



Planning Department Annual Report: 2014

Prepared for:

Mayor Stephen R. Olson
City of Franklin Common Council
City of Franklin Plan Commission

Prepared by:

City of Franklin Planning Department

City of Franklin Vision Statement: The City of Franklin’s vision is to enhance the quality of life for present and future generations by providing economic growth through the highest quality of residential, recreational, and business development in Southeastern Wisconsin. *(Adopted by the Common Council April 25, 2009, and included by reference in the City of Franklin 2025 Comprehensive Master Plan)*

City of Franklin 70/30 Goal: That it remain a goal of the Common Council to obtain the 70/30 ratio of residential to commercial assessed valuation. *(Motion passed by the Common Council June 29, 2005, included by reference in the City of Franklin 2025 Comprehensive Master Plan in 2009, and reaffirmed by the Council at its September 3, 2013 meeting.)*

INTRODUCTION

The City of Franklin’s Planning Department oversees planning and zoning activities and is responsible for administration of the Unified Development Ordinance and implementation of the Comprehensive Master Plan. The Department’s role includes the dissemination of this information to the public and coordination with other City departments, boards, commissions, public officials, and applicants to ensure the timely review of projects.

Specifically, the Planning Department is responsible for providing planning, zoning, and development-related support to the Mayor and Common Council and primary staff support to the Plan Commission, the Board of Zoning and Building Appeals, the Environmental Commission, the Franklin Complete Streets & Connectivity Committee, the Quarry Monitoring Committee, and the Parks Commission. The Department also provides assistance to the City Attorney’s Office for the Community Development Authority and the Forward Franklin Economic Development Committee.

Many of the activities of the Planning Department result in ordinances and/or resolutions that are adopted by the Common Council and are incorporated into the City's rules and regulations. It can be noted that in 2014, 19 percent of the ordinances adopted by the Common Council were for projects researched/prepared by the Department (6 of 32), and 26 percent of the resolutions approved by the Common Council were for projects researched/prepared by the Department (25 of 96).

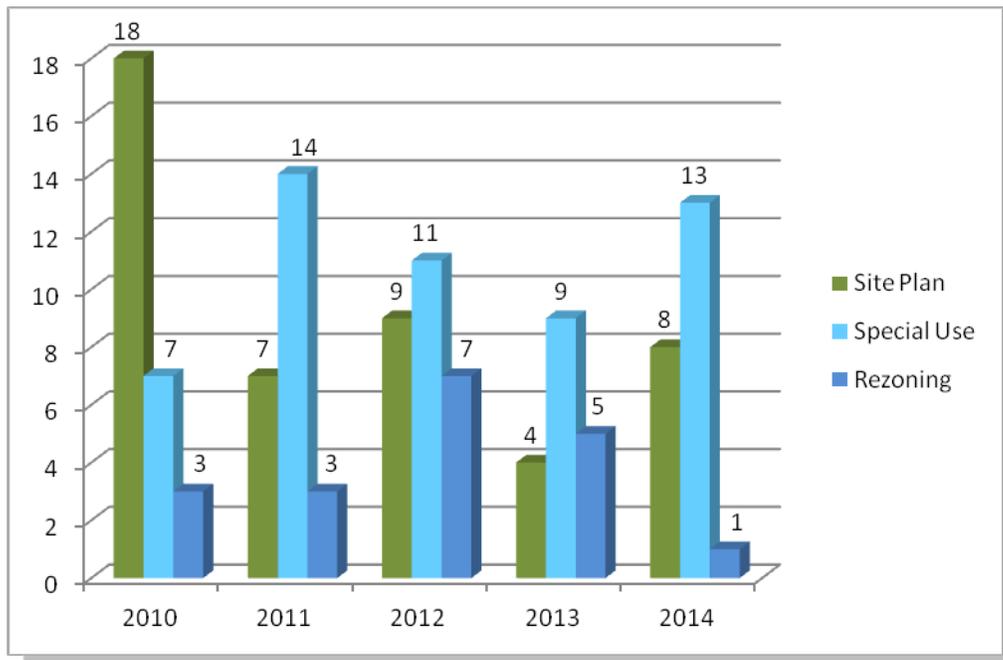
In 2014, the projects reviewed by the Planning Department, that carried forward with construction and development, had an estimated combined building construction value of about \$25.0 million. This compares to \$32.6 million of development proposed in 2013, \$26.8 million of development proposed in 2012, \$18.7 million in 2011 and about \$23.5 million in 2010.

