

# CITY OF FRANKLIN HOUSING AFFORDABILITY REPORT 2021-2023

In conformance with Wisconsin Statutes §66.10013

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## Introduction

Wisconsin Statutes Section 66.10013 *Housing affordability report* requires all cities and villages with a population over 10,000 to “prepare a report of the municipality’s implementation of the housing element of the municipality’s comprehensive plan”. Since the city’s population is 36,816 per the 2020 decennial census, Franklin is required to comply with this provision.

The Department of City Development prepared previous housing affordability reports for 2019 and 2020, this new report covers the period of 2021-2023. Staff acknowledges that housing affordability reports shall be updated annually per Wisconsin Statutes, therefore, this report update is overdue since January 31, 2022.

The city started to update the Unified Development Ordinance (UDO) in 2021, which is still in progress. This report analyses how the UDO update may contribute to the implementation of the housing element of the comprehensive plan. Such UDO update is still in draft form and subject to changes, the comments in this report refers to the draft version dated January 17, 2024<sup>1</sup>.

## Implementation of Franklin’s Comprehensive Master Plan Housing Element

The housing element contained in the *City of Franklin 2025 Comprehensive Master Plan* contains three housing goals and fifteen recommendations to ensure housing options will meet the needs of residents (and future residents) of all ages. Each of these housing recommendations are identified below (in *grey italics*), with the ways the City implemented them in the 2021-2023 period.

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<sup>1</sup> This draft version of the Unified Development Ordinance is available upon request to the Department of City Development and also available online at <https://www.hlplanning.com/portals/franklinudo/documents/>

## Principles, goals, objectives and policies

*It is recommended that the principles, goals, objectives and policies be reviewed annually and updated every five to ten years.*

The city's comprehensive plan has not been updated since its adoption in 2009, City Development staff recommends to update the comprehensive plan as soon as possible for compliance with Wisconsin Statutes Section 66.1001(2)(i) *Implementation element*. The Future Land Use Map has been amended several times in recent years but the plan's principles, goals and objectives have not been updated.

## Vacancy rates

*It is recommended that the City maintain the vacancy rates as contained within the Housing Objective of the 1992 City of Franklin Comprehensive Master Plan (between 4 and 6 percent for rental units and between 1 and 2 percent for homeowner units), to ensure an adequate supply of housing.*

Much like employment, housing has a "natural" rate of vacancy at which people seeking housing in a community may find it, that is also stable and does not indicate too high a level of turnover or result in homes languishing unoccupied and creating problems of their own. This desirable rate can vary by community; the national rate is 1.4% for owner occupied housing and 7.0% for rental occupied housing<sup>2</sup>.

In 2022, the Census American Community Survey for the City of Franklin found a homeowner vacancy rate of 0.4% and a rental vacancy rate of 1.5%<sup>3</sup>. Overall vacancy rates were 3% in the 2020 Decennial Census, much lower than the statewide rates of 11% in 2020<sup>4</sup>. This is sometimes referred to as an "immobile market;" if someone wants to move into or within Franklin, they may not be able to find housing at all, regardless of price range.

## Median monthly income data

*It is recommended that the City of Franklin periodically update and review the median monthly income data to ensure that the City continues to provide adequate housing for its residents.*

The median household income in Franklin was \$100,524 in 2022, note that it's significantly higher than the median household income of \$58,214 in Milwaukee County<sup>5</sup>.

The previous review occurred in 2018 with the *Housing Diversity in Franklin* report by BK Planning Strategies. The median household income in 2016 was listed at \$73,590, with the per capita median at \$36,659. Based on the data provided by this report, 80% of the median income should be able to support a mortgage of \$150,000. However, it should be noted that 80% of the median income in Franklin is still higher than the median household income for Milwaukee County as a whole.

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<sup>2</sup> <https://www.strongtowns.org/journal/2020/8/30/what-vacancy-rates-tell-you-about-a-housing-shortage>

<sup>3</sup> American Community Survey.

<sup>4</sup> 2020 Decennial Census.

<sup>5</sup> 2022 American Community Survey, Table S1901. 5-year estimates for city of Franklin and 1-year estimates for Milwaukee County data.

## Existing housing stock

*It is recommended that the City continue its 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.*

As stated in the 2021 Housing Affordability Report, "city staff have worked to ensure that housing stock is maintained properly across the city".

## Single-family residential zoning

*It is recommended that the City continue to utilize its existing single-family residential zoning and zoning districts as the predominant type of residential development within the City. This is graphically shown on the Future Land Use Map within Chapter 5 of this Comprehensive Master Plan Update.*

As noted in the 2021 Housing Affordability Report, "this has been a consistent feature of the development program across the City. The City has maintained a largely single-family residential zoning baseline. There are twelve residential zoning districts, and nine of those are single family-only types of residential use. They vary in density from 0.453 units/acre up to 2.972 units/acre".

In the 2021-2023 period, only one amendment to the Future Land Use Map was adopted, specifically for the Poths General development, such amendment was from commercial use to mixed-use commercial-residential so it didn't affect areas designated as residential single family.

The draft Unified Development Ordinance (UDO) contains some changes relevant to this recommendation of the comprehensive plan:

- **Duplex** homes as conditional use in the R-SR Suburban Residence zoning district. Per the current ordinance, duplex homes are not permitted in single-family residential districts. See standards in appendix 8.
- **Townhome** standards, a new housing type in the UDO. The current ordinance lacks standards for this housing type, see proposed standards in appendix 8. It's worth noting that townhomes were considered very favorable in a communitywide survey conducted in 2005<sup>6</sup>.
- **Accessory Dwelling Units (ADU):** internal ADUs as permitted use; attached and detached ADUs as conditional use in all residential districts. The current ordinance doesn't allow ADUs in any residential district (except in R-1E). See standards in appendix 9.

## Mixed-use developments

*It is recommended that the City identify appropriate locations for particularly high quality single family residential and mixed-use developments (with residential components) to ensure an adequate amount of such housing for existing and future residents. It is further recommended that this analysis be undertaken*

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<sup>6</sup> 2025 City of Franklin Comprehensive Master Plan, Chapter 6: Housing element, page 6-6.

*at the same time as consideration of the inclusion of the conservation subdivision ordinance within the Unified Development Ordinance discussed in this chapter.*

Currently, there are several locations for mixed-use developments in the City that have been approved during the reporting period, such as Badax Flats and Poths General.

With regards to mixed-use developments and cluster developments, it's worth noting the following in the draft UDO:

- **Mixed use:** The current UDO allows for vertical mixed use residential-commercial in most business districts, in other words multistory buildings with the ground floor for commercial use and apartments in the upper floors. This standard remains in the draft for the new UDO.
- **Cluster development:** Open Space subdivisions require a special use permit in residential zoning districts, the draft UDO would allow for cluster development as a permitted use and density bonuses for protecting natural resources. See proposed cluster development standards in appendix 10.

### **Multi-family developments**

*It is recommended that the City continue to review multi-family developments on a case-by-case basis, with particular emphasis upon neighborhood compatibility and high quality development.*

As noted in the 2021 Housing Affordability Report, “all multi-family developments are reviewed through a special use public hearing and approval process. As such, they go through a tiered review process with the City Plan Commission and Common Council before they are approved to begin site work. Locations for appropriate multi-family development are reviewed at the Council level. How this contributes to the provision of housing at an affordable rate is unclear”.

The draft UDO would eliminate this requirement for a special use permit, single-family, two-family and multifamily developments would be permitted uses in the R-M Multiple-Unit Residence zoning district. Only community living arrangements (serving 16 persons or more) and senior housing would require special use permits, see use table in appendix 11. Multi-family development projects would be still reviewed on case-by-case basis with the site plan review process. The draft UDO contains design standards such as landscape screening and lighting standards for neighborhood compatibility, for example, developments abutting a residential district must maintain an illumination level of 0.0 foot-candles at the property line.

### **Senior housing**

*It is recommended that the City continue to review senior housing on a case-by-case basis, with particular emphasis upon neighborhood compatibility and high quality development.*

As noted above, special use permits would be required for senior housing projects: assisted living, nursing care and total life care.

## Community living arrangement

*It is recommended that the City 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.*

In the current UDO, a special use permit is required for community living arrangements serving 9 or more, while in the draft UDO the special use requirement is for 16 persons or more.

## Workforce housing

*It is recommended that the City support local businesses' workforce housing programs in such manner as may be determined from time to time by the Common Council.*

As noted in the 2021 Housing Affordability report: "The recommendation is worded so vaguely it's impossible to know what is supposed to be done to implement it".

## Conservation Subdivision

*It is recommended that the Conservation Subdivision model ordinance be adopted as part of the Unified Development Ordinance, with such revisions as the Common Council may determine. It should be noted that additional changes to the Unified Development Ordinance, pertaining to the current Open Space Subdivision options within the residential zoning districts, be undertaken as necessary to ensure consistency between these portions of the ordinance and the proposed Conservation Subdivision ordinance.*

The model ordinance as written is not currently a part of the Unified Development Ordinance. The model ordinance specifies certain minimum standards for the amount of open space that are not required in any district in the City.

## Mixed-use zoning

*It is recommended that mixed-use zoning and design provisions be included within the Unified Development Ordinance as deemed appropriate by the Common Council.*

There is a version of a mixed-use zoning district along South 27<sup>th</sup> Street in the current ordinance, this district is also present in the draft ordinance. Alternatively, business districts allow for vertical mixed-use and Planned Development Districts may be used for mixed-use developments as well.

## Infill housing

*It is recommended that infill housing shall be encouraged in areas surrounded by existing development and compatible uses consistent with the principles, goals, objectives and policies of this chapter and the Future Land Use Map in Chapter 5 of this Plan. Additionally, it is recommended that the City shall 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.*

As noted in the 2021 Housing Affordability Report, "the development of infill lots remains an important piece of the City's development strategy. Whether or not the development of such lots is consistent to

promote compatibility or a cleaner more unified vision for development is still in progress. The Unified Development Ordinance has been amended repeatedly since the Comprehensive Master Plan was adopted in 2009, but there has not been an overhaul in the overall design ethic or a comprehensive change in how development is managed or implemented in the City”.

### **Universal design**

*It is recommended that the City educate developers and the public about the benefits of Universal Design to encourage the use of Universal Design. It is also recommended that establishment of separate Universal Design standards be considered as an option in the R-8 Multi-family Residential Zoning District as deemed appropriate by the Common Council. These standards would address whether the Universal Design features would be mandatory or optional and if greater densities would be permitted to offset any added costs.*

As noted in the 2021 Housing Affordability Report, “the Housing Element of the *City of Franklin 2025 Comprehensive Master Plan* devotes one paragraph to a discussion of Universal Design. Universal Design is intended to provide for equal access and manageability for persons of all ages, sizes, and abilities. There is no documentation that Universal Design has ever been encouraged or implemented”.

### **Leadership in Energy and Environmental Design (LEED)**

*It is recommended that the City 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.*

As noted in the 2021 Housing Affordability Report, “there is no documentation that any of this has been done”.

## Wisconsin Statutes Section 66.10013

Section 66.10013 not only requires the City of Franklin to prepare a report of the municipality's implementation of the Housing Element of the City's comprehensive plan, it specifically requires the report to contain five specific elements. These required elements and the City data are outlined below.

### *1. The number of subdivision plats, certified survey maps, condominium plats, and building permit applications approved in the prior year.*

2021: The City approved 1 subdivision (final) plat, 1 residential certified survey map, and 100 building permits (residential single-family and multi-family). Additionally, there was 1 condominium plat approved.

2022: The City approved 1 subdivision (final) plat, 1 residential certified survey map, and 102 building permits (residential single-family and multi-family). Additionally, there was 1 condominium plat approved.

2023: The City approved 1 subdivision (final) plat, no residential certified survey maps, and 277 building permits (residential single-family and multi-family). No residential condominium plats approved.

