CITY OF FRANKLIN, INDIANA

COMPREHENSIVE PLAN 2013

Franklin Comprehensive Plan

City of Franklin Community Development
City of Franklin Planning Department

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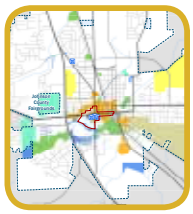

ACKNOWLEDGEMENTS

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Community ownership is a key to the success of any plan. For this reason, we wish to acknowledge the participation and hard work of Franklin's citizens. Residents who consented to be interviewed, attend focus groups or took part in public meetings all made valuable contributions.

Special thanks are extended to the City of Franklin's Planning and Community Development Departments, whose staff served as steering committee members that guided the planning process. The steering committee included a broad range of community members and stakeholders.

We would also like to thank Mayor Joe McGuinness, Krista Linke, Director of Community Development and Travis Underhill, Director of Planning and Engineering for the City of Franklin.

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Members of the consulting team who facilitated the process are grateful for the opportunity to learn more about your community. Thank you!

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INTRODUCTION

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CHAPTER 2

INTRODUCTION 2

The Comprehensive Plan is Franklin's guide to the future. It answers fundamental questions such as:

What do we want to change? What do we want to protect?

These questions must be continually reviewed in a city like Franklin because change is inevitable. The city is part of the Indianapolis metropolitan area, which is home to a mobile and growing population of almost 1.8 million people. And although the "great housing boom" that launched the start of this century is over, shifting patterns of where people live, work and shop will continue to alter Franklin.

So, how can a community change what it doesn't like while protecting what it does? One method is land use planning, which lays out the city's priorities and sets goals on how to reach them.

Decisions made without reference to a plan are frequently reactionary, responding only to specific short-term problems or proposals. But a long-term view is needed in order to keep the city from growing or shrinking simply by accident. It is vital for decision-makers to have a shared reference point, or at least a collective set of facts.

Other potential benefits of planning include providing services more efficiently, directing development to areas with capacity to support it, making sure adjacent uses are compatible and protecting property values.

As this report will show, the city has a demonstrated record of thoughtful planning when it comes to managing growth. This document hopes to build on that record.

August Zeppenfeld House

The comprehensive plan is an advisory tool for the mayor, city council, plan commission, board of public works, board of zoning appeals, staff and interested citizens when land use changes are proposed. These changes cover a wide range of topics such as new roads, subdivisions and commercial developments. The plan also covers environmental issues such as sustainability and smart growth.

But the comprehensive plan is not the same as zoning regulations. That more detailed level of guidance is reserved for ordinances adopted during the zoning and subdivision control process. In many cases, though, the comprehensive plan builds the foundation for zoning regulation changes.

The comprehensive plan...

... is not the same as zoning regulation. The princples in the plan only build the foundation for future regulation.

This document expresses general community agreement, as interpreted through a nine-month process including steering committee meetings, interviews, visioning workshops, focus groups and public hearings.

The plan unfolded in stages, moving through baseline research, a vision for the future and community priorities before developing goals, strategies and ultimately an implementation plan. It is long-range in orientation – intended to reach out 15 to 20 years – but is specific enough to guide the day-to-day activities of the city's elected and appointed officials.

THE PLANNING PROCESS

In Indiana, comprehensive planning is permitted by the 500 Series of Title 36-7-4 of the Indiana Code. This law empowers towns, cities and counties to adopt plans. Any plan adopted in Indiana must contain at least the following three elements:

- A statement of objectives for the future development of the jurisdiction.
- A statement of policy for the land use development of the jurisdiction.
- A statement of policy for the development of public ways, public places, public lands, public structures and public utilities.

In addition, the law provides for a number of optional elements,including, but not limited to, parks and recreation, flood control, transit and natural resource protection. While each planning process should be custom designed to meet community needs, nearly all contain the same core elements as found in this plan:

- Evaluate existing conditions, including strengths and weaknesses, community character, demographics, natural features, etc.
- Establish goals and objectives for the future
- Identify alternatives for meeting the goals and objectives
- Select the most desirable alternative
- Devise and adopt tools to implement the plan (zoning, subdivision control, capital improvement programming, etc.)
- Evaluate the success of the plan
- Revise the plan

These steps are part of a continuing process. Plans must be evaluated and updated as the community changes. These changes can be gradual or sudden. Population numbers may steadily increase over 25 years but a sudden loss of a major employer could cause a sharp drop within a 3-year span. Or the location of a new housing subdivision or a highway improvement project could quickly increase the population.

A wide range of citizens and public officials participated in development of the comprehensive plan.

The creation of the comprehensive plan was overseen by a steering committee. It was comprised of 18 community leaders including elected and appointed officials, business owners, not-for-profit representatives and long-time residents. The city's planning staff was also deeply involved in the process. Community outreach efforts included:

- **Key Stakeholder Focus Groups:** Focus groups were held to gather input from representatives from economic development, housing and neighborhoods, natural resources/agriculture/recreation and college students.
- **City Department Head Interviews:** Interviews were held with the staff from public works, the planning department, utilities, parks and recreation and the police. We also met with the street commissioner, engineering and the fire chief.

- **Key Stakeholder Interviews:** Representatives from utility companies, officials from countywide organizations and others were interviewed during the process.
- **Public Meetings:** Public meetings were held to gather input about local goals.
- **Steering Committee Meetings:** The committee met six times to set priorities and discuss options. Review teams made up of committee members edited every chapter.
- **Project Website:** A website - www.sdg.us/city-of-franklin-comprehensive-plan - was used to post all of the minutes from steering committee meetings as well as draft chapters of the plan.

PLANNING STEPS

1. Evaluate existing conditions
2. Establish goals and objectives
3. Adopt tools to implement
4. Evaluate successes
5. Revise the plan

USING THE COMPREHENSIVE PLAN

For the comprehensive plan to produce results, it must be understandable and be put into practice. The following paragraphs will assist in understanding how to use the plan.

Topic Chapters

Topic chapters include land use, economic development, housing, natural resources and recreation, transportation and infrastructure, and utilities. The chapters are mostly self-contained examinations of specific issues. They include research, goals and objectives. Besides making the reader well versed in the topic, they outline years of projects for tackling problems. All of the recommendations are gathered together in the Implementation Plan.

Tips for Plan Commissioners and City Officials

When properly applied, a comprehensive plan can make the life of the decision-maker easier. Community leaders can point to the research or maps while explaining how they reached their decision. They can refer to the input of the local leaders and residents whose opinions helped shape the plan's goals.

They can also ask themselves how they make decisions without a plan. Certainly their experience in Franklin guides their judgment, but a group of people making decisions based on their individual perceptions may not lead to a shared vision of the city's future. The comprehensive plan provides a defensible, unified vision.

Tips for Developers

Developers typically ask for "more predictability" from decision makers in order to maximize their investments. This plan spells out the community's preferred future; where it wants to extend infrastructure and where it wants housing, industrial and commercial development.

The plan also suggests changes to the zoning code and subdivision regulations.

Tips for Citizens

After finding your house on the future land use map, the next step is to read up on community issues that interest you. For example, consult the Land Use or Housing chapters.

Changes to the Comprehensive Plan

The final word on the City of Franklin Comprehensive Plan is that circumstances change, and the plan should be modified to change along with them.

This may not mean a complete update, but every year or so the plan commission, staff and others should review the plan to make sure it is current.

It would be a poor use of the resources poured into creating a plan to let it slowly grow outdated, while the need for current planning does not.

WHAT HAPPENS NEXT?

That depends upon the people of Franklin. Once the comprehensive plan is adopted a city can take many actions. The Implementation Chapter provides a step-by-step guide to working toward the plan's goals.

Whatever the final results, Franklin now has a document that lists its challenges and priorities, along with the research, maps and strategies to address its future.

VISION & PLAN SUMMARY

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CHAPTER 3

Franklin is no longer the “small town” city that is was in the past.

Recent improvements are providing Franklin with the quality of life features typically found in larger cities.

The Why We Plan Chapter inventories Franklin’s many accomplishments, everything from restoring downtown building façades to upgrading the Family Aquatics Center. Virtually everyone who took part in this planning process agreed they could see physical improvements to the city – which occurred despite the recent recession.

But along with the new amenities have come challenges typically associated with bigger cities, and a few unattained goals left over from the 2002 comprehensive plan. These include:

- Revitalizing core, historic neighborhoods.
- Adding more upper-income homes to the housing stock.
- Continuing to build and brand downtown as a regional destination.
- Improving the look and assortment of businesses at the I-65 interchange.

These concerns were discussed extensively by the steering committee, but were also reflected by the public throughout the planning process. For example, the community survey showed that downtown revitalization and neighborhood revitalization were the public’s top priorities.

Johnson County Courthouse in downtown Franklin.

ESTABLISHING A VISION

Rather than cobble together a single statement capturing the communities’ idealized future, guiding principles were created to lay out the plan’s strategy for growth.

The first principle is that Franklin is no longer the “small town” that some residents consider it. It has the infrastructure challenges, housing gaps and development pressures of a larger city, and big city planning and resources are needed to address those issues.

The second principle is that cities grow or contract; their economies, population, roads and sidewalks do not stay static for long. Franklin is a growing community and local leaders will plan accordingly to ensure continued, positive development.

The third principle is designed to sharpen the community's vision of a better future. That future should include making investments now to attract young, educated professionals to live in Franklin. Those investments include quality of life amenities such as parks and trails.

The fourth principle states that Franklin should concentrate first on infilling empty properties within the city's core and revitalizing traditional neighborhoods. That does not mean prohibiting new land development, but cities have found that if they reinvest in their traditional neighborhoods first, they will reduce the cost of infrastructure and services, spur private reinvestment in the neighborhoods, reduce crime and ultimately increase the tax base in a sustainable manner.

The Franklin Community Schools have multiple properties located along S.R. 144 at the western gateway to downtown.

The final principle for obtaining the community's vision of the future involves a greater effort to promote the progress Franklin has already made and its upcoming plans. This branding campaign will draw new people and resources and help keep momentum going.

GOALS OF THE PLAN

The following chapters lay out what Franklin's leaders need to do to transform these guiding principles into tangible progress. What follows is key points from each chapter along with their goals.

Chapter 6: Land Use

Key Points

- Due to the costs of expanding transportation and utility infrastructure, it is more cost effective for the city to redevelop its current inventory rather than build out new land. The current land use plan should be

revised to factor in a more conservative residential growth expectation. Renewed emphasis should be placed on build-out of the existing residential parcels and rehabilitation and infill development in Franklin's traditional core neighborhoods before additional residential land is encouraged for development.

- There is a need to encourage a broader mix of housing types and expand residential interest to fill voids in markets where specific types of housing are currently lacking. Specifically, the city should explore opportunities for executive-level housing, multi-story housing within the central business district and higher-end, multi-family housing opportunities.

Land Use Goals

GOAL 1: Encourage build-out of existing residential parcels and the redevelopment of existing neighborhoods as a priority over new land development.

GOAL 2: Protect and define Franklin's urban/rural boundary for future growth needs.

GOAL 3: Direct resources toward reusing and infilling existing buildings and land downtown.

GOAL 4: Ensure that Franklin has an adequate supply of appropriately located industrial land ready for development.

Hospitals are an important partner in land use planning.

Chapter 7: Economic Development

Key Points

- The city is shrugging off effects from the recession and there are re-emerging signs of growth, especially an interest in commercial space downtown.
- The city's economic future – as it pertains to industrial growth – is focused on the east side, particularly near the I-65 interchange.

Economic Development Goals

GOAL 1: Local leaders– especially the mayor – must engage in dynamic, aggressive business recruitment in partnership with the Johnson County Development Corporation (JCDC) because economic development is no longer just the province of specialized staff.

GOAL 2: Take advantage of lost opportunities to capture more of Indiana's multi-billion-dollar tourism industry.

GOAL 3: Begin budgeting now for investment in industrial growth areas, such as the land east of the I-65 interchange.

GOAL 4: Avoid undesirable or incongruous land uses, as can be found around the current I-65 interchange.

Franklin's housing stock is of mixed ages and styles.

Chapter 8: Housing

Key Points

- Residential construction in Franklin may not soon regain the heights reached during the peak of the housing boom, but steady growth suggests the market is more robust than many other Indiana communities. Changes made to zoning and subdivision regulations have put the city in a good position to manage future development.
- New home construction should not be the community's only focus. Restoration of historical core neighborhoods is key to improving Franklin's image and quality of life.

Housing Goals

GOAL 1: Use a data-driven approach to assessing, prioritizing and assisting neighborhoods where city-led investments can pave the way for revitalization.

GOAL 2: Take the lead in forming neighborhood associations in core areas, particularly those surrounding downtown and along major thoroughfares.

GOAL 3: Show the city's commitment to neighborhood revitalization by creating and promoting low-cost, easy access assistance programs.

GOAL 4: Determine the extent of Franklin's shortage of upper-end homes and what incentives can be offered or internal improvements made to lure the appropriate developers. This is normally a product of the free market, but if the city makes it a priority they may be able to influence growth in this area.

GOAL 5: Engage landlords to emphasize the importance of maintaining safe, livable, affordable properties for Franklin residents, particularly vulnerable ones who cannot afford other options.

GOAL 6: Encourage affordable rental housing in upper floors of downtown buildings.

GOAL 7: Focus on planning livable places for all ages and abilities.

Chapter 9: Natural Resources and Recreation

Key Points

- Future development could continue to threaten the already limited supply of ecologically significant natural features remaining in Franklin. The city must take measures to ensure that these areas are at least protected and possibly expanded.
- Development pressure will continue to threaten prime farmlands on the urban fringe of the city. Development decisions must be made with a mind toward the preservation of the highest quality farmlands in the area. The focus should be on preserving the quality of productive land rather than the overall quantity.
- Water quantity and quality issues will become more prevalent as areas in Franklin and in northern Johnson County develop. The Youngs Creek watershed is already experiencing detrimental impacts from recent development and these impacts will continue to worsen as economic activity and community growth increases.

Blue Heron Park and Wetlands is located just off of U.S. 31.

Natural Resources and Recreation Goals

GOAL 1: Inventory, manage and protect the city's natural resources to guard the environment and promote quality of life.

GOAL 2: Identify and protect the highest quality farmland surrounding the city.

GOAL 3: Take measures toward reducing the overall deleterious impacts of urbanization on the local watershed, including specific measures to improve the community's water quality and quantity.

GOAL 4: Take specific steps toward improving the city's overall air quality, including reduction of the fine particulate pollution associated with fuel combustion.

GOAL 5: Continue to take steps toward improving the overall quality and quantity of urban canopy cover within the city.

GOAL 6: Develop policies and practices consistent with, and complementary to, the support of the Five-Year Parks and Recreation Master Plan.

Public parking downtown has been upgraded.

Chapter 10: Transportation

Key Points

- Regional competition will continue to shape the look of Franklin's transportation infrastructure. To retain a competitive business environment, the city must ensure that it provides the most efficient and convenient transportation network possible.
- Traditional transportation infrastructure should be complemented by alternative fuel vehicles, pedestrian connectivity, bicycle improvements and universal accessibility.
- Support is growing for a regional rapid transit system in Central Indiana. While implementation is likely a long way off, Franklin must work now to ensure that regional plans include the best interests of this community.

Transportation Goals

GOAL 1: Plan for the future transportation needs of the community by adopting a predictable and measured process for identifying and completing projects.