This report provides a summary of the Planning Department's activities during 2014 related to the review of permits and applications, special projects, and community growth issues. To put the activity in some perspective, the report also contains information from previous years.

ZONING AND LAND DIVISION ACTIVITIES

The number of all zoning and land division related projects reviewed in 2014 increased to its highest total of the past ten years, with Department internal review and approvals increasing significantly. (Total figures from Project Tracking Table.)

Figure 1: Number of Applications



Site Plans

The minor site plan amendment process to allow for administrative (Planning Manager) approval of eligible minor changes to an approved Site Plan, approved via Ordinance No. 2010-2022, resulted in 19 applications in 2014 (up from 16 in 2013 and higher than the preceding years).

Site Plans and Site Plan Amendments heard at the Plan Commission increased to eight in 2014 (from four in 2013). It is appropriate to note that site plan review is often included as an integral part of other types of planning applications, such as Special Use permit and Planned Development District amendment reviews. Notable projects in 2014 included:

Victory of the Lamb, Inc. applied for a 16,000 square foot church facility, worship, and education center. Phase I completion and grand opening is tentatively scheduled for November 2015.

Development cost estimate: not yet determined



*Victory of the Lamb Phase I Worship Center
11120 West Loomis Road*



*Verdure Park
5608 West Rawson Avenue*

Blind Squirrel Development, LLC received Phase I Site Plan approval in March 2014 for an approximate 6,800 square foot single-story multi-tenant professional office building at 5608 West Rawson Avenue along one of Franklin's busiest corridors.

Development cost estimate: ~600,000

Special Uses

The number of Special Use and Special Use amendments applied for in 2014 totaled 13. Notable projects reviewed and approved in 2014 included:

January 2014 saw approval of a Special Use request by Storage Master, LLC for construction of a self storage facility of approximately 42,300 square feet and redevelopment of the property at 6951 South Lovers Lane Road (following an amendment to the Unified Development Ordinance text at Table 15-3.0603 Standard Industrial Classification Title No. 4225 "General Warehousing and Storage" to allow such use as a Special Use in the B-5 Highway Business District).

Redevelopment cost estimate: ~\$1,860,000



Storage Master, 6951 South Lovers Lane Road



*Academy of Performing Arts
10001 West St. Martins Road*

Redevelopment of the property located at 10001 West St. Martins Road (Stacy M. Tuschl, owner), was approved in April 2014 for The Academy of Performing Arts. The renovation of, and addition to, the existing approximate 8,300 square foot building and site will enhance the Crossroads Trade area of Franklin.

Redevelopment cost estimate: ~\$390,000



*Summit Credit Union
7750 South Lovers Lane Road*

Summit Credit Union obtained Special Use and site plan approval in May 2014 for construction of an approximate 3,600 square foot building with drive-through facility at 7750 South Lovers Lane Road within the Shoppes at Wyndham Hills development.

Development cost estimate: not yet determined

Other Special Use applications included: approval of a professional baseball stadium use at 7900 West Crystal Ridge Drive (The Rock Sports Complex, LLC); an expansion of the City of Franklin Water and Waste Water operation and maintenance facility at 5550 West Airways Avenue (City of Franklin); approval of a business use at 10179 South 57th Street (Galland Henning NoPak, Inc.); and approval of a business use at 6321 South 108th Street (Ewald Chrysler Jeep Dodge, LLC). It can be noted a Special Use was denied by the City for an application for a business use at 7220 West Rawson Avenue (Elder Sanctuary, LLC).

Rezoning

Requests for property rezoning in 2014 dropped to a five year low with a single request.

In March 2014 Rick Przybyla, of Creative Homes, Inc. gained approval to rezone a 0.13 acre site located at approximately 7901 West Imperial Drive from I-1 Institutional District to R-6 Suburban Single-Family Residence District and to combine it with the R-6 Residence District property to the south, to create a buildable residential lot. Further applications for a Certified Survey Map (approved and recorded) and Preliminary Subdivision Plat (under review) involving the property and two adjacent properties were also received.

Planned Development Districts

Three requests for amendments to Planned Development Districts were submitted in 2014, of which two were approved.