### *2. The total number of new residential dwelling units proposed in all subdivision plats, certified survey maps, condominium plats, and building permit applications that were approved by the City in the prior year.*

2021: Plans for 55 dwelling units were approved. These units consisted of:

- 53 new dwelling units platted as single family lots in the following subdivisions:
  - Marquette Ave. Sub Division, 53 lots
- 2 residential lots were platted in Certified Survey Maps
- 0 dwelling units were created in Condominium Plats
- 0 new dwelling units were approved in multi-family projects

In 2021, the City approved building permits for 100 new dwelling units. These permits were comprised of:

- 68 building permits for single family homes, creating 68 new dwelling units
- 8 building permits for duplexes, created 16 dwelling units
- 2 building permits for apartment buildings (multi-family), creating 16 dwelling units

2022: Plans for 316 dwelling units were approved. These units consisted of:

- 63 new dwelling units platted as single family lots (Cape Crossing subdivision, Phase 1)
- 0 new dwelling units were approved within 0 duplexes
- 1 residential lot was platted as Certified Survey Map
- 0 dwelling units were created in Condominium Plats
- 0 dwelling units were approved in assisted-care facilities (see site plans)

- 252 new dwelling units were approved in multi-family projects (Fiduciary Real Estate Development project)

In 2022, the City approved building permits for 102 new dwelling units. These permits were comprised of:

- 60 building permits for single family homes, creating 60 new dwelling units
- 10 building permits for apartment buildings and duplexes, creating 42 dwelling units

2023: Plans for 525 dwelling units were approved. These units consisted of:

- 17 new dwelling units platted as single family lots (Tess Creek Estates subdivision)
- 0 new dwelling units were approved within 0 duplexes
- 0 new dwelling units were platted in Certified Survey Maps
- 0 dwelling units were created in Condominium Plats
- 0 dwelling units were approved in assisted-care facilities (see site plans)
- 508 new dwelling units were approved in multi-family projects:
  - Badax Flats, 78 apartments
  - Poths General, 430 apartments

In 2023, the City approved building permits for 277 new dwelling units. These permits were comprised of:

- 47 building permits for single family homes, creating 47 new dwelling units
- 230 building permits for apartment buildings and duplexes, creating 230 dwelling units

***3. A list and map of undeveloped parcels in the municipality that are zoned for residential development.***

The City contains 259 parcels that are zoned for residential development and currently undeveloped. These properties total approximately 1,765 acres in area. As noted in the 2020 Housing Affordability Report: “these properties also likely contained significant environmental constraints, which typically fall into three categories: woodlands, wetlands, and floodplains. Franklin has significant areas of high water table soils and hydric inclusions, which also prevent or reduce the amount of development possible”.

See list and map in appendices 1 and 2.

***4. A list of all undeveloped parcels in the municipality that are suitable for, but not zoned for, residential development, including vacant sites and sites that have potential for redevelopment, and a description of the zoning requirements and availability of public facilities and services for each property.***

The City contains 10 parcels that are suitable for (classed for residential development in the *City of Franklin 2025 Comprehensive Master Plan*), but not zoned for, residential development; with a total area of 271 acres.



See list and map in appendices 3 and 4.

5. *An analysis of the municipality’s residential development regulations, such as land use controls, site improvement requirements, and permit procedures. The analysis shall calculate the financial impact that each regulation has on the cost of each new subdivision. The analysis shall identify ways in which the municipality can modify its construction and development regulations, lot sizes, approval processes, and related fees to do each of the following:*
  - a. *Meet existing and forecasted housing demand.*
  - b. *Reduce the time and cost necessary to approve and develop a new residential subdivision in the municipality by 20 percent.*

The 2021 Housing Affordability Report states that “the City of Franklin Unified Development Ordinance is designed to provide residential development options but is focused on the development of single-family residential units. It should be noted that the requirements of Section 66.10013 of the Wisconsin Statutes are geared toward subdivisions rather than residential development overall. This demonstrates that the issue is not overall residential housing cost, just the cost to developers and limitations on profit-taking. Would that the real estate development profession promoted genuine concern for housing affordability, the target would be less about reduction of costs and more focused on the needs of society and communities with respect to human rights and human dignity”.

Nevertheless, we present the following materials in response to the requirements of Wisconsin Statutes.

#### Existing Single-Family Housing Demand

The housing crisis and subsequent recession that began in late 2007 reduced the rate of home construction in Franklin for several years. From 2009 to 2012 single family home construction occurred at its slowest pace since 2000, and no additional single family lots were platted. During the period 2004-2023, the City, on average, platted 58 single family lots. It should be noted that the 20-year average of single family homes constructed is 65, which is still slightly more than were platted. This means the City is not quite keeping up with housing demand for single-family homes, see Table 1 below.

**Table 1: Single Family Dwellings Platted or Constructed**

	Single Family Lots Platted (Subdivisions)	Single Family Lots Platted (CSMs)	Single Family Lots Platted (Total)	Single Family Homes Constructed* (Total)
2001	n/d	n/d	n/d	197
2002	n/d	n/d	n/d	145
2003	n/d	n/d	n/d	149
2004	182	13	195	220
2005	205	10	215	231
2006	125	12	137	138
2007	48	21	69	62

	Single Family Lots Platted (Subdivisions)	Single Family Lots Platted (CSMs)	Single Family Lots Platted (Total)	Single Family Homes Constructed* (Total)
2008	24	11	35	36
2009	0	6	6	20
2010	0	4	4	24
2011	0	1	1	27
2012	0	1	1	52
2013	13	2	15	89
2014	7	6	13	33
2015	0	11	11	26
2016	0	1	1	23
2017	32	1	33	12
2018	73	1	74	18
2019	189	2	191	53
2020	15	2	17	66
<b>2021</b>	53	2	55	68
<b>2022</b>	63	1	64	60
<b>2023</b>	17	0	17	47
<b>Total</b>	<b>1,046</b>	<b>108</b>	<b>1,154</b>	<b>1,796</b>
Avg.	52 (20 yrs.)	5 (20 yrs.)	58 (20 yrs.)	65 (20 yrs.)

Source: City of Franklin Department of City Development; (\*) Inspection Services Department.

### Overall Existing Housing Demand

When duplex and multifamily housing are added to the housing picture, we get a much better understanding of the total housing demand. Table 2 shows over the last 20 years the City has, on average, issued building permits for 141 dwelling units each year, while approving the creation of 239 dwelling units (9-year average). These numbers demonstrate the City has met the demand for residential development, platting or approving more dwelling units than the demand for building permits. This observation also applies to the reporting period (2021-2023), 299 approved units and 160 permits issued on average.

**Table 2: Overall Housing Platted/Approved and Constructed**

	Single Family Lots Platted (Total)	Single Family Homes Constructed* (Total)	Multi-Family Units Approved (Total)	Multi-Family Units Built* (Total)**	Dwelling Units Platted or Approved (Total)	Dwelling Units Constructed (Total)
2001	n/d	197	n/d	113	n/d	310
2002	n/d	145	n/d	42	n/d	187
2003	n/d	149	n/d	64	n/d	213
2004	195	220	528	60	723	280

	Single Family Lots Platted (Total)	Single Family Homes Constructed* (Total)	Multi-Family Units Approved (Total)	Multi-Family Units Built* (Total)**	Dwelling Units Platted or Approved (Total)	Dwelling Units Constructed (Total)
2005	215	231	0	12	215	243
2006	137	138	10	26	147	164
2007	69	62	44	20	113	82
2008	35	36	0	8	35	44
2009	6	20	n/d	1	n/d	21
2010	4	24	n/d	144	n/d	168
2011	1	27	n/d	64	n/d	91
2012	1	52	n/d	30	n/d	82
2013	15	89	n/d	50	n/d	139
2014	13	33	n/d	30	n/d	63
2015	11	26	n/d	28	n/d	54
2016	1	23	n/d	53	n/d	76
2017	33	12	n/d	6	n/d	18
2018	74	18	n/d	331	n/d	349
2019	191	53	n/d	305	n/d	358
2020	17	66	9	36	26	106
<b>2021</b>	55	68	0	32	55	100
<b>2022</b>	64	60	252	42	316	102
<b>2023</b>	17	47	508	230	525	277
<b>Total</b>	<b>1,154</b>	<b>1,796</b>	<b>1,351</b>	<b>1,727</b>	<b>2,155</b>	<b>3,527</b>
<b>Avg.</b>	58 (20 yrs.)	65 (20 yrs.)	150 (9 yrs.)	75 (20 yrs.)	239 (9 yrs.)	141 (20 yrs.)

Source: City of Franklin Department of City Development; (\*) Inspection Services Department.  
 (\*\*) Including two-family homes.

### Forecasted Housing Demand

Table 3 highlights household projections for Franklin. The Wisconsin Department of Administration (DOA) estimated 18,643 households by 2040 to accommodate the projected population of 42,922. In order to provide mobility and replacement of obsolete units, a general recommendation is a 5% vacancy rate (at the minimum) be factored into the analysis and provision of future housing. With this in mind, the City would need to add 5,001 new households between 2010 and 2040.

**Table 3: Forecast Number of Households and Housing Units 2010-2040**

	2010	2015	2020	2025	2030	2035	2040	Change 2010-2040
Household Population	33,469 <sup>1</sup>	36,890 <sup>2</sup>	36,418 <sup>2</sup>	37,722 <sup>2</sup>	39,131 <sup>2</sup>	41,270 <sup>2</sup>	42,922 <sup>2</sup>	9,453
Households	13,642	14,502	15,287	15,958	16,727	17,778	18,643	5,001
New Households (cumulative)		860	1,645	2,316	3,085	4,136	5,001	n/a
New Housing Units Needed <sup>3</sup>		903	1,727	2,432	3,239	4,342	5,251	n/a

<sup>1</sup> United States Census Bureau.

<sup>2</sup> Wisconsin Department of Administration Household Projections (April 11, 2014).

<sup>3</sup> Assumes five percent vacancy rate to maintain mobility and account for replacement units.

Based on Table 2, the City issued permits for the construction of 1,983 dwelling units between 2010 and 2023, with a yearly average of 141 dwelling units constructed. Assuming this yearly average for the period 2024-2040, the forecasted housing supply by 2040 is 4,239 dwelling units (cumulative), which is not enough to meet the forecasted housing demand of 5,251 units.

#### Analysis of Ability to Reduce Time and Upfront Cost for Residential Development

The actual time to develop a subdivision varies greatly based on a variety of reasons, including its size, necessary grading and site improvements, and the time of year the construction takes place. Since these issues are out of the control of the City, this analysis does not account for this time frame. See appendix 6 for residential development regulations in each zoning district and appendix 7 for platting and certified survey map requirements.

Section 66.10013 of the Wisconsin Statutes requires the City to identify ways in which the City can “modify its construction and development regulations, lot sizes, approval processes and related fees” to reduce the cost necessary to approve and develop a new residential subdivision by 20 percent.

The City’s impact fees increased 25% from 2021 to 2023: from \$6,605 to 8,231 per unit for single-family residential, and from \$5,248 to \$6,537 per unit for multi-family. Additionally, the Department of City Development is currently working to adjust zoning and land division fees using the Consumer Price Index for accumulated inflation since the last update in 2004.

On the other hand, the draft UDO has the following changes that may reduce the cost to develop new residential projects:

- Substitution of minimum parking ratios by maximums for all residential uses, so the construction of parking would be optional.
- Minor streets (low volume), a new type of street with a minimum right-of-way width of 58 feet instead of 60 feet, this street would reduce the land devoted to right-of-way.

### **Natural resource protection standards**

As noted in the 2021 Housing Affordability Report, the City has an aggressive natural resource protection policy, implemented through the Unified Development Ordinance. In addition, there are significant swaths of thus far undeveloped land that are constrained by protected natural resources, primarily wetlands, floodplains, and forested woodlands. There are critical reasons such features should retain these protections:

1. Wetlands and flood-prone areas are a vital source for surface and ground water quality protections, as they filter pollutants and provide a stable system to retain ground water and promote recharge.
2. Development in such areas creates long-term costs to the surrounding urban infrastructure as well as to the maintenance budgets for occupants of new structures built in these areas. Third, specifically for woodland areas, these locations provide habitat for native species as well as an instant aesthetic feature prized by local residents.
3. Development that interferes with natural resources does not tend to provide a responsible real return on investment (RROI) and therefore tends to require long-term subsidies from the City and other levels of government to maintain.