GOAL 2: Improve the functionality and access of the transportation network by including multiple modes of transportation in future planning and construction projects.

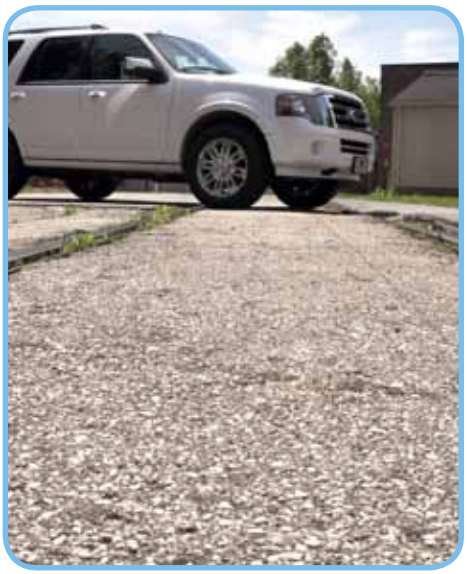
GOAL 3: Protect and preserve the character of historic streets in Franklin's core neighborhoods.

GOAL 4: Support efforts to develop a regional transit plan and take proactive steps toward the implementation of more transit-friendly design within the city.

GOAL 5: Improve local east-west travel corridor options.

GOAL 6: Convey a positive image and defined community character for visitors to Franklin.

GOAL 7: Promote community connectivity and health by supporting the expansion of the local trail and sidewalk network.



Congestion along Franklin's major roads is a continuing challenge for planners to mitigate.

Chapter 11: Infrastructure and Utilities

Key Points

- Additional sewer expansion may be necessary east of the I-65 interchange to accommodate future industrial expansion at Franklin Tech Park. The city will need to carefully coordinate its economic development goals with necessary utility service expansion in this area.
- Aging infrastructure in the city's downtown core is well beyond its functional lifespan and needs to become a priority investment for near-term infrastructure improvements.
- Erosion control will continue to escalate as regional development continues. The city needs to initiate local and regional coordination and policy efforts.

Infrastructure and Utilities Goals

GOAL 1: Proactively address wet weather flows into the sanitary sewer collection system.

GOAL 2: Make regular updates to wastewater collection and treatment systems to address needs and plans for growth.

GOAL 3: Proactively work to reduce stormwater volume while also improving stormwater quality.

GOAL 4: Strategically expand wastewater system to accommodate employer site growth.

GOAL 5: Strategically plan to make infrastructure improvements in the most cost effective manner.

Homegrown businesses build Franklin's economic base.

Chapter 12: Critical Sub Area Goals

GOAL 1: Revitalize Core Neighborhoods: Target Jefferson Street from U.S. 31 to Forsythe Street and residential areas in the older, industrial parts of town for revitalization.

GOAL 2: Revitalize Core Neighborhoods: Install identity-creating projects, such as signage, along Jefferson Street.

GOAL 3: Improve I-65 Interchange: Work with JCDC on preparing land for new industrial development.

GOAL 4: Improve I-65 Interchange: Revitalize the existing commercial node off the interstate, using new PUD standards to ensure attractive commercial development.

GOAL 5: Improve I-65 Interchange: Recruit a new anchor tenant, such as a hotel to re-establish the area.

GOAL 6: Improve I-65 Interchange: Create a gateway and better signage to entice visitors downtown.

GOAL 7: Continue downtown revitalization: Develop plans to expand revitalization efforts beyond the courthouse square.

GOAL 8: Continue downtown revitalization: Develop plans for underutilized buildings and land in the southern district between Monroe Street and Youngs Creek.

GOAL 9: Continue downtown revitalization: Enhance connections and revitalization of neighborhoods south of Youngs Creek.

GOAL 10: Continue downtown revitalization: Use the proximity of Province Park and Franklin Historic Trails system to downtown to create a more appealing live/work/play environment downtown.

GOAL 11: Continue downtown revitalization: Support the expansion of existing festivals and the farmers market with development of event-specific space.

GOAL 12: Continue downtown revitalization: Enhance physical connections to important community destinations with the development of multi-modal corridors to key locations.

GOAL 13: Continue downtown revitalization: Promote a more diverse environment in downtown by actively recruiting and encouraging business expansion.

GOAL 14: Continue downtown revitalization: Leverage the success and additional patronage associated with existing attractions such as the Artcraft Theatre to provide more activity downtown and ultimately encourage extended business hours for other businesses.

GOAL 15: Continue downtown revitalization: Explore workforce and small business development efforts with the establishment of a retail business incubator and a community technology hub in a key downtown location.

GOAL 16: Continue downtown revitalization: Work with the Franklin Development Commission (FDC) and local banks to develop a public-private development partnership and identify suitable redevelopment uses for land and buildings currently under city control.

Franklin continues to work on diverting heavy truck traffic around the town center.

GOAL 17: Continue downtown revitalization: Work with the Redevelopment Commission (RDC) and/or the community development department to develop plans to identify and acquire additional key downtown buildings and parcels to utilize as incentives to attract key businesses and promote business diversity downtown.

NEXT STEPS

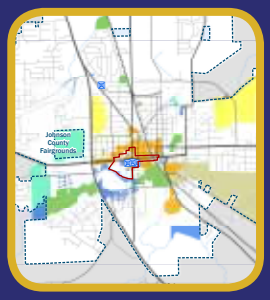
Implementation is the most important factor in ensuring the success of a comprehensive plan. The final chapter of this plan includes a detailed implementation chart.

After implementation, periodic review is needed to keep the goals of the plan alive. Every year or so the plan commission, city council, city staff and other leaders should review the implementation chart and make note of possible future changes.

For example, the biennial comprehensive plan review team might include:

- Plan commission members
- Board of Zoning Appeals (BZA) member
- City council representative
- Planning staff
- Neighborhood representatives

Beeson Hall is a part of the Franklin Cultural Arts and Recreation Center.



WHY WE PLAN

4

CHAPTER 4

This plan aims for a long and vigorous life. Special care has been taken to ensure that it's not just a checklist of everything the community lacks. This plan is focused on realistic solutions to the everyday problems facing residents.

Other sections of this report detail *how* to carry out land use planning. This section talks about *why*. It makes the case for the importance of planning, especially as it concerns key ideas of the community's goals.

In this age of government cynicism and bare-bone budgets, it is common to hear someone ask, "Why does the city need this plan?" But consider this question: Is Franklin more likely to achieve its goals and allow its residents to prosper with or without a plan for the future?

Skeptical citizens would be right to question the need for "just another plan" if local government were unable to prove that anything ever came of them. Ideas and projects are easy to start, but it's the finishing that counts, and the City of Franklin has a demonstrated record of following through.

Before detailing those accomplishments, it's important to address another frequently heard critique of planning: "In this economic downturn there's nothing much happening. What are you planning for?"

Many areas of Franklin are not being developed right now, but every part is changing. It is inevitable: roads degrade; houses are built; new businesses begin and old ones close. Over time, sometimes too slowly to attract attention, these changes can alter a community's character.

Comprehensive plans can keep a community on course even through the unpredictable changes of the economy, politics and natural disasters.

The comprehensive plan can prioritize the many projects the city undertakes.

Realization of these goals resulted not just in checkmarks, but in concrete enhancements to the city. Significant investments are underway, including :

1. Phase 1 of infrastructure improvements to North Main Street (about $4 million).
2. Phase 2 of infrastructure improvements to North Main Street (about $4 million).
3. Downtown parking and streetscape improvements ($3.4 million).
4. Work on the pool, parking lot and other areas of the Cultural Arts and Recreation Center and Family Aquatics Center ($3 million).
5. Façades restoration to key historic downtown buildings ($650,000).

Upper-end homes in Fairway Lakes and other subdivisions have been built since the last comprehensive plan.

There have been many other intriguing developments as well, such as the Franklin Farmer's Market, which has become a regional micro-economic engine, attracting nearly 40 vendors and more than 350 customers at each weekly Saturday event from May through October. Also, Franklin hosted the opening of the Franklin College Arts Café in the lower level of the city hall building, a partnership between the city and Franklin College.

There were also a few items from the 2002 implementation chart that were partially completed. For example, design guidelines for downtown and historic neighborhoods were adopted, but only as recommendations.

Setting New Goals

Encouraged by past success, the steering committee re-evaluated old priorities and formulated new ones.

Virtually everyone at the public meetings, focus groups and interviews agreed they could physically see improvements to the city that have taken place since the last plan, especially downtown.

The question then became, “What’s next? What areas or issues can be targeted for improvement over the next 10 years?”

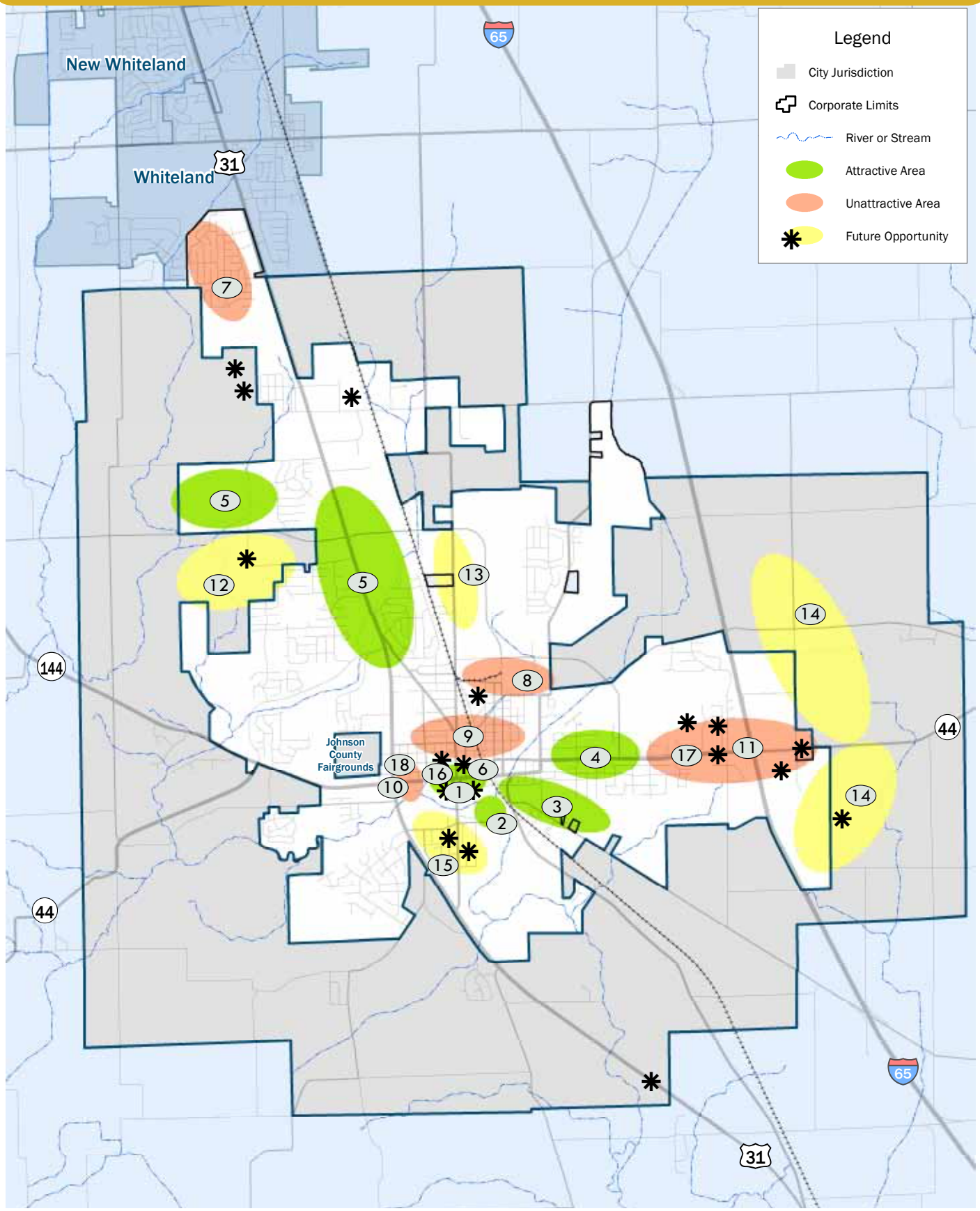
The steering committee and residents suggested areas that need attention, and parts of town that offer opportunities for growth. Some areas made both lists. For example, it was widely agreed that Franklin’s Interstate 65 exit was an eyesore and an unattractive gateway into town, but that it could be converted into an asset.

The Future Opportunities Map shown on the next page, lists unattractive and opportunity areas, as well places that residents would be proud to show off to visitors. Changing the problem areas and protecting the city’s gems became the foundation for this planning document.

Why do we plan? Because we can show that well-considered, incremental planning has led to a higher quality of life for Franklin’s residents and visitors. It is through planning and – just as important - implementation that the city can achieve its vision for the future in the most efficient and cost-effective manner.

The restored Artcraft Theatre is a successful downtown revitalization effort.

Franklin Future Opportunities Map



The Future Opportunities Map was derived from a series of feedback exercises conducted with the steering committee, public meeting and public survey. The map identifies current challenges and opportunity areas within the city. The numbered items correspond to the descriptions below and represent areas or features specifically mentioned during the planning process.

ATTRACTIVE

1. Historic downtown core
2. Franklin College to South Main Street, including Province Park
3. Franklin College
4. Family friendliness and access in east side residential neighborhoods north and south of S.R. 44
5. Area between Franklin High School and U.S. 31/Commerce Drive
6. Courthouse Square and North Main Street residential area

AREAS IN NEED OF IMPROVEMENT

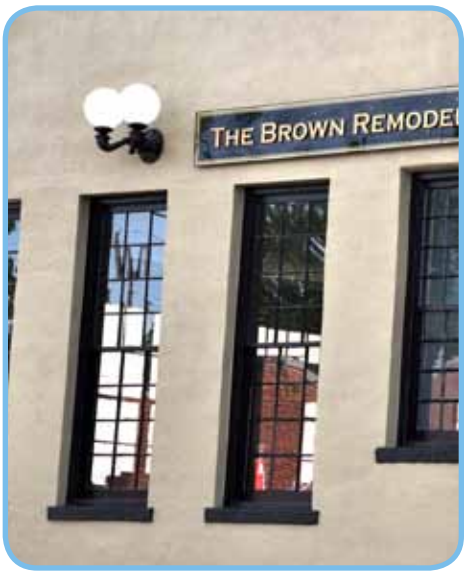
7. Knollwood Farms subdivision
8. Neighborhoods along Johnson Avenue and Hamilton Avenue especially between Arvin Road and Hurricane Road
9. Residential areas north of Jefferson Street between Forsythe Street and U.S. 31.

10 Housing west of downtown to U.S. 31

11. Interstate 65 gateway and corridor

OPPORTUNITY AREAS

12. North Franklin near high school (available land)
13. South of Commerce Drive and Graham Road (easy access to I-65)
14. East of city limits beyond I-65 (available land)
15. South of Monroe Street to south of U.S. 31 (residential)
16. Downtown (finish what we started)
17. I-65 Gateway and Corridor area (potential showcase)
18. SR 44 corridor from Walnut Street to U.S. 31 (important gateway)



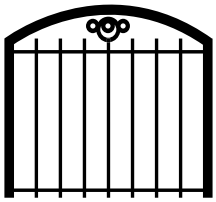
Franklin has many historic buildings that create an attractive and inviting downtown.