- Franklin Senior Housing, Inc. received approval to amend Planned Development District No. 22 (Clare Meadows) to provide for a one lot Certified Survey Map land division to create a single lot of record status for the area of the property supporting the existing 3-story 30 unit senior independent living apartment building for the property located at 7704 South 51st Street. (Ordinance No. 2014-2145)
- H.O.L.I.E., Inc. received approval to amend Planned Development District No. 21 (Brenwood Park) to allow for the construction of a multi-family senior housing apartment development consisting of 69 apartment units in a 3-story, approximately 77,100 square foot building for property located at 9260 West Highland Park Avenue. ***Development cost estimate: \$6.5 million.*** (Ordinance No. 2013-2159)
- Burke Properties applied for, but did not receive approval, to amend Planned Development District No. 25 (Woodland Trails Condominiums), to allow for the change from condominiums to a market-rate apartment development consisting of 106 apartment units for property located at approximately 51st Street and Cobblestone Way.

Certified Survey Map, Land Combination and Subdivision Plat Activity

The number of applications for land division via Certified Survey Map remains consistent with the past few years. Four Certified Survey Map applications were received and approved in 2014. Notable projects include:

- Developer Creative Homes, Inc. proposed and received Certified Survey Map approval to reconfigure 3 residential lots to four buildable lots. This will enable the developer to continue with an application for a single-family residential subdivision, Faithway Reserve, upon the largest parcel. Two of the created lots are currently buildable at this time, another contains an existing home.
- Applicants Donald and Catherine Statza received approval to subdivide their property at 9045 South 76th Street into 2 buildable single-family lots.
- Alfred L. Block received approval to divide an existing outlot that is entirely comprised of natural resources into two separate outlots. According to the applicant, the outlots will be sold to adjacent property owners that do not wish to develop the property. The lands will be protected via a Conservation Easement agreement.
- Franklin Senior Housing, Inc., which purchased the parcel at 7704 South 51st Street, received approval of a land division for Francis Woods Condominiums Phase 2.

No requests for Land Combination were received in 2014.

A Preliminary Plat for a 7 lot single-family residential development was received in 2014. This project was the subject of a rezoning as noted earlier in this report for Creative Homes, Inc. The proposed development, Faithway Reserve, is currently under review.

Board of Zoning & Building Appeals

The number of applications to the Board of Zoning & Building Appeals in 2014 increased to 7 from 6 in 2013.

Applications to the Board of Zoning and Building Appeals for 2014 included 2 requests to exceed the maximum lot coverage standard on a residential lot for new home construction, and 4 requests to vary setback and location requirements for accessory structures and building construction/additions. One request to allow for the installation of a fence in the rear yard abutting a street on a corner lot failed to receive approval.

Figure 2

<u>Board of Zoning & Building Appeals</u>	
Year	Total Applications
2010	11
2011	10
2012	9
2013	6
2014	7

Unified Development Ordinance Text Amendments

Review and recommendation of text amendments to the Unified Development Ordinance are one of the specific tasks assigned to the Planning Department. These are generally significant as they often reflect a revision of the parameters by which development may occur in Franklin. Three amendments were approved in 2014 (one of which was requested in 2013 but was approved in 2014).

► **Ordinance No. 2014-2130**, to amend the Unified Development Ordinance text at Table 15-3.0603 Standard Industrial Classification Title No. 4225 "General Warehousing and Storage" to allow for such use as a Special Use in the B-5 Highway Business District (Storage Master, LLC, Applicant).

► **Ordinance No. 2014-2136**, to amend the Unified Development Ordinance text at Table 15-3.0603 Standard Industrial Classification Title No. 6531 "Real Estate Agents and Managers" to allow for such use as a Special Use in the B-3 Community Business District (City of Franklin, Applicant).

► **Ordinance No. 2014-2141**, to amend the Unified Development Ordinance text at Section 15-10.0102 to provide for membership upon the Plan Commission of the Assistant City Engineer in the absence of the City Engineer (City of Franklin, Applicant).

Miscellaneous

Natural Resource Special Exceptions

Application for Natural Resource Special Exceptions (NRSE) applied for in 2014 fell to two after an active year in 2013 (one of which was requested in 2013 but was approved in 2014).

- The City sponsored Evergreen Street extension, initiated in 2013, involved a request to cross certain wetlands to enable the construction of a paved City street to gain access to Pleasant View Neighborhood Park. The wetland crossing was approved by the Army Corps of Engineers, the Wisconsin Department of Natural Resources, and the City of Franklin in 2014.
- As part of the Site Plan review and further development of the property at 4800 West Rawson Avenue, it became necessary for Wisconsin Electric Power Company d/b/a WeEnergies to request approval of a Natural Resource Special Exception to allow approximately 6,000 square feet of paving of the wetland buffer and 12,700 square feet of wetland setback to allow for the use of the area as part of the storage yard and staging operations. Common Council approved the request August 19, 2014.