The current UDO imposes strict limitations on the degree of impacts permitted to natural resources, but then offers a permissive variance process that allows for destruction of natural resources and the ecology while requiring mitigation in unsuitable sites. The result is increased cost to developers while producing poor quality compensatory mitigation results. The updated UDO proposes to streamline the procedural requirements for natural resource impacts, and clarify mitigation requirements with a manual and specific standards. The intended result will be a simplified process for developers that produces an overall improved ecology for the City.

## Conclusion

As noted in the 2020 Housing Affordability Report, “at the State level, the supply of new and affordable housing is not keeping up with the demand resulting in housing availability and affordability concerns throughout the state. This issue not only affects home buyers, but also affects the business community who need additional employees to grow their business”.

This thinking led to UW-Madison Urban Planning Professor Kurt Paulsen to publish a report entitled *Falling Behind* showing a severe workforce housing shortage and highlighting the need for “bold” bipartisan action. In the 40-page report, Professor Paulsen points out more than 30,000 single family permits were authorized in 2004, versus only 12,500 single family permits authorized in 2017.

The report’s findings and recommendations have been presented to the committees in the Assembly and Senate and are likely one of the reasons the State Statutes were amended to require this report. It should be noted according to Professor Paulson’s report, the three main causes for the workforce housing shortage are:

1. Not building enough homes
2. Construction costs
3. Outdated land regulations.

Addressing these three causes for the specific case of Franklin:

1. Franklin approved more units than units constructed in 2021-2023. However, the yearly average of units constructed in 2010-2023 is not enough for the projected household population.
2. Franklin has very little ability to control the construction costs for new housing, except with respect to impact fees, which the City sees as a critical element to provide for the additional public utilities, infrastructure and services needed to meet the needs of a growing population.
3. As previously discussed in this report, the following changes in the draft UDO may incentivize an increase in the housing supply: duplex homes as conditional use, internal ADUs permitted in all residential districts, detached/attached ADUs as conditional use and elimination of parking minimums.

For this report, staff took a closer look at this third main cause above “outdated land regulations”, by comparing the recommendations of the report *ENABLING BETTER PLACES: A USER’S GUIDE TO WISCONSIN NEIGHBORHOOD AFFORDABILITY*<sup>7</sup> with the changes proposed by the draft Unified Development Ordinance. The following analysis is for reference only as such report is not an adopted city policy.

1. *Code Issue: Adjust lot and yard standards.*  
Recommended changes:
  - a. “Lot widths and areas should be realigned to match historic patterns favoring narrower lots.”

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<sup>7</sup> Report prepared by the Congress for the New Urbanism in partnership with DPZ CoDESIGN and PlaceMakers, LLC.

- Addressed by allowing smaller lots. The minimum lot area for residential districts in the current UDO ranges from 87,120 sf to 7,200 sf while in the draft UDO is from 18,000 sf to 7,200 sf.
    - b. "Setbacks should be reduced to historic distances to allow greater use of the existing lots."
      - Addressed by allowing shorter setbacks. The longest residential front setback in the current UDO is 100 feet (R-1 district) while it's 45 feet (R-SE district) in the draft UDO.
    - c. "Increase permitted lot coverages to match historic patterns."
      - Not comparable as the draft UDO would regulate impervious surface rather than lot coverage.
2. *Code Issue: Historic Multi-Family.*  
Recommended changes:
- a. "Allow multi-unit housing as permitted uses in single-family zoning districts which have historically included two-family and multi-family. Ensure multi-unit housing is held to the height and frontage dimensions of existing single household dwellings or historic multi-unit housing. The number of units is determined by the size of the building, not by density calculations."
    - Partially addressed by listing duplexes as conditional use in one residential district (R-SR). The city may consider options to allow for more types of missing middle housing (triplex, fourplex) in future updates.
3. *Code Issue: Accessory Dwelling Units (ADUs).*  
Recommended changes:
- a. "Accessory dwellings should be allowed by right for all single-family zoning districts."
    - Partially addressed by allowing internal ADU as permitted by right and attached/detached ADU as conditional use.
  - b. "Additional parking spaces should not be required for an accessory dwelling."
    - Addressed as the draft UDO would eliminate parking minimums.
4. *Code Issue: Remove unnecessary Regulations and Restrictions.*  
Recommended changes:
- a. "Permit residential uses within downtown and Main Street zoning districts."
    - Already addressed because the current UDO allows residential uses in the Village Residence District and Village Business District (assumed as historic downtown), and also in the South 27<sup>th</sup> Street Mixed Use Commercial District (assumed as Main Street).
  - b. "Permit residential uses, including multi-family, in commercial districts."
    - Partially addressed as the current and draft UDO allow for multi-family residential (above ground floor only) in most commercial districts.
  - c. "Manage residential density with building types not units per acre in each district."
    - Not addressed because the draft UDO would still regulate density by units per lot area not building types.

5. *Code Issue: Adjust Parking Requirements.*

Recommended changes:

- a. "Reduce or eliminate parking minimums."
  - Addressed by eliminating parking minimums in the draft UDO.
- b. "Allow shared parking to count toward parking minimums."
- c. "Allow on-street parking and allow it to count toward parking minimums."
  - Not applicable as parking minimums would be eliminated.

6. *Code Issue: Evaluate Process.*

Recommended changes:

- a. "Adopt a Traditional Neighborhood Development ordinance."
  - Not addressed, the adoption of a TND ordinance is still outstanding.
- b. "Consider replacing existing PDDs with TND standards."
  - Partially addressed as TND is one of the standards for new Planned Development Districts.
- c. "Assess and streamline the subdivision process including standards that direct development outcomes and a time limit on municipal response."
  - Already addressed by State Statutes imposing a time limit for CSMs and plat applications.
- d. "Assure workforce housing applications will be prioritized and response time limited to 90 days, max."
  - Not applicable as workforce housing is not defined in the draft UDO.



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## 1. List of undeveloped parcels that are zoned for residential development

City Development staff selected these parcels with the following criteria:

- Vacant parcels (platted and unplatted).
- Zoned R-1, R-2, R3, R-4, R-5, R-6, R-7, R-8, VR, RC-1; as well as residential Planned Development Districts.
- This list does not include outlots.

OBJECTID	PARCEL ID	ACREAGE	ADDRESS
1	740 0023 000	0.37	6840 S 46TH ST
2	740 0186 000	1.31	0 S 46TH ST
3	740 9982 004	11.07	0 W XAVIER DR
4	741 2001 000	0.48	5191 W PRINCETON PINES CT
5	745 8995 003	0.98	9068 W RAWSON AVE
6	745 8995 004	0.96	9020 W RAWSON AVE
7	745 8995 005	0.96	8974 W RAWSON AVE
8	745 8999 006	0.92	0 W RAWSON
9	748 9993 003	2.53	11230 W RAWSON AVE
10	748 9997 007	1.01	0 W RAWSON AVE
11	749 0078 002	0.58	12219 W OAKWOOD DR
12	749 9997 002	22.62	0 W WOODS RD
13	750 9963 000	2.82	12381 W ST MARTINS RD
14	750 9972 004	1.75	12134 W ST MARTINS RD
15	750 9975 000	1.20	0 S SCHERREI DR
16	751 0001 000	0.50	7330 S CIRCLE DR
17	751 0002 000	0.49	7310 S CIRCLE DR
18	751 0003 000	0.50	7282 S CIRCLE DR
19	751 0004 000	0.49	7262 S CIRCLE DR
20	751 0005 000	0.49	7242 S CIRCLE DR
21	751 0006 000	0.50	7222 S CIRCLE DR
22	751 0007 000	0.50	7212 S CIRCLE DR
23	751 9999 001	24.73	0 S MISSION HILLS DR
24	753 9994 010	1.00	7345 S 92ND ST
25	754 0015 000	1.11	7300 S CAMBRIDGE DR
26	755 0198 000	6.02	7730 W TERRACE DR
27	755 9997 000	51.35	8301 W OLD LOOMIS RD
28	756 9993 012	10.88	0 W RAWSON AVE
29	756 9994 014	0.63	7501 W BRUNN DR
30	757 9985 000	0.80	7270 S HILLSIDE DR
31	757 9994 001	24.50	0 S 68TH ST
32	758 9996 000	0.90	7351 S 51ST ST
33	760 9979 000	0.44	7221 S 35TH ST
34	760 9980 000	0.44	7235 S 35TH ST
35	760 9996 010	2.43	0 W MARQUETTE AVE
36	761 9958 000	0.39	2820 W MINNESOTA AVE
37	761 9963 005	0.27	0 W MINNESOTA AVE
38	761 9997 003	8.44	0 S 35TH ST

OBJECTID	PARCEL ID	ACREAGE	ADDRESS
39	786 9981 004	5.73	7521 S 31ST ST
40	786 9987 000	2.92	7631 S 31ST ST
41	786 9991 000	4.29	3140 W DREXEL AVE
42	786 9994 001	0.34	7775 S 31ST ST
43	790 9995 003	17.29	0 S 68TH ST
44	791 9985 000	0.88	0 S 76TH ST
45	791 9990 000	0.98	7210 W DREXEL AVE
46	792 9988 001	4.75	0 W DREXEL AVE
47	793 9997 000	7.97	8810 W LOOMIS RD
48	794 0064 000	0.64	7570 S KENSINGTON WAY
49	794 0068 000	0.60	7515 S KENSINGTON WAY
50	796 0017 000	0.05	0 W FRANKLIN ST
51	796 0018 000	0.12	0 W FRANKLIN ST
52	796 0019 000	0.16	0 S FRANKLIN ST
53	796 0042 000	0.19	
54	796 0059 000	0.08	11460 W SWISS ST
55	796 0072 000	0.23	0 W SWISS ST
56	796 0073 000	0.08	0 W SWISS ST
57	796 0074 000	0.08	11460 W SWISS ST
58	796 0075 000	0.17	11460 W SWISS ST
59	797 9947 000	2.05	7577 S NORTH CAPE RD
60	798 9990 007	23.18	12245 W FOREST HOME AVE
61	798 9995 004	29.20	0 S 116TH ST
62	799 0023 000	0.56	11283 W MAYERS DR
63	799 9992 000	0.52	10941 W ST MARTINS RD
64	801 9987 000	6.42	0 S LOVERS LANE RD
65	801 9989 002	3.65	8230 S 100TH ST
66	801 9991 000	6.94	0 S LOVERS LANE RD
67	802 0045 003	0.98	0 S FOREST HILLS CIR
68	803 9987 008	24.28	0 W DREXEL AVE
69	806 9992 002	0.64	0 W DREXEL AVE
70	808 9985 002	0.48	8025 S 35TH ST
71	808 9985 003	7.07	0 S 35TH ST
72	833 9988 001	18.06	4034 W PUETZ RD
73	833 9988 002	0.53	4058 W PUETZ RD
74	837 0236 000	0.70	6810 W WILD FLOWER CT
75	837 0236 000	0.70	8221 S 68TH ST
76	838 9003 000	7.47	0 S 76TH ST
77	839 9992 031	0.63	8719 W FOREST HILL AVE
78	840 9984 000	2.14	0 S 100TH ST
79	841 0021 000	0.69	0 S 100TH ST
80	842 9994 000	60.38	0 S 116TH ST
81	842 9995 014	16.59	0 S 116TH ST
82	843 9990 000	19.66	8355 S 116TH ST
83	843 9991 001	82.50	0 S 116TH ST
84	844 9994 000	12.10	0 S 116TH ST
85	844 9995 001	63.75	8705 S 116TH ST

