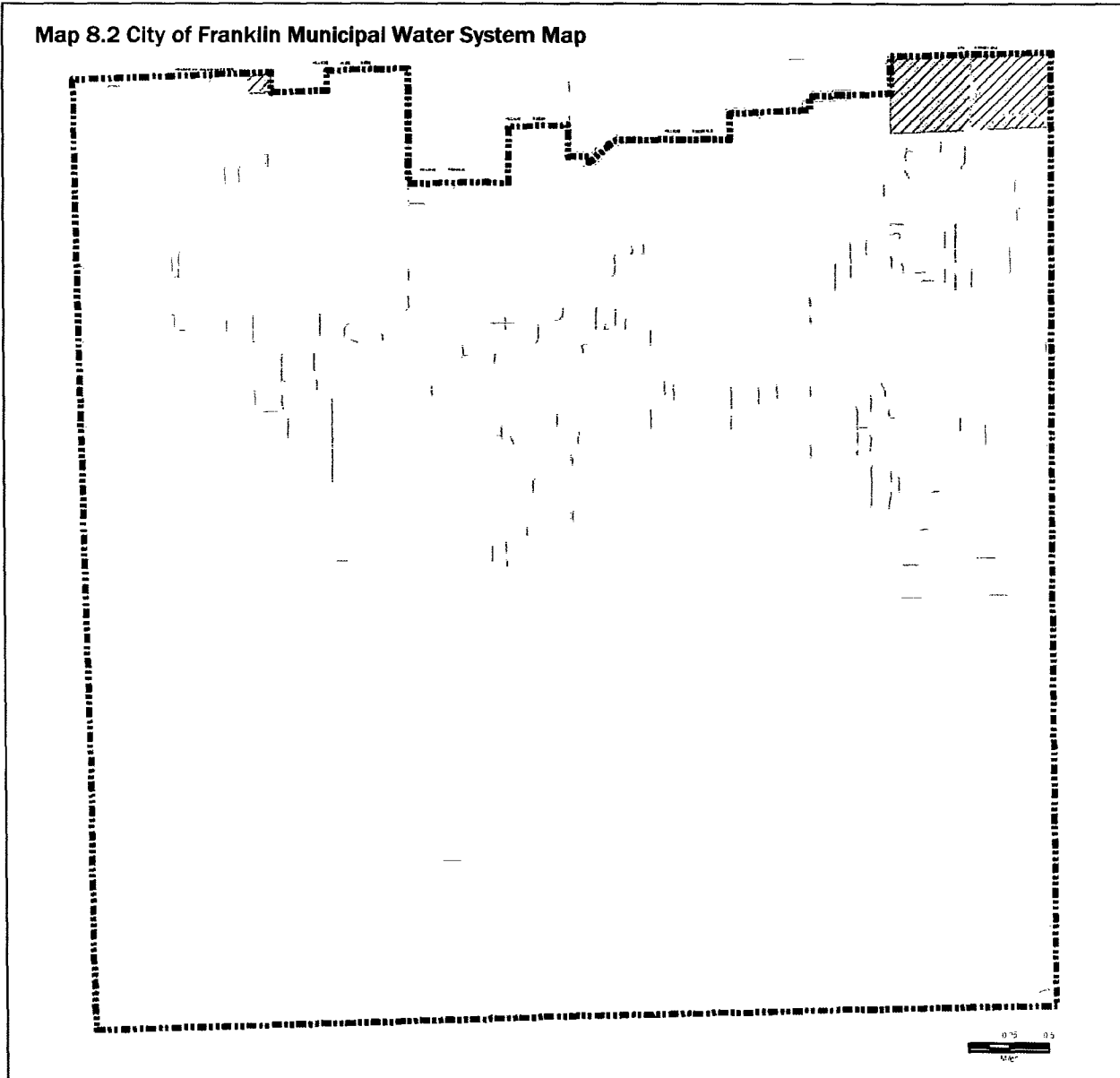
The area of the City of Franklin generally served by the water system in 2008 is shown on Map 8.2. This system encompasses about 15.8 square miles of land (or about 44 percent of the City), consists of about 98 miles of watermains (comprised of pipes ranging in size from 4 inches in diameter to 24 inches in diameter), and provides municipal water service to approximately 7,700 customers.³ The City owned and maintained system consists of watermains, one 2 million gallon elevated storage tank, one 500,000 gallon elevated water tower, four ground storage reservoirs, 4 wells, and a booster pumping station, all of which are tributary to one of four connection points to the Oak Creek Water and Sewer Utility and its water treatment plant. As shown on Map 8.2, since 1970, most but not all development within the City has been provided municipal water service. Certain previously developed areas within the City have not been provided such service (usually due to the difficulty and cost to extend such service to these areas, or due to the desire of a majority of the residents within the area to continue to use their existing private wells).

In addition to its use as the City's source of drinking water, the Franklin Water Utility's water supply system (water, hydrants, and distribution mains) is also utilized for fire protection purposes.

As stated by the Wisconsin Department of Natural Resources, all drinking water, no matter the source, may reasonably be expected to contain at least small amounts of some contaminants. Contaminants may include microbes, such as viruses and bacteria; inorganics, such as salts and metals; pesticides or herbicides; organic chemicals, such as petroleum byproducts, and radioactive substances. The presence of such contaminants does not necessarily indicate that water poses a health risk. Further information about this subject can be found within the City of Franklin Safe Drinking Water Report, and by contacting the U.S. Environmental Protection Agency or the Wisconsin Department of Natural Resources. The City of Franklin's Safe Drinking Water Report for the year 2008 indicates that there were no violations of any federal or state drinking water standards. In addition, of all the contaminants that the City has tested for, only two (lead and trihalomethanes) have exceeded federal/state identified Maximum Contaminant Level Goals for that substance (but both were significantly below the Maximum Contaminant Level). It can be noted that the

³ In 1965 (as stated in the City's 1965 Comprehensive Master Plan) the City of Franklin did not possess a municipal water supply system although about 8.3 percent of the structures within the City were served by private water systems comprised of privately owned and operated wells and distribution systems. In 1992 (as referenced in the City's 1992 Comprehensive Master Plan) the City still did not possess a municipal water supply system although the City had completed a detailed public water supply comprehensive system plan in 1992. By 1999 about 82 miles of watermain pipes were present serving about 3,900 customers.




Map 8.2 City of Franklin Municipal Water System Map




City of Franklin Municipal Water System Map

Map 8 2

Legend

-  City Boundary
-  Milwaukee Retail Water Service
-  Area Generally Served by Existing Municipal Water

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Maximum Contaminant Level Goal is an “ideal goal” for the preferred amount of a contaminant within a community’s drinking water supply, while the Maximum Contaminant Level is the highest level of a contaminant allowed by federal/state regulations within a community’s drinking water supply.

It is important to note that the City of Franklin Unified Development Ordinance requires that new development within many of the City’s zoning districts be provided municipal water service, and also requires that all new subdivisions, Certified Survey Maps, and Condominium Plats construct water supply facilities so as to insure that adequate public service is available to each lot within the development when such public water supply service is available. The Unified Development Ordinance also indicates that the Common Council may allow development to utilize private water systems if a public water supply is not available.

It is also important to note that the Land Use chapter envisions that ultimately, municipal water service will be provided throughout the entire City of Franklin. It also envisions that the timing of the provision of municipal water service to the unserved portions of the City will depend upon a combination of factors, including market conditions; neighborhood support; local, regional and state regulations, and financial capabilities. While the exact timing of the provision of such service to the unserved portions of the City is not known at this time, it is envisioned that such service could potentially occur within the time-frame of this Comprehensive Master Plan.

Based upon this information, it is recommended that the City continue its long-range planning, maintenance, and funding activities to ensure that its municipal water supply system remains adequately sized and extended for the anticipated growth and development set forth in this City of Franklin 2025 Comprehensive Master Plan, and beyond.

It is further recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that the envisioned expansion of the City’s municipal water supply system is adequately addressed.

It is recommended that the City of Franklin, Milwaukee County, Wisconsin, Water System Study, Project Report, dated March 2009, prepared by Kaempfer & Associates, Inc., be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.

Water Service. In March of 2009, a Water System Study for the City of Franklin was completed by Kaempfer & Associates to provide a long-range plan for water system improvements. The Study identifies improvements necessary to both correct existing deficiencies and to provide service for the future development of the City. Future land uses were assumed in accordance with existing zoning and the planned land uses for the City under consideration at that time.

The Water System Study includes a recommended plan that identifies improvements needed in the next 20 years to meet projected increases in demand. A flow control station, two elevated storage tanks, eight segments of transmission mains, and a booster pump station are necessary to meet such projections. The

recommended plan is divided into the following three stages, as capital improvement projects are generally planned in stages to coordinate work with revenue:

Stage 1 improvements are needed to improve the reliability of the existing water supply and distribution system and should be completed by the year 2010 or 2011. Planned improvements for Stage 1 include a 20-inch diameter transmission main south on South 51st Street from the intersection of Puetz Road south approximately 3,560 feet. The 20-inch transmission main on South 51st Street will be constructed in 2009. A 5.0 million gallon per day (mgd) booster pump with a 16-inch diameter transmission main on Puetz Road from the intersection of St. Martins Road east approximately 600 feet. The booster pump station and 16-inch diameter transmission main on Puetz Road is planned for construction in 2010. Constructing the booster pump station and transmission main on Puetz Road will defer the need for a second elevated storage tank in the West Pressure Zone for at least 10 to 15 years. A 16-inch diameter transmission main on Oakwood Road from the intersection with South 34th Street west approximately 5,300 feet, planned for construction in 2010 or 2011.

Stage 2 improvements would be constructed to meet ultimate maximum day supply requirements of the City and should be constructed before the maximum day demand reaches 9.0 mgd. It is anticipated that maximum day demand will reach 9.0 mgd between 2015 and 2020. These improvements include a 6.0 mgd flow control station at Puetz Road and South 27th Street, a 24-inch diameter transmission main on Puetz Road between South 27th Street and South 51st Street, and a 2.0 million gallon (mg) elevated storage tank on Puetz Road would be constructed to meet ultimate maximum day supply requirements of the City. (Elevated storage tanks are assumed to be of the steel, single-pedestal design for tanks having a capacity of up to 0.5 million gallons and composite design for tanks having a capacity of .75 mg or greater. Supply and storage facilities are sized to function as operating storage, equalizing storage, fire fighting reserve and emergency reserve.)

Stage 3 improvements include a 1.5 mg elevated storage tank on Lovers Lane, a 16-inch diameter transmission main on St. Martins Road from the intersection with Forest Home Avenue southeast approximately 6,300 feet, and a 12-inch diameter transmission main on Church Street from the intersection with St. Martins Road northeast approximately 1,300 feet would be constructed to meet the ultimate storage requirements of the West Pressure Zone. The transmission main improvements would serve future commercial and residential development and improve reliability in supplying the 1.5 mg elevated storage tank. These improvements should be constructed before the maximum day demand reaches 12.0 mgd. It is anticipated that maximum day demand will reach 12.0 mgd between 2025 and 2030. Water distribution system improvements to serve undeveloped areas should be constructed in response to growth in the City. The exact alignment of future transmission mains will depend on the actual alignment of future roadways.

Stormwater Management

In 1987, the federal government passed an amendment to the Clean Water Act that included several regulations relating to stormwater management and nonpoint source pollution control. The programs

created by this legislation are administered by the U.S. Environmental Protection Agency and are targeted to control nonpoint source pollution from municipal, industrial, and construction site runoff. Due to revisions to the federal programs in 1999 and corresponding changes to Wisconsin Administrative Codes, these federal programs apply to most communities, including the City of Franklin, for most construction sites one acre or larger in size. Furthermore, the Milwaukee Metropolitan Sewerage District (MMSD) is charged by Wisconsin State Statutes in part to provide and manage a system of facilities for the collection, transmission, and disposal of stormwater and groundwater within the District. The MMSD's rules in this regard apply to all local units of government within the District's ultimate sewer service area (including the City of Franklin), and in part require compliance with its rules for all development with one-half acre or more of new impervious surface area. Additional information on these MMSD standards can be found on its website and in its *Surface Water and Storm Water Rules Technical Guidance*.

As stated in the Wisconsin Department of Natural Resources model stormwater management ordinance, uncontrolled stormwater runoff from land development activity has a significant impact upon water resources and the health, safety, and general welfare of the community.