Concept Reviews

Concept Reviews remain consistent with previous years with 6 applications in 2014. Notable projects included:

- The Rock Sports Complex, LLC presented a proposed professional baseball stadium at The Rock Sports Complex (Planned Development District No. 37) located at approximately 7900 West Crystal Ridge Drive.
- Federation of Croatian Societies, Inc. presented a proposed pavilion/community center and additional soccer fields at Croatian Park, located at 9100 South 76th Street.
- John O'Malley presented a concept review in March 2014 for a proposed senior/civic center at Orchard View Shopping Center, 7140 South 76th Street.
- In June 2014, The LaSalle Group, Inc. presented a proposal for a multi-family memory care residence facility development at 9201 West Drexel Avenue.
- Colliers International presented a proposal for Single-Family Residential and Commercial Development at approximately 11906 West Loomis Road.

Development Review Team Meetings

Slightly more than 2013, ten Development Review Team meetings were held in 2014. These meetings are intended to provide an early opportunity for all affected parties to get together to discuss the preliminary plans of a potential project. It is also intended that any major issues or opportunities identified at this meeting could then be addressed early in the project's planning stages. Staff continued to receive positive feedback from applicants regarding this optional step of the development review process.

Temporary Use

An above average number of applications for Temporary Use approvals were received and reviewed in 2014. Of the 16 application requests for Temporary Uses in 2014, seven of the requests were administratively approved by staff, while nine of the proposals were reviewed by the Plan Commission. Some notable examples included: the annual request by Home Depot U.S.A., Inc. for outdoor seasonal sales of plant goods and commodity bagged goods at 6489 South 27th Street; Gus's Mexican Cantina continued to sponsor a seasonal weekly car show at 6514 South Lovers Lane Road; and Torbenson Shows, LLC continued the Holiday Craft & Gift Expo during the Thanksgiving weekend at the Milwaukee Sports Complex at 6000 West Ryan Road.

Notable examples of new requests approved by Plan Commission in 2014 included:

- Vinton Construction Company petitioned to allow for a temporary concrete batch plant at 9410 South 76th Street.
- Hmong/American Friendship Association, Inc. petitioned for the approval to allow for a Hmong 2014 New Year Celebration at the Milwaukee County Sports Complex, 6000 West Ryan Road.

Zoning Compliance Permit

Zoning Compliance permit requests in 2014 increased to 54. Notable examples for zoning compliance permits to locate within, relocate, or expand operations in existing commercial/retail sites included:

- Indian Buffet, 7107 South 76th Street, *Indian Restaurant* **Opened: March 2014**
- Children's Hospital of WI, 7322 West Rawson Avenue, *Pediatric Primary Care Medical Clinic*,
Development Cost Estimate: \$52,000 **Opened: September 2014**
- C-Graphic LLC, 9980 South Oakwood Park Drive, *Screen and Digital Printing*, **Development Cost Estimate: \$17,400** **Opened: August 2014**
- Dollar Tree, 7150 South 76th Street, *Dollar Store/Retail*, **Development Cost Estimate: \$102,000**
Opening 2015

Building Permits

Slightly less than the 2013 level of 90, Planning Department staff reviewed 83 building permits in 2014 to verify consistency with their applicable projects previously approved by the Common Council or Plan Commission.

Zoning Enforcement

Zoning enforcement actions/complaints filed with the Planning Department increased from 26 in 2013 to 36 in 2014. It is important to note that a significant commitment of staff time is required in the research and resolution of most zoning enforcement actions.

PLANNING ACTIVITIES

In addition to the zoning, land division, and ordinance revision related responsibilities noted earlier in this report, the Planning Department is also charged with the duty of helping guide the City's long-range planning activities. While this duty is often associated with implementation of the recommendations contained within the City's Comprehensive Master Plan, other similarly important tasks are often assigned to the Department as noted below.

Comprehensive Master Plan

Adopted on October 21, 2009, the City of Franklin 2025 Comprehensive Master Plan is a guide to direct future actions of the City as they may relate to planning, zoning, land division, and official mapping. The Department reviewed two applications for amendments to the City of Franklin 2025 Comprehensive Master Plan in 2014.

► **Ordinance No. 2015-XXXX**, to incorporate updated changes to the Comprehensive Outdoor Recreation Plan pertaining to the addition of a specialized recreational area with an all-accessible and all-inclusive playground and conservancy lands, the addition of trailway to the City's existing trail network and updated population (City of Franklin, Applicant). (Approved at Common Council January 6, 2015.)