Franklin's Record of Success

Preparation for this update began with a review of *The City of Franklin Comprehensive Plan 2002,* to determine how much of the previous plan had been implemented.

Elected officials, department heads and others specifically reviewed the Implementation Chapter from the 2002 plan and were pleased to discover that many of the high priority goals have been achieved.

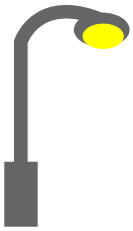
These accomplishments range from major infrastructure improvements, strategic planning and community life enhancements to natural resources protection. Examples of goals from the 2002 plan that have been accomplished include:



1. Develop Entrance Plans: Create and implement design plans for Franklin's entrances which include signs, landscaping, street signs, lighting, and right-of-way fencing.

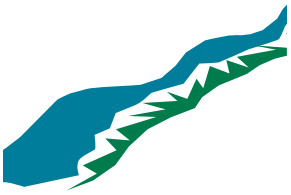
2. Re-establish a Tree Board: Re-establish the Franklin Tree Board and provide professional staff, such as an arborist, to oversee street tree planting and maintenance programs.

3. Promote up-to-date Floodplain Information: Encourage, support and participate in federal, state and county efforts to update local FEMA maps to better identify floodway and floodplain boundaries.



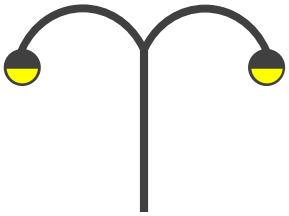
4. Install Shielded Outdoor Lighting: Install shielded down-lighting at all lit municipal parking lots, buildings, and externally lit signs when new facilities are constructed or existing lights replaced.

5. Inventory Storm Water Facilities: Facilitate the detection and elimination of unacceptable discharges into the storm water system through the development and maintenance of storm sewer maps and identifying and eliminating any discharges and illegal dumping.



6. Establish Municipal Run-off Policies: Establish runoff pollution programs for city operations through employee training and the creation of a city operations guide that includes catch-basin cleaning and minimizes the use of pesticides, fertilizers, salt and sand.

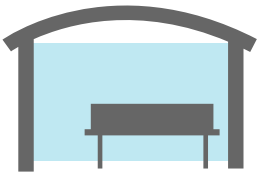
7. Designate Truck Routes: Develop, identify, and maintain a truck route system to provide convenient access to industrial sites from major transportation routes.



8. Install Attractive Street Lighting: Install decorative street lights and street signs that contribute positively to Franklin's small town character.

9. Create a City Internet Site: Create a unique, high-quality internet site for the City of Franklin.

10. Establish a Functional Unsafe Building Code: Update and implement an unsafe building code in the city to mandate the maintenance of unsafe structures and facilitate the removal of buildings which are beyond rehabilitation.



11. Develop a Strategic Plan: Develop a strategic plan for the downtown that identifies specific improvements and funding for parking, facade restorations, landscaping, signs and promotions.

12. Maintain 5-Year Master Plans: Maintain a 5-year park and recreation department master plan that meets the Department of Natural Resource's standards to ensure that Franklin is eligible for funding assistance.

13. Expand TIF Districts: Create and implement a planned approach to the establishment of new tax increment finance (TIF) districts to dedicate tax revenues from new development to the funding of related infrastructure improvements in planned growth areas.

14. Create an Inventory: Create an inventory of local infrastructure that includes all publicly owned and managed assets, such as buildings, streets, sanitary sewers, storm sewers, street trees, sidewalks, curbs, street lights, street signs and public parking lots.

15. Create Construction Standards: Create a construction standards manual for the city which provides detailed construction requirements for all public infrastructure.

COMMUNITY CHARACTER

5

FRANKLIN FACTS

- In 1842, Franklin College was the first college in Indiana to admit women and the seventh in the nation.
- The Franklin Wonder Five won the Indiana State Basketball Championship in 1920, 1921 and 1922.
- Franklin has produced two Indiana Governors- Paul V. McNutt (1933-1937) and Roger D. Branigin (1965 -1969).
- Ritter's Frozen Custard was started in Franklin in 1989.

The City of Franklin is located in central Indiana's Johnson County, approximately 20 miles south of the state capitol of Indianapolis. The majority of the city is located in Franklin Township, however portions of the community extend into Pleasant Township to the north, and Needham Township to the east. Other significant nearby communities include Whiteland, New Whiteland and Greenwood to the north, and Edinburgh and Columbus to the south.

HISTORY

Among the early settlers of Johnson County was a man named George King, who purchased property from the federal government. In 1823, he donated 51 acres to the Johnson County commissioners to create the county seat. As the community grew, the first clerk of Johnson County, Samuel Herriott, named the community Franklin after his admiration of Benjamin Franklin. In this time period, historic buildings such as Franklin College, the August Zeppenfeld House and the Johnson County Courthouse were built. Development included the creation of the historic Greenway Trail that follows Youngs Creek and intersects with Hurricane Creek. The fast-growing community developed as a pioneer village and became an agriculture center for the community. The first railroad in Franklin in 1847 increased their commercial and industrial activity, and in turn, increased its population.

In 1861, the community was officially titled a "city," with a population above 2,000 people. In the 1930s, an auto parts manufacturing plant, which was known as ArvinMeritor, (now closed) was created.

Historical marker for George King's cabin.

This development helped Franklin combine efforts with local government offices, institutions, agri-businesses and many other industries to create a more diversified economy. That diversity is still alive today as industries such as Mitsubishi Climate Control, Rexam, Direct Shot Distribution, and Caterpillar have complemented the plant as major industrial employers. The very first Ritter's Frozen Custard was started in Franklin in 1989.

Franklin has seen significant population increases. Between 1990 and 2000, population increased by 51 percent as the continued southward expansion of the Indianapolis area reached Greenwood and northern Johnson County. Population is still growing. From 2000 to 2010 Franklin grew by nearly 22 percent- adding another 4,000 residents. As development in the northern area increases, Franklin needs to balance its small town integrity while maintaining its identity as a progressive city within the Indianapolis metropolitan development area.

Community life in Franklin is active.

CHARACTER

The City of Franklin offers a variety of community events and festivals throughout the year. In the spring, the Franklin Clean Community Challenge is held in celebration of Earth Day. For 2013, Franklin had a special project to plant new trees in the Franklin Urban Forest, located southwest of Franklin College. Franklin also features local art in their community centers and cafes around the city. Each year, Our Town Players, a community theatre group, present plays. Local art shows and day events give local artists the chance to showcase their talent and provide family-friendly events for the community. Another significant cultural and historical building is The Artcraft Theatre, which is home to a classic movie series every other weekend. Special events are held on opposite weekends.

Franklin College also hosts events throughout the year such as The Spring Chamber Orchestra Concert that features the student chamber orhcestra as well as solo performances. The Franklin College Preview Day in the spring is specifically targeted toward high school sophomores and juniors who would like the opportunity to tour Franklin College, ask questions about the application process and learn more about financial aid and campus life.

Other events throughout the summer include Father's Day at the Pool at the Franklin Family Aquatic Center and Day of Play, a celebration of Franklin being named a "Playful City USA" that features games and activities in Province Park with free admission to the aquatic center.

On the 4th of July, Franklin hosts the Franklin Firecracker Festival, that includes a performance by the Franklin Community Band, food vendors, free Kids' Zone, "Fastest Kid in Town" race, a free outdoor concert and the Norman P. Blankenship Jr. Fireworks Celebration. From May to October of every year, the Franklin Farmers' Market is held on Saturday mornings featuring a wide variety of local produce, honey, jams, flowers and assorted art pieces for sale.

Streetfest is an event in May that features a variety of activities including garage sales, Strawberries on the Square, the Lions' Club Fish Fry, "Willy Wonka & the Chocolate Factory" at the Artcraft Theatre, and a Classic Car Cruise-In. Held in June, Smoke on the Square is a state championship barbeque competition in which participants submit their best BBQ into the contest for a chance to win the $6,000 total purse. The Beer & Bluegrass Festival is also held in August and gives patrons the chance to taste samples of craft beers from local breweries while enjoying live music on the courthouse square.

Franklin's new aquatics center is a focal point for families.

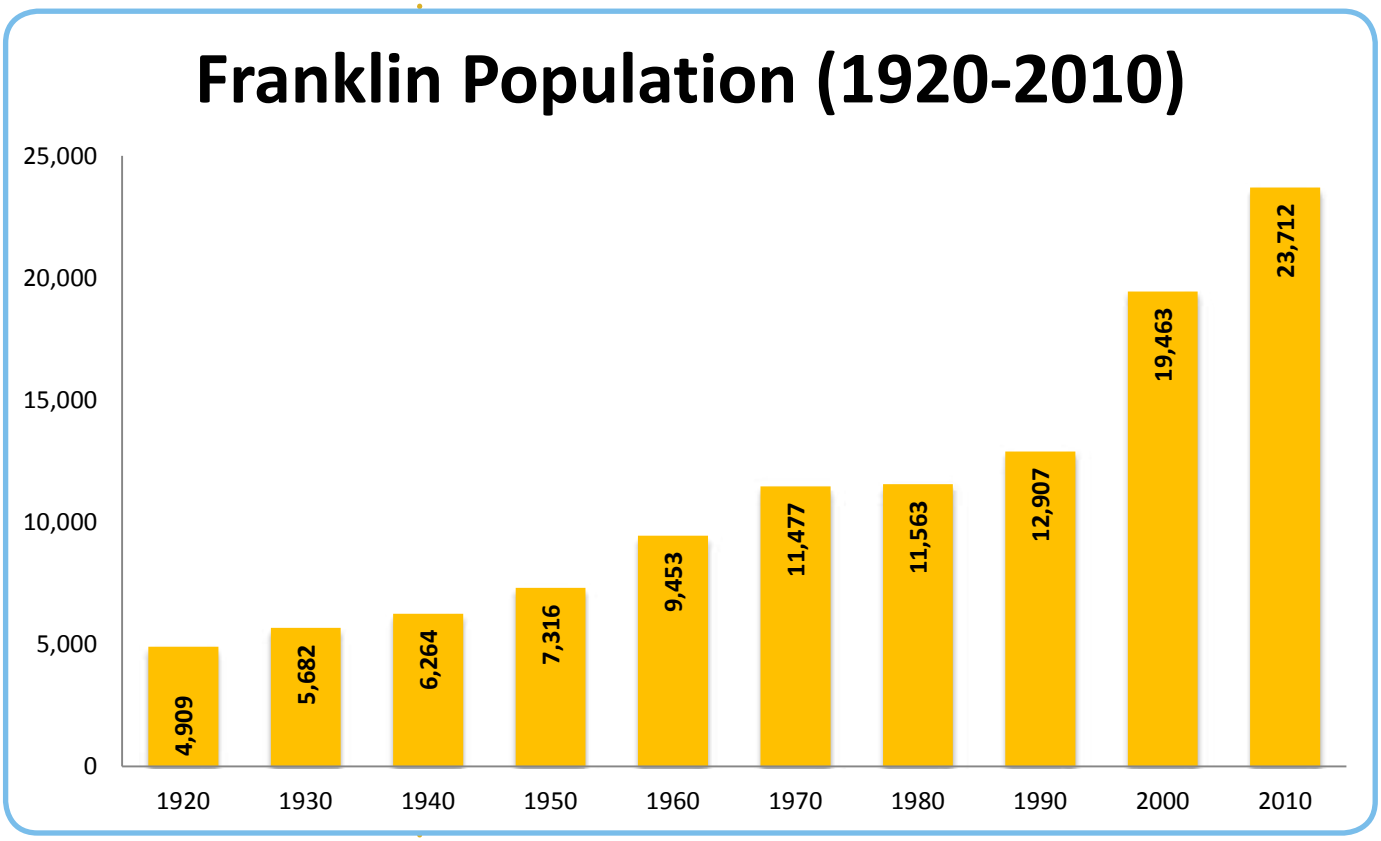
Later in the summer, there is a Back to School Splash Bash end-of-summer pool party for students who attend Custer Baker Intermediate School and Franklin Middle School and the Concert in the Park & Ice Cream Social, an event that features another free concert by the Franklin Community Band in the Rose Garden. The Johnson County Humane Society Paw Pounder, and the Multicultural Festival all occur in the Fall. One of the most celebrated and well-loved events is the Franklin Fall Festival in October of every year. This event features a wide variety of entertainment such as outdoor concerts, street fairs, baking contests, talent contests and the dachshund derby. The city celebrates in December with an annual holiday lighting.

DEMOGRAPHIC HIGHLIGHTS

Population

The most noteworthy trend in Franklin's population statistics is the accelerating pace of population growth that has taken hold in the past two decades. The graph below shows U.S. Census counts of Franklin's population for each decade going back to 1920. Growth in the three decades leading up to 1990 averaged just over 11 percent per decade. In the 1990's, Franklin's population increased by more than 50 percent, from 12,907 to 19,463, and in the 2000s by another 22 percent to 23,712.

The most recent data available from the Indiana Business Research Center (IBRC) indicate that Franklin's July 2012 population was 23,953- a slight increase since 2010 of a few hundred people.



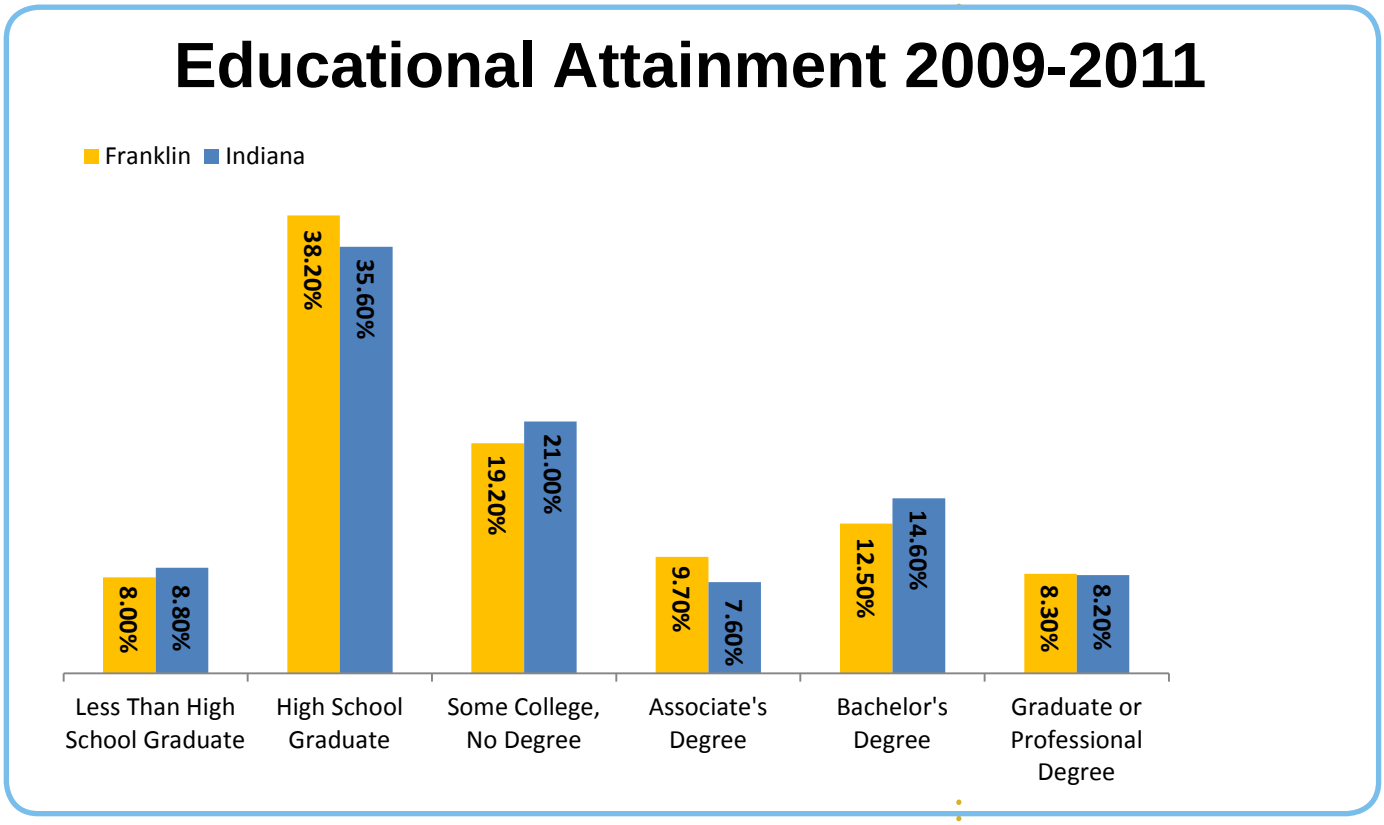
Source: STATS Indiana; Indiana Business Research Center

Educational Attainment

A significant trend at both the city and state level has been the marked increase in high school graduates and college graduates as a proportion of the population since 1990.