Similar to many communities, the City of Franklin requires individual developers to address the stormwater management requirements noted above, including the installation of stormwater management facilities for their developments. Accordingly, the City's role is one of coordination, stormwater management project review, and stormwater management planning on a regional or watershed basis.

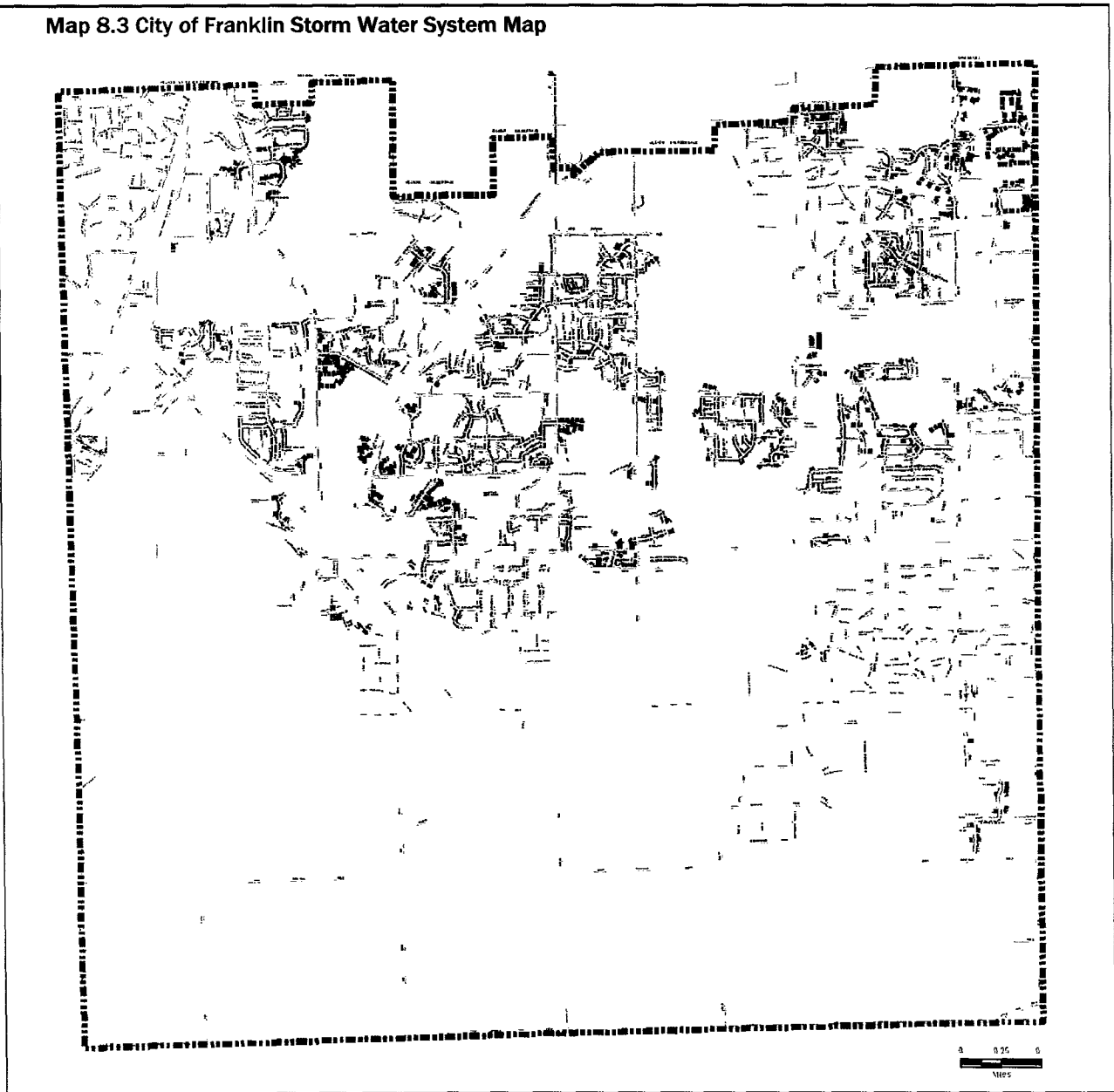
In this regard, the City of Franklin has prepared a number of stormwater management related plans which include

- *Stormwater Management Plan*, dated 1993, prepared by Bonestroo, Rosene, Anderlik & Associates, Inc., and
- *Stormwater Management Plan Update*, dated 2002, prepared by Bonestroo, Rosene, Anderlik & Associates, Inc.

The City of Franklin's current stormwater management system is composed of: a conveyance system consisting of swales, roadside ditches, storm sewers, culverts, and channels, and storage systems consisting of wetlands, wetland remnants, and constructed stormwater management facilities. These systems transport stormwater runoff from developed lands to the Root River or the Oak Creek, and ultimately to Lake Michigan. Map 8.3, which was still under preparation at the time of this Plan, identifies portions of the City's stormwater system.



It is important to note that the City of Franklin Unified Development Ordinance requires that all new subdivisions, Certified Survey Maps, and Condominium Plats construct stormwater drainage facilities adequate to serve the proposed development. The Unified Development Ordinance also contains the City of Franklin's Stormwater Management Ordinance, which sets forth the federal, state, and MMSD required stormwater management standards referenced above.

Map 8.3 City of Franklin Storm Water System Map




**City of Franklin
Storm Water System Map**

Map 8.3

- Legend**
-  City Boundary
 -  Stormwater Main



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Based upon this information, it is recommended that the City continue its long-range planning, maintenance, and funding activities to ensure that its stormwater management systems remain adequately sized and extended for the anticipated growth and development set forth in this City of Franklin 2025 Comprehensive Master Plan, and beyond.

It is recommended that the *City of Franklin Stormwater Management Plan Update – 2002*, dated December 2002, prepared by Bonestroo, Rosene, Anderlik & Associates, Inc., be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.

Solid Waste Disposal

Prior to 1973, the City had no solid waste collection and disposal, and solid waste from the City of Franklin was put in unregulated garbage dumps or burned in unregulated incinerators. In 1973, the City instituted a garbage collection and disposal service to all single- and two-family residential development. In 1977, the Waste Management Metro Landfill was constructed in the City of Franklin northeast of West County Line Road and South 124th Street. Shortly thereafter, the adjacent Superior Emerald Park Landfill was constructed in the City of Muskego. These landfills were an environmentally- and economically-sound alternative to previous methods of solid waste disposal.

The City of Franklin first began to transfer its solid waste to the Metro landfill in 1973. The 108 acre Metro Landfill is authorized by the Wisconsin Department of Natural Resources to accept contaminated soil, demolition materials, recyclable materials, refuse, and tires. Its original capacity was 5.2 million cubic yards, was expanded by 2.6 million cubic yards, and has a remaining capacity of about 4.7 million cubic yards, enough to last approximately four years at current rates. Recently, Waste Management of Wisconsin has been working with the Wisconsin Department of Natural Resources for a proposed expansion of the Metro Landfill. The original proposal consisted of a 24.7 acre expansion, which would provide approximately 2.8 million cubic yards of capacity which would provide an additional 2.9 years of site life.

The City of Franklin provides weekly refuse collection and disposal, three times per year leaf and brush collection, and a Christmas tree pick-up, to all single-family, two-family, and condominium developments. All other development must contract with private firms for garbage and recyclable collection. The City's collection service is outsourced to a private contractor and is re-bid every three years. Also, sharps (needles, syringes, and lancets) from City residents are accepted at the City Health Department for proper disposal. Disposal of large items such as furniture, computers, carpet, etc. is accomplished through separate requests and payment to the City's private contractor, or transported to the Metro Landfill by the residents themselves for free disposal.

It appears that the City of Franklin provides a high quality comprehensive solid waste collection and disposal program, and that maintenance of this program will continue to meet the needs of the City during the 20-year span of this Plan. It is recommended that this service be periodically reviewed to ensure that it continues to meet the needs of the City.

It is also recommended that the City continue to address any Metro Landfill associated issues with the Wisconsin Department of Natural Resources, Waste Management of Wisconsin, Inc., and the adjacent communities, through the City of Franklin Waste Facility Siting Committee or such other means as the Common Council may determine.

Onsite Wastewater

Onsite sewage disposal systems are those that store, treat, or dispose of wastewater (or perform a combination of these functions) on the site at which the wastewater is generated. Onsite sewage disposal systems are used in those areas that are not served by offsite systems. Typical examples of onsite systems include holding tanks, conventional septic systems, or mound systems used by individual homeowners and small businesses located in rural areas.

Other than in the southwestern portion of the City, significant numbers of additional onsite systems are not anticipated during the 20-year timeframe of this Plan. In the southwestern portion of the City, as set forth in the Land Use chapter, it is envisioned that a significant amount of development could potentially occur prior to the extension of public sanitary sewer service. Should this occur, it is recommended (as set forth in the *Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City*) that

- The location of each new lot or parcel created under this policy be designed in such a fashion so as not to impede the proposed future street and lot layout, and the provision of public services, as identified in the Post-Sanitary Sewer Scenario Map
- Any required Certified Survey Map (or other similar document) clearly state that any new development associated with such land divisions must connect to public sanitary sewer and water when such service becomes available.
- Any land divisions beyond the first per parent parcel shall also include an Area Development Plan which shall indicate the coordination and location of all public infrastructure.

It is recommended that the City periodically review the *Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City* to ensure that it continues to meet the needs of the City.

Recycling

The benefits of recycling are numerous and include saving natural resources, saving energy, reducing the need for landfill space and incineration, reducing pollution, reducing local solid waste management costs, and creating jobs and businesses.

The City provides bi-weekly recycling (newspapers, magazines, cardboard, glass, plastic, etc.) for all single-family, two-family, and condominium developments. This collection service is also outsourced to the same private contractor as is used for solid waste collection.

The City provides a recycling center for its residents adjacent to the Public Works Garage. Residential items such as brush, used motor oil, car batteries, clean glass and plastic, clean tin and aluminum, and newspapers and cardboard are accepted at this site. Certain other residential items are accepted at the Metro Landfill.

Certain hazardous wastes are accepted at Veolia Environmental Services (located adjacent to the Metro Landfill), including paint, fertilizer, pesticides, gasoline, etc.

It appears that the City's current method of recycling will continue to meet the needs of the City during the 20-year span of this Plan. It is recommended that this service be periodically reviewed to ensure that it continues to meet the needs of the City.

Power Generating Plants and Transmission Lines

Electricity and natural gas are provided in the City of Franklin by WE Energies. WE Energies provides electricity and natural gas to all of Milwaukee County, as well as to certain surrounding areas. The American Transmission Company (ATC) owns and operates the electric transmission lines and substations in the eastern portion of Wisconsin, including two 138 kV transmission lines, one 230 kV Double Circuit transmission line, and two substations which are located in the City of Franklin.

Review of the ATC's 2008 10-Year Assessment indicates there are no significant planned changes to the facilities located within Franklin, other than modification to one of the substations within the City to upgrade the equipment ratings to avert facility overloads. In addition, review of the Public Service Commission of Wisconsin's Strategic Energy Assessment indicates no significant planned changes to facilities within the City.

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the needs of the City.

Policies for Tower Facilities and Telecommunications

Telecommunication is the science and technology of communication at a distance. This technology is quickly becoming more and more important as people rely on these facilities on a daily basis. Today, telecommunications involves the use of electronic devices such as land line telephones, cell phones, televisions, radios, and computers. These tools are used by both business and residential users. A local assessment of telecommunication facilities is necessary to ensure a high level of quality of life for residential users and to meet the needs of business users. In addition, Franklin is able to use these facilities to provide better municipal and community services, such as police and fire emergency response and sharing information and data with Franklin residents via the Internet.

There are several tower facilities within the City. The following is a list of existing tower locations in Franklin:

- 5550 West Airways Avenue
- 8909 West Drexel Avenue
- 11217 West Forest Home Avenue
- 11841 West Oakwood Road
- 7401 West Puetz Road
- 8885 South 68th Street
- 6321 South 108th Street

There are several companies utilizing the sites above to provide customers with a variety of services, as well as a wide range of technologies. Phone, Internet and Cable services are among the most common. Other services such as 911 and public safety communications utilize these facilities. The more common technologies include: Integrated Subscriber Digital Network (ISDN), which supports simultaneous voice and non-voice services, with higher data speeds than voice grade lines, Synchronous Optical Network (SONET), which offers high speed transmission over fiber optic lines and transmits data, voice and video simultaneously, and Digital Subscriber Line (DSL), which is a family of technologies that provides digital data transmission over the wires of a local telephone network.