► An application by Franklin Square, LLC to change the Future Land Use map use designation for property located at approximately 51st Street and Cobblestone Way from Residential Use and Areas of Natural Resource Features to Residential-Multi-Family Use and Areas of Natural Resource Features (proposed Lot 2) and from Residential Use and Areas of Natural Resource Features to Commercial Use and Areas of Natural Resource Features (proposed Lot 3) was not adopted at the January 6, 2015 Common Council meeting.

Economic Development Initiatives

To maintain the City's competitiveness the City has assigned a high priority to economic development related efforts and initiatives. In November of 2014, the Mayor and Common Council approved resolutions to enter into contracts with certain consultants to explore economic development initiatives in three areas of the City,

commonly referred to as Areas A, D and G. Department of City Development staff was assigned and continues to play an active role in managing and coordinating these projects.

The City also entered into a contract with Buxton Company to provide community retail recruitment consulting services. With direction from the Economic Development Commission, Department of City Development staff is assisting the EDC and Buxton with these retail recruitment efforts.

In addition to the projects noted above, the Planning Department maintains various databases and the Business page of the City's website, and provides economic development related assistance to various boards, commissions, and other interested parties. Examples of such efforts in 2014 include:

- Continued to respond to data requests from parties representing companies looking to expand or build within or relocate to a southeastern Wisconsin community such as Franklin. These data requests are often confidential and time sensitive, and are sometimes anonymous. In many instances, these data requests require a significant amount of staff time and/or coordination with other agencies or city departments.
- Continued to provide information and data to the Community Development Authority and the Economic Development Commission to assist with their efforts towards those initiatives assigned to them.
- Planning Department staff attended the 2014 Wisconsin Economic Development Association Fall Regional Conference to continue to expand upon the Department's knowledge of economic development related tools, programs, strategies and practices. A Wisconsin legislative update and Tax Incremental Financing District update was also provided.

Franklin Complete Streets & Connectivity Committee

The Planning Department continued to staff the Franklin Complete Streets & Connectivity Committee throughout 2014. This primarily included the coordination of meetings, drafting agendas and distributing packet materials.

Quarry Monitoring Committee

The Planning Department continued to staff the Quarry Monitoring Committee, coordinate the activities of the City's quarry monitoring consultant, and respond to citizen concerns and complaints in regard to the quarry during 2014. The Planning Department also: helped prepare a quarry monitoring contract with Stantec Consulting Services Inc.; helped the City Attorney's Office prepare an update of the City's Quarry Reclamation Ordinance; and undertook site visits of the quarry.

Parks Commission

The Planning Department continued to staff the Parks commission throughout 2014. This included drafting an update to the City's Comprehensive Outdoor Recreation Plan to add a Specialized Recreation Area (special park) for an all-inclusive and all-accessible playground and adjacent conservancy lands, add 10,820 lineal feet of additional trail way to the City's existing trail network and update population data and projections to regain Franklin's eligibility for Outdoor Recreation Grants administered through the Wisconsin Department of Natural Resources.

ANTICIPATED PROJECTS IN 2015

Major projects envisioned for the Planning Department in 2015 include:

- A further amendment of PDD No. 28 to allow construction of the proposed Healing Garden and Educational Trail on the Conservancy of Healing and Heritage and adjacent properties.
- The provision of assistance towards, and review of, a proposed Kayla's Krew all-inclusive and all-accessible playground and potential City park encompassing a portion of the Victory of the Lamb property and certain MMSD lands located immediately to the west.
- Review and consideration of an update of the Reclamation Plan for the Payne & Dolan quarry.
- Review of incoming projects and applications. Submittals already under review in 2015 include:
 - Valenti Classics Color and Design Studio Special Use
 - Temporary Use for Victory of the Lamb
 - Ogden Construction Group Special Use
 - Autumn Leaves Memory Care facility Comprehensive Master Plan Amendment, Special Use and Natural Resource Special Exception applications
 - Hiller Ford Special Use Amendment, Certified Survey Map and Right-of-Way Vacation applications
 - Southbrook Church Right-of-Way Vacation, Comprehensive Master Plan Amendment, Rezoning, Certified Survey Map and Site Plan Amendment
 - Matt Talbot Recovery Services, Inc. Site Plan application for a Community-Based Residential Facility
- Continued work on the economic development related initiatives identified by the Mayor and the Common Council. This will likely include:
 - Continued management and oversight of the feasibility studies for Areas A, G and D.
 - Continued retail recruitment efforts with assistance from the Buxton Company.
 - Continued compilation and update of a list of businesses within the City.