The percentage of Franklin residents with at least a high school degree went from 73 percent in 1990 to 90 percent in 2010. A jump that surpassed the state average, which it trailed only a decade earlier.

The following graph shows a more detailed look at Franklin's educated residents from the 2009-2011 American Community Survey. It depicts the specific education levels of people by degree type. Franklin still has more high school graduates and people with associate's degrees than the state. Overall, 30.5 percent of people have an associates, bachelor's or graduate degree.



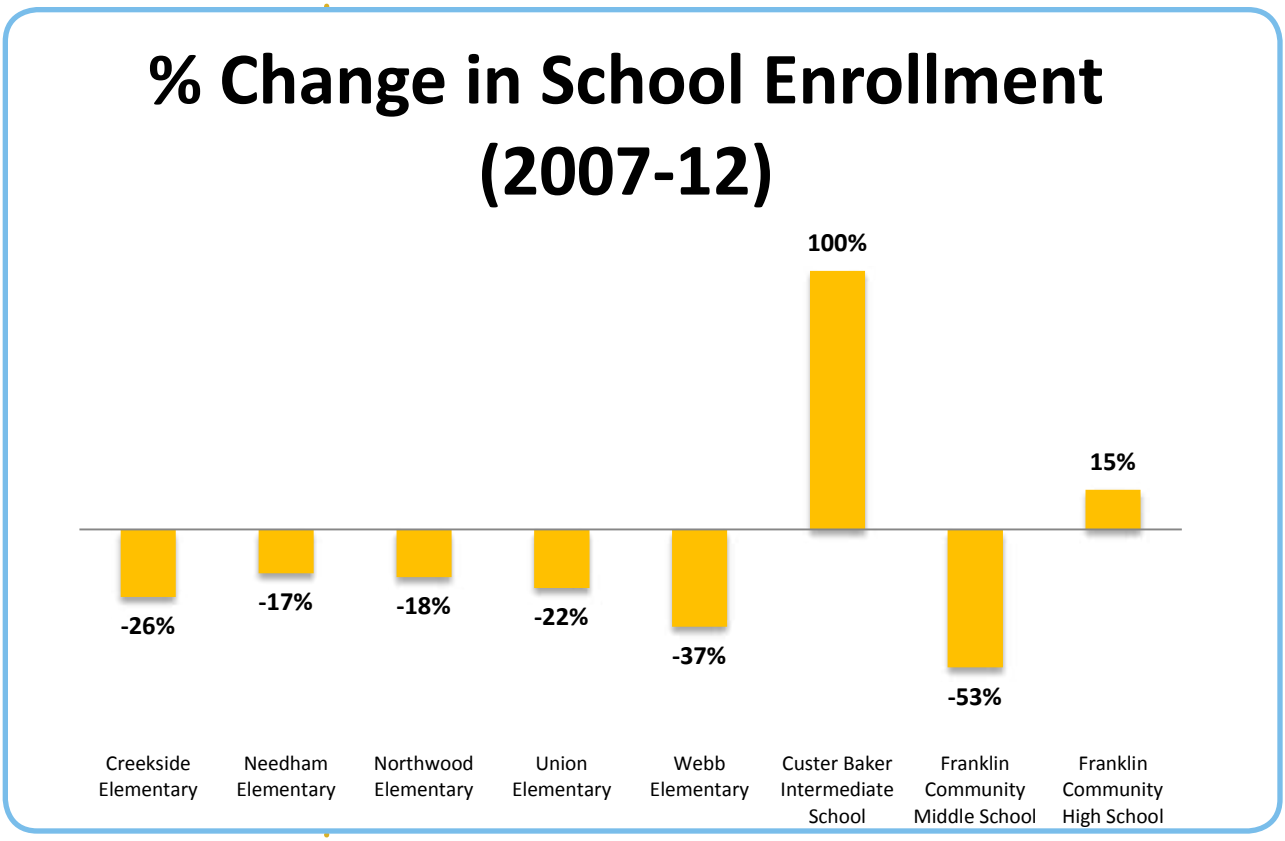
Source: U.S. Census Bureau 2009-2011 American Community Survey

School Enrollment

Enrollment at Franklin Community Schools has remained steady at around 5,000 students during the last five years- with a modest net gain of 164 students (or 0.03%) since 2007.

The graph below shows the percentage change in enrollment by individual school from 2007 to 2012. Elementary and middle school enrollment numbers dropped at different rates- ranging from a 17% to a 53% decline. The decline reflects the redistribution of students following the opening of Custer Baker Intermediate School and reconfiguration of Franklin schools. The chart shows Custer Baker with a 100% enrollment increase. The high school also gained 15%.

Looking ahead, administrators are concerned about the impact that Indiana's new vouchers system had on public schools.

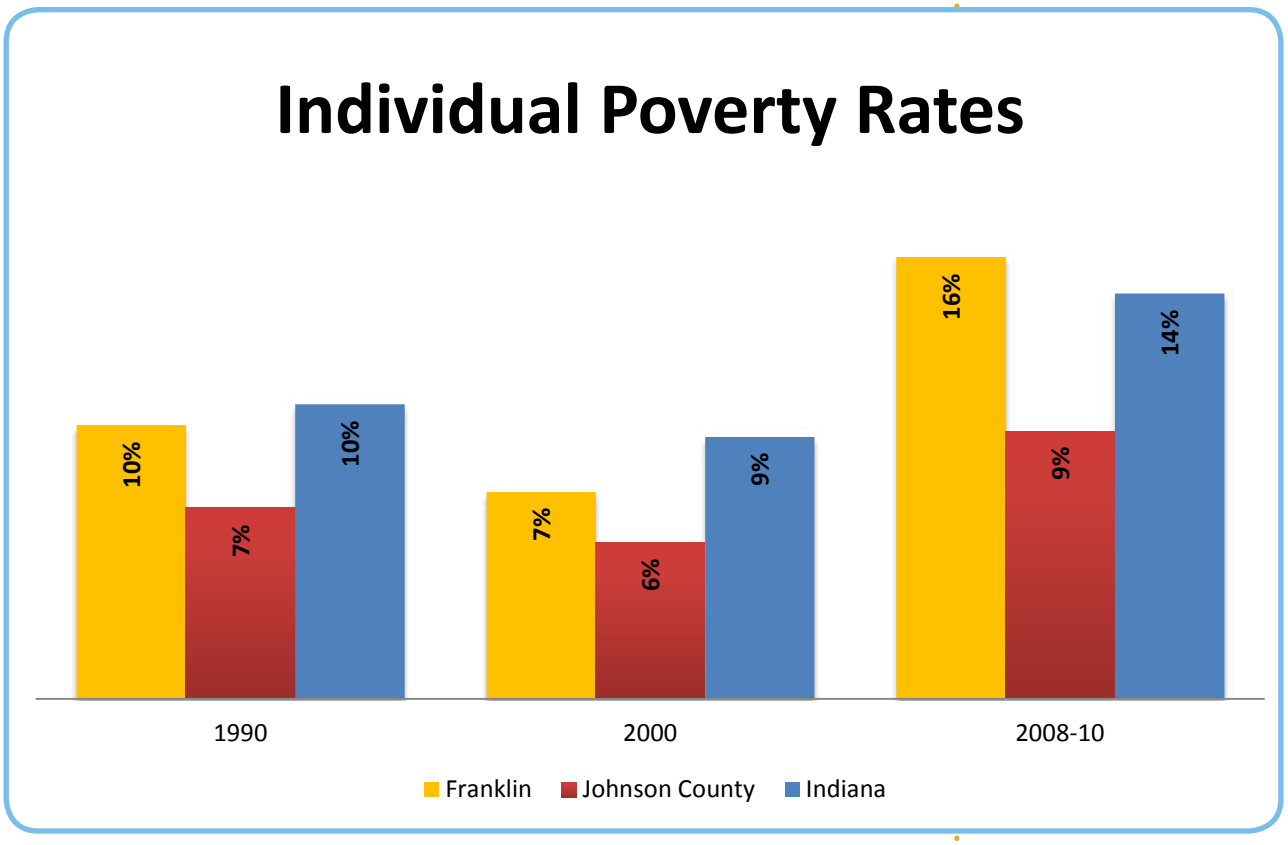


Source: Indiana Department of Education

Poverty

The graph below of poverty rates shows the percentage of individuals falling below the poverty threshold in Franklin, Johnson County, and Indiana over a two-decade period. A common theme is that poverty dropped slightly for all three areas from 1990 to 2000 and spiked between 2008-10 as a result of the economic downturn.

Franklin fared the downturn worse than Johnson County or the state. Between 2000 and 2010, Franklin's poverty rate had increased by about 9% to around 16%. Indiana poverty rates increased only 5% during that same time period.

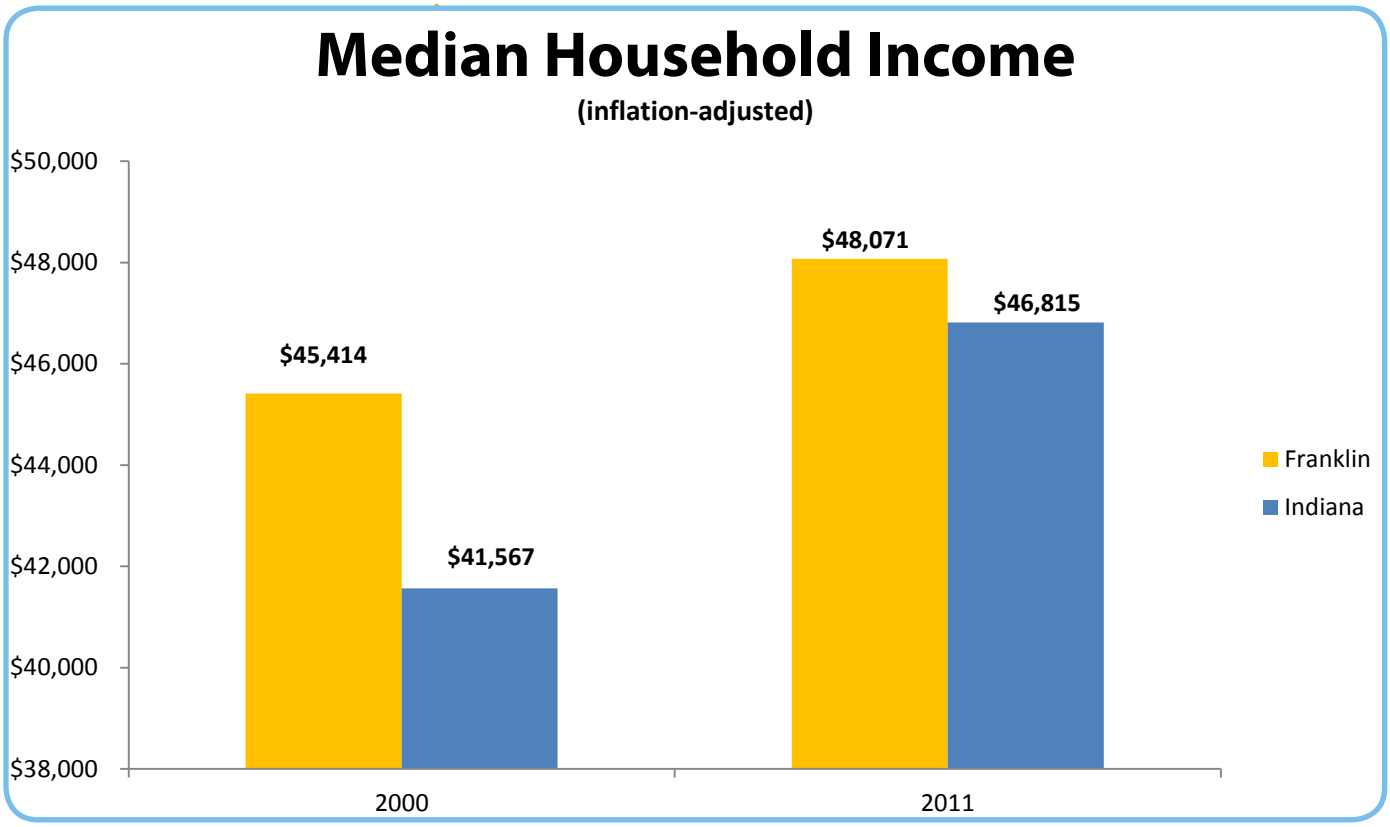


Sources: U.S. Census Bureau (1990 & 2000); 2008-10 American Community Survey

Income

Median household income in Franklin has been better than the state since 2000. Franklin residents on average were earning $4,000 more than the state average in 2000. Since then, Franklin's median household income has continued to rise increasing by about $2,500 to $48,000 in 2011. The gap between Franklin and the state decreased in 2011, with less than $2,000 difference between them.

Median household income only tells part of the story. In breaking down income categories further, about 50 percent of households are earning over $50,000 a year. Another 30 percent of households are earning between $25,000 and $49,000.