The Southeastern Wisconsin Regional Planning Commission initiated a Regional Telecommunications Planning Program in 2004. The goal of the regional telecommunications planning program is to reach out beyond the current networks to help plan for the next generation of broadband service capabilities that will be required to compete in the global economy. Such planning must also identify the broadband infrastructure required for public needs in such areas as healthcare, education, public safety and the environment. A major objective of the program relates to the provision of high speed, broadband telecommunication services throughout the Region.

It is recommended that Franklin continue to encourage collocated tower facilities as outlined in the Unified Development Ordinance (UDO). Furthermore, UDO, American National Standards Institute (ANSI), Telecommunication Industry Association (TIA), and Federal Communication Commission (FCC) standards shall be followed for new antennas, towers and other telecommunication facilities. Franklin shall strive to provide the most up to date technology to provide an efficient telecommunication network to transmit data, video and multimedia for all Franklin residents and businesses.

COMMUNITY FACILITIES

Community facilities are often of most importance to community residents. Such services, which can include parks, schools, government buildings, hospitals, child day care centers, elderly care centers, etc., are provided by a wide variety of public, private, and non-profit entities. As with utilities, community facilities can also directly and indirectly affect development, natural resources, and the overall quality of life.

Parks and Recreation



Numerous studies across the country have indicated that the presence of outdoor recreation and open space adds to a community's quality of life. Parks, outdoor recreation, and open space sites can enhance the attractiveness of and foster a sense of civic pride in the community. Furthermore, the provision of an adequate supply of areas, facilities, and activities to accommodate the public's open space and recreational needs has been demonstrated to promote the

general health, welfare, and safety of the community's citizens.

The City of Franklin recognizes the importance of park, outdoor recreation, and open space services. In this regard, the City provides 13 sites encompassing about 170 acres for these purposes. In addition, the City's 1992 Comprehensive Master Plan specifically addressed park and recreation issues, and the City prepared a comprehensive outdoor recreation plan in 2002.

Within the City of Franklin, park, outdoor recreation and open space sites are provided by both the City and Milwaukee County.



Further information on this topic, including pertinent recommendations, is contained in Chapter 3 Agricultural, Natural and Cultural Resources.

Schools

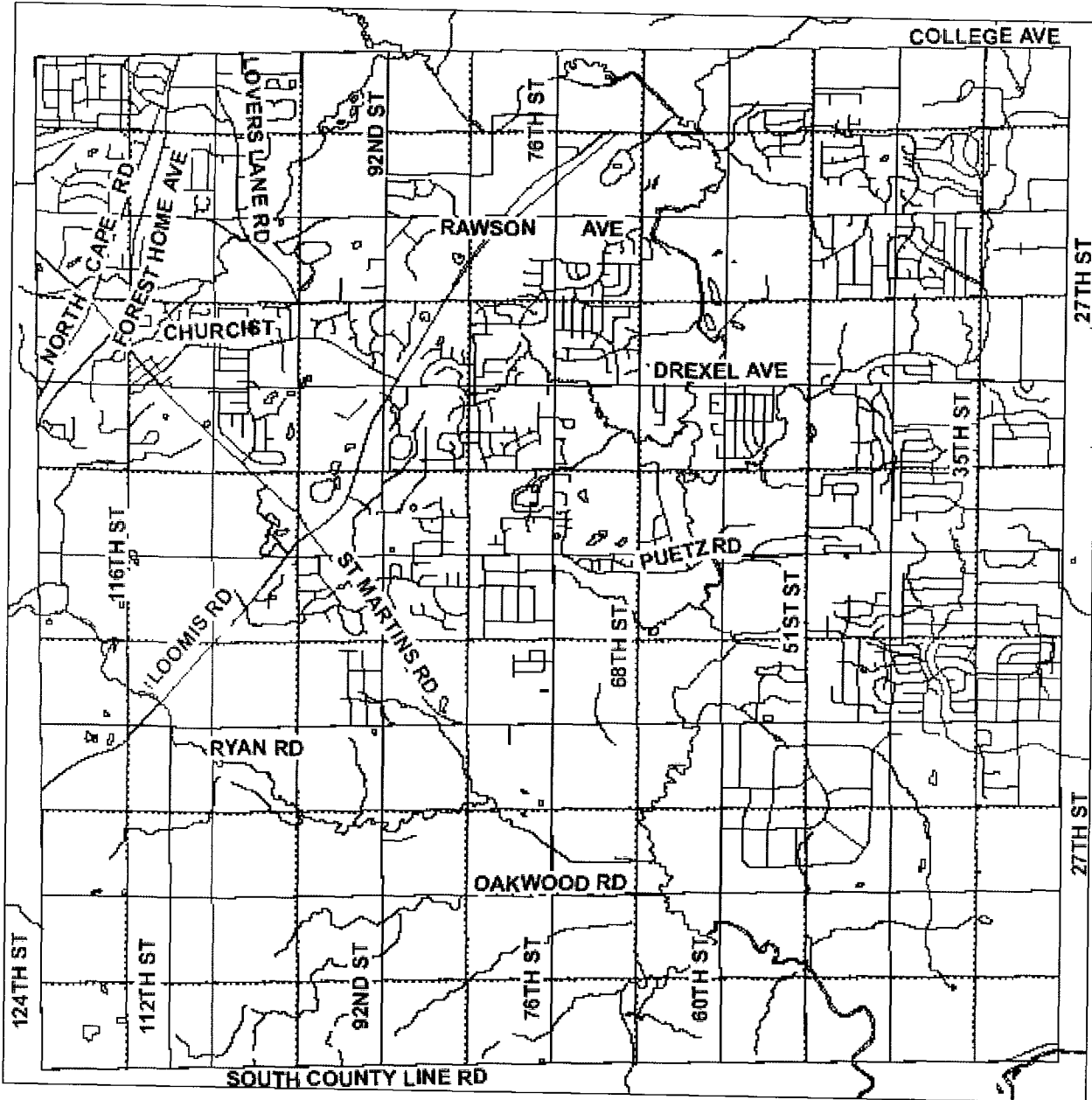
As shown on Map 8.4, and as discussed below, three school districts, Franklin, Oak Creek-Franklin, and Whitnall, are located within or partially within the City. While the Franklin School District is located entirely within the City, only portions of the Oak Creek-Franklin School District and the Whitnall School District are. In addition, neither of the latter two school districts have any school sites within the City

Franklin School District

The Franklin School District is located entirely within the City, encompasses about 26.5 square miles of the central portion of the City, is comprised of five elementary schools, one middle school, and one high school, and had a total 2008-09 enrollment of 4,080 students. The high school serves grades 9-12, the middle school grades 7-8, and the elementary schools grades K-6 with early childhood classes available at some locations.

- **Ben Franklin Elementary School**; 7620 S. 83rd St., 2008-09 enrollment 360 students, constructed in 1999, about 74,000 square feet in size, located on 21.5 acres of land.
- **Country Dale Elementary School**, 7380 S. North Cape Rd , 2008-09 enrollment 389 students, constructed in 1953 and upgraded in 1954, 1959 1961, 1964, 1995, and 1998, about 61,000 square feet in size, located on 9.6 acres of land.
- **Pleasant View Elementary School**; 4601 W. Marquette Ave., 2008-09 enrollment 468 students, constructed in 1964 and upgraded in 1966 and 1995, about 68,000 square feet in size, located on 15 acres of land.
- **Robinwood Elementary School**, 10705 W. Robinwood Ln.; 2008-09 enrollment 511 students, constructed in 1967 and upgraded in 1968 and 1995; about 63,000 square feet in size, located on 8.6 acres of land.
- **Southwood Glen Elementary School**; 9090 S. 35th St., 2008-09 enrollment 394 students, constructed in 1991, about 71,000 square feet in size, located on 8.9 acres of land.
- **Forest Park Middle School**; 8225 W. Forest Hill Ave.; 2008-09 enrollment 644 students; constructed in 1970; about 123,000 square feet in size; located on 40 acres of land.
- **Franklin High School**, 8225 W. Forest Hill Ave., 2008-09 enrollment 1,314 students, constructed in 1962 and upgraded in 1963, 1971, 1976, 1995, and 1999, about 285,000 square feet in size, located on 77 acres of land.

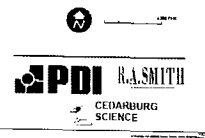
Map 8.4: City of Franklin School Districts



School Districts

School_Districts

- FRANKLIN SCHOOL DISTRICT
- OAK CREEK-FRANKLIN JOINT SCHOOL DISTRICT
- WHITNALL SCHOOL DISTRICT



Due to projected student enrollment levels, the Franklin School District in April 2007 conducted a referendum to obtain voter approval for a new high school and renovation of the current high school into a new middle school. Although a site for the new high school was not selected at that time, a number of possible locations were identified. However, the referendum failed, and plans for a new or renovated high school have been temporarily put on hold.

School District representatives have indicated that for future long-range planning purposes, potential sites for future schools include land near:

- the northwest corner of W. Puetz Road and S 51st Street,
- the southeast corner of W. Puetz Road and S. 51st Street,
- the southeast corner of Ryan Road and S 92nd Street; and
- the northwest corner of Oakwood Road and S. 76th Street.

The School District representatives have also indicated that all four sites may not be necessary, and have identified their greatest interest in the sites located at the northeast corner of Ryan Road and St. Martins Road, and the southeast corner of Ryan Road and S 92nd Street.

It should be noted that the Land Use chapter indicates the southeast corner of Ryan Road and S 92nd Street site, and the northeast corner of Ryan Road and St. Martins Road site, for future institutional land uses (which could include a future school use). Furthermore, the Land Use chapter identifies the northeast corner of Ryan Road and St. Martins Road site for future mixed use land uses (which potentially could in part include a future school use).

Because of the anticipated continued growth of the City of Franklin and the Franklin School District, it is recommended that the City work closely with the School District to address these issues of mutual concern.

Oak Creek – Franklin School District

The 29 square mile Oak Creek – Franklin Joint School District serves a seven square mile portion of the City of Franklin along the city's eastern edge. The district is comprised of six elementary schools serving grades K-5, two middle schools serving grades 6-8, and one high school serving grades 9-12. The schools serving students from the City of Franklin are as follows

- Cedar Hills Elementary School, 2225 W. Sycamore Ave., Oak Creek,
- Edgewood Elementary School; 8545 S. Shepard Ave., Oak Creek;
- Shepard Hills Elementary School, 9701 S. Shepard Ave., Oak Creek,
- West Middle School, 8401 S. 13th St., Oak Creek,

- Oak Creek High School, 340 E. Puetz Rd , Oak Creek,

As of 2009, the Oak Creek – Franklin Joint School District was preparing a Master Plan for its facilities to address anticipated future enrollment growth, respond to programmatic needs, and enhance the quality of life of the School District.

Because of the anticipated continued growth of the City of Franklin, the City of Oak Creek, and the Oak Creek - Franklin Joint School District, it is recommended that the City of Franklin work closely with the City of Oak Creek and the School District to address these issues of mutual concern.

Whitnall School District

The Whitnall School District serves the Village of Hales Corners along with portions of the Cities of Franklin and Greenfield. The school district is comprised of one K4 charter school, two elementary schools (grades K-5), one middle school (grades 6-8), and one high school. The schools serving students from the City of Franklin are as follows.

- Hales Corners Elementary School, 11319 W Godsell Ave., Hales Corners,
- Whitnall Middle School, 5025 S. 116th St., Greenfield.
- Whitnall High School, 5000 S. 116th St., Greenfield;

As the lands within the Whitnall School District are fully developed, significant future growth is not anticipated. However, it is recommended that the City stay in contact with the School District in order to address any issues of mutual concern that may arise.

Private Schools

Students in Franklin also have the option of attending a number of private schools in or near the City. These include

- St. Martin of Tours Parish School, 7933 S. 116th St., Franklin, grades PK-8, enrollment 159
- St. Paul Lutheran School, 6881 S. 51st St., Franklin; grades PK-8, enrollment 167
- Indian Community School, 10405 W. Saint Martins Rd., Franklin, grades PK-8; enrollment 309
- Jubilee Christian School, 3639 W. Ryan Rd., Franklin, grades PK-12; enrollment 167
- Martin Luther High School, 5201 s. 76th St., Greendale, grades 9-12; enrollment 394

It is anticipated that this service will continue to be provided by the private sector and will continue to meet the needs of the City.