OBJECTID	PARCEL ID	ACREAGE	ADDRESS
86	844 9996 000	11.40	8935 S 116TH ST
87	844 9998 000	10.05	0 S 116TH ST
88	845 9998 000	21.05	0 S 116TH ST
89	845 9999 000	49.19	0 S 116TH ST
90	848 9994 011	9.39	0 W ELM CT
91	851 9995 003	0.58	0 S 68TH ST
92	853 0163 000	0.89	8825 S 47TH CT
93	853 9994 001	1.00	0 S 51ST ST
94	853 9997 006	2.48	0 S 49TH ST
95	853 9998 006	3.62	0 S 51ST ST
96	853 9999 003	1.91	0 W HILLTOP LN
97	855 9915 000	0.70	3050 W FRANKLIN TER
98	855 9949 003	0.69	8940 S 29TH ST
99	879 9941 004	0.80	0 S 29TH ST
100	879 9943 002	0.36	0 S 31ST ST
101	879 9974 002	0.30	0 S 33RD ST
102	879 9975 004	0.30	3129 W CENTRAL AVE
103	881 0011 000	1.51	9415 S 46TH ST
104	882 9979 000	9.05	0 S 51ST ST
105	882 9981 000	9.42	0 S 51ST ST
106	882 9991 000	0.92	5422 W RYAN RD
107	885 9997 000	10.09	8335 W HILLTOP LN
108	885 9999 002	1.04	0 S 76TH ST
109	886 9985 000	15.10	8455 W HILLTOP LN
110	886 9987 002	2.25	0 S 92ND ST
111	886 9990 000	17.42	8851 W ST MARTINS RD
112	886 9991 003	0.91	9150 W RYAN PL
113	886 9994 000	0.75	8844 W RYAN RD
114	887 0002 000	0.68	9161 S 92ND ST
115	887 0003 000	0.69	0 S 92ND ST
116	887 0018 000	0.61	9322 W WOODVIEW DR
117	887 0069 000	0.56	0 S 96TH ST
118	887 0082 000	0.85	9405 S 96TH ST
119	887 9998 000	80.34	0 W RYAN RD
120	887 9999 000	1.66	9660 W RYAN RD
121	889 9990 000	49.90	0 S 116TH ST
122	889 9992 000	10.79	11223 W LOOMIS RD
123	890 9990 000	0.00	0 S 116TH ST
124	890 9999 000	24.23	0 S 116TH ST
125	891 9004 000	2.18	11943 W RYAN RD
126	891 9005 000	1.43	11889 W RYAN RD
127	891 9006 000	0.94	11853 W RYAN RD
128	891 9998 002	5.60	0 W LOOMIS RD
129	891 9999 000	33.29	0 W LOOMIS CT
130	892 9997 001	0.62	11533 W RYAN RD
131	892 9998 000	20.55	9720 S 112TH ST
132	893 9997 002	19.64	0 W RYAN RD

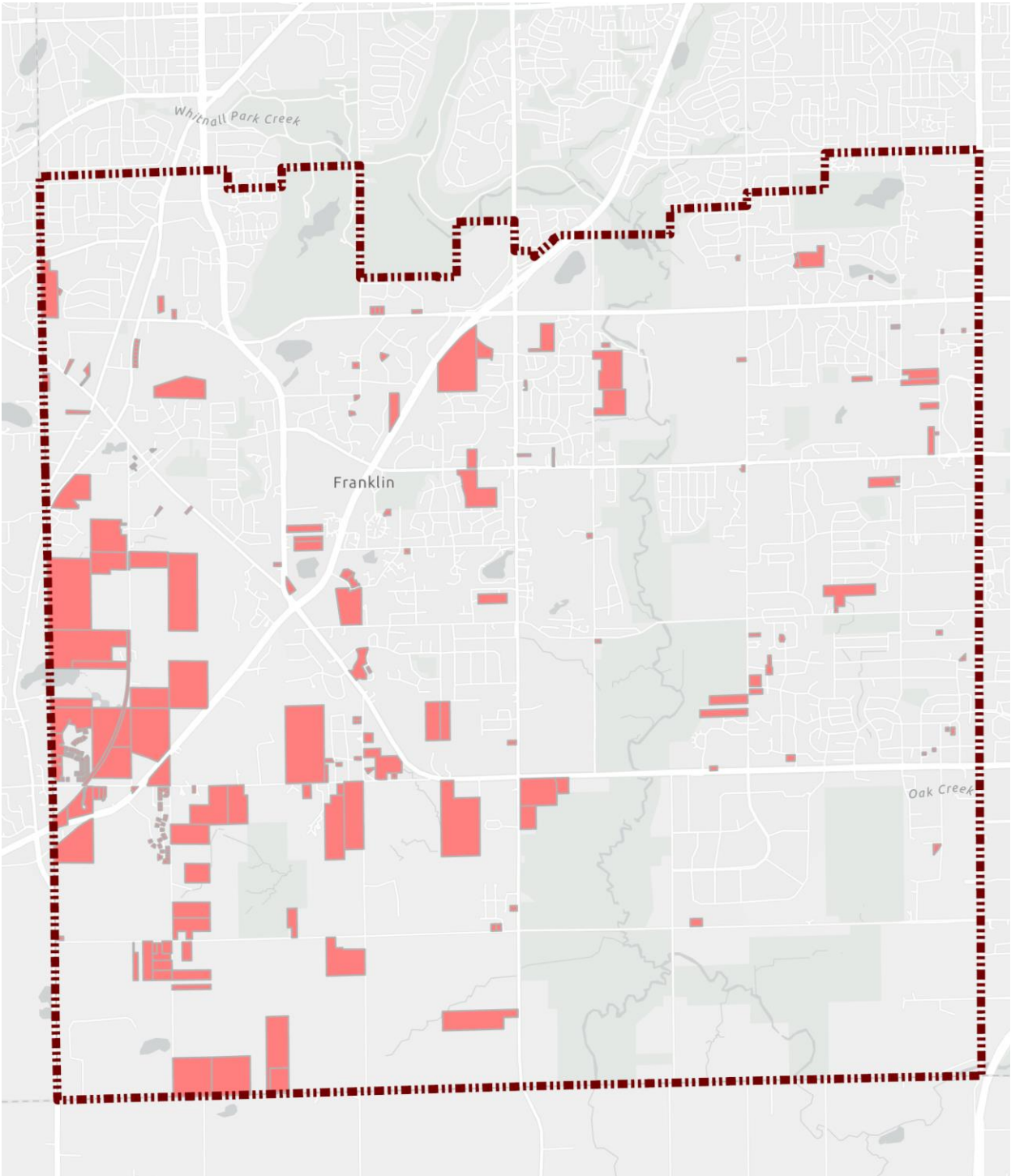
OBJECTID	PARCEL ID	ACREAGE	ADDRESS
133	894 9002 000	2.04	9533 W RYAN RD
134	894 9003 000	32.07	0 W RYAN RD
135	894 9999 004	3.00	9789 W RYAN RD
136	896 9996 001	66.79	0 W RYAN RD
137	897 9996 000	26.68	7521 W RYAN RD
138	897 9996 000	26.68	9546 S 76TH ST
139	897 9996 000	26.68	9540 S 76TH ST
140	897 9997 000	9.85	0 S 76TH ST
141	928 1057 000	1.37	0 S 31ST ST
142	931 9997 013	2.53	0 W OAKWOOD RD
143	934 9992 006	1.00	0 S 76TH RD
144	934 9992 007	1.01	0 W OAKWOOD RD
145	934 9992 008	0.97	7800 W OAKWOOD RD
146	936 9998 004	6.45	0 W OAKWOOD RD
147	938 9999 011	15.68	0 S 112TH ST
148	938 9999 012	15.68	0 S 112TH ST
149	939 9996 002	0.74	0 W OAKWOOD RD
150	941 9984 002	4.80	0 W OAKWOOD RD
151	941 9986 000	10.06	10476 S 112TH ST
152	941 9987 000	3.21	11315 W OAKWOOD RD
153	941 9988 000	1.25	11331 W OAKWOOD RD
154	941 9989 000	4.79	11325 W OAKWOOD RD
155	941 9990 000	5.12	0 S 112TH ST
156	941 9991 000	5.13	10473 S 112TH ST
157	941 9992 000	10.11	0 W OAKWOOD RD
158	941 9994 002	3.85	11533 W OAKWOOD RD
159	941 9997 000	5.01	10530 S 112TH ST
160	984 9995 000	34.65	0 S 76TH ST
161	987 9997 004	33.06	10210 W SOUTH COUNTY LINE RD
162	987 9999 000	40.03	10420 W SOUTH COUNTY LINE RD
163	988 9999 000	40.21	0 W SOUTH COUNTY LINE RD
164	739 0207 000	0.30	3800 W CYPRESS LN
165	840 9999 002	22.63	9355 W BREWOOD PARK DR
166	840 9971 012	2.12	0 W HIGHLAND PARK DR
167	840 9971 016	2.43	9400 W BREWOOD PARK DR
168	890 1001 000	0.27	9457 S WINDING WAY
169	890 1002 000	0.27	12239 W PARKVIEW LN
170	890 1007 000	0.21	12131 W PARKVIEW LN
171	890 1008 000	0.21	12111 W PARKVIEW LN
172	890 1009 000	0.27	12085 W PARKVIEW LN
173	890 1010 000	0.29	12061 W PARKVIEW LN
174	890 1011 000	0.25	9438 S PARKSIDE LN
175	890 1012 000	0.21	9428 S PARKSIDE LN
176	890 1013 000	0.21	9416 S PARKSIDE LN
177	890 1014 000	0.21	9402 S PARKSIDE LN
178	890 1015 000	0.21	9390 S PARKSIDE LN
179	890 1016 000	0.21	9378 S PARKSIDE LN

OBJECTID	PARCEL ID	ACREAGE	ADDRESS
180	890 1017 000	0.21	9366 S PARKSIDE LN
181	890 1018 000	0.21	9354 S PARKSIDE LN
182	890 1019 000	0.23	9344 S PARKSIDE LN
183	890 1021 000	0.23	12086 W GREENWAY LN
184	890 1022 000	0.23	12112 W GREENWAY LN
185	890 1023 000	0.24	12130 W GREENWAY LN
186	890 1024 000	0.25	12154 W GREENWAY LN
187	890 1025 000	0.25	12178 W GREENWAY LN
188	890 1026 000	0.25	9288 S OVERLOOK WAY
189	890 1026 000	0.25	12202 W GREENWAY LN
190	890 1028 000	0.30	9270 S OVERLOOK WAY
191	890 1029 000	0.30	9260 S OVERLOOK WAY
192	890 1030 000	0.30	9254 S OVERLOOK WAY
193	890 1031 000	0.29	9250 S OVERLOOK WAY
194	890 1032 000	0.33	9240 S OVERLOOK WAY
195	890 1034 000	0.30	9212 S OVERLOOK WAY
196	890 1035 000	0.28	9198 S OVERLOOK WAY
197	890 1036 000	0.29	9203 S OVERLOOK WAY
198	890 1044 000	0.25	12264 W GREENWAY LN
199	890 1044 000	0.25	9285 S OVERLOOK WAY
200	890 1045 000	0.22	12259 W GREENWAY LN
201	890 1046 000	0.22	12227 W GREENWAY LN
202	890 1047 000	0.22	12207 W GREENWAY LN
203	890 1048 000	0.23	12185 W GREENWAY LN
204	890 1050 000	0.23	12147 W GREENWAY LN
205	890 1051 000	0.23	12129 W GREENWAY LN
206	890 1052 000	0.32	9355 S PARKSIDE LN
207	890 1053 000	0.22	9369 S PARKSIDE LN
208	890 1054 000	0.22	9381 S PARKSIDE LN
209	890 1055 000	0.22	9391 S PARKSIDE LN
210	890 1056 000	0.22	9401 S PARKSIDE LN
211	890 1057 000	0.22	9413 S PARKSIDE LN
212	890 1058 000	0.28	9443 S PARKSIDE LN
213	890 1058 000	0.28	12086 W PARKVIEW LN
214	890 1059 000	0.22	12110 W PARKVIEW LN
215	890 1060 000	0.22	12132 W PARKVIEW LN
216	890 1061 000	0.22	12154 W PARKVIEW LN
217	890 1072 000	7.42	
218	890 1073 000	5.93	
219	890 1074 000	23.75	
220	891 1004 000	0.33	9546 S BERGAMONT DR
221	891 1005 000	0.42	9532 S BERGAMONT DR
222	891 1006 000	0.46	9516 S BERGAMONT DR
223	891 1007 000	0.50	9519 S BERGAMONT DR
224	891 1008 000	0.29	9535 S BERGAMONT DR
225	891 1009 000	0.25	9547 S BERGAMONT DR
226	891 1010 000	0.25	9563 S BERGAMONT DR