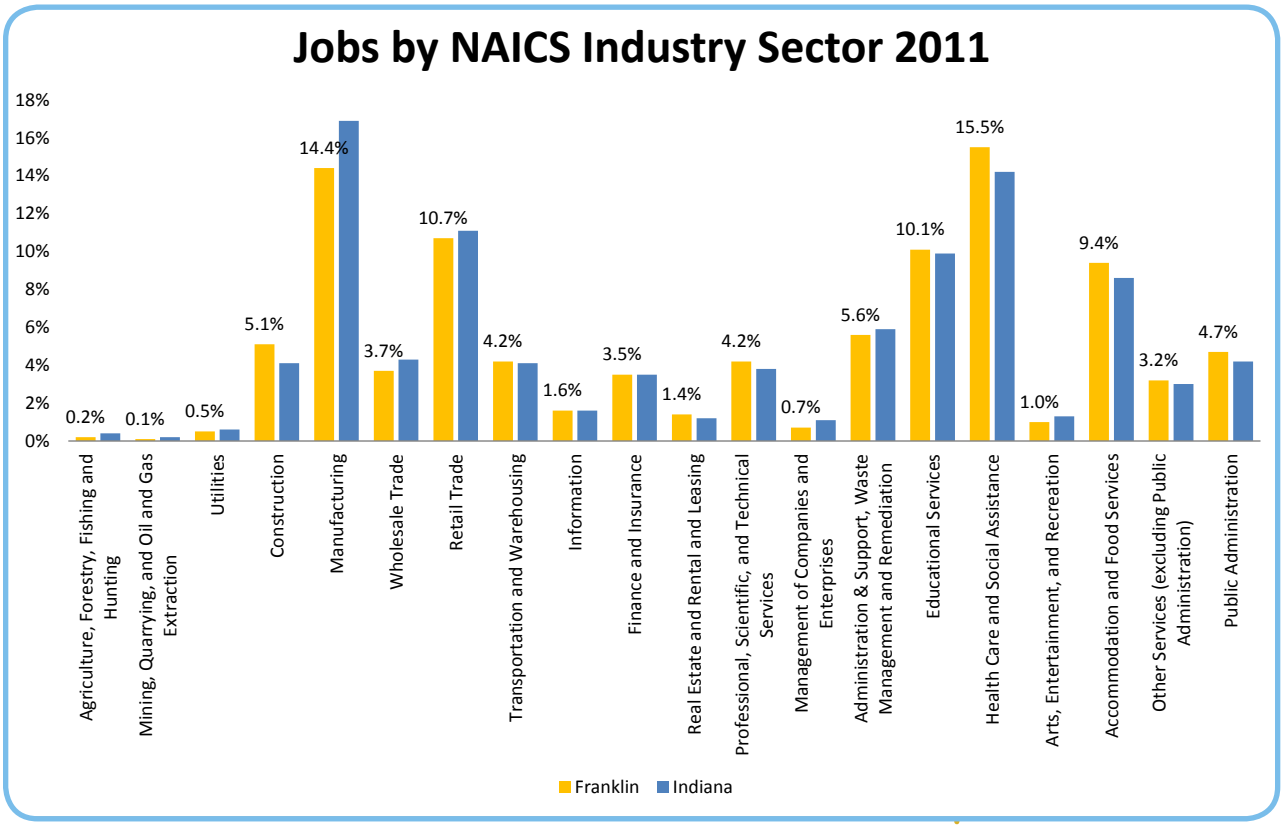
Source: U.S. Census Bureau 2000and ACS 2008-2011 Census

**In 2012 dollars. Calculated using the Bureau of Labor Statistics' CPI Inflation Calculator*

Employment

The employment graph below shows that, as with the rest of Indiana, the major employers in Franklin are healthcare/social assistance and manufacturing. Healthcare/social assistance make up 15 percent of all jobs. Note that the NAICS category used to include education, but that has now been broken out into its own sector by the U.S. Census Bureau.

The second biggest employer is manufacturing. Retail trade and education each make up about 10% of jobs. Those four categories account for about half of all jobs in Franklin. And as county seat, Franklin also has a larger share of workers in public administration than the state average with 4.7% percent.



Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination Employment Statistics

Community Character Map

The community character map to the right depicts important community resources in Franklin. Included on the map are some of the public institutions below with their contact information.

Custer Baker Intermediate School is a new addition to the Franklin Community School System.

Public Schools:

Creekside Elementary School
700 E. State Road 44
Franklin, IN 46131
(317) 346-8800

Needham Elementary School
1399 Upper Shelbyville Rd.
Franklin, IN 46131
(317) 738-5780

Northwood Elementary School
965 Grizzly Club Dr.
Franklin, IN 46131
(317) 346-8900

Webb Elementary School
1400 Webb Ct.
Franklin, IN 46131
(317) 738-5790

Custer Baker Intermediate School
101 State Road 44
Franklin, IN 46131
(317) 346-8600

Franklin Community Middle School
625 Grizzly Club Dr.
Franklin, IN 46131
(317) 346-8400

Franklin Community High School
2600 Cumberland Dr.
Franklin, IN 46131
(317) 346-8100

Public Buildings and Institutions:

Johnson County Public Library
401 State St.
Franklin, IN 46131
(317) 738-2833

Franklin College Bookstore
101 Branigin Blvd.
Franklin, IN 46131
(317) 738-8100

Franklin City Hall
70 E. Monroe St.
Franklin, IN 46131
(317) 736-3602

Access Johnson County Public Transit
3500 N. Morton St.
Franklin, IN 46131
(317) 738-5523

Johnson County Emergency Management
1111 Hospital Rd.
Franklin, IN 46131
(317)736-9064

Johnson County Health Department
86 W. Court St.
Franklin, IN 46131
(317) 346-4365

Franklin Public Works Department
796 S. State St.
Franklin, IN 46131
(317) 736-3640

Fire and Police:

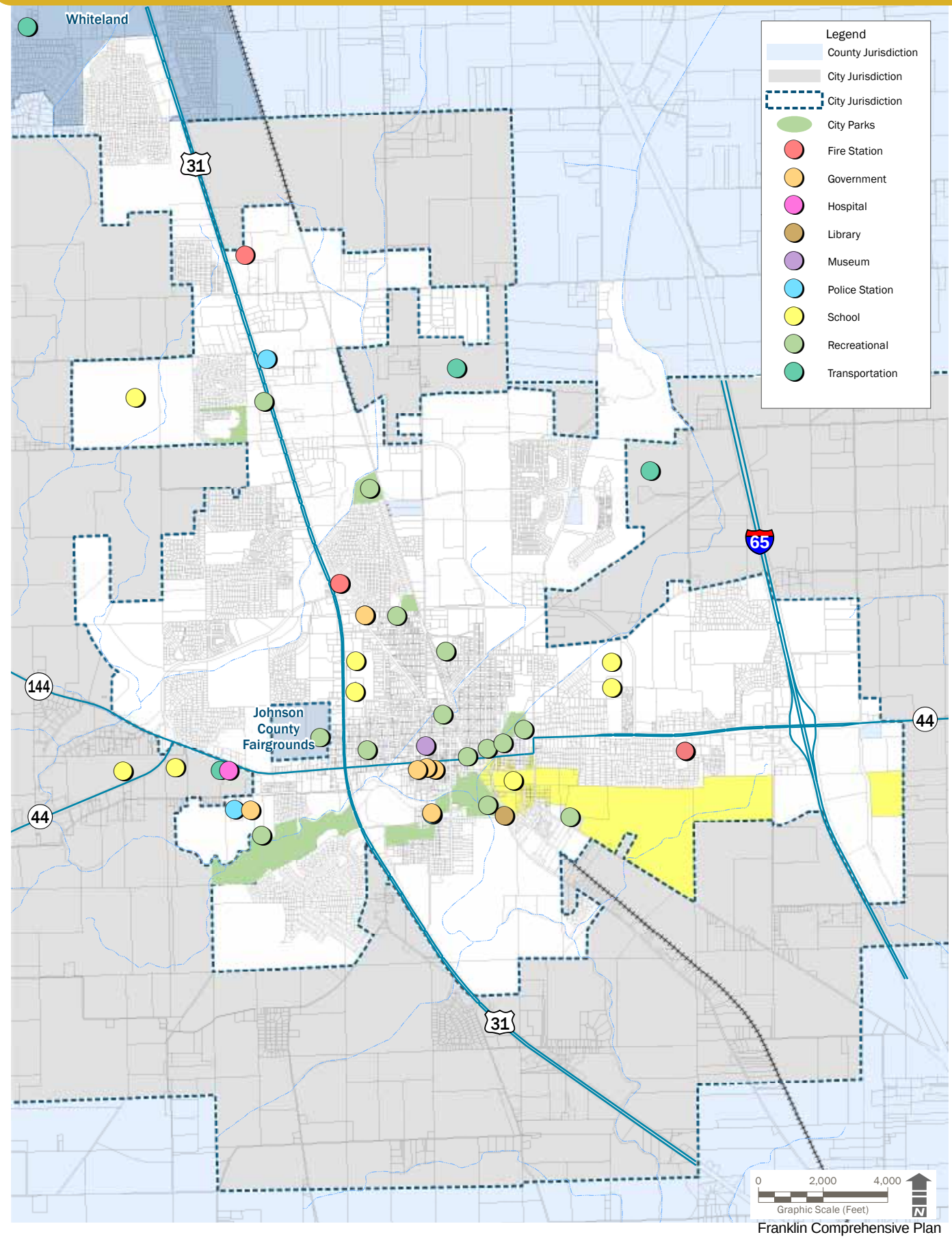
City of Franklin Fire Station
1800 Thornburg Lane
Franklin, IN 46131
(317) 736-3651

Amity Volunteer Fire Department
RR 5
Franklin, IN 46131
(317) 738-3452

Franklin Police Department
2801 N. Morton St.
Franklin, IN 46131
(317) 736-3670

Sheriff's Department
1091 Hospital Rd.
Franklin, IN 46131
(317) 736-9155

Community Character Map



LAND USE

6

KEY POINTS

- Due to the costs of expanding transportation and utility infrastructure, it is more cost effective for the city to redevelop its current inventory rather than build out new land. The current land use plan should be revised to factor in a more conservative residential growth expectation. Renewed emphasis should be placed on build out of the existing residential parcels and rehabilitation and infill development in Franklin's traditional core neighborhoods before additional residential land is encouraged for development.
- There is a need to encourage a broader mix of housing types and expand residential interest to fill voids in markets where specific types of housing are currently lacking. Specifically, the city should explore opportunities for executive-level housing, multi-story housing within the central business district and higher end, multi-family housing opportunities.

CONTEXT: CHANGES SINCE THE 2002 PLAN

There have been many positive changes in Franklin within the last 10 years, including:

- Significant updates to the zoning and subdivision control ordinances in 2004 and 2005, allowing for more flexibility to approve a wider variety of development types, including planned unit developments and mixed-use developments. Revisions also provided for a wider variety of development densities.
- A renewed emphasis on in-fill development, especially in the central business district and traditional neighborhoods. A downtown overlay zone was established which provided more specific guidelines for desired development patterns and appearances for Franklin's downtown core.
- The Franklin Gateways, Greenways and Redevelopment Study, which recommended treatment of the significant entrances into the city. A gateway overlay zone is included in the zoning ordinance which requires special treatment of these highly visible corridors. Additional discussion of the city's gateways can be found in the Transportation and Infrastructure Chapters of this plan.

Recent improvements to downtown drainage systems.

There were also two dramatic disruptions to Franklin's land use patterns over the last 10 years: one was a natural disaster and the other was manmade.

In June 2008, nearly a foot of rain was dropped on the area in seven hours, creating a flood that swept through the West Fork White River and its tributaries. Flood waters ripped through roads and pulled off porches, damaging homes along Youngs Creek.

The city then used federal grants to buy and demolish up to 66 flood-damaged homes and create a new 12-acre greenspace. Local leaders used awareness created by the flood to not only create a new park, but also focus on downtown renewal.

The other disruption was the collapse of the national housing market and the resulting economic downturn. These events created a diminished pace of both residential and commercial growth within the city, and gave local leaders the chance to rethink future development scenarios.

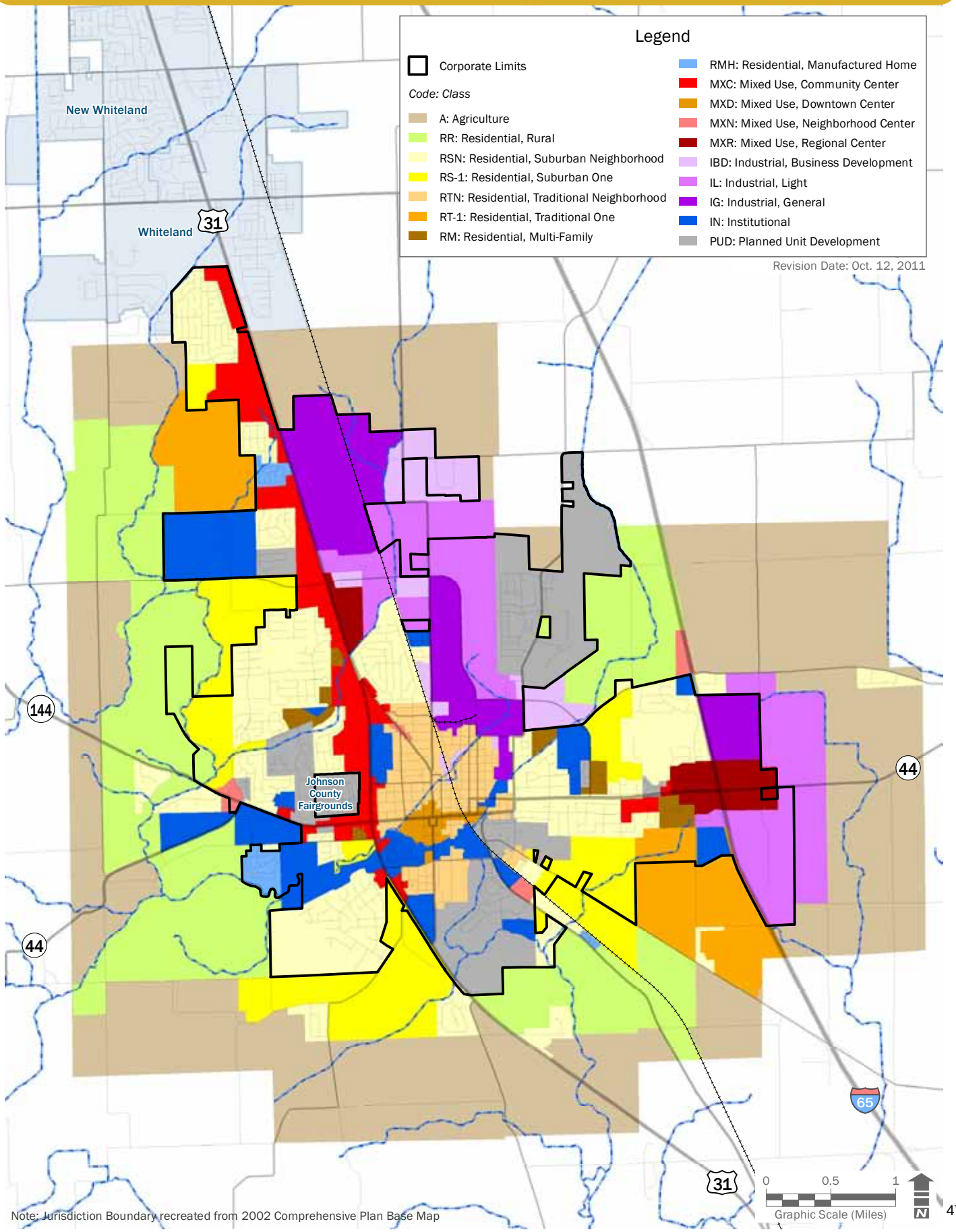
Vacant lots are opportunities for in-fill development.

LAND USE DEFINITIONS

For a detailed description of Franklin's land use categories, please see the end of this chapter on page 72. It includes definitions of the following categories along with background information on their relationships, infrastructure and design features:

- Agricultural
- Business Development Area
- Community Activity Center
- Core Residential
- Downtown
- Institutional Centers
- Large-Lot Suburban Residential
- Light Industrial
- Manufactured Home Community
- Manufacturing
- Multi-Family Residential
- Neighborhood Activity Center
- Regional Activity Center
- Rural Residential
- Small-Lot Suburban Residential
- Traditional Residential

Franklin Current Zoning Map



Note: Jurisdiction Boundary recreated from 2002 Comprehensive Plan Base Map

TRENDS: KEY FACTS TODAY

When determining recommendations for future land uses, the most important factors include the area of the planning jurisdiction, the amount of available land, the availability of infrastructure and projected future development needs. Below is a summary of the current conditions in Franklin for each of these factors.