Post Secondary Schools

While there are no post secondary schools within the Franklin city limits, the Milwaukee area is home to a wide variety of colleges and universities, technical schools, and other options.

It is anticipated that this service will continue to be provided by the private sector and other public sector entities, and will continue to meet the needs of the City.

Health Care

The residents of and visitors to the City of Franklin have a wide range of health care services available to them. The City of Franklin Health Department provides many health care related services, and the City is home to one hospital and numerous medical and dental clinics.

The City of Franklin Health Department provides the following services

- Lead testing,
- Car seat check-ups,
- Community education programs,
- Disease information.
- Immunization clinics,
- Blood pressure screening;
- Tuberculosis skin testing;
- Home safety assessments,
- Communicable disease monitoring;
- Tobacco control education and advocacy;
- Well water test kits, and
- Inspection of all food and drink establishments within the City.

It is envisioned that this service will continue to meet the needs of the City of Franklin during the 20-year timeframe of this Plan.

The City of Franklin is home to the following health care facilities

Hospitals

- Wheaton Franciscan – located at S. 27th Street and Oakwood Road, this facility opened in April of 2008. The five story, 275,000 square foot building features an 18 room emergency area, a surgical center, full service imaging, primary care and specialty physician offices, a physical therapy center, walk-in care, a cardiac rehabilitation area, and a sleep lab and headache center. The building was built to allow future expansion.

Additional demands for this service should continue to be addressed by the private sector, and the City should encourage such uses when properly designed and located.

Clinics

- Rawson Medical Center;
- St. Luke's Health Center;
- Family Acupuncture and Herbal Therapies,
- Foot & Ankle Health Center,
- Women's Care Center SC,
- Blount Orthopedic Clinic,
- Franklin Rehab Physical Therapy; and
- numerous other clinics.

Additional demands for this service should continue to be addressed by the private sector, and the City should encourage such uses when properly designed and located.

Elderly Care

The City contains numerous elderly care facilities. The Wisconsin Department of Health Services defines elderly care to include adult day care, adult family homes, community based residential facilities, residential care apartment complexes, and nursing homes. As of 2009, the Wisconsin Department of Health Services listed 22 such facilities within the City.

Additional demands for this service should continue to be addressed by the private sector, and the City should encourage such uses when properly designed and located.

Child Care

The City of Franklin contains numerous child care facilities offering individual care to all ages of children from infant to pre-teen. The Wisconsin Department of Children & Families defines child care to include family

child care, group child care, and day camps, and regulates many of these establishments. As of 2009, the Wisconsin Department of Children & Families listed 10 such licensed child day care facilities in the City.

Additional demands for this service should continue to be addressed by the private sector, and the City should encourage such uses when properly designed and located.

Cemeteries

There are six cemeteries within the City of Franklin. Carman Family Cemetery, Dutch Redemption Cemetery, Painesville Memorial, Sacred Heart Cemetery, St. Martin of Tours Cemetery; and St. Peter's Cemetery.

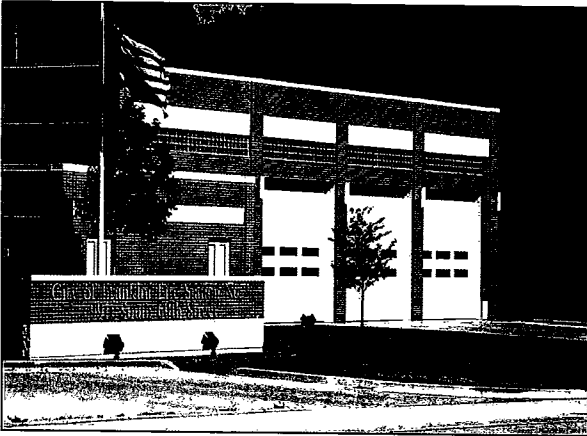
Additional demands for this service should continue to be addressed by the private sector, and the City should encourage such uses when properly designed and located.

Government Facilities

The City of Franklin provides a wide array of government facilities, including its own Fire Department, a City Hall, a Law Enforcement Center (which includes the Municipal Court and the Police Department), a library, and a public works facility. Detailed information about these facilities is provided below.

Franklin Fire Department

The Franklin Fire Department was created in 1954 as an all volunteer service with one fire engine which was stored in the Fire Chief's barn. Prior to this date Franklin relied on the Village of Hales Corners for fire protection. The first "station" was a garage located next to the Wildwood Tavern at 9643 W. 76th Street. The tavern keeper initiated the phone tree to contact the volunteers. In the 1960's the fire department moved



into shared space at the Department of Public Works, and firefighters started receiving minimal compensation.

As Franklin expanded in the 1970's, the fire department followed suit. Improvements were made to medical training, equipment, and staffing, and in 1970, the first full-time employee of the Fire Department was hired. The year 1971 saw the construction of two new fire stations Station Two, located at 11615 W. Rawson, and Station Three at 4755 W. Drexel Avenue (Station

Two was redeveloped as a park in 2001). In the late 1970's a dive rescue team was implemented. A new main station was built in 1980 at 8901 W. Drexel Avenue. The city began using 911 emergency service in the 1980's, and in 1989 the City of Franklin was awarded a paramedic unit by Milwaukee County.

Call volume greatly increased in the 1990 s, and the Franklin Fire Department upgraded by installing a computer system and purchasing thermal imaging equipment. The City also entered into the development of a joint Haz-Mat team. By 1994, Franklin fire stations featured 24-hour staffing.

Another new station was built in 2002 at 9911 S. 60th Street. As of 2006, the Franklin Fire Department was receiving over 3,000 emergency calls per year. In 2009, construction of a new station immediately adjacent to Station 3 was completed (and the old station was subsequently demolished).

Current Stations:

- Station #1 (headquarters), located at 8901 W. Drexel Avenue, built 1980
- Station #2, located at 9911 S. 60th Street, built 2002
- Station #3; located at 4755 W. Drexel Avenue, built 2009

The Franklin Fire Department provides high quality proactive and reactive fire and rescue services. It offers a full service fire department including fire suppression, hazardous materials response, confined space, Basic Life Support and Advanced Life Support (also referred to as paramedic service), and many other services to the citizens of Franklin. It operates out of three fire stations with a goal of providing ambulance response in five minutes 90 percent of the time and fire response in six minutes 90 percent of the time. In order to accomplish this goal, a minimum of ten Emergency Medical Service (EMS) firefighters need to work out of the three fire stations located throughout the City.

Personnel are trained to State of Wisconsin Firefighter II certification.

In 2008, the Fire Department responded to over 3,356 calls. About 75 percent of its calls were Emergency Medical Services.

The Franklin Fire Department envisions that as growth and development continue within the City, such call volumes will increase by about 9 percent per year.

To address this issue, the Department has identified a number of improvements, subject to Common Council approval, that will be needed to maintain its fire and rescue services. These include increasing staff levels to meet state and national standards, and the expansion, remodeling, or replacement of the department headquarters.

In addition, should public sanitary sewer service and attendant development levels occur in the southwest portion of the City, as identified in the Future Land Use Map set forth in Chapter 6 of this Plan, the Franklin Fire Department has identified the following issues.

- The adequacy of fire protection in the City is evaluated by the Insurance Service Office (ISO) through the use of the Grading Schedule for Municipal Fire Protection. Basically, this classifies the fire

defenses and physical conditions of municipalities. These grades are used throughout the United States to establish base rates for fire insurance. They base this on analyses of fire department equipment, alarm systems, water supply, fire prevention programs, building construction, and distance from the station to potential hazard areas such as central business districts. The largest piece of this is public water supply (hydrants). Franklin currently has an ISO rating of four in areas protected by hydrants and a nine in areas not protected. The lower the rating, the lower the insurance costs are to each homeowner and business. Also, in-place sprinkler protection is the best defense against fire and required in Franklin for most businesses. Without municipal water, the installation of sprinkler systems will not be as effective. Therefore, it is the recommendation of the fire department, subject to Common Council approval, to install municipal water along with the public sanitary sewer.

- Development of this size will require consideration of fire station location. It is the Fire Chief's opinion that two options exist to provide a station to protect the citizens in this area. The first option is to acquire land in the Crossroads area and relocate station 1 to this area. Because of the access to both Highway 100 and Loomis Road, this location would allow the fire department to protect a large area including the new development while maintaining a three station concept to protect the citizens of Franklin. This would require a large headquarters station capable of housing as many as nine on-duty personnel and the administrative offices.

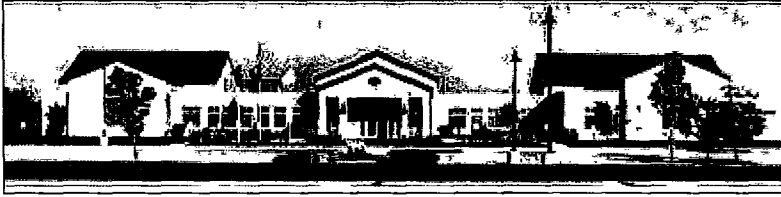
The second option is to secure land somewhere in the newly developed area for a fourth fire station. This station would be capable of housing as many as five personnel. The city currently owns land on the Oakwood Road, 112th Street intersection. This land can be considered dependent upon the development. If this site is not favorable, an area near 112th and Ryan should also be considered.

- The Fire Department also envisions that two additional pieces of apparatus would be necessary. One ambulance for Emergency Medical Services and a Fire Engine for fire suppression emergencies will be necessary.

Based upon the preceding information, it is herein recommended that further study of this matter be undertaken by the City, to more accurately determine the impact of such growth and development upon the Fire Department and the services it provides, to recommend an appropriate course of action, and to obtain Common Council support of such recommendations.

It is further recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that provision of the City's fire services are adequately addressed.

Franklin Police Department



Prior to incorporation in 1956, police services were provided by a Town Constable supplied by the Milwaukee County Sheriff Department. Following incorporation, the city

employed a constable and two part-time officers with supplementary services still provided by the County Sheriff. The Franklin Police Department was formally organized in 1964, and it initially operated out of the Town Hall Annex. The Department's second home was a farmhouse located at S. 55th Street and Highway 100. In 1971 the Franklin Police Department moved into the new City Hall building; and in 1981 the Department moved into a larger wing of the City Hall.

The Franklin Police Department moved into its own facility in 2001, following the construction of the Franklin Law Enforcement Center located at 9455 W. Loomis Avenue. This new 68,300 square foot facility quadrupled the size of the previous space, and it contains all aspects of the police operations as well as the municipal court.

The Franklin Police Department provides 24-hours per day, seven days per week service with three personnel shifts. The Police Department coordinates with numerous other emergency services agencies, including all Milwaukee County law enforcement agencies, the Wisconsin Department of Justice, federal law enforcement agencies including but not limited to the FBI, ATF, DEA and Homeland Security.

Special units within the department include the S.W.A.T. team, Motor Unit, Bicycle Patrol Unit, and the K-9 Unit.

The City of Franklin Police Department is a full service, community-oriented law enforcement agency. The Department's long-term vision is closely aligned with the City of Franklin's Vision and Mission Statement, which includes many goals related to police and emergency services.

Personnel are trained to provide basic and specialized police protective services as well as crime prevention services.

The Franklin Police Department envisions that as growth and development continue within the City, the need for increased personnel and specialized equipment will be needed to meet the increased demand for protective services. To address this issue, and subject to Common Council approval, the Department has identified a number of improvements that will be needed to maintain its services. These include the increased use of the internet to provide web based services including, but not limited to, access to crime mapping, ability to file minor reports electronically, the ability to request and receive open record documents electronically, and to pay for and receive permits electronically. In addition, the Department will need to rely on remote video surveillance to monitor crime in order to minimize the need for increased personnel.

In regard to future staffing levels, the Police Department has indicated that

- There are no national standards or methods for determining staff levels.
- The total number of officers varies from community to community, depending upon many factors.
- Of all the factors to consider, the primary and most inclusive factor is the level of police service demanded by the public.
- Aside from the above factors, there is also a widely used rule of thumb measure to properly gauge staffing levels in police departments. This measure is a 'per capita' method, or the number of officers per one thousand residents. This measure is often used by local agencies as a starting point in determining proper staffing levels.
 - Currently, Franklin has 1.72 officers per 1,000 residents.
 - The average of Milwaukee County police departments (excluding the City of Milwaukee) is 1.94 officers per 1,000 residents.
 - The average of Wisconsin police departments of similar size to Franklin (between 20,000 to 40,000 population) is 1.74 officers per 1,000 residents.