OBJECTID	PARCEL ID	ACREAGE	ADDRESS
227	891 1012 000	0.25	9599 S BERGAMONT DR
228	891 1013 000	0.25	9607 S BERGAMONT DR
229	891 1014 000	0.25	9621 S BERGAMONT DR
230	891 1018 000	0.31	9681 S BERGAMONT DR
231	891 1020 000	0.29	9709 S BERGAMONT DR
232	891 1025 000	0.28	11314 W MEADOWVIEW DR
233	891 1049 000	0.26	11377 W MEADOWVIEW DR
234	891 1051 000	0.29	11347 W MEADOWVIEW DR
235	891 1053 000	0.30	11319 W MEADOWVIEW DR
236	891 1056 000	0.28	9835 S BERGAMONT DR
237	891 1058 000	0.48	9867 S BERGAMONT DR
238	891 1060 000	0.50	9892 S BERGAMONT DR
239	891 1061 000	0.45	9878 S BERGAMONT DR
240	891 1062 000	0.26	9860 S BERGAMONT DR
241	891 1063 000	0.26	9846 S BERGAMONT DR
242	891 1064 000	0.26	9832 S BERGAMONT DR
243	891 1065 000	0.26	9818 S BERGAMONT DR
244	891 1068 000	0.29	9772 S BERGAMONT DR
245	891 1068 000	0.29	11248 W MEADOWVIEW DR
246	891 1069 000	0.26	9758 S BERGAMONT DR
247	891 1071 000	0.27	9730 S BERGAMONT DR
248	891 1073 000	0.27	9702 S BERGAMONT DR
249	891 1075 000	0.27	9676 S BERGAMONT DR
250	891 1076 000	0.27	9660 S BERGAMONT DR
251	891 9016 000	14.34	
252	987 9997 002	12.00	10122 W SOUTH COUNTY LINE RD
253	987 9997 004	33.06	10210 W SOUTH COUNTY LINE RD
254	943 9997 009	30.43	0 S 92ND ST
255	938 9988 008	12.89	0 S 112TH ST
256	893 9997 004	29.58	10903 W RYAN RD
257	892 9989 002	0.53	10925 W RYAN RD
258	894 9997 002	35.20	9623 S 92ND ST
259	897 9995 000	5.24	7133 W RYAN RD



2. Map of undeveloped parcels that are zoned for residential development





### 3. List of undeveloped parcels that are suitable for, but not zoned for, residential development.

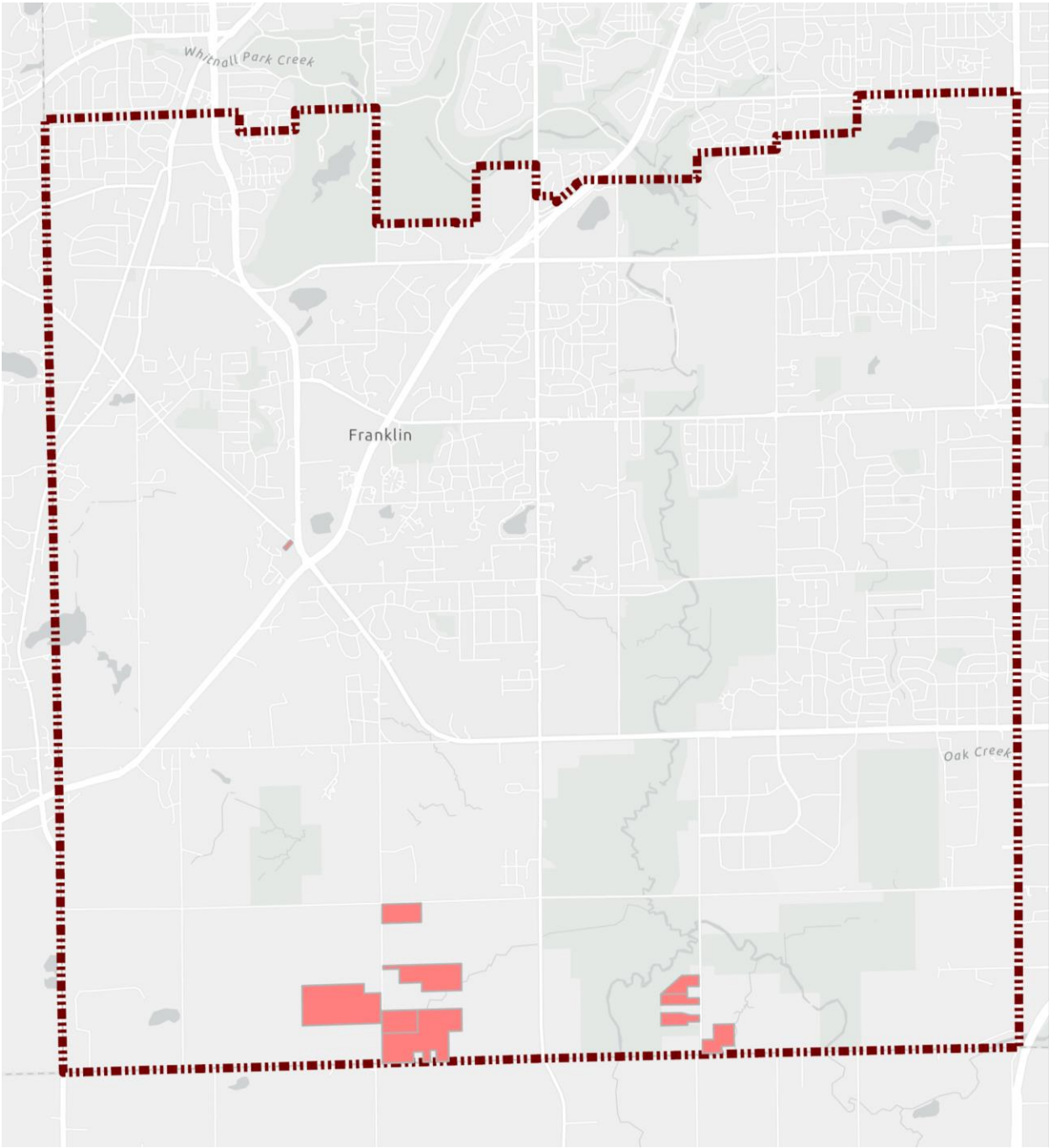
City Development staff selected these parcels with the following criteria:

- Vacant parcels (platted and unplatted).
- Future Land Use Map (FLUM): designated as residential, residential-multifamily or mixed use (except PDD-39).
- Zoning: all districts; except residential districts (R), residential PDDs, Industrial Districts (M1, M2, BP), I-1, P-1, L-1.
- Excluding parcels entirely zoned Floodway FW.

ID	PARCEL ID	ACREAGE	ADDRESS	ZONING	WATER/SEWER*
1	841 9991 000	1.01	10035 W ST MARTINS RD	B-3	Yes
2	981 9995 002	16.59	0 W SOUTH COUNTY LINE RD	A-1	No
3	982 9992 002	10.70	10739 S 60TH ST	A-1	No
4	982 9992 003	9.27	10849 S 60TH ST	A-1	No
5	982 9992 005	10.32	10903 S 60TH ST	A-1	No
6	986 9001 000	74.96	0 S 92ND ST	A-2, C-1, FW	No
7	985 9996 000	20.04	0 S 92ND ST	A-2, C-1	No
8	985 9997 003	70.85	9128 W SOUTH COUNTY LINE RD	A-2, C-1	No
9	944 9994 000	18.92	0 W OAKWOOD RD	A-2, C-1, FW	No
10	944 9999 004	38.50	10600 S 92ND ST	A-2, C-1	No

\* If 'Yes', such parcel is within 1,000 feet of an existing water main and sanitary sewer main.

4. Map of undeveloped parcels that are suitable for, but not zoned for, residential development.



## 5. Current Open Space Subdivision Options in Residential Districts

	R-1 Option 1	R-1 Option 2	R-1 Option 3	R-2 Option 1	R-2 Option 2	R-2 Option 3	R-3 Option 1	R-3 Option 2
<b>Minimum Open Space Ratio and Maximum Density</b>								
Open Space Ratio	0.5	0.65	0.70	0.35	0.45	0.5	0.15	0.3
Gross Density (du/ac)	0.442	0.43	0.436	0.902	0.914	0.978	1.769	1.735
Net Density (du/ac)	0.898	1.394	1.718	1.394	1.718	2.081	2.081	2.48
<b>Lot Dimensional Requirements</b>								
Minimum Lot Area (sq.ft.)	40,000	25,000	20,000	25,000	20,000	16,000	16,000	13,000
Minimum Lot Width @ Setback Line (ft)	150	125	110	115/125 (corner)	100/110 (corner)	95/110 (corner)	95/110 (corner)	90/105 (corner)
Minimum Front Yard (ft)	60	50	45	50	45	40	40	35
Minimum Side Yard (ft)	20	15	10	15	10	10	10	10
Minimum Side Yard on Corner Lot (ft)	45	40	35	40	35	30	30	25
Minimum Rear Yard (ft)	30	30	30	30	30	30	30	30
Maximum Lot Coverage (ratio)	0.1	0.15	0.15	0.15	0.15	0.2	0.2	0.2
<b>Minimum Total Living Area per Dwelling Unit (sq.ft)</b>								
1-story 3 bedrooms	1600	1600	1600	2000	2000	2000	1700	1700
1-story > 3 bedrooms (+ sq.ft per bedroom)	+150	+150	+150	+150	+150	+150	+150	+150
1-story if basement < 600 sq.ft. (+ sq.ft.)	+150	+150	+150	+250	+250	+250	+250	+250
Multi-story 3 bedrooms	1900, 1100 1 <sup>st</sup> floor	1900, 1100 1 <sup>st</sup> floor	1900, 1100 1 <sup>st</sup> floor	2300, 1100 1 <sup>st</sup> floor	2300, 1100 1 <sup>st</sup> floor	2300, 1100 1 <sup>st</sup> floor	2000, 1100 1 <sup>st</sup> floor	2000, 1100 1 <sup>st</sup> floor
Multi-story > 3 bedrooms (+sq.ft. per bedroom)	+100	+100	+100	+100	+100	+100	+100	+100
Multi-story basement < 600 sq.ft. (+ sq.ft.)	+250	+250	+250	+250	+250	+250	+250	+250
Maximum building height (stories/ft)	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30
	R-3E Option 1	R-3E Option 2	R-4 Option 1	R-4 Option 2	R-5 Option 1	R-5 Option 2	R-6 Option 1	R-7 Option 1
<b>Minimum Open Space Ratio and Maximum Density</b>								
Open Space Ratio	0.15	0.3	0.15	0.3	0.1	0.15	0.1	0.3
Gross Density (du/ac)	1.461	1.457	2.108	2.148	2.469	2.608	2.919	4.198
Net Density (du/ac)	1.718	2.081	2.48	3.068	2.603	3.608	3.243	4.64
<b>Lot Dimensional Requirements</b>								
Minimum Lot Area (sq.ft.)	20,000	16,000	13,000	10,000	12,000	10,000	10,000	15,000
Minimum Lot Width @ Setback Line (ft)	100/110 (corner)	95/110 (corner)	90/105 (corner)	85/100 (corner)	90/105 (corner)	85/105 (corner)	85/100 (corner)	115
Minimum Front Yard (ft)	45	40	35	30	30	30	30	40
Minimum Side Yard (ft)	10	10	10	10	10	10	10	10
Minimum Side Yard on Corner Lot (ft)	35	30	25	19	20	19	19	30
Minimum Rear Yard (ft)	30	30	30	30	30	30	30	30
Maximum Lot Coverage (ratio)	0.15	0.2	0.2	0.25	0.22	0.25	0.25	0.35
<b>Minimum Total Living Area per Dwelling Unit (sq.ft)</b>								
1-story 3 bedrooms	2000	2000	1600	1600	1500	1500	1250	1150
1-story > 3 bedrooms (+ sq.ft per bedroom)	+150	+150	+150	+150	+150	+150	+150	+150
1-story if basement < 600 sq.ft. (+ sq.ft.)	+250	+250	+250	+250	+250	+250	+250	+250
Multi-story 3 bedrooms	2800, 1800 1 <sup>st</sup> floor	2800, 1800 1 <sup>st</sup> floor	1900, 1050 1 <sup>st</sup> floor	1900, 1050 1 <sup>st</sup> floor	1800, 1000 1 <sup>st</sup> floor	1800, 1000 1 <sup>st</sup> floor	1550, 950 1 <sup>st</sup> floor	1150
Multi-story > 3 bedrooms (+sq.ft. per bedroom)	+100	+100	+100	+100	+100	+100	+100	+250
Multi-story basement < 600 sq.ft. (+ sq.ft.)	+250	+250	+250	+250	+250	+250	+250	+150
Maximum building height (stories/ft)	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30