Planning Jurisdiction

- Franklin's planning jurisdiction extends beyond the established corporate limits of the city to allow for the accommodation of future growth. The Current Zoning Map on the previous page shows that the area given consideration in this plan is much larger than the city's limits.
- Overall, Franklin's planning jurisdiction encompasses 13,436 acres while the city limits encompass 8,187 acres. The Current Zoning Map shows that some future growth of the city has been accounted for through the zoning process. This future land use study will help determine the city's land use needs beyond what has already been established through the zoning process.

Planning ahead by making infrastructure improvements will guide growth without delaying projects.

Availability of Infrastructure

- Availability of infrastructure, including water, utility (gas, electric, etc.) roadways, sanitary sewer, public safety and schools is a key factor in determining future growth patterns. Additional infrastructure improvements are expensive and take time to plan and construct. Timing the availability of these services is the critical first step in encouraging further development of land. Overall, Franklin would be able to expand these critical infrastructure services to allow for the future development of land as it is depicted on the current zoning map.

Available Land

- Determining the inventory of available land, combined with an understanding of potential development demands, will help decide how aggressive to be in securing additional land to meet future development needs. Depressed development demands resulting from recent economic conditions have provided the city with a rare opportunity

to reevaluate current development patterns and make positive changes to future growth strategies. The table below shows the percentages of currently zoned vacant land within the city's planning jurisdiction.

Currently Zoned Parcel Vacancy Rates			
Land Classification	**Total Zoned Area**	**Total Vacant Area**	**Vacancy Rate**
Industrial	1,043 acres	156 acres	15%
Commercial	1,159 acres	116 acres	10%
Residential	2,966 acres	1,173 acres	40%
Data provided by the City of Franklin Planning Department			

Commercial Land Availability

- Commercially zoned land represents approximately 14 percent of total land area within the city limits and approximately 9 percent of total land area within the planning jurisdiction.
- In May 2013, there were 19 commercial properties listed on the market in Franklin, representing approximately 79,000 square feet of space. There were 10 commercial parcels for sale representing approximately 271 acres of land. The same database showed that four commercial properties (excluding residential rental units) sold within the past two years with a total square footage of 11,500.
- The amount of land available for commercial development appears to meet expected demand in the near term, but the location and size of the parcels may not accommodate all types of desired commercial development.
- One exception to the surplus of available property – especially over the next few years – is likely downtown. Discover Downtown Franklin reports increased interest from small business owners wanting to open shop downtown, citing recent infrastructure improvements and increased commercial activity. As of spring 2013, Discover Downtown Franklin had 18 vacant properties listed in its inventory of central business district buildings, but reported a steady stream of business owners looking for available space.

Downtown has room to accommodate more retail and services.

The Franklin Shell Building, located in the Franklin Business Park is a partnership between The City of Franklin, the Johnson County Development Corporation and Runnebohm Construction.

Industrial Land Availability

- Franklin has 202 zoned parcels of industrial land with a total zoned land area of 1,043 acres. This represents approximately 13 percent of total land within the city limits and approximately 8 percent of total land within the planning jurisdiction.
- In May 2013, there were 14 industrial properties listed on the market in Franklin, representing approximately 684,000 built square feet of space and three industrial parcels for sale representing approximately 66 acres.
- Because the amount of industrial land available in Franklin consists of smaller, disconnected parcels, the current inventory may not be adequate. A modest-sized employer could utilize this entire space and only offer a few positions. More land is needed to accommodate a variety of employer sites. The city needs to work with the Johnson County Development Corporation (JCDC) and regional economic development partners to develop a long-term plan for maintaining an adequate inventory of available industrial land. The land does not have to be completely developed, but should at least be zoned appropriately to protect it from competing uses.

Projection: Single Family Residential Land Projection – Based on Population

- Single-family housing is used as a benchmark to help determine the current available inventory of residential land in Franklin because it traditionally represents the lowest density housing type. Basing predictions of long-term land needs on the lowest density use allows for a conservative estimate.
- Two methods were used to analyze the existing supply of residential land in Franklin. One was based on population growth projections and the other on recent housing demand. Using the two approaches allows for a comparison of the independent results and helps establish a more reliable future need.
- The table on page 49 shows that Franklin has approximately 1,173 acres of available single-family vacant land, including both platted but vacant residential parcels and zoned but

un-platted residential parcels. If you divide the amount of currently available land by an average single-family density of 3.2 units per acre (density number assumes 40' roadway ROW and ¼ acre average lot sizes) the city has an estimated total available single-family lot inventory of 3,754. With an average number of persons per household in Franklin of 2.5, this amount of available land indicates the city has enough residential land inventory for an additional 9,384 residents.

- Franklin's historical population growth averaged 3.6 percent per year between 1990 and 2010. If Franklin's current population of 23,953 grows at a similar rate, the amount of residential land inventory is enough to accommodate approximately 10 years of residential growth.

More residential development downtown can be accomplished through infill projects.

Projection: Available Single Family Residential Land – Based on Building Permits

- Another way to help determine the future land needs for single-family homes is by looking at historical housing demand data. One of the most reliable sources of information for this type of analysis is the number of new residential construction building permits issued by the city. The table below summarizes the actual number of single-family building permits issued in Franklin for time periods between 1991 and 2012.

1990-2012 Franklin Building Permits

Timeframe	1991-94	1995-99	2000-04	2005-09	2010-12	Overall Average	1991-2005 Average
# of Permits	685	1600	1320	622	105	197	257

Data provided by the City of Franklin Planning Department

- Comparing the estimated number of available single-family parcels of 3,754 to the overall average rate of issued building permits for this time period (197) it would take approximately 19 years to build out the capacity of currently available land.
- Looking at the data for this entire period presents a problem since the recent economic decline, which began in 2007,

created an extreme downturn in new and existing home sales, reducing the overall averages for the period being studied here. Removing the number of permits issued prior to the 2006 economic decline can provide a more consistent historical growth pattern. The total average number of new construction building permits issued between 1991 and 2005 is 257. Comparing this average to the estimated number of available single-family parcels in Franklin (3,754) reveals a current single-family residential inventory sufficient to last approximately 15 years.

- Both methods of analysis are consistent in predicting that the city has adequate land set aside for single family residential development for the next decade. However, demand for single-family parcels is expected to accelerate as the region and city continue to develop and as the economy improves. The numbers above should be used as a benchmark to help guide land use decisions but single-family residential demand must be evaluated on a regular basis to help predict changes in the overall pace of development.

Franklin can still preserve its rural character while allowing sensible growth.

General Land Use Trends

- Given the current inventory of residential land within the city's planning jurisdiction, the 2002 Future Land Use map shows a very aggressive growth scenario. Factoring in the city's expressed interest in supporting more infill development, the amount of land proposed for future residential growth may be excessive. With an oversupply of land currently zoned for a specific purpose, the city loses some control over determining efficient, near-term development patterns.
- Current policy is that city sewer services do not extend beyond city limits. Therefore, development that needs sewer service is required to be annexed prior to development. Due to the costs of expanding transportation and utility infrastructure, it is more cost- effective for the city to redevelop its current inventory rather than build out new land.
- The current land use plan should be revised to factor in a more conservative residential growth expectation. Renewed emphasis should be placed on build-out of the existing

residential parcels, and rehabilitation and infill development in Franklin's traditional core neighborhoods before additional residential land development is encouraged.

- As shown on the Current Zoning Map on page 47, the city has allowed low-density rural residential development in its fringe, which can be an impediment to other types of growth. It is important to remember that if land is not within the current city limits at the time of development, then the Franklin Subdivision Control Ordinance does not apply. The city needs to evaluate this type of development and the impacts it may have on future development and preservation of prime agricultural land and the city's flexibility in determining future development patterns.
- The city is seeing increased demand for commercial and residential development downtown, and can take advantage of these market forces to direct development away from the fringe and assist downtown revitalization efforts.

A series of maps starting on page 66 show different scenarios for land use needs in the future. Large format maps can be found in the appendix.

ZONING AND SUBDIVISION CONTROL ORDINANCE REVIEW

Zoning and subdivision control ordinances are generally the two biggest implementation tools for a comprehensive plan. Review of Franklin's current zoning and subdivision control ordinances during the comprehensive planning process helped create the most appropriate comprehensive plan and implementation tools for the city. It is vital that a community's long-term plan matches what local leaders are trying to do on a daily basis.

Ordinances can regulate signage, road set backs and other issues that enhance athestics.

There are several reasons to update development ordinances:

- To make them compatible with the most recent comprehensive plan.
- To make them more user-friendly.
- To make them more compatible with other ordinances.
- To recognize new land uses.
- To recognize that often-granted variances and waivers should be allowed by right.
- To keep up with best practices, encompassing smart growth and changing technology.
- To recognize state (or federal) law changes and case law.
- To set forth changes to administration or procedure.

In general, Franklin's zoning and subdivision control ordinances are up-to date and already incorporate many "best practice" ideas, including smart growth principles.

The Indiana Code allows unified development ordinances, so Franklin may want to consider consolidating the zoning and subdivision control ordinance into one document. If they are kept as separate regulations, consider updating the subdivision control ordinance first. Subdivisions are typically less controversial than zoning because subdivision standards are generally less subjective and have a more technical focus. Updating the subdivision control ordinance first would likely be

faster, cheaper and easier and would also have the added bonus of building a certain level of trust before the zoning ordinance is amended.

Compatibility with Comprehensive Plan

Because the zoning and subdivision control ordinances are the two major implementation tools for a comprehensive plan, it is critical that they change with the updated comprehensive plan. If they do not, they will actually become the two greatest impediments to realizing the new plan.

Both the subdivision control and zoning ordinances were prepared at approximately the same time, and after the current comprehensive plan was adopted. Focus on amendments to the ordinances should ensure that they are compatible with the new comprehensive plan.

Ease of Use

The current ordinances are well-organized and user-friendly, a total rewrite of these modern ordinances should not be necessary.

New Land Uses

New land uses evolve all the time, and it is important to make sure lists of permitted uses and special exception uses are up to date in the zoning ordinance, so that local leaders are not forced to make shaky interpretations. For example, how would Franklin define/treat a proposed “pop-up shop” such as a short-term Halloween or fireworks store?

Variances/Waivers of Standards

If the city’s board of zoning appeals or plan commission has a record of granting certain variances/waivers repeatedly, those sections of the zoning and subdivision control ordinances should be examined to see if they need to be changed to be more reasonable or to better reflect local values. Staff and citizen planners probably already have an idea which parts of the ordinances may need to be amended.

Landscape requirements can fulfill both aesthetic and functional goals.

Subdivision control ordinances can be kept as separate regulations, or put in with zoning laws into a unified development ordinance.

Best Practices: Smart (Sensible) Growth

One other very important reason to update the zoning ordinance is to acknowledge innovation and best practices. For example, smart growth principles are already incorporated into Franklin's ordinances, but the key is to determine if they are effective.

1. **Mixed-Use Zoning Districts:** Mixed land use is one of the basic principles of smart growth. Franklin already has several mixed-use districts listed in the ordinance. What can be done to encourage their use? Are there portions of the district standards that need to be updated to make them more user-friendly?

2. ***Urban Dimensions in Urban Places*:** To best preserve the more dense urban development, it needs to remain in conformance with the ordinance. In other words, areas the city wants to conserve should meet ordinance standards without needing variances or being considered non-conforming.

3. ***Use of PUDs*:** Planned Unit Developments are intended to allow flexibility in design, to take advantage of unique situations and to be of high quality. Amend the PUD District standards in the zoning ordinance to create some basic minimum standards for PUDs (e.g., minimum parcel size, required open space, Traditional Neighborhood Development (TND) design standards, etc.).

4. ***Higher Density in New Development*:** As with many communities in Indiana, there is strong resistance to higher density residential development in Franklin. Some of this can be solved by public education. To get around the resistance to higher density, consider establishing a list of community benefits (i.e., trails) that can be traded for higher density in each residential zoning district or that is required in some high-density districts. A bonus system might also be used in other applications, like flexibility of use.

5. ***Parking Requirements*:** In the interest of reducing impervious pavement and promoting more efficient use of land, several things can be done to the parking standards. Franklin's parking space sizes are

larger than average. Minimum standards can probably be reduced in many cases and the city should consider adding maximum parking requirements (many commercial developments put in much more parking than is required, in order to meet a "Black Friday" level of demand). The requirements for bicycle parking are a good start.

6. ***Density and Intensity Downtown*:** The Mixed-Use Downtown Center with downtown overlay district seems to be a good attempt to preserve historic development patterns and scale. Depending on the extent of this district's boundaries, this approach of preserving (or even increasing) the density of the area could be expanded.

7. ***Street Standards*:** While most of this issue is addressed in the subdivision control ordinance, modern street standards include smaller front setbacks. Franklin's existing front setbacks partially address this, but consider introducing a maximum front setback.

8. ***Standards to Foster Walkable Places*:** In addition to smaller front setbacks, which bring the building closer to the front of the property, there are other ways zoning ordinance can increase walkability. For example, requiring pedestrian amenities like benches can be part of institutional, commercial and multi-family zoning districts. Also make sure uses are providing pedestrian connections from the sidewalk system. The Gateway Overlay District already requires this.

9. ***Preferred Growth Areas*:** This type of growth management should be considered as part of rezonings (as part of state law criteria) and plat approval (enabled in the subdivision control ordinance) and should be based on a scorecard including availability and level of services.

10. ***Methods to Manage Stormwater*:** Move to green infrastructure approaches including reducing impervious surfaces in development. Reducing the amount of stormwater has the biggest impact on managing stormwater.

11. ***Non-Conforming Uses*:** Indiana is one of few states where amortization of non-conforming uses is not part of enabling legislation, meaning non-conforming uses can last forever. To discourage expansion, rebuilding and change to nonconforming uses, make city non-conforming

Coordinated policies will keep Franklin on the path to smart growth.

use standards tougher. For example, what are the time limits for maintaining nonconforming status for abandoned/vacant uses? Before rezoning creates non-conforming uses, consider whether the zoning change is premature. On the other hand, if the non-conforming use complies with the updated comprehensive plan, local government can initiate rezoning the use to make it a conforming use. Remember that a use variance looks like a non-conforming use, so be frugal granting them.

The types of building materials used during construction projects is a practical application of PUD rules.

State Law Changes

The city's ordinances were last reprinted in 2009, and do not appear to fully comply with planning-related state law changes which went into effect on July 1, 2011. It is important that the city's attorney review and assist with the state law prompted ordinance changes. In general, the state law related changes are as follows:

1. ***Eliminate Writ of Certiorari*:** Indiana Code no longer uses writ of certiorari, so any reference to it should be removed from both ordinances (see IC 36-7-4-1608). This section of the zoning ordinance should be updated with the city attorney's review.

2. ***Enable Combined Hearings*:** State law now allows the combination of hearings for one site (i.e., a variance and a rezoning can be conducted at the same hearing by the same group). Set this up in the ordinance now, it will be in place for the next rush project – see IC 36-7-4-403.5.