Based on that information, and subject to Common Council approval, the Police Department has identified a future staffing level of 81 officers, and 27 other personnel, by 2020 (based on a population projection of 45,314 persons by the year 2020), and a future staffing level of 102 officers, and 37 other personnel, when the City is fully developed (based on a population projection of 57,015 persons).

In regard to building needs, the Department envisions that the current Law Enforcement Center, with minor to moderate revisions, would be adequate to handle staffing levels for the foreseeable future. Possible revisions may include conversion of current storage and workout areas to office and administrative uses. However, in order to provide proper service to the southwest portion of the City (when it develops at suburban densities), the Department recommends (subject to Common Council approval), that space be allocated for a police sub-station (of approximately 1,000 square feet in size) whenever a new city building would be built in that area of the City.

Lastly, in order to take advantage of beneficial future technological innovations, the Department recommends (subject to Common Council approval), that the City place a high priority on funding technological advances in the police department.

Based upon the preceding information, it is herein recommended that further study of this matter be undertaken by the City, to more accurately determine the impact of such growth and development upon the Police Department and the services it provides, to recommend an appropriate course of action, and to obtain Common Council support of such recommendations.

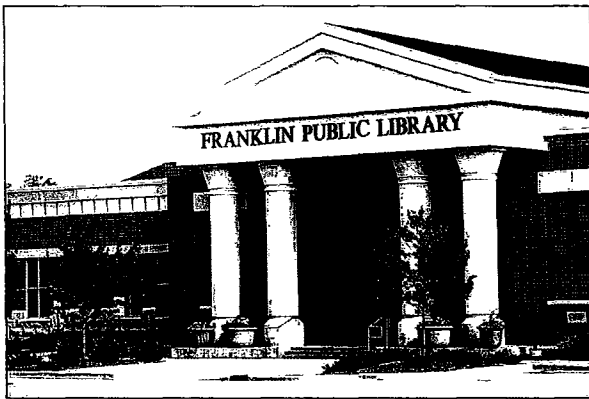
It is further recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that provision of the City's police services are adequately addressed.

Franklin City Hall

The Franklin City Hall building was built in 1970 to assemble several city departments together into one structure. Prior to construction, the City Council, the Health Department, the City Assessor, and the Fire Department were housed in the Department of Public Works building, the Engineering Department was housed in the 19th century Town Hall building, and the Police Department called an old farmhouse home. All of these services (other than the Fire Department) moved into the 22,400 square foot City Hall upon its completion in 1970. Around 1980, the City Hall was expanded by approximately 24,800 square feet to provide space for an expanded police department as well as the Franklin Public Library.

Currently the City Hall building houses the following departments Administration, Assessor, Building Inspection, City Clerk, City Development, Engineering, Finance (Accounting), Finance (Cashier-Treasury), Health, Human Resources, Information Services, and Inspection.

Franklin Public Library



The Franklin Public Library was created in 1980, initially occupying the 'Hearing Room' at the Franklin City Hall. The following year the library relocated to a larger space in the newly constructed City Hall addition. The current 40,000 square foot Franklin Public Library building was completed in 2002. According to the website Wisconsin.EducationBug.org the library houses over 100,000 printed materials, 5,800 audio materials, 6,500 video materials, 206 print subscriptions, and 35 public internet terminals.

Annual circulation transactions number over 400,000 with 178,000 annual visits. It contains a number of meeting rooms that are available to the public upon reservation, and hosts many events including programs for adults and children.

It is envisioned that this facility will continue to meet the needs of the City of Franklin during the 20-year timeframe of this Plan.

It is further recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that provision of the City's library services are adequately addressed.

Other Government Buildings

In addition to the City Hall, Law Enforcement Center, Fire Stations, and Library discussed above, the City of Franklin also possesses: DPW Garage (new), DPW Garage (old), and Sewer & Water Building.

It is recommended that these buildings be remodeled and expanded as necessary to continue to meet the needs of the City during the timeframe of this Plan. Any major renovations or additional buildings should first be the subject of further review and study, and approval by the Common Council.

CULTURAL FACILITIES

In addition to the cultural resources identified and discussed in Chapter 3 of this Plan, the City of Franklin contains many other cultural, civic, and community related facilities, organizations, and services. A brief summary of some of these are set forth below. More information on these facilities, organizations, and services can be obtained by contacting the individual organization.

Franklin Cultural Arts Center

The Franklin Cultural Arts Center is a group that organizes and hosts a number of musical and theatrical performances at a variety of venues in and around Franklin. The group's goals include the creation of a non-tax supported arts facility, the enhancement of community wide cultural and arts opportunities, the creation of a collaborative multi-community environment, and the encouragement of a multi-community and regional commitment to attracting visiting artists and performers.

The group is currently raising money and laying the groundwork for a new state of the art building which would house a 1,000 seat theatre, a 500 seat banquet hall, an art gallery, and a number of classrooms, work rooms, and rehearsal rooms. The group hopes to open the new building, at a yet to be determined location, in 2011.

It is recommended that the City assist this organization and its efforts in such manner as may be determined by the Common Council.

Community Service Organizations

The City of Franklin is served by many community service or civic organizations. Contact information for many of these organizations is located on the City of Franklin website. These include but are not limited to .

- Cub Scouts, Country Dale Pack 507
- Daily Reporter Newspaper
- Franklin Cultural Arts Center

- Franklin Educational Foundation
- Franklin Historical Society
- Franklin Hub Newspaper
- Franklin Lioness Club
- Franklin Lions Club
- Franklin Little League
- Franklin Memorial VFW Post #5272
- Franklin Noon Lions
- Franklin Public Library Foundation/Friends of the Franklin Public Library
- Franklin Senior Citizens
- MOMS Club of Franklin
- Mothers of Preschoolers
- Polish Center of Wisconsin
- Root River Junior Woman's Club (formerly the Franklin Area Junior Woman's Club)
- Sand Hill Boosters
- South Suburban Chamber of Commerce
- Wehr Nature Center

SUMMARY OF RECOMMENDATIONS

The following is a summary of the recommendations contained within this chapter

- It is recommended that the City continue its long-range planning, maintenance, and funding activities to ensure that its public sanitary sewer collection system remains adequately sized and extended for the anticipated growth and development set forth in this City of Franklin 2025 Comprehensive Master Plan, and beyond.

- It is recommended that the City of Franklin continue to work with the Southeastern Wisconsin Regional Planning Commission and the Milwaukee Metropolitan Sewerage District to ensure that the City's growth patterns and sanitary sewer extension policies (as set forth in this Plan) are established within their plans and policies.
- It is recommended that the City continue its long-range planning, maintenance, and funding activities to ensure that its municipal water supply system remains adequately sized and extended for the anticipated growth and development set forth in this City of Franklin 2025 Comprehensive Master Plan, and beyond.
- It is recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that the envisioned expansion of the City's municipal water supply system is adequately addressed.
- It is recommended that the City continue its long-range planning, maintenance, and funding activities to ensure that its stormwater management system remains adequately sized and extended for the anticipated growth and development set forth in this City of Franklin 2025 Comprehensive Master Plan, and beyond.
- It is recommended that Franklin's solid waste disposal service be periodically reviewed to ensure that it continues to meet the needs of the City.
- It is recommended that the City continue to address any Metro Landfill associated issues with the Wisconsin Department of Natural Resources, Waste Management of Wisconsin, Inc., and the adjacent communities, through the City of Franklin Waste Facility Siting Committee or such other means as the Common Council may determine.
- It is recommended that the City periodically review the Pre-Sanitary Sewer Land Use/Zoning, Land Division, and Public Services Policy for the Southwestern Portion of the City to ensure that it continues to meet the needs of the City as it applies to onsite wastewater issues.
- Because of the anticipated continued growth of the City of Franklin and the Franklin School District, it is recommended that the City work closely with the School District to address issues of mutual concern.
- Because of the anticipated continued growth of the City of Franklin, the City of Oak Creek, and the Oak Creek - Franklin Joint School District, it is recommended that the City of Franklin work closely with the City of Oak Creek and the School District to address these issues of mutual concern.
- As the lands within the Whitnall School District are fully developed, significant future growth is not anticipated. However, it is recommended that the City stay in contact with the School District in order to address any issues of mutual concern that may arise.

- It is recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that provision of the City's library services are adequately addressed.
- It is recommended that further study be undertaken to more accurately determine the impact of the planned growth and development upon the Fire Department and the services it provides and to identify an appropriate course of action to address those impacts.
- It is recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that provision of the City's fire services are adequately addressed.
- It is recommended that further study be undertaken to more accurately determine the impact of the planned growth and development upon the Police Department and the services it provides and to identify an appropriate course of action to address those impacts.
- It is recommended that the City periodically review and revise as necessary its schedule of impact fees to ensure that provision of the City's police services are adequately addressed.
- It is recommended that the City's other government buildings be remodeled and expanded as necessary to continue to meet the needs of the City during the timeframe of this Plan. Any major renovations or additional buildings should first be the subject of further review and study, and approval by the Common Council.
 - It is recommended that the City's Sanitary Sewer Master Plan (and associated Ryan Creek Interceptor Study and Franklin/Muskego/MMSD Advanced Facility Plan Economic Analysis) be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.
 - It is recommended that SEWRPC Community Assistance Planning Report NO. 176, *Sanitary Sewer Service Area for the City of Franklin, Milwaukee County, Wisconsin*, dated October 1990, prepared by the Southeastern Wisconsin Regional Planning Commission, be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.
 - It is recommended that SEWRPC Planning Report NO. 50, *A Regional Water Quality Management Plan Update for the Greater Milwaukee Watersheds*, dated December 2007, prepared by the Southeastern Wisconsin Regional Planning Commission, be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.
 - It is recommended that the *City of Franklin, Milwaukee County, Wisconsin, Water System Study, Project Report*, dated March 2009, prepared by Kaempfer & Associates, Inc., be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.
 - It is recommended that the *City of Franklin Stormwater Management Plan Update - 2002*, dated December 2002, prepared by Bonestroo, Rosene, Anderilk & Associates, Inc., be adopted by reference into the City of Franklin 2025 Comprehensive Master Plan.

- It is recommended that Franklin shall continue to encourage collocated telecommunication tower facilities as outlined in the Unified Development Ordinance (UDO).

CHAPTER 10: IMPLEMENTATION

INTRODUCTION

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

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

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

MONITORING THE PLAN

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

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

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

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

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

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

AMENDING THE PLAN

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

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

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

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

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

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

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

PLAN ELEMENT CONSISTENCY

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

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

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

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

PLAN RECOMMENDATIONS

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

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

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

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

HOUSING

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

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

ECONOMIC DEVELOPMENT

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

AGRICULTURAL, NATURAL, AND CULTURAL RESOURCES

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

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

INTERGOVERNMENTAL COOPERATION

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

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

LAND USE

Recommendations	Responsible Party	Priority Level
Existing land use related programs of the Plan Commission, the Board of Zoning and Building Appeals, the Environmental Commission, the Unified Development Ordinance, and the Comprehensive Master Plan be continued in such manner and fashion as may be determined from time to time by the Common Council.	City	Ongoing
Periodically reevaluate the Price of Land information to determine if any trends are occurring which the City determines are necessary to address.	City Staff Community Development Authority (CDA) Economic Development Commission (EDC)	2
"Development Limitations" and "Environmentally Sensitive Areas" maps be utilized in coordination with the Future Land Use Map when reviewing and approving changes in zoning, planned unit developments, conditional uses, land divisions, land stewardship plans, road alignments and circulation improvements, and related development matters	City Staff Plan Commission	1
Adopt a conservation subdivision ordinance patterned upon the UW Extension Model Ordinance, with revisions to the concepts and standards as determined by the Common Council.	City Staff Plan Commission	2
Open Space Subdivision options within the residential zoning districts of the Unified Development Ordinance, be removed or revised if necessary, to address any inconsistencies with the proposed Conservation Subdivision Ordinance.	City Staff Plan Commission	2
Infill development to be encouraged in areas surrounded by existing compatible uses consistent with the principles, goals, objectives and policies of this Plan and the Future Land Use Map.	City Staff Plan Commission	Ongoing
Identify areas to be targeted for infill development and promote standards to assist in those areas being developed to fit in with the surrounding uses.	City Staff	2
Create a mixed use overlay zoning district to promote this type of development in appropriate areas throughout the City.	City Staff	2

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

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

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

TRANSPORTATION

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

UTILITIES

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

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

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

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

D.