Source: City of Franklin Unified Development Ordinance

## 6. Current Zoning District Requirements

	R-1	R-2	R-3	R-3E	R-4	R-5	R-6
<b>Minimum Open Space Ratio and Maximum Density</b>							
Open Space Ratio	0	0	0	0	0	0	0
Gross Density (du/ac)	0.435	0.898	1.718	1.394	2.081	2.48	2.972
Net Density (du/ac)	0.435	0.898	1.718	1.394	2.081	2.48	2.972
<b>Lot Dimensional Requirements</b>							
Minimum Lot Area (sq.ft.)	87,120	40,000	20,000	25,000	16,000	13,000	11,000
Minimum Lot Width @ Setback Line (ft)	200	150	100/110 (corner)	115/125 (corner)	95/110 (corner)	90/105 (corner)	90/100 (corner)
Minimum Front Yard (ft)	100	60	45	50	40	35	30
Minimum Side Yard (ft)	30	20	10	15	10	10	10
Minimum Side Yard on Corner Lot (ft)	75	45	35	40	30	25	19
Minimum Rear Yard (ft)	30	30	30	30	30	30	30
Maximum Lot Coverage (ratio)	0.075	0.1	0.15	0.15	0.2	0.2	0.25
<b>Minimum Total Living Area per Dwelling Unit (sq.ft)</b>							
1-story 3 bedrooms	1600	2000	1700	2000	1600	1500	1250
1-story > 3 bedrooms (+ sq.ft per bedroom)	+150	+150	+150	+150	+150	+150	+150
1 -story if basement < 600 sq.ft. (+ sq.ft.)	+150	+150	+250	+250	+250	+250	+250
Multi-story 3 bedrooms	1900, 1100	2300, 1100	2000, 1100	2800, 1800 1 <sup>st</sup>	1900, 1050	1800, 1000	1550, 950
	1 <sup>st</sup> floor	1 <sup>st</sup> floor	1 <sup>st</sup> floor	floor	1 <sup>st</sup> floor	1 <sup>st</sup> floor	1 <sup>st</sup> floor
Multi-story > 3 bedrooms (+sq.ft. per bedroom)	+100	+100	+100	+100	+100	+100	+100
Multi-story basement < 600 sq.ft. (+ sq.ft)	+250	+250	+250	+250	+250	+250	+250
Maximum building height (stories/ft)	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30	2.5/30
	R-7	R-8	R-8 MFR	RC-1	RC-1 2F	RC-1 MFR	VR
<b>Minimum Open Space Ratio and Maximum Density</b>							
Open Space Ratio	0	0	0.25/0.35	0.5	0.5	0.5	0
Gross Density (du/ac)	3.7	5	6.1/8	1.5	3	8	4.283
Net Density (du/ac)	3.7	5	8	n/a	n/a	n/a	4.283
<b>Lot Dimensional Requirements</b>							
Minimum Lot Area (sq.ft.)	18,000	6,000	43,560	10,000	15,000	43,560	7,200
Minimum Lot Width @ Setback Line (ft)	125	60/75 (corner)	150	60/75 (corner)	100	150	60/75 (corner)
Minimum Front Yard (ft)	40	25	30	25	40	30	25
Minimum Side Yard (ft)	13	5	20	5	10	20	5
Minimum Side Yard on Corner Lot (ft)	35	16	30	15	30	30	15
Minimum Rear Yard (ft)	30	25/10 (garage)	30	25/10 (garage)	30	30	25/10 (garage)
Maximum Lot Coverage (ratio)	0.30	0.35	n/a	n/a	n/a	n/a	0.48
<b>Minimum Total Living Area per Dwelling Unit (sq.ft)</b>							
1-story 3 bedrooms	1150	1250	750-900* (1 bedroom)	1250	n/a	n/a	1200
1-story > 3 bedrooms (+ sq.ft per bedroom)	+150	+150	+200	+150	n/a	n/a	+150
1 -story if basement < 600 sq.ft. (+ sq.ft.)	+250	+250	+200	+250	n/a	n/a	+250
Multi-story 3 bedrooms	1150	1550, 950	750-900* (1 bedroom)	1550, 950 1 <sup>st</sup>	n/a	n/a	1500, 900
		1 <sup>st</sup> floor	floor	floor			1 <sup>st</sup> floor
Multi-story > 3 bedrooms (+sq.ft. per bedroom)	+250	+100	+200	+100	n/a	n/a	+100
Multi-story basement < 600 sq.ft. (+ sq.ft)	+150	+250	+200	+250	n/a	n/a	+250
Maximum building height (stories/ft)	2.5/30	2.5/30	3.0/45	2.5/30	2.5/30	4.0/60	2.0/30

\*The unit size decreases with the number of units in a structure. 900 square feet minimum for 3-4 units, 850 for 5-8 units, 800 for 9-12 units, and 750 for 13 or more units per structure.

Source: City of Franklin Department of City Development

## 7. Current Subdivision Plat and Certified Survey Map Requirements

### Review Procedures

#### **Subdivision - \$5000 (Preliminary) and \$1000 (Final)**

- Required for any division of land for residential development of more than four (4) parcels. Must comply with statutory and local regulations.
- Applicants must submit a completed application, preliminary plat, and fee of \$XXX to the Department of City Development for review. Staff reviews the submission to ensure completeness then forwards the application materials for review by other City departments (and either the Wisconsin DOT or Milwaukee County Highway Department if located on a state or county maintained highway).
- Applications are scheduled for review by the Plan Commission, which will issue a decision the night of review or hold the item pending additional information required.
- A development agreement, if required, will be coordinated through the Engineering Department. The agreement and any escrow must be reviewed and approved by the City Attorney's Office.
- Once all required public improvements – sidewalks, roads, street lights, utilities, street trees, etc. – are installed and verified by the Engineering Department, the Applicant can submit a completed application, final plat, a fee of \$XXX for review and distribution by the staff. A Plan Commission is scheduled and the Plan Commission will issue a decision on the night of review or hold the item pending additional information required.
- Common Council review (final) will occur at the next available meeting (typically 1.5 weeks following Plan Commission review and recommendation). There is no additional fee for Common Council review.
- Normal State/County reviews, fees and approval requirements apply.
- Once the plat is recorded, building permit applications for individual lots may be submitted.
- Building permit applications are submitted to the Department of Inspection Services, and may take up to three (3) weeks for review by all departments before a permit may be issued.

#### **Certified Survey Map (CSM) - \$1,500**

- Required for any division of land up to four (4) lots in conformance with statutory and local requirements.
- Applicants must submit a completed Certified Survey Map application, and a fee of \$xxx for review by Department of City Development staff. The application materials are forwarded to other City departments for review and comment. The CSM is generally scheduled for Plan Commission review. Plan Commission will issue a decision the night of review or hold the item pending additional information required.
- A development agreement, if required, will be coordinated through the Engineering Department. The agreement and any escrow must be review and approved by the City Attorney's Office.
- Common Council review will occur at the next available meeting (typically 1.5 weeks following Plan Commission review and recommendation). There is no additional fee for Common Council review.

- Normal State/County reviews, fees and approval requirements apply.
- Once CSM is recorded, building permit applications for individual lots may be submitted.
- Building permit applications are submitted to the Department of Inspection Services, and may take up to three (3) weeks for review by all departments before a permit may be issued.

**Planned Development - \$6,000** (\$3,500 for major amendments, and \$500 for minor amendments); note that Additional Site Plan would have a separate review fee (\$2,000 for properties larger than 1 acre, \$1,000 for properties less than 1 acre) and subdivision (see above fees)

- Required for any development of land at least XX acres in size that may include multiple housing types or multiple uses, or desires deviations from the strict application of the Unified Development Ordinance to achieve a specific development goal.
- PDD applications are treated as rezoning applications for purposes of review and approval, requiring Plan Commission and Common Council review and approval of the initial application and rezoning.
- Applicants must submit a completed application, site development design plan and preliminary civil drawings, narrative that specifies all the deviations/requested modifications/rezone requests, and a fee of \$XXXX for review by staff. Staff forwards the application materials to other City departments for review, and then following review, the application is placed on the next available Plan Commission agenda. Notice is sent to all landowners within 500 feet of the proposal site. Plan Commission will issue a recommendation the night of review, or hold the item pending additional information required.
- If recommended for approval, the Plan Commission will direct staff to draft Conditions and Restrictions for the PDD that will be reviewed at the next regularly scheduled Plan Commission meeting (typically 2 weeks later).
- Following review and recommendation of approval of the Conditions and Restrictions by the Plan Commission, staff will schedule the public hearing before the Common Council in accordance with statutory requirements.
  - Legal notice required to be submitted to newspaper the Wednesday before the first publication
  - PDD applications require a Class 2 notice – two (2) consecutive publications, the last must be a minimum of seven (7) days before the public hearing.
  - Notice sent to all landowners within 500 feet of the proposal site.
- Common Council review (final) will occur at the scheduled public hearing. There is no additional fee for Common Council review.
- Normal State/County reviews, fees and approval requirements apply.
- The next step depends on the complexity of the application: additional site plan review and approval by the Plan Commission (as needed), or platting approval as needed, or straight to building permit applications.
- Once the process is finalized, building permit applications may be submitted.

- Building permit applications are submitted to the Department of Inspection Services, and may take up to three (3) weeks for review by all departments before a permit may be issued. If required, approval by the State must occur prior to local review and issuance of building permits.

Development costs are dependent on the number of proposed lots, the proposed roadway configurations, and length, the number of dwelling units proposed, the presence of any environmental restrictions (e.g., wetlands, floodplains, etc.), availability and location of public utilities, and other considerations specific to the property or properties to be developed. Therefore, general fees have been provided within this report to assist with development estimates. Consider the following example:

### **Single Family Residential Subdivision on 20 acres**

- No environmental restrictions
  - Public Utilities available
  - R-6 zoning (no rezoning required)
  - No PDD requested
1. Preliminary Plat = \$5000 (requires one review by Plan Commission)
  2. Final Plat = \$1000 (requires one review by Plan Commission after infrastructure installed and certified, followed by final approval by Common Council)
  3. Min. Lot size = 11,000 square feet
  4. Min. Lot width = 90 feet – 100 feet (corner lot)
  5. Max. density = 2.972 dwelling units/net acre
  6. Min. front/ROW/rear setback = 30 feet (19 feet on the corner side yard)
  7. Min. side setback = 10 feet
  8. Min. public street ROW = 60 feet
  9. Min. residential street pavement width = 28 feet
  10. Max. 800-foot cul-de-sac street
  11. Sidewalks required on both sides of street
  12. Curb and gutter required
  13. Street trees = 1/40 linear feet
  14. Impact fees = \$8,704/single family home
  15. Stormwater fees = see fee schedule
  16. Building permit fees = based on proposed home design; see fee schedule



## 8. Duplex, townhome and multifamily standards in draft Unified Development Ordinance

### Article 4. Use-Specific Standards

15-4-01. Residential Use-Specific Standards .....	1
15-4-02. Institutional Use-Specific Standards .....	3
15-4-03. Place of Assembly Use-Specific Standards .....	3
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#### 15-4-01. Residential Use-Specific Standards

##### A. Community Living, All Capacities.

1. No community living arrangement shall be established within two thousand five hundred (2,500) feet of any other such facility regardless of its capacity.
2. Foster homes housing four (4) or fewer children and licensed under [Sec. 48.62, Wis. Stats.](#), shall not be subject to these provisions.