3. ***Update Vested Rights*:** Update vested rights into both ordinances. IC 36-7-4-1015 says that if a person files a complete application, the granting of the permit or approval, and any secondary, additional, or related permits or approvals required are governed for at least three (3) years after the person applies for the permit by the statutes, ordinances, rules, development standards and regulations in effect when the application is filed. Development per the permit does have to be completed within ten (10) years after the development or activity is commenced.

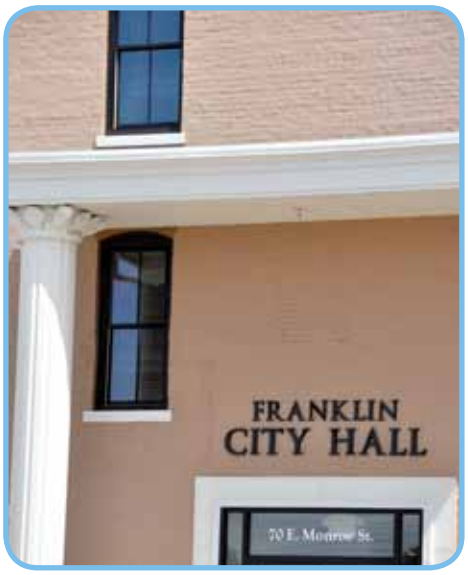
4. **Update Written Commitments Procedure:** Note that written commitments must now be recorded with the county recorder, not just kept in the planning office, and a permanent file on compliance must be kept – see IC 36-7-4-1015 (b)

Changes to Rules and Procedures

Rules and procedures for the plan commission and board of zoning appeals and actual administrative practices will likely need to be adjusted to comply with the Indiana code amendments and may require some coordinating changes in the ordinances. For example:

1. ***Educate Planning Process Participants*:** Probably the most beneficial change to procedures would be to provide more training to everyone involved in the planning process, resulting in better and more defensible planning decisions. This is especially important for plan commission and BZA members. Schedule orientation sessions per IC 5-14-1.5-2(c) (6). This requirement doesn't need to be in the city zoning ordinance, but would be appropriate in the rules and procedures. Require that all new appointees complete an in-house orientation with planning staff before they can vote. Use training to make sure the citizen planners understand such things as the difference between conditions and commitments, when they should recuse themselves (no longer limited to financial conflict of interest; now includes bias or lack of objectivity).Consider implementing peer training by inviting board and commission members from other successful citizen planning groups in Indiana to present in Franklin, as a local training session. Continue to encourage citizen planners to attend state planning conferences and other educational opportunities, including Nitty Gritty Training and video training offered by Purdue's Land Use Group.

2. ***Notice of Future Action*:** Offer a "sign-up" sheet for every planning decision, so interested parties can request notice of any future lawsuits. This does not necessarily have to go in the ordinances; but staff could amend the rules and procedures or just change administrative procedures. This should be done with the advice of the city attorney.



Franklin civic leaders have all the tools they need to enact smart growth policies to guide the community over the next 10 years.

3. ***Availability of Ordinances*:** Both the zoning and subdivision control ordinances are now required to be available to the public, either as part of the city code or as separate documents. They must be filed in the office of the city clerk and there must also be copies available for sale. See IC 36-7-4-610.

4. ***Expand Pool of Board and Commission Candidates*:** Consider using an application process to select from appointments to the BZA and plan commission. Applicants might include leadership program graduates, neighborhood association leaders, etc. Note that the 2011 state law changes the residency requirement for each citizen member and establishes a procedure for determining compliance – see IC 36-7-4-216 and IC 36-7-4-905. The new law allows appointment of some nonresidents who are property owners.

5. ***Make Appropriate use of Conditions and Commitments*:** Make sure any temporary conditions are complied with before issuing permits. Old conditions (pre-2011) may only be enforced if the city has an official file on them – see IC 36-7-4-1015 (g), or if they were done as written commitments. Use written commitments with plan commission and BZA cases for any long-term conditions. Use conditions for short-term temporary conditions that need to be resolved before a permit can be issued (i.e., approval of an updated drainage plan).

Public service and citizen involvement is a critical component to Franklin's prosperity.

Zoning Ordinance

1. ***Agriculture Zoning*:** Many communities now have multiple agricultural zoning districts because agriculture covers such a wide range of uses and intensity. Put more limits on allowing residential uses in the agricultural district because of all the conflicts between uses, like prohibiting more than a certain number of lots be created or requiring them to sign a document that they are aware of the area being zoned A. Be aware that the state has new rules for confined feeding operations and concentrated animal feeding operation.

2. ***Residential Zoning*:** Consider reducing the number of single-family zoning districts from the current nine. Although the RR minimum lot size is 2 acres, consider requiring a second septic site for un-sewered residential lots. List home occupations in the use charts. Also consider allowing a mix of residential types in the same zoning district.

3. ***Commercial Zoning*:** Consider setting a maximum floor area for the mixed neighborhood center zoning district to ensure it remains a neighborhood scale business.

4. ***Industrial Zoning*:** Reconsider whether three different industrial districts are necessary. Many communities only have two.

5. ***PUDs*:** As discussed previously, consider setting some minimum standards (i.e., open space, etc.).

6. ***Flood Districts*:** Work directly with the Indiana Department of Natural Resoruce's Division of Water to ensure that the city stays current with the state's model flood district regulations.

7. ***Parking Standards*:** Consider reducing the stall size. Reduce the minimum number of spaces and set maximums in order to limit the amount of impervious surface.

8. ***Front Setbacks*:** Consider adding an "average" setback provision for infill and redevelopment areas to better accommodate redevelopment. This is done in the residential transitional neighborhood district.

9. ***Landscape Regulations*:** Landscape requirements should discourage mono-culture plantings.

10. ***Signs*:** Review temporary sign standards and better enforce the use of temporary signs (consider using ticketing). Temporary signs are not intended for permanent use.

11. ***Development Standards Variances*:** Consider adding an additional criterion, as allowed by state law: the variance requested is the minimum necessary and is not caused by actions of the owner, past or present.

12. ***Special Exception Criteria*:** Consider developing detailed and unique criteria for different special exceptions.

Balancing business and parking policies downtown is a key for continued revitalization.

13. ***Violations*:** Consider changing to a less cumbersome and more effective ticketing system.

Subdivision Control Ordinance

1. ***Sewage Disposal*:** Consider requiring a second septic site on lots using septic.
2. ***Waivers*:** IC 36-7-4-702 now officially recognizes that the plan commission has the authority to grant waivers from the standards of the subdivision ordinance. Consider referencing the Indiana code in the subdivision ordinance.
3. ***Traffic Calming*:** Most ordinances have sections on this as part of their design standards. Add standards for new development.
4. ***Protect Sensitive Lands*:** Identify areas where sensitive lands should be protected from development (i.e., scenic area in a cluster development, floodway, wetlands, wooded area, steep slopes, etc.) and require an easement on the plat. The cities of Madison and Bloomington that use scenic easements.
5. ***Infrastructure Capacity*:** Consider infrastructure capacity issues and coordinate with non-municipal providers, like Indiana American Water. Also consider an adequate public facility ordinance for subdivisions, possibly above a certain size.
6. ***Connecting Streets*:** Better connect subdivisions, either by prohibiting or restricting the use of cul-de-sacs.

WHAT HAPPENS NEXT?

1. Review critical sub area plans for the county.
2. Consult the implementation plan to begin discussions on revisions to the zoning and subdivision ordinances.

Resources

- Indiana Code, Title 36
- EPA's "Essential Smart Growth Fixes for Urban and Suburban Zoning Codes" at http://www.epa.gov/smartgrowth/pdf/2009_essential_fixes.pdf
- PAS Report 556, Smart Codes: Model Land-Development Regulations, which includes 21 model codes on a variety of topics promoting the U.S. EPA Smart Growth Principles
- "Sensible Tools Handbook for Indiana", NIRPC 2007 at http://www.nirpc.org/4895/sensible tools handbook report.pdf

Zoning ordinances can have varied levels of intensity when making rules about different land use types.

LAND USE GOALS AND OBJECTIVES

LAND USE GOAL 1: Encourage build-out of existing residential parcels and the redevelopment of existing neighborhoods as a priority over new land development.

Objective: Implement the recommendations contained in the Housing and Neighborhoods Chapter of this plan

Objective: Reevaluate existing ordinances to reflect more favorable in-fill development requirements and current best practices.

Objective: Conduct an existing land inventory annually and compare it against anticipated build-out or land absorption statistics to determine trigger points for zoning new land. Potential triggers would be an extended average annual number of residential permits approaching 150, or subdivision of a large existing parcel of residential land.

LAND USE GOAL 2: Protect and define Franklin's urban/rural boundary for future growth needs.

Objective: Develop a neighborhood revitalization plan which coordinates critical transportation and utility infrastructure improvements in conjunction with neighborhood redevelopment efforts.

Objective: Discourage the further subdivision of existing rural residential and agricultural land until a time when increased market demand can allow the city to more accurately determine future development needs in Franklin's fringe.

Objective: Craft future development policies that limit rezoning of agricultural land without sufficient evidence that existing market supply will not allow the city to fulfill current market demand beyond a specific, predetermined timeframe.

LAND USE GOAL 3: Direct resources toward reusing and infilling existing buildings and land downtown.

Objective: Work with Franklin Redevelopment Commission and Discover Downtown Franklin to widen the scope of their inventory of available buildings to include square footage, parking availability, potential retail or service uses and any zoning restrictions.

LAND USE GOAL 4: Ensure that Franklin has an adequate supply of appropriately located industrial land ready for development.

Objective: Work with local and regional economic development partners to develop long term plans for banking available industrial land. The plans should include the evaluation of appropriate quantities and locations of land inventory which should be made readily available for business growth. It is recommended that a minimum of 250 contiguous acres be maintained for new basic employer growth or expansion of existing businesses.

LAND USE GOAL 5: Review and update zoning ordinance and subdivision control ordinance to bring in compliance with the new comprehensive plan.

Objective: Update the zoning ordinance to include recommendations on planned unit developments and others changes from the Zoning and Subdivision Control Ordinance Review.

Objective: Update the subdivision control ordinance to include recommendations on traffic calming, connecting streets and others changes from the Zoning and Subdivision Control Ordinance Review.

Maps

INTRODUCTION TO LAND USE MAPS

The following four maps illustrate different ways the city's land use needs could evolve both in the near term and over a longer time period, including residential, commercial and industrial land.

The maps are divided into two sets. One set shows near-term development needs and also how those needs might be depicted on a land use map.

The second set does the same thing, but for a longer time period.

In summary, **land needs** maps show the amount of new development land needed beyond the city boundary to meet expected demand over that time period.

They are different from **land use** maps, which show overall land use change for the time period, including land use changes within the current city boundary, and recommended land development patterns beyond the city boundary.

Local leaders can refer to the map when deciding the best areas to allow new types of development. For example the Near Term Land Needs map shows that immediate residential development needs can largely be met with existing vacant or un-platted residential parcels within the city but as this land availability diminishes there will be a need to allow new residential development in key locations outside of the current city limits. The maps are in the following order:

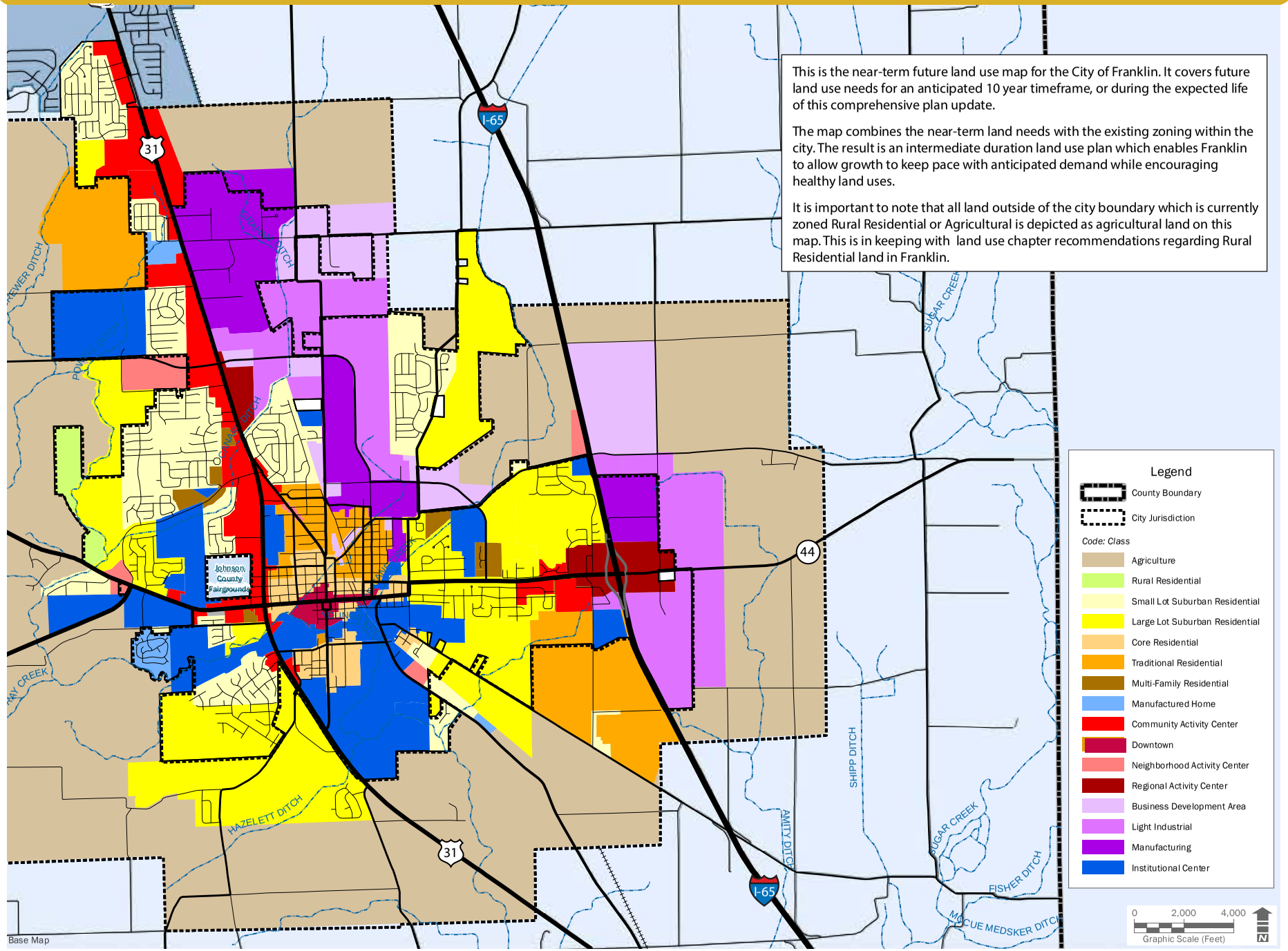
- Near-Term Land Use Map
- Near-Term Land Needs Map
- Long-Term Land Use
- Long-Term Land Needs