**CITY OF FRANKLIN CODE OF CONDUCT AND ETHICS
ELECTED AND APPOINTED OFFICIALS**

October 5, 2021

SECTION 1: PURPOSE

It is the policy of the City of Franklin to uphold, promote, and demand the highest standards of ethics from its elected and appointed officials. Accordingly, the Mayor, Common Council Members; Commission/Board/Committee Members; and Appointed Officials shall maintain the standards of personal integrity, trustworthiness, honesty, and fairness in carrying out their public duties, avoid improprieties in their roles as public servants, comply with all applicable laws, and shall not use their City position or authority improperly or for personal gain.

This Code of Conduct exists to ensure that all officials have clear guidelines for carrying out their responsibilities in their relationships with each other, with the City staff, with the citizens of Franklin, and with all other private and governmental entities. It is understood that all City Officials aspire to maintain these standards. In the event that these shared objectives are not met, self-correction is the goal, with enforcement occurring when necessary.

All officials recognize that an action may be legal but may also be unprofessional, inappropriate, or perceived as a form of harassment or abuse.

This Code of Conduct works in conjunction with the City of Franklin Municipal Code and State of Wisconsin Statutes.

SECTION 2: ELECTED OFFICIALS AND COMMISSION/BOARD/COMMITTEE MEMBERS CONDUCT WITH ONE ANOTHER

The Common Council and Mayor (hereinafter the "Council") have a responsibility to set policy for the City. In doing so, certain types of conduct foster positive debate while other types do not. The Council is responsible for treating one another as they wish to be treated. The same expectation is in place for Commission/Board/Committee Members.

The Council, as well as Commissions/Boards/Committees, is composed of individuals with a wide variety of backgrounds, personalities, values, opinions, and goals. Understanding the diversity which exists, all who choose to serve in public office have the obligation to preserve and protect the well-being of the community and its citizens. In all cases, this common goal is to be acknowledged, and all officials must recognize that certain behavior will lead to success while other behavior is counterproductive.

A. Use of Formal Titles

All officials will make every effort to refer to one another and City staff formally during public meetings as Mayor, Council President, Alderperson, Board/Commission/Committee Member, followed by the individual's last name.

B. Use of Civility and Decorum in Discussions and Debate

Difficult questions, tough challenges to a particular point of view, and criticism of ideas and information are legitimate elements of free democracy in action. Every official has the right to an individual opinion, without interruption, which is to be respected by the other officials. Officials shall not be hostile, degrading, or defamatory when debating a contentious issue. Each official is to work under the premise that all other officials are acting with appropriate motives

and keeping the interest of the public in mind, and are not to be criticized for differing opinions because they believe them to be lacking in judgment or are improperly motivated.

However, this does not allow any official to make belligerent, impertinent, slanderous, threatening, abusive, or personally disparaging comments in public meetings or during individual encounters. Shouting, attacking, or other actions that could be construed as threatening or demeaning will not be tolerated. If an official is personally offended by the remarks of another official, the offended official should voice the concern promptly and afford the other official the opportunity to either explain the comment or apologize. If that is not successful, the offended official should call for a "point of personal privilege"

C. Honor the Role of the Chair in Maintaining Order

It is the responsibility of the Mayor, as Chair of the Council, as well as Commission/Board/Committee Chairs, to keep the discussion of all members on track during meetings. Council/Commission/Board/Committee Members are to respect the efforts by the Mayor/Chair to focus discussion on current agenda items. If there is disagreement about the agenda or the Mayor's/Chair's actions, those objections are to be voiced respectfully and with reason, following commonly recognized parliamentary procedure.

D. Dissemination of Information

Out of courtesy to all Council Members, important safety matters, as determined by the Mayor, will be communicated to the Council Members as soon as practicable once they become available/known. In addition, new information regarding appropriate City Business/Communications will be disseminated to the Body prior to disseminating on social media.

E. Use of Electronic Devices

Respect for one another, constituents, and those appearing before the Council and Commissions/Boards/Committees is paramount, and full attention to the matters before the Body is the purpose of meetings. The use of electronic devices to communicate regarding City business during meetings is prohibited since it presents an opportunity for violation of open meetings and open records laws. Personal use (i.e. use not related to City Business) of electronic devices is strongly discouraged and is to be reserved only for urgent situations. However, it is acknowledged that occasional use of electronic devices occurs for business purposes within the context of meetings and is acceptable.

F. Social Media

Social media presence by those officials covered under this code is to be informative in nature and positively reflect on the community and City staff, and promote local activities. All officials shall avoid expressing opinions or bias regarding City business or issues that may come before the Council/Commission/Board/Committee when it may be construed that they are acting on behalf of the City.

In the use of social media, all officials are to abide by the following:

- Refrain from making belligerent, impertinent, slanderous, threatening, abusive, or personally disparaging comments;
- Ensure that they do not participate in discrimination or harassment, even if the identified behavior is not targeting a protected class, consisting of unwelcome conduct, sexual or otherwise, whether verbal, physical, or visual. Harassing conduct includes, but is not

limited to: slurs or negative stereotyping; bullying, threatening, intimidating or other hostile acts; degrading jokes and display or circulation of graphic material that degrades or shows hostility, and physical touching,

- Shall never demean or personally attack an employee regarding the employee's job performance in public; and
- Are to demonstrate their honesty and integrity, and to be an example of appropriate and ethical conduct.

G. Newsletters by Council Members

Council Members are allowed to create newsletters; however, all Council Members must ensure that in expressing their own opinion, they do not mislead any reader/listener into believing that their individual opinion is that of the entire Council/Commission/Board/Committee unless the Council/Commission/Board/Committee has taken a vote of the Body on that specific issue and the Member's opinion is the same as the result of the vote of the Body on the matter.

H. Discrimination and Other Harassment

The Council is committed to providing an environment that is free from discrimination and harassment, even if the identified behavior is not targeting a protected class. Harassment consists of unwelcome conduct, sexual or otherwise, whether verbal, physical, or visual. Harassing conduct includes, but is not limited to: slurs or negative stereotyping; bullying, threatening, intimidating or other hostile acts; degrading jokes and display or circulation of graphic material that degrades or shows hostility; and physical touching.

SECTION 3: ELECTED OFFICIALS AND COMMISSION/BOARD/COMMITTEE MEMBERS CONDUCT WITH CITY STAFF

Governance of the City relies on the cooperative efforts of elected officials who set policy and City staff who implement and administer the Council's policies. Therefore, every effort is to be made to be cooperative and show mutual respect for the contributions made by each other for the good of the community.

The City of Franklin, through its form of government and Municipal Code, charges the Mayor as the responsible person for all staff in the City, except as may be otherwise provided by law pursuant to the Wisconsin Statutes.

The Common Council, upon recommendation from individual Council Members, professional staff, and volunteer Boards/Commissions/Committees, authorizes various aspects of personnel management including policies, pay plans, benefit plans and other related items. On Council direction, the Mayor is charged with implementing these items while working with the executive team. This provides for a single manager to direct our staff.

Members of the Common Council must be diligent in maintaining this "chain of command". Council Members shall not engage in directing employees in their tasks and/or injecting themselves into tasks and projects. Council Members are encouraged to get to know and support the City's 240+ employees, and treat them with respect and professionalism.

Should an individual Council Member see a deficiency, need a project or task performed, have a special request for service, or any other directive for staff, he/she is to communicate that, in writing, including the specific issue as well as a requested resolution, to the Mayor or Director of Administration. (This does not include Council Members' need for additional information needed for

Council agenda items or issues relevant to their districts, which is covered in the Rules of the Common Council.) In the event that the matter is not resolved within a reasonable amount of time after communications with the Mayor and the Director of Administration, the matter may be discussed at a Council or Committee of the Whole Meeting at the call of two Council Members by filing a written request with the Clerk.

All elected and appointed officials must constantly be aware of their impact on the morale and reputation of our employees in their statements and interactions.

A. Treat Staff as Professionals

Council/Commission/Board/Committee Members shall treat all staff as professionals. Clear, honest communication that respects the abilities, experience, and dignity of each individual is expected. Poor behavior toward staff is not acceptable. Council/Commission/Board/Committee Members should refer to staff by their title followed by the individual's last name in public meetings when first introduced.

B. Never Publicly Demean or Personally Attack an Individual Employee

Council/Commission/Board/Committee Members shall never demean or personally attack an employee regarding the employee's job performance in public. All employee performance issues shall be directed to the Mayor or the Director of Administration through private correspondence or conversation.

C. Do not Supersede Administrative Authority

Unless otherwise provided in this Code, neither the Council, nor any of Commission/Board/Committee Members, shall attempt to supersede the administration's powers and duties. Neither the Council nor any Commission/Board/Committee Member thereof shall give orders to any of the Department Heads or their subordinates, either publicly or privately. Council/Commission/Board/Committee Members shall not attempt to unethically influence or coerce City staff concerning either their actions or recommendations to awarding contracts, selection of consultants, processing of development proposals, the granting of City licenses and permits, or any other similar City function.

Nothing in this section shall be construed, however, as prohibiting a Council Member or Commission/Board/Committee Member in an open meeting from fully and freely discussing with or suggesting to the Department Heads anything pertaining to City affairs or the interests of the City. And, it is also noted that there may be limited occasions when Council/Commission/Board/Committee Members need to communicate with staff outside public meetings, not related to questions on agenda matters.

D. Do Not Solicit Political or Business Support from Staff

Council/Commission/Board/Committee Members shall not solicit any type of political support, including: financial contributions, display of posters or lawn signs, name on support list, collection of petition signatures, etc., from City staff. City staff may, as private citizens within their constitutional rights, support political candidates, however all such activities must be done away from the workplace and be the will of the staff member. Photographs of uniformed City employees shall not be used in political ads.

Council/Commission/Board/Committee Members should refrain from soliciting personal business, i.e. services, patronage, etc. that are not offered to the general public, from staff.

SECTION 4: ELECTED OFFICIALS AND COMMISSION/BOARD/COMMITTEE MEMBERS CONDUCT TOWARDS THE PUBLIC

In Public Meetings

Making the public feel welcome is an important part of the democratic process. No signs of partiality, prejudice, or disrespect are to be evident on the part of individual Council/Commission/Board/Committee Members toward an individual participating in a public forum. Every effort is to be made to be fair and impartial in listening to public testimony or input. All Council/Commission/Board/Committee Members are to demonstrate, both publicly and privately, their honesty and integrity, and to be an example of appropriate and ethical conduct. And, all Council/Commission/Board/Committee Members are to respect and appreciate the public's participation, input, and opinions.

A. Be Welcoming to Speakers and Treat Them with Care and Respect

For many citizens, speaking in front of a governing body is a new and difficult experience; under such circumstances, many are nervous. Council/Commission/Board/Committee Members are expected to treat citizens with care and respect. (See section 2 D.) All Council/Board/Commission/Committee Members are to commit full attention to the speakers or any materials relevant to the topic at hand. Comments, when appropriate, and non-verbal expressions are to be respectful and professional.

B. Be Fair and Equitable in Allocating Public Hearing Time to Individual Speakers

The Mayor/Chair will determine and announce time limits on speakers at the start of the Public Hearing. Generally, each speaker will be allocated three minutes, with applicants, appellants, or their designated representatives allowed additional time. If a substantial number of speakers are anticipated, the Mayor/Chair may shorten the time limit and/or ask speakers to limit themselves to new information and points of view not already covered by previous speakers.

Each speaker may only speak once during a Public Hearing unless the Body requests additional clarification later in the process. After the close of the Public Hearing, no additional public testimony will be accepted unless the Body reopens the Public Hearing for a limited and specific purpose.

C. Ask for Clarification, but Avoid Debate and Argument with the Public

Only the Mayor/Chair (no other Council/Board/Commission/Committee Members), shall be allowed to interrupt a speaker during a presentation if needed to clarify, keep on topic, or similar. Council/Board/Commission/Committee Members may ask the Mayor/Chair to have the speaker repeat or clarify if there is an audio issue, hallway noise, or other similar matter. And, Council/Board/Commission/Committee Members may ask the Mayor/Chair for a point of order if the speaker is off the topic, exhibiting behavior or language that the Member finds disturbing or out of line, or if there are inaccurate statements made that the Member would like corrected. Member questions, regarding public input, to seek, clarify, or expand information are to be directed to the Mayor/Chair.