- Continued maintenance of the Business page, and economic development related tables, charts, and maps, on the City's website.
- Continued provision of assistance towards those other boards, commission, and staff working on economic development related initiatives, such as: a formalized economic incentives program; a business retention and recruitment program; creation of additional economic development strategies; and preparation of additional marketing materials.
- Continued staffing of and provision of assistance to the Quarry Monitoring Committee, including:
 - Coordination of the quarry monitoring consultant's activities.
 - Update and revision of the City's Nonmetallic Mining Reclamation Plan.
- Continued development of Planned Development District No. 37 (The Rock Sports Complex) is envisioned and may entail further Site Plan, Special Use, and/or PDD Amendment approvals from the City.
- Review of the Unified Development Ordinance to ensure that it continues to reflect the directives and policies of the City of Franklin. This may include specific UDO text amendments and/or a comprehensive revision of the Ordinance.

PLANNING DEPARTMENT PROJECT TRACKING

Attached is a table compiled by Planning Department staff of the types of projects which the Department reviews. The figures documented for 2014 and for past years reflect the diversity of reviewing applications.

It can be noted that a project submitted to the Department may often consist of a number of separate applications. For example a single project could include a certified survey map, a Natural Resource Protection Plan, easements, a rezoning, and a Comprehensive Master Plan amendment. The Department tracks all applications within a project separately.

Planning Department - Applications by Year

PLANNING DEPARTMENT Project Tracking	2010	2011	2012	2013	2014
COMMON COUNCIL ORDINANCES:					
UDO Text Amendments	7	5	5	3	2
CMP Amendments	4	4	3	3	2
Rezoning	3	3	5	5	1
PDD New/Amendments	0/4	0/4	2/7	0/3	0/3
Total:	18	16	22	14	8
COMMON COUNCIL RESOLUTIONS:					
Certified Survey Map/Land Combination	8/0	8/0	5/3	5/2	5/0
Plat – Condominium/Preliminary	0	1/0	1/0	1/1	0/1
Plat – Final	0	0	0	1	0
Plat – Preliminary Revised	0	0	0	0	0
Easements (Conservation , Cross Access, Releases)	5	4	2	9	10
Mitigation	0	0	0	1	0
Natural Resource Special Exception	2	0	2	5	1
Special Use / Special Use Amendments	6/1	11/3	8/3	9/0	11/2
Vacation-Street or ROW	0	0	0	0	0
Total:	22	27	24	34	30
COMMON COUNCIL ACTION:					
Concept Review	4	5	6	7	6
Determinations/Approvals not listed elsewhere	1	0	1	0	0
COMMISSION RESOLUTION:					
Building Move	0	0	0	0	1
Master Sign Program New/Amendments	0/1	0/1	0/1	0	0/1
Monument Sign/Signage	5	0/1	2/0	2/0	1/2
Site Plan/ Site Plan Amendments	3/15	1/6	0/9	2/2	2/6
Landscape Plan Approval	1	1	1	0	0
Accessory Use	0	0	0	0	0
Temporary Use: Dept/Commission approval	5/6	6/2	8/3	5/4	7/9
Total:	36	18	24	15	29
PLAN COMMISSION ACTION:					
Determinations/Approvals not listed elsewhere	0	3	0	3	2
BOARD OF ZONING & BLDG APPEALS:					
Variances	11	10	8	6	7
Non-Conforming Use	0	0	1	0	0
Area Exception	0	0	0	0	0
Total:	11	10	9	6	7
DEPARTMENT APPROVED:					
Minor Site Plan Dept Approved	2	12	18	16	19
Building Permit Review	72	59	55	90	83
NRPP Reviews: Consultant/Staff review	3/5	0/5	1/5	2/8	2/15
Home Occupation	11	6	1	4	1
Zoning Compliance	57	24	44	47	54
Zoning Letter	10	14	9	7	12
Extraordinary Event Special Event	4	4	8	4	8
Complaints	29	43	36	26	36
Total:	193	167	177	204	230
PROJECT TOTALS:	285	246	263	283	312
MEETINGS:					
Consultation Meetings	286	231	181	168	173
Boards & Commission Meetings	125**	112**	108	93	105

n/a=Not Applicable

**Corrected #

(Totals by application year)

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