Near-Term Land Use Map

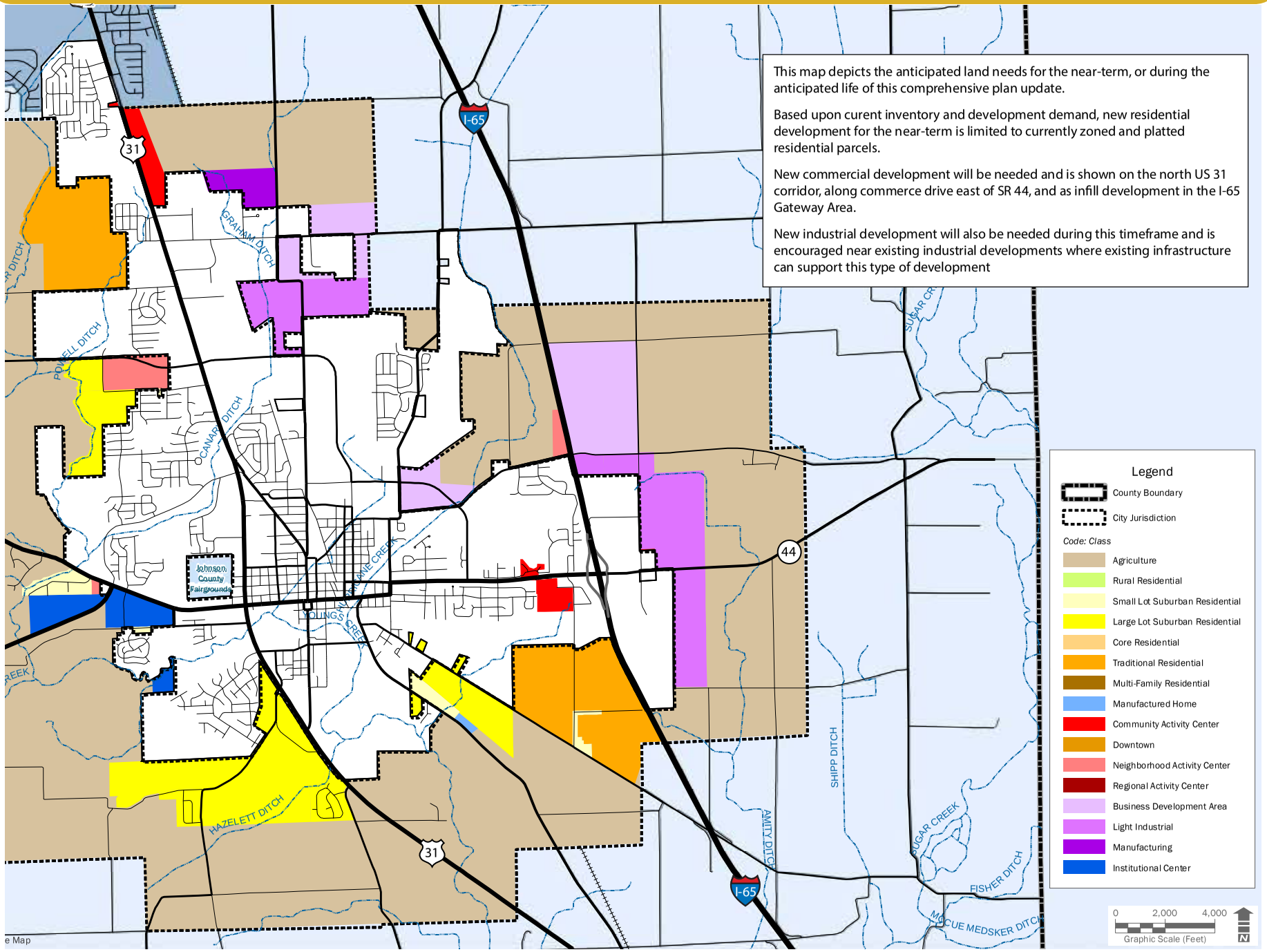
This is the near-term future land use map for the City of Franklin. It covers future land use needs for an anticipated 10 year timeframe, or during the expected life of this comprehensive plan update.

The map combines the near-term land needs with the existing zoning within the city. The result is an intermediate duration land use plan which enables Franklin to allow growth to keep pace with anticipated demand while encouraging healthy land uses.

It is important to note that all land outside of the city boundary which is currently zoned Rural Residential or Agricultural is depicted as agricultural land on this map. This is in keeping with land use chapter recommendations regarding Rural Residential land in Franklin.



Near-Term Land Needs Map

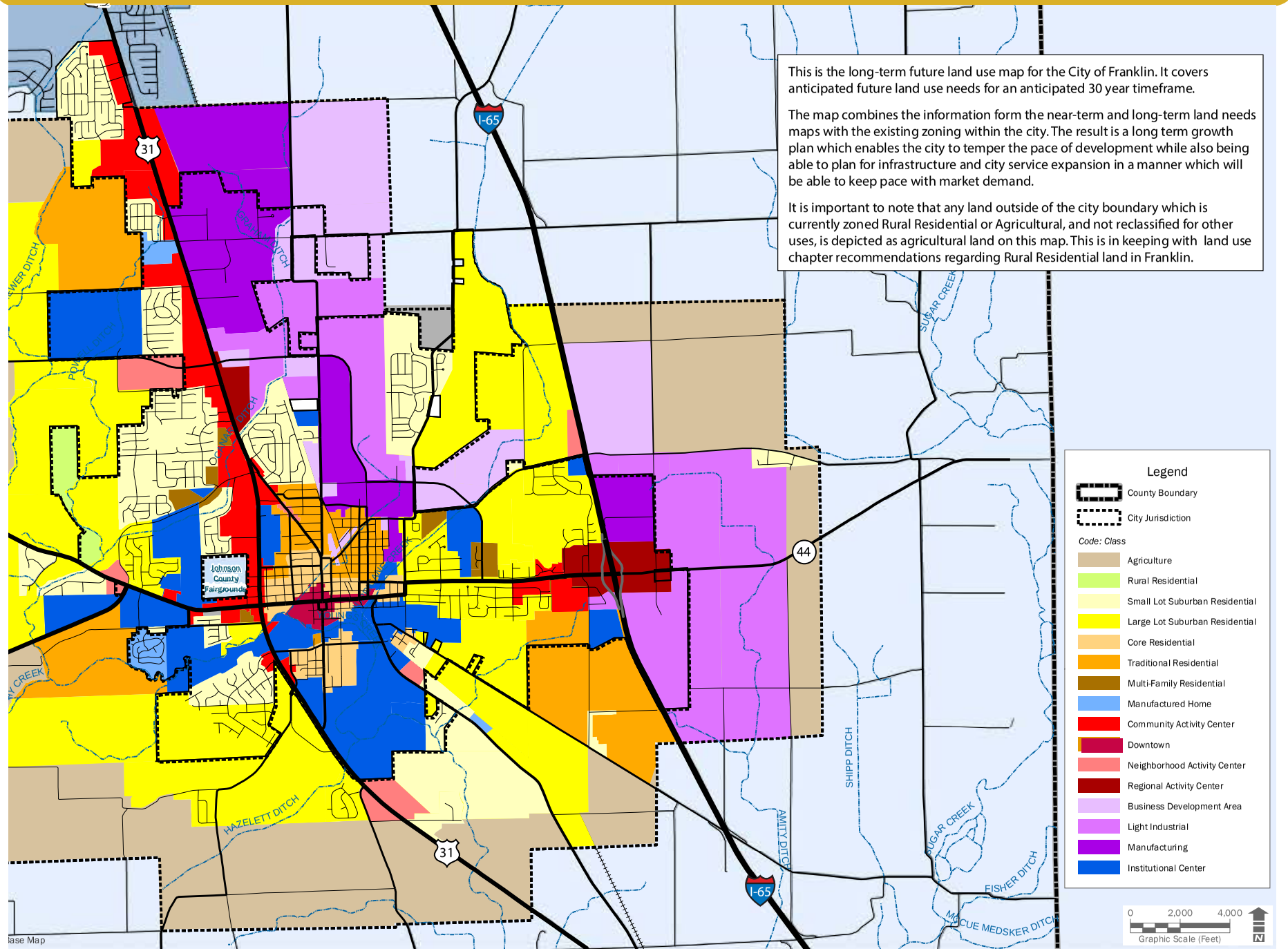


Long-Term Land Use Map

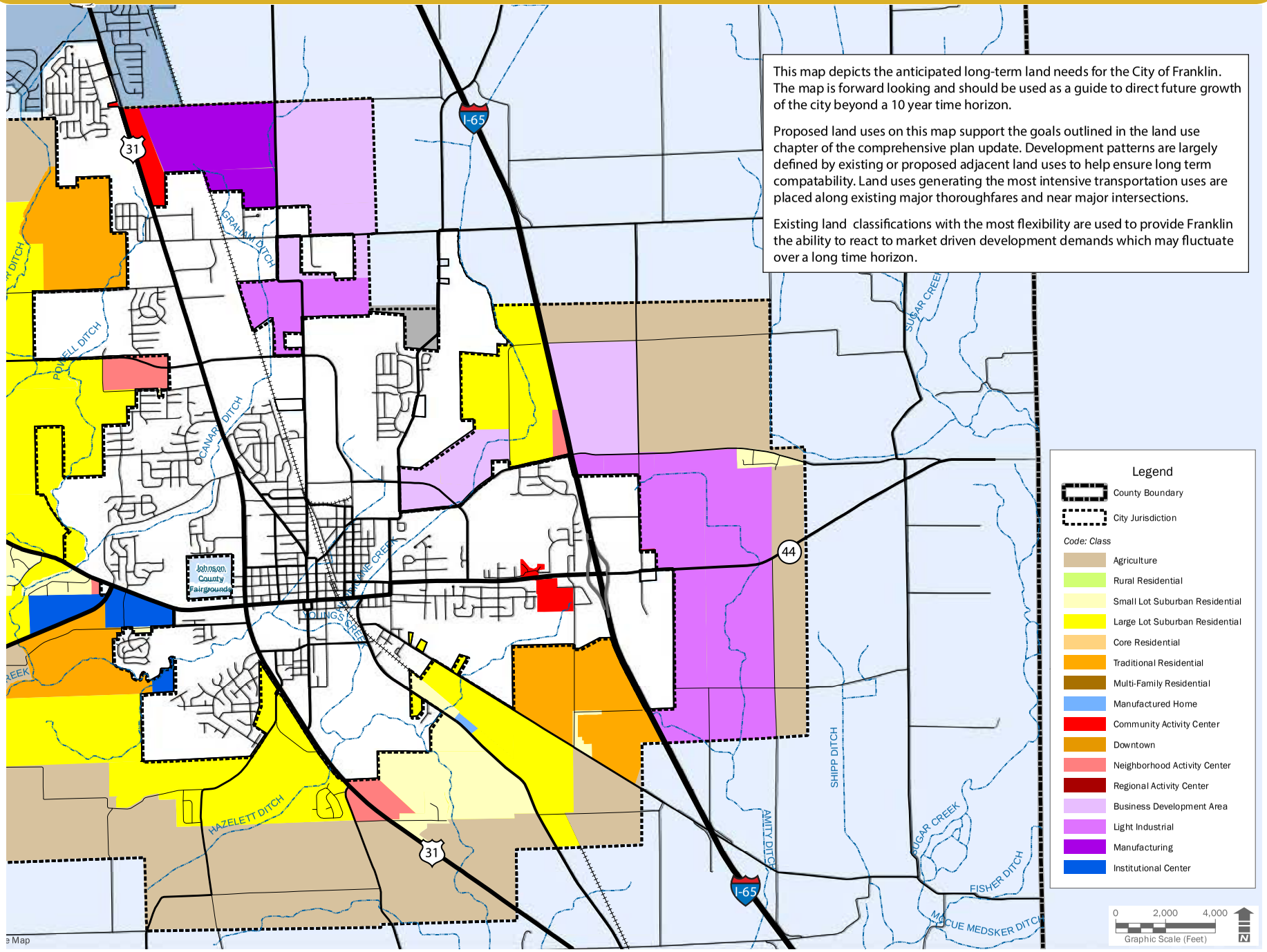
This is the long-term future land use map for the City of Franklin. It covers anticipated future land use needs for an anticipated 30 year timeframe.

The map combines the information form the near-term and long-term land needs maps with the existing zoning within the city. The result is a long term growth plan which enables the city to temper the pace of development while also being able to plan for infrastructure and city service expansion in a manner which will be able to keep pace with market demand.

It is important to note that any land outside of the city boundary which is currently zoned Rural Residential or Agricultural, and not reclassified for other uses, is depicted as agricultural land on this map. This is in keeping with land use chapter recommendations regarding Rural Residential land in Franklin.



Long-Term Land Needs Map



LAND USE DEFINITIONS

LAND USE: DOWNTOWN

Future land use in the downtown area should support the function of the area as a unique focal point and gathering place for the Franklin community. Downtown Franklin should serve the City as a dynamic activity center that includes retailers, professional offices, upper story residences, civic groups, government facilities, restaurants and bars, and service providers. Future land uses in the downtown should contribute to the establishment of an activity center with a mix of land uses which enhance the current community character that the downtown provides.

Relationships:

The downtown should continue to feature strong relationships with both adjacent neighborhoods and with the community as a whole. For the adjacent historically significant core residential areas, the downtown functions as a location for daily social gatherings and casual evening strolls, a source of convenient neighborhood-based retail goods, and a point of connection to local civic and community organizations and City-wide transportation routes. For the City as a whole, the downtown also serves as a location for specialty shops, entertainment, civic gatherings, and access to local government.

Infrastructure:

The downtown and the surrounding core neighborhoods are the most densely developed areas of the City of Franklin. Area sidewalks, street lighting, street surfaces, drainage systems, and utilities must continue to be coordinated and maintained at modern levels to support the downtown's dynamic functions. It is also important that technology infrastructure continue to be extended to the downtown so that it may continue to function as a modern community center. Efficient street patterns and adequate parking are required to ensure the accessibility of the area. Continued linkages to the Greenways Trail and sidewalk connections to adjacent neighborhoods are essential. The downtown area offers a possible site for the location of a future rail station.

Design Features:
The character of the downtown, expressed through its historically significant architecture, should be maintained and enhanced as both a reminder of Franklin's' rich past, and a symbol of its community identity and character. The downtown area and its surrounding core neighborhoods embody the traditional mixed-use, compact development characteristics that are encouraged in new construction in the community. Design features in the downtown should be consistent with the historically significant character and architecture present in the area. The downtown must remain a walkable area, with new construction being consistent in scale and setback to the area's current character. Design features should be human scale and include window displays, awnings, street furniture, buildings built to the sidewalk, decorative street lights, and pedestrian-oriented business signs.

LAND USE: CORE RESIDENTIAL
The core residential areas of Franklin are those which are immediately adjacent to the downtown. These neighborhoods feature a majority of Franklin's historically significant homes. Land uses in these areas should be dominated by a diversity of single family homes, and also include neighborhood-scale churches and schools. Historically significant duplexes, multi-family dwellings, and accessory residences which contribute to the character of the area should be maintained and enhanced. The conversion of homes to apartments and businesses should be generally prohibited and otherwise strictly regulated.

Relationships:
The most significant land use relationships in this area are between the area's residential and non-residential uses, and between the area as a whole and the downtown. The area's mixed uses should continue to support the human-scale features and walkability of the neighborhood. Uses of all types should be of a scale and setback that contribute positively to the character of the area. The strong pedestrian connections to the downtown provided by the area's sidewalks should be maintained and enhanced.

Infrastructure:
The area should be served by a complete range of infrastructure and utility services. Reinvestment in the area and the provision of emerging technology infrastructure are the primary issues.

Infrastructure elements such as sidewalks, curbs and gutters, street lights, street trees, and