D. Follow Parliamentary Procedure in Conducting Public Meetings

The City Attorney serves as advisory parliamentarian for the City and is available to answer questions or interpret situations according to parliamentary procedures. Final rulings on parliamentary procedure are made by the Mayor, subject to the appeal of and to the Council, per Robert's Rules of Order.

Outside Public Meetings

A. Make No Promise or Statement on Behalf of the City or Common Council in an Unofficial Setting

Council/Commission/Board/Committee Members will frequently be asked to explain a Council/Commission/Board/Committee Action or to provide their opinion regarding an issue as they meet and talk with constituents in the community. It is appropriate to provide a brief overview of City Policy and to refer the constituents to City staff or the Mayor for further information. Overt or implicit promises of specific Council/Commission/Board/Committee Action or promises that City staff will take some specific action shall be refrained from

All Council/Board/Commission/Committee Members must ensure that in expressing their own opinions, they do not mislead any listener into believing that their individual opinion is that of the entire Council/Commission/Board/Committee unless the Council/Commission/Board/Committee has taken a vote on that specific issue and the Member's opinion is the same as the result of the vote of the Body on the matter. Likewise, no Council/Commission/Board/Committee Member shall state in writing that Member's position in a way that implies it is the position of the entire Body. A member has the right to state a personal opinion and has the right to indicate that he/she is stating such as a member of the Body but must always clarify that he/she is not speaking on behalf of the City or the Common Council/Commission/Board/Committee unless specifically authorized by that Council/Commission/Board/Committee to do so.

SECTION 5: ELECTED OFFICIALS AND COMMISSION/BOARD/COMMITTEE MEMBERS CONDUCT WITH OTHER GOVERNMENTAL PUBLIC AGENCIES AND OFFICES

Since Council/Board/Commission/Committee Members act as a single Body during official City Meetings, such members should curb individual communications with other agencies. Any such interactions would simply be as a citizen, NOT as a Council/Commission/Board/Committee Member. Council/Commission/Board/Committee Members may state their office position with the City, but shall also state that the Member has not been authorized by the Council/Commission/Board/Committee and is not appearing or communicating with the agency on the specific subject matter(s) with Council/Commission/Board/Committee direction to do so (unless the Council/Commission/Board/Committee has so authorized and directed the Member to do so); Council/Commission/Board/Committee may then otherwise state the reason for appearing or communicating with the agency and/or office. Common Council Members may use their respective City email accounts to so communicate in addition to other methods of communication.

All Council/Board/Commission/Committee Members must remember that, at most times, they are perceived in public as a representative of the City and should act and speak with that responsibility in mind.

A Be Clear about Representing the City or Personal Interests

If a Council/Commission/Board/Committee Member appears before another governmental agency or organization to provide a statement on an issue, the Member must clearly state whether his or her statement reflects a personal opinion or is the official position of the City.

All Council/Board/Commission/Committee Members must inform the applicable Body of their involvement in an outside organization if that organization is or may become involved in any issue within the City's jurisdiction. If an individual Council/Commission/Board/Committee Member publicly represents or speaks on behalf of another organization whose position differs from the City's official position on any issue, the Member must clearly communicate the organization upon whose behalf he/she is speaking and must withdraw from voting as a Council/Commission/Board/Committee Member upon any action that has bearing upon the conflicting issue.

B. Representation of the City on Intergovernmental Commissions and Other Outside Entities

Council Members serving on Boards, Commissions, or Committees as a City Representative for outside entities or agencies shall properly communicate with all other Council Members on issues pertinent to the City.

C. Conflict of Interest

Council/Board/Commission/Committee Members are encouraged to request a Conflict of Interest Opinion from the City Attorney if unsure whether a personal conflict exists on specific matters.

D. Mayor's Role Representing the City

The Mayor is charged with representing the City, speaking on its behalf, and communicating with the Council regarding these matters when appropriate.

SECTION 6: ELECTED OFFICIALS CONDUCT WITH COMMISSIONS/BOARDS/COMMITTEES

A. Attendance at Commission/Board/Committee Meetings

Council Members may attend any City of Franklin Commission/Board/Committee Meeting which is open to the public.

B. Assigned Commission/Board/Committee Duties

Council Members are assigned to Boards/Commissions/Committees to provide a line of communication between the specific Commission/Board/Committee and the Common Council. As such, Council Members are to fully participate in the activities and meetings of the Commission/Board/Committee.

Regular attendance at meetings and activities is expected.

Council Members, along with City staff, shall advise the Commissions/Boards/ Committees that they serve on regarding policies and procedures of the City, and proper conduct of meetings.

C. Be Respectful of Diverse and Opposing Opinions

A primary role of Commissions/Boards/Committees is to represent many points of view in the community and to provide the Council with advice based on a full spectrum of concerns, experience, and perspectives. Council Members must be fair and respectful to all citizens serving on Commissions/Boards/Committees without regard to their backgrounds, residence, and political views.

D. Closed Session Participation

Out of courtesy for the Commission/Board/Committee, Council Members not on such Commission/Board/Committee shall inform the Commission/Board/Committee Chair of their attendance in closed session in advance of attending such closed session whenever possible.

SECTION 7: ELECTED OFFICIALS AND COMMISSION/BOARD/COMMITTEE MEMBERS CONDUCT WITH THE MEDIA

A. Expression of Positions on Issue

When communicating with the media, all Council/Board/Commission/Committee Members must clearly state that their comments are the official position of themselves alone, and not from the Council/Commission/Board/Committee unless specifically authorized by that Council/Commission/Board/Committee. Each Council/Board/Commission/Committee Member represents one vote of the total and until a vote on any issue is taken, Council/Board/Commission/Committee Members' positions are merely their own. Council/Board/Commission/Committee Members recognize that the Mayor, or his/her designee, is the only authorized voice for the City.

B. Discussions Regarding City Staff

Council/Commission/Board/Committee Members shall not discuss personnel issues or other matters regarding individual City staff in public or with the media. Any issues pertaining to City staff shall only be addressed directly to the Mayor or the Director of Administration.

SECTION 8: ENFORCEMENT OF THIS CODE OF CONDUCT

A. Filing of Complaints (Excluding Ethics, which is addressed in Section 9 and contains separate remedies)

Any person who believes a City Official has violated a requirement, prohibition or guideline set out herein may file a sworn complaint with the City Clerk identifying: (1) the complainant's name, address and contact information; (2) position of the City official who is the subject of the complaint; (3) the nature of the alleged violation, including the specific provision of Municipal Code, Policy, Rule allegedly violated, and (4) a statement of fact constituting the alleged violation and the dates on which, or period of time during which, the alleged violation occurred.

The person making the complaint shall provide the following with the complaint: (1) all documents or other materials in the complainant's possession that are relevant to the allegation, (2) a list of all documents or other materials relevant to the allegation that are available to the complainant but not in the complainant's possession, (3) a list of all other documents or other materials relevant to the allegation but unavailable to the complainant, including the location of the documents if known, and (4) a list of witnesses, what they may know, and information to contact those witnesses

The complaint shall include an affidavit at the end of the complaint stating that the "information contained in the complaint is true and correct, or that the complainant has good reason to believe and does believe that the facts alleged are true and correct and that they constitute a violation of the Municipal Code, Policy, or Rule". If the complaint is based on information and belief, the complaint shall identify the basis of the information and belief, including all sources, contact information for those sources, and how and when

the information and/or belief was conveyed to the complainant by those sources. The complainant shall swear to the facts by oath before a notary public, or before the City Clerk. A notary public or City Clerk shall verify the signature.

If a complaint filing is determined to be complete by the City Clerk, the City Clerk shall forward the matter to the Mayor or the Mayor's Designee. If the complaint filing is determined incomplete, the City Clerk shall notify the complainant of the deficiency. If the complaint is filed against the Mayor, the City Clerk shall submit the complaint filing to the Council President to work with the appropriate parties to process the complaint appropriately on behalf of the City.

B. Confidential Nature of Complaint

While complete confidentiality cannot be maintained, each complaint will be considered judiciously and as discreetly as possible, respecting both the complainant and the accused, throughout the investigation.

C. Time for Filing

A complaint under this Code must be filed no later than sixty (60) days from the date of discovery of the alleged violation. However, anyone having information on which a complaint is based is encouraged to file the complaint as soon as the information is obtained so that immediate action may be taken by the Council, the appropriate staff member or agency. The delay in filing a complaint may be considered in determining the sanction to be imposed.

D. False or Frivolous Complaints

A person who knowingly makes a false, misleading, or unsubstantiated statement in a complaint is subject to criminal prosecution for perjury and possible civil liability. If, after reviewing a complaint, it is determined that a sworn complaint is groundless and appears to have been filed in bad faith or for the purpose of harassment, or that intentionally false or malicious information has been provided, the subject shall be referred to the Chief of Police for referral to the District Attorney's Office for prosecution under penalty of perjury or as the District Attorney may determine. A City Official who seeks to take civil action regarding any such complaint shall do so at his or her expense.

E. Complaint Procedure

(1) Investigation

If the complaint is complete, it will be investigated by the City through its representative which may be the City's Risk Provider, Outside Counsel, or other appropriate party acting as the Investigative Officer, in a reasonable period of time.

(2) Failure to Comply

All City Officials, whether elected and appointed, are required to cooperate with any such investigations. Failure to cooperate in an investigation, or making false statements, could subject the Official to sanctions or removal from office/position.

(3) Recommendations

At the conclusion of the investigation, the Investigating Officer, following deliberation in open or closed session, shall submit a report to the Council, including findings of

fact, conclusions of law, and a recommendation as to what action, if any, the Council should consider with respect to the individual charged. The Investigating Officer shall provide the complainant and the individual charged with a copy of the report. Either the complainant or the person charged may file an objection to the report and shall have the opportunity to present arguments supporting the objection to the Council.

(4) Council Action

The Council shall consider and take action on the recommendation of the Investigating Officer within sixty (60) days after the Investigating Officer provides its findings. Upon review of the report and following deliberation, if the Council, by motion, concludes that there is a violation of the Code, the Council may direct mediation or impose a sanction or penalty. The Council may adopt, reject, or modify the recommendation made by the Investigating Officer. In resolving the complaint, the totality of the circumstances shall be taken into consideration, including the intent of the person accused of the wrongdoing.

(5) Penalties and Sanctions Policy

It is the intent of the Council to educate and, when necessary, discipline City Officials who violate this Code. Discipline shall be progressive, from the least punitive to the most punitive measures, unless the Council believes that progressive discipline does not provide the appropriate sanction due to the gravity of the offense, or because the Council does not believe the sanction would deter future misconduct. In all instances, the totality of the circumstances shall be taken into consideration in resolving the matter, including the intent of the one accused of wrongdoing.

(6) Possible Penalties and Sanctions

- i. An informal censure by the Council, which would only be made as part of a motion in a public meeting.
- ii. A formal censure by the Council, which would be made by motion in a public meeting and then published in the City newspaper.
- iii. Mandatory community service. [Wis. Stat. § 62.11(3)(e)]
- iv. Attendance at counseling or mediation sessions. [Wis. Stat. §62.11(3)(e)]
- v. Imposition of a dollar fine of up to \$500.00. [Wis. Stat. §§ 62.11(3)(a) &(c)]
- vi. Removal from Office. [Wis. Stat. § 62.11]
- vii. Discipline, up to and including termination (for Appointed Officials).
- viii. Any other sanction available by law.

The imposition of any of these penalties or sanctions will require an affirmative vote of $\frac{3}{4}$ of all Members of the Council (with six (6) voting Council Members, $\frac{3}{4}$ is calculated as $6 \times .75 = 4.5$, rounded up to 5 votes).

(7) Notice

The Mayor, or his/her designee, shall provide notice of the Council's decision to the person charged within ten (10) days of decision.

SECTION 9: ETHICS

The state ethics code applicable to local government officials is found in Wisconsin Statutes § 19.59. *(This is affirmed by the CHARTER ORDINANCE change that was passed on March 1, 2005 Ordinance 2005-1835 repealed the Code of Ethics of the Municipal Code and provided*

for the filing of financial disclosure statements by elected officials, candidates and other specified officials of the City) Many of the terms used therein are defined in Wisconsin Statutes § 19.42.