##### B. Duplex.

1. Duplexes primary entrances shall be oriented toward the designated front lot line.
2. A minimum of one (1) of the parking spaces, as specified in [Section 16-6-1\(E\)](#) of this UDO, shall be provided in an attached or detached garage.
3. Attached garages are encouraged to be located on rear façades. If attached garages are located on the primary façade they shall:
  - a. Not exceed forty-five (45) percent of the façade's total width,
  - b. Be setback a minimum of twenty-five (25) feet from the property line, and
  - c. Be recessed from the primary front façade (excluding porches) of the duplex a minimum of five (5) feet.



4. Exterior building cladding materials shall be time- and weather- tested materials and techniques such as but not limited to masonry, stone veneer systems, stucco, precast panels with inlaid or stamped brick texture.

**C. Townhome.**

1. Townhomes shall be oriented with their primary entrances either:
  - a. Toward the designated front lot line. The primary entrance of end unit townhomes on corner lots may be oriented toward the designated front or exterior side lot line.
  - b. Toward an internal courtyard space. The primary entrance of end unit townhomes closest to the designated front lot line shall be oriented toward the designated front lot line.
2. Individual townhome units should be articulated through the exterior design of the townhome cluster. This can be accomplished through dormers, porches, vertical design elements, varying roof forms, or other architectural devices.
3. The maximum length of a townhome cluster shall be two hundred (200) lineal feet.
4. The siting of the townhome units in a cluster shall be staggered in order to define street edges, entry points, and public gathering spaces.
5. A minimum of one (1) of the parking spaces, as detailed in **Section ##-##-##** of this UDO shall be provided in an attached or detached garage.
6. Attached or detached garages shall be located on rear or side façades, unless otherwise approved.
7. Exterior building cladding materials shall be time- and weather-tested materials and techniques such as but not limited to masonry, stone veneer systems, stucco, precast panels with inlaid or stamped brick texture.

**D. Multifamily Building.**

1. The building's primary façade and principal entrance shall be oriented toward a public street.
2. A maximum of one (1) curb cut allowing vehicular access to the site shall be permitted per street frontage unless otherwise approved by the Zoning Administrator.
3. All off-street parking, as specified in **Section 16-6-1(E)** of this UDO, shall be located in the rear and/or interior side of the primary building. Off-street parking located in the interior side yard setback shall be set back a minimum of one (1) foot from the front elevation of the primary building.
4. ADA compliant pedestrian walkways shall be provided to all building entries and parking areas and shall connect to the sidewalk at the street frontage.
5. Service areas, dumpsters, utilities and the required nonvegetative screening of these features shall not be visible from rights-of-way.
6. Multifamily uses shall operate in accordance with all other applicable federal, state, and local laws and, if additional permits are required, such permits were obtained prior to beginning operation.
7. All multifamily buildings shall meet the design standards of **Section 11-6-##**.

**E. Multifamily Complex.**

1. **Primary Façade.**
  - a. The primary entrance and front façade of buildings within a multifamily complex shall be oriented towards the following, listed in priority order:

- I. Perimeter streets,
  - II. Primary internal streets,
  - III. Parks or other common open space,
  - IV. Secondary internal streets, or
  - V. Parking areas only if approved by the Zoning Administrator.
2. Parking shall be integrated into the overall site design to minimize visual impact, reduce the loss of trees, and be visually concealed from public rights-of-way.
  3. ADA compliant pedestrian walkways shall be provided to all building entries and parking areas and shall connect to the sidewalk at the street frontage.

#### 15-4-02. Institutional Use-Specific Standards

##### A. Cemetery.

1. The minimum lot size for a cemetery shall be three (3) acres.
2. Adequate space shall be provided within the site for the parking and maneuvering of funeral corteges.
3. All interment shall be set back at least fifty (50) feet from any adjoining lot line.
4. All structures shall be set back at least fifty (50) feet from any boundary line of the cemetery property plus two (2) feet for each one (1) foot of structure height over 25 feet to the maximum height permitted by the district in which it is located.
5. All requirements of the Wisconsin State Statutes regarding the interment of human dead shall be met.

#### 15-4-03. Place of Assembly Use-Specific Standards

RESERVE

#### 15-4-04. Recreation Use-Specific Standards

##### A. Campgrounds.

1. All campgrounds shall have direct access to an arterial street, however no direct access to an individual site shall be permitted from a public street.
2. All campgrounds shall have a minimum site area of thirty (30) contiguous acres.
3. All trailer and vehicle parking spaces are to be paved with asphaltic concrete.
4. No more than fifteen (15) percent of a travel trailer park site shall be used for campground purposes.
5. The following accessory uses may be allowed.
  - a. Recreational facilities.
  - b. Laundry buildings.
  - c. One (1) service retail store not to exceed 2,000 square feet in total floor area.

## 9. Accessory Dwelling Unit ADU standards in draft Unified Development Ordinance UDO

### DRAFT FOR REVIEW ONLY

- iii. Provisions for the restoration of the natural soil and vegetation,
- iv. An estimate of the decommissioning costs certified by a professional engineer, to be updated every three (3) years or as determined necessary by the Zoning Administrator. The Zoning Administrator may request an independent third-party verification of the decommissioning costs at any time. The costs for this verification shall be reimbursed by the applicant and/or operator.
- v. Financial assurance, secured by the owner or operator, for the purpose of performing the decommissioning, in an amount equal to the professional engineer's certified estimate of the decommissioning cost.
- vi. A provision that the terms of the decommissioning plan shall be binding upon the owner or operator and any of his successors, assigns, or heirs.

### 15-4-13. Accessory Use-Specific Standards

#### A. Accessory Dwelling, Detached / Attached.

1. One (1) detached, attached, or internal accessory dwelling unit shall be allowed per lot.
2. No lot may have both a detached garage and a detached accessory structure. On any lot with a detached garage, a detached accessory dwelling unit may be located above the detached garage.
3. The detached / attached accessory dwelling shall be located to the interior side or rear of the principal dwelling.
4. The maximum size of a detached accessory dwelling shall be twenty-five (25) percent of the gross floor area of the principal dwelling or one thousand two-hundred (1,200) square feet, whichever is more.
5. The maximum height of a standalone detached accessory dwelling shall be seventeen (17) feet or the height of the principal dwelling, whichever is less.
6. The maximum, combined height of a detached accessory dwelling located above a detached garage and the detached garage shall be twenty-seven (27) feet or the height of the principal dwelling, whichever is less.
7. Detached accessory dwellings shall be setback a minimum of five (5) feet from the rear and interior side lot lines.
8. Attached accessory dwellings shall be located fully within the buildable area of the lot.
9. The principal dwelling and detached / attached accessory dwelling shall be served by a common driveway.
10. The detached / attached accessory dwelling shall have similar architectural features including roof pitch; window type, size, and placement, and exterior building cladding materials and similar exterior colors as the principal dwelling.
11. The principal dwelling or detached / attached accessory dwelling shall be the primary residence of the owner of the property.

#### B. Accessory Dwelling, Internal.

1. One (1) detached, attached, or internal accessory dwelling unit shall be allowed per lot.
2. The maximum size of the internal accessory dwelling shall be one-thousand two-hundred (1,200) square feet or twenty-five (25) percent of the gross floor area of the principal dwelling, whichever is more.
3. The principal dwelling and internal accessory dwelling shall be served by a common driveway.
4. The principal dwelling or internal accessory dwelling shall be the primary residence of the owner of the property.

#### C. Accessory Retail.

## 10. Cluster development standards in draft Unified Development Ordinance UDO

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3. **Completion of the Construction of Required Improvements.** The construction of all improvements required by this Ordinance shall be completed within two years from the date of the Common Council approval of the Preliminary Plat, Certified Survey Map, or Condominium.

#### D. Financial Sureties Required.

2. **Form of Financial Sureties.** Financial sureties furnished to the City Attorney by Subdividers or Condominium Developers (as applicable) to ensure performance of obligations and guarantees under the terms of this Ordinance shall only be in a form which the City deems secure, and may include certified checks, irrevocable letters of credit in a form approved by the City Attorney.
  - a. **Determination of Financial Surety Amount.** The amount of financial surety shall be one-hundred ten (110) percent of the City Engineer's estimated full amount of the obligation being ensured (including the costs of inspection), nor for less a period than the work is scheduled to be completed, however, the City shall allow reductions in the amount of the financial surety in proportion to the amounts of the obligations as they are fulfilled.
  - b. **Disputes Over the Amount of Financial Sureties.** In a dispute over the amount of a surety, the estimate prepared by the City Engineer shall be given the greater weight.
3. **Criteria for Determining Subdivider's or Condominium Developer's Delinquency in Meeting Requirements.** The City Engineer shall give notice by registered mail to the Subdivider or Condominium Developer and the Subdivider's or Condominium Developer's surety, of such delinquency, said notice to specify the corrective measures required if the Subdivider or Condominium Developer.
  - a. Fails to perform the work with sufficient workmen and equipment or with sufficient materials to ensure the completion of said work within the specified time; or
  - b. Performs the work unsuitably, as determined by the City Engineer; or
  - c. Neglects or refuses to supply materials or to perform anew such work as shall be rejected as defective and unsuitable; or
  - d. Discontinues the execution of the work; or
  - e. For any other cause whatsoever does not carry on the work in an approved manner.
4. **Guarantee of Improvements.** The Subdivider or Condominium Developer shall guarantee all improvements for a period of one year from the date of the acceptance of improvements by the City. To assure such improvement guarantee, the Subdivider or Condominium Developer shall provide an amount of financial surety (performance bond or letter of credit) not to exceed ten (10) percent of the construction value of said improvements.
5. **Common Council Action.** After said notice, the Common Council shall call upon the performance guarantee to have the work completed in accordance with the terms of the performance guarantee.

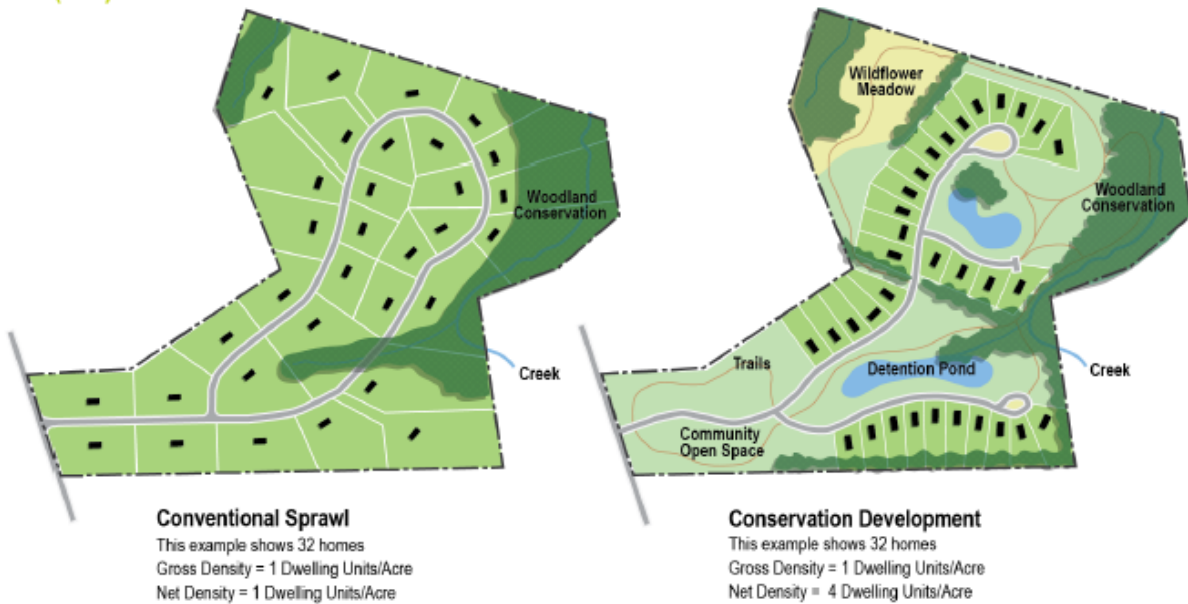
#### 15-8-09. Cluster Development

- A. Cluster development is allowed in residential subdivisions in the R-C, R-SE, and R-SR Districts to encourage and accommodate in a unified project, creative and imaginative approaches to development that preserve sensitive natural areas.
- B. **Resources to be Conserved.** To qualify for cluster development any land located in a special flood hazard area, as determined by the Federal Emergency Management Agency, shall be placed in a conservation easement.
- C. **Maximum Density per Acre.** The gross density of a cluster development shall not exceed the maximum dwelling units per acre detailed in **Table ##-#-##**.