The state ethics code establishes minimum standards of ethical conduct that prohibit local public officials from using their public office to benefit or enrich themselves, their immediate families, or organizations with which they are associated. Local officials must understand these standards to avoid violations of the law. Specifically, this code prohibits local public officials from engaging in the following conduct:

- Using their office to obtain financial gain, any type of employment including consulting or similar roles, or anything of substantial value for the private benefit of themselves, their immediate families, or organizations with which they are associated.
- Receiving “anything of value” if it could be reasonably expected to influence the local public official’s vote, official action or judgement, or could reasonably be considered as a reward for any official action or inaction.
- Taking official action substantially affecting a matter in which the official, an immediate family member, or an organization with which the official is associated has a substantial financial interest or using his or her office in a way that produces or assists in the production of a substantial benefit for the official, an immediate family member, or an organization with which the official is associated.
- Offering or providing influence in exchange for campaign contributions.

An official who is uncertain about a potential conflict with this section may want to seek advice from the City Attorney.

The state ethics code is enforced by the local district attorney (in Milwaukee County, this is Corporation Counsel) upon verified complaint of any person. If the district attorney fails to commence an action within twenty (20) days after receiving such complaint or refuses to commence an action, the person making the complaint may petition the attorney general to act on it.

The ethics code provides civil and criminal penalties for violations. A local official who intentionally violates any part of § 19.59, except § 19.59(1)(br), may be fined not less than \$100 nor more than \$5,000 or imprisoned not more than one year in the county jail or both. In the alternative, a civil forfeiture of up to \$1,000 may be imposed against a local official for violating any part of the state ethics code. Intentional violation of § 19.59(1)(br), offering or providing influence in exchange for campaign contributions, is a Class I felony.

Acknowledgement Statement / Signature Required

By signing below, the Elected Official/Commission, Board, Committee Member/Appointed Official agrees to the principles and rules set forth in this document and will abide by them to the best of his/her abilities throughout his/her term of office/employment:

Official Signature

Date

Official Printed Name

Office Held by Official

Boards/Commissions/Committees	Sent	Signed & Returned
Architectural Review Board		
David Cyra	X	12/2/2021
Donald Nierode	X	12/2/2021
Nancy Chu	X	12/15/2021
David Cieszynski	X	12/16/2021
Jim Arneson	X	12/20/2021
Eric Heinritz	X	12/2/2021
Craig Marifke, Alternate Member	X	12/2/2021
Karen Marschner, Alternate Member	X	3/10/2022
W Scott Satula, Dir of Inspection Services/Ex Officio Voting Member	X	11/4/2021
Board of Health		
Alderman Mike Barber	X	11/16/2021
Dr Henry Wengelewski, Chair	X	11/8/2021
Lori O'Neil	X	
Peggy LeMahieu (Mailed 11/10/2021)	X	12/6/2021
Wayne Hustad	X	11/22/2021
Amy Marzofka	X	11/8/2021
Patricia Nissen (Mailed 11/10/2021)	X	11/22/2021
Dr Patricia Golden, Medical Advisor	X	11/8/2021
Staff Support. Health Officer (Vacant)	Vacancy	Vacancy
Board of Public Works (Glen handed out at 11/9/2021 Meeting)		
Alderman John Nelson	X	
David Woznicki	X	1/12/2022
James Witt	X	11/11/2021
Jonathan Webster	X	12/16/2021
Charles Porter	X	11/12/2021
Ken Skowronski II	X	
Rebecca Specht	X	1/18/2022
Staff Support. Glen Morrow, City Engineer	X	11/17/2021
Board of Review (Mailed to 5 members 11/4/2021)		
Kelamar Svoboda	X	
Peter Jankowski	X	11/19/2021
Vacancy	Vacancy	Vacancy
James Luckey	X	11/22/2021
Vacancy	Vacancy	Vacancy
Vacancy	Vacancy	Vacancy
Doug Milinovich	X	11/29/2021
Sandra Wesolowski, City Clerk	X	11/17/2021
City Assessor		

Boards/Commissions/Committees	Sent	Signed & Returned
Board of Water Commissioners		
Leary Peterson	X	12/28/2021
James Schubilske	X	11/17/2021
Jack Takerian	X	11/17/2021
Gary Grobner	X	12/21/2021
Daniel S. Duchniak	X	1/21/2022
Staff Support. Glen Morrow, Water Utility Mgr	X	11/17/2021
Staff Support. Tyler Beinlich, Assistant City Eng	N/A	N/A
Staff Support. Mike Roberts, Water/Sewer Supt	N/A	N/A
Board of Zoning & Building Appeals		
Ken Humont	X	
Bob Knackert	X	12/15/2021
Patrick Leon	X	11/11/2021
Ryan Ross	X	12/15/2021
Steve Rekowski	X	12/15/2021
Don Adams, Alternate Member	X	12/15/2021
Patrick Hammer, Alternate Member	X	
Staff Support. Regulo Martinez-Montilva, Associate Planner	N/A	N/A
Civic Celebrations Commission (Mailed 11/30/2021)		
Alderman Ed Holpfer	X	11/5/2021
John Bergner	X	12/16/2021
Robert Knackert	X	12/15/2021
Vacancy	Vacancy	Vacancy
Ann Adamski	X	12/16/2021
Mira Kresovic	X	
Douglas Clark	X	
Community Development Authority (Given out at 11/18/2021 Mtg)		
Mayor Steve Olson, Chairman	X	10/6/2021
Alderman Ed Holpfer	X	11/5/2021
Matt Cool	X	11/18/2021
Adam Burckhardt	X	
Vacancy	Vacancy	Vacancy
Tim Solomon	X	
Vacancy	Vacancy	Vacancy
Jesse Wesolowski, Executive Director	X	4/15/2022
Economic Development Commission (Handed out at Meeting)		
Alderman Mike Barber	X	11/16/2021
Steve Bobowski	X	12/3/2021
Aaron Kapellusch	X	
Timothy Wachter	X	12/3/2021
Barbara Wesener	X	12/13/2021
Robert Goetsch	X	12/3/2021
Vacancy	Vacancy	Vacancy
John Regetz, Economic Development Director (Has not started yet)		

Boards/Commissions/Committees	Sent	Signed & Returned
Environmental Commission (Handed out at Meeting)		
Alderman John Nelson	X	
Thomas Niemiec	X	1/25/2022
James Cieslak	X	11/4/2021
Jamie Groark, Vice Chair	X	12/8/2021
Vacancy	Vacancy	Vacancy
Linda Horn, Chair	X	12/8/2021
Sudarshan Sharma	X	12/8/2021
Staff Support: Marion Ecks, Assistant Planner	N/A	N/A
Fair Commission (Mailed to Citizen Members on 11/4/2021)		
Alderman John Nelson	X	
Alderwoman Michelle Eichmann (Sent April 19, 2022)	X	
Lori Domzil	X	
David Lindner	X	11/24/2021
Kenneth Sweeney	X	
Rosemarie Bosch	X	11/29/2021
John Trudeau	X	
Dharma Hammond	X	
Wayne Hustad	X	11/22/2021
Angela Beyer, Sanitarian (Ex-Officio/Non-Voting)	X	11/3/2021
Staff Support Sandra Wesolowski, City Clerk	X	11/17/2021
Finance Committee (Distributed at a Meeting)		
Alderman Ed Holpfer	X	11/5/2021
Alderwoman Shari Hanneman	X	10/6/2021
Alderwoman Michelle Eichmann (Sent April 19, 2022)	X	
Dennis Ciche, Chair	X	11/23/2021
John Howard, Vice Chair	X	11/23/2021
Vacancy	Vacancy	Vacancy
Vacancy	Vacancy	Vacancy
Staff Support Director of Finance/Treasurer (Vacant)		
Fire & Police Commission (Distributed at a Meeting)		
Robert Donohoo, Chair	X	11/17/2021
Kathleen Schnagl	x	11/30/2021
Francesco Mineo	X	11/30/2021
James Martins	X	11/15/2021
Ray Lenz	X	11/22/2021
Staff Support Dana Zahn, Human Resources Coordinator	N/A	N/A
Custodian of Records. Sandra Wesolowski, City Clerk	X	11/17/2021

Boards/Commissions/Committees	Sent	Signed & Returned
Library Board (Handed out at a Meeting)		
Alderswoman Kristen Wilhelm	X	11/5/2021
Alan Aleksandrowicz	X	
Judith Williams-Killackey	X	
Maria Imp	X	
Doris Weber (Appointed 4/19/2022)	X	
Michael Karolewicz	X	11/21/2021
Terrence Berres	X	12/7/2021
Annemarie Vitas-Oklobdzija	X	
Judy Mueller, School District Representative	X	
Staff Support: Jennifer Loeffel, Library Director	X	
Parks Commission (Handed out at Meeting)		
Alderswoman Shari Hanneman	X	10/6/2021
Janice Coenen	X	1/21/2022
Karen Malecki	X	12/27/2021
David Bartels, Vice Chair	X	1/10/2022
Vacancy	Vacancy	Vacancy
Mary Remington	X	12/28/2021
Michael Wrench, Chair	X	2/14/2022
Shelly Runte, Park Ambassador Program Coordinator (Non-Voting Member)	X	1/14/2022
Staff Support Marion Ecks, Assistant Planner	N/A	N/A
Personnel Committee (Distributed at 12/6/2021 Special Meeting)		
Alderman Ed Holpfer	X	11/5/2021
Alderman John Nelson	X	
Alderman Mike Barber	X	11/16/2021
Vacancy	Vacancy	Vacancy
Dale Wikel, Vice Chair	X	12/9/2021
Vacancy	Vacancy	Vacancy
Tom Traynor	X	12/9/2021
Richard Budny	X	12/7/2021
Frank Prusko	X	
Staff Support Peggy Steeno, Director of Administration	X	11/10/2021
Staff Support. Dana Zahn, Human Resources Coordinator	N/A	N/A
Plan Commission (Handed out at a Meeting)		
Mayor Steve Olson, Chair	X	10/6/2021
Alderswoman Shari Hanneman	X	10/6/2021
Kevin Haley	X	12/9/2021
Patrick Leon	X	11/11/2021
Patricia Hogan	X	
Adam Burckhardt	X	
Voting Member Glen Morrow, City Engineer	X	11/17/2021
Staff Support. Jesse Wesolowski, City Attorney	X	4/15/2022
Staff Support: Heath Eddy, Planning Manager	X	

Boards/Commissions/Committees	Sent	Signed & Returned
Quarry Monitoring Committee (Emailed/Handed out at Meeting)		
Alderswoman Kristen Wilhelm	X	11/5/2021
Alderman Mike Barber	X	11/16/2021
Jon TenHaken (Mayor Appointment)	X	11/30/2021
Bryan Maersch (Dist. 5 Ald. Appointment)	X	
Edward Pings (Dist 3 Ald Appointment)	X	4/25/2022
Dina Swanson (Citizen Non-Voting Member)	X	12/29/2021
Staff Support: Heath Eddy, Planning Manager	X	
Technology Commission (Handed out at 12/8/2021 Meeting or Mailed)		
Alderswoman Michelle Eichmann (Sent April 19, 2022)	X	
Scott Meade, Chair (Mailed 12/16/2021)	X	
Greg Strowig, Vice Chair (Mailed 12/16/2021)	X	12/27/2021
Dale Webler (Mailed 12/16/2021)	X	
Laura Galusha (Mailed 12/16/2021)	X	3/23/2022
James Rehberger (Mailed 12/16/2021)	X	12/21/2021
Norman Mackensen	X	12/18/2021
Rajiv Surana	X	
John Farney	X	
Jaspreet Kaur (Mailed 12/16/2021)	X	
Michelle Tischer	X	
Staff Support. Jim Matelski, Dir of Information Technology	X	1/26/2022
Tourism Commission (Mailed to Members 11/30/2021)		
Lance Schaefer, Hotel/Motel Industry Member	X	12/20/2021
Edward Holpfer	X	11/5/2021
Shaun Marefka	X	
Jeffrey Kuderski	X	12/16/2021
Mark Wylie	X	
Barbara Wesener, Ad Hoc Member	X	12/13/2021
Staff Support: John Regetz, Economic Development Director (Not yet started)		