District	Maximum Density
R-C	4.35 dwelling units/acre
R-SE	2.42 dwelling units/acre
R-SR	4.35 dwelling units/acre

- D. **Maximum Dimensional Standards Reduction.** The dimensional standards established in Table ###-### may be reduced by thirty (30) percent or by the cumulative total land area to be placed in a conservation easement, whichever is less.
- E. **Density Bonus.** The maximum gross density per acre, per district, may be exceeded by a maximum of thirty (30) percent if a minimum of one (1) of the following sensitive natural areas are placed in a conservation easement. The maximum allowed density bonus shall be as determined by the Common Council and shall be directly tied to the amount of land area placed in a conservation easement.
1. Wetlands,
  2. Oak Savanna landscapes,
  3. Mature tree stands,
  4. Prime farmland,
  5. Critical habitat, and/or
  6. Other as recommended by the Plan Commission and approved by the Common Council.



## EXAMPLE DIAGRAM ONLY

11. Permitted, conditional and temporary uses in draft Unified Development Ordinance UDO

DRAFT FOR REVIEW ONLY					
Table 15-3-04(B): Permitted, Conditional, and Temporary Uses in Residential Districts					
Use	R-C	R-SE	R-SR	R-MF	R-V
<i>Residential</i>	<i>R-C</i>	<i>R-SE</i>	<i>R-SR</i>	<i>R-MF</i>	<i>R-V</i>
Community Living, 1-15 Persons	P	P	P	P	P
Community Living, 16 + Persons	C	C	C	C	C
Single-Family	P	P	P		P
Mobile/Manufactured Home Park, Existing Prior to this UDO				P	
Dwelling Duplex			C	P	
Dwelling Townhome				P	
Dwelling Multifamily Building				P	
Dwelling Multifamily Complex				P	
Senior Housing, Assisted Living	C	C	C	C	C
Senior Housing, Nursing Care	C	C	C	C	C
Senior Housing, Total Life Care				C	
<i>Institutional</i>	<i>R-C</i>	<i>R-SE</i>	<i>R-SR</i>	<i>R-MF</i>	<i>R-V</i>
Educational Facility	C	C	C	C	C
<i>Place of Assembly</i>	<i>R-C</i>	<i>R-SE</i>	<i>R-SR</i>	<i>R-MF</i>	<i>R-V</i>
Noncommercial Place of Assembly, ##### sqft or less	P	P	P	P	P
Noncommercial Place of Assembly, more than ##### sqft	C	C	C	C	C
<i>Recreation, Amusement, and Lodging</i>	<i>R-C</i>	<i>R-SE</i>	<i>R-SR</i>	<i>R-MF</i>	<i>R-V</i>
Lodging House	P	P	P	P	P
Short Term Rental	P	P	P	P	P
<i>Agricultural</i>	<i>R-C</i>	<i>R-SE</i>	<i>R-SR</i>	<i>R-MF</i>	<i>R-V</i>
Community Garden	P	P	P	P	P
Crop Production	C				
Indoor Agriculture	C				
Telecommunications Tower	C	C	C	C	C
<i>Accessory</i>	<i>R-C</i>	<i>R-SE</i>	<i>R-SR</i>	<i>R-MF</i>	<i>R-V</i>
Accessory Dwelling, Detached/Attached	C	C	C	C	C
Accessory Dwelling, Internal	P	P	P	P	P
Accessory Structure	P	P	P	P	P
Artisan Workshop	P	P	P	P	P
Home Based Business	P	P	P	P	P
Solar Energy Collection System, canopy	P	P	P	P	P
Solar Energy Collection System, ground mounted	P	P	P	P	P
Solar Energy Collection System, roof mounted	P	P	P	P	P
<i>Temporary</i>	<i>R-C</i>	<i>R-SE</i>	<i>R-SR</i>	<i>R-MF</i>	<i>R-V</i>
Construction Related	T	T	T	T	T
Food Truck	T	T	T	T	T

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**Table 15-3-04(C): Permitted, Conditional, and Temporary Uses in Nonresidential and Mixed-Use Districts**

Use	B-N	B-G	B-R	B-MU	B-SM	B-P	LI	A	A-P	P	I	L	FW
<i>Residential</i>	<i>B-N</i>	<i>B-G</i>	<i>B-R</i>	<i>B-MU</i>	<i>B-SM</i>	<i>B-P</i>	<i>LI</i>	<i>A</i>	<i>A-P</i>	<i>P</i>	<i>I</i>	<i>L</i>	<i>FW</i>
Single-Family								P	P				
Multifamily, above ground floor only	P	P	P	P	P								
<i>Institutional</i>	<i>B-N</i>	<i>B-G</i>	<i>B-R</i>	<i>B-MU</i>	<i>B-SM</i>	<i>B-P</i>	<i>LI</i>	<i>A</i>	<i>A-P</i>	<i>P</i>	<i>I</i>	<i>L</i>	<i>FW</i>
Educational Facility											C		
Governmental Uses											C		
Health Care Facility	P	P	P	P			P				C		
Cemetery											C		
<i>Place of Assembly</i>	<i>B-N</i>	<i>B-G</i>	<i>B-R</i>	<i>B-MU</i>	<i>B-SM</i>	<i>B-P</i>	<i>LI</i>	<i>A</i>	<i>A-P</i>	<i>P</i>	<i>I</i>	<i>L</i>	<i>FW</i>
Indoor Commercial Place of Assembly, ##### sqft or less	P	P	P	P	P			C	C	C	P		
Indoor Commercial Place of Assembly, more than ##### sqft	C	P	P	P	C			C	C	C	P		
Outdoor Commercial Place of Assembly	C	C	C	C	C			C	C	C	P		
Noncommercial Place of Assembly, ##### sqft or less								C	C	C	P		
Noncommercial Place of Assembly, more than ##### sqft								C	C	C	P		
<i>Recreation, Amusement, and Lodging</i>	<i>B-N</i>	<i>B-G</i>	<i>B-R</i>	<i>B-MU</i>	<i>B-SM</i>	<i>B-P</i>	<i>LI</i>	<i>A</i>	<i>A-P</i>	<i>P</i>	<i>I</i>	<i>L</i>	<i>FW</i>
Campground								C	C				P
Lodging House								P	P				
Hotel	C	C	C	C									
Motel		C											
Recreation Area													P
Short-Term Rental					C			P	P				
<i>Retail</i>	<i>B-N</i>	<i>B-G</i>	<i>B-R</i>	<i>B-MU</i>	<i>B-SM</i>	<i>B-P</i>	<i>LI</i>	<i>A</i>	<i>A-P</i>	<i>P</i>	<i>I</i>	<i>L</i>	<i>FW</i>
Adult Establishment							C						
General Retail, ##### sqft or less	P	P	P	P	P								
General Retail, more than ##### sqft	S	P	P	P	C								
Multitenant Shopping Center	C	C	C	C									
Wholesale Establishment							C						
<i>Service</i>	<i>B-N</i>	<i>B-G</i>	<i>B-R</i>	<i>B-MU</i>	<i>B-SM</i>	<i>B-P</i>	<i>LI</i>	<i>A</i>	<i>A-P</i>	<i>P</i>	<i>I</i>	<i>L</i>	<i>FW</i>
Animal Boarding Facility/Kennel and/or Veterinary Service	C	C					C	C					
General Service, ##### sqft or less	P	P	P	P	P								
General Service, more than ##### sqft	S	P	P	P	C	P							
Financial Institution	P	P	P	P		P							
Funeral Home	C	C											
Office, above ground floor only				P	P								

## 12. Housing Diversity in Franklin

In a report to the City of Franklin entitled Housing Diversity in Franklin, Wisconsin (December 2018), the author (BK Planning Strategies) noted that the most recent American Community Survey found that the City of Franklin has a much higher level of owner-occupied housing, median value of owner-occupied housing units, median household income and per capita income than is found for Milwaukee County at large and found in the City of Milwaukee. See the table below.

	City of Franklin	City of Milwaukee	Milwaukee County
Owner-Occupied Housing Rate	77.3%	41.7%	49.4%
Median Value of Owner Occupied Housing Units	\$224,800	\$115,500	\$150,000
Median Household Income (2016)	\$73,590	\$36,801	\$45,263
Per Capita Income past 12 months (2016)	\$36,659	\$20,630	\$25,881

Some of this is a reflection of relative distance. Franklin’s location on the southwest end of the County makes it an unlikely location for multi-family development that is intended for lower income families, simply because the transportation costs for home-to-work trips, as well as non-work-based trips, would defeat the purpose of such housing.

The report Housing Diversity in Franklin, Wisconsin (December 2018) provides the City with a series of recommendations to consider:

- Review all development construction standards.** The city should review and consider altering development standards that can reduce cost to the developer, as well as reduce the City’s exposure to future operational maintenance of such infrastructure in the future. One such example is street width; a reduction of street width by as little as one foot can significantly reduce upfront costs, as well as long-term maintenance.
- Comprehensive Master Plan.** The Comprehensive Master Plan currently only identifies two residential land use categories, Residential and Residential-Multi-Family. The Plan should be reviewed and revised to provide more specific guidance on the inclusion of types of housing beyond single family and multi-family, and provide additional flexibility to permit those types of housing in what have been restricted single-family residential neighborhoods.
- Zoning Standards.** The City should consider a review of all residential zoning district standards to provide incentives for developers to provide new reasonably priced housing. The City should further include flexibility to provide for other types of housing in single family neighborhoods, including modifications to existing dwelling units to provide for two-family, triplex, and quadriplex types of units, and/or modifications to enable in-law suites and other means to provide additional housing that is more affordable.
- Development Flexibility.** Most of the residential zoning districts permit “open space” subdivision development with reduced lot sizes which require a public hearing and approval as a Special Use. Instead of requiring developers to go through this process, these types of developments should have design criteria up-front and allowed to be developed as a permitted use.
- Multi-family Dwelling Unit Density.** The maximum dwelling unit density for multi-family developments is eight units per acre, and this is achieved through a Special Use approval process. This density is very low particularly for moderate to large developments of this type, and virtually



guarantees that motor vehicles are the required mode of transportation for residents. The City needs to consider increasing the maximum multi-family density standard, with the caveat that such increases continue to prioritize environmental protections on the site level.

- **Impact Fees.** The cost of impact fees placed on each new residential unit is definitely an impeding factor toward providing housing affordability across all types of housing. The City already has provided a reduction for certain types of affordable housing, but additional criteria or flexible alternatives should be considered where housing is combined with additional industrial/business park development. Providing workforce housing opportunities will greatly assist attraction of quality industrial development to the City, and will have the corollary effect of reducing transportation costs for future employees as well as employers.
- **Public Education.** City officials must continually seek opportunities to educate residents of Franklin regarding the benefits of a well-balanced housing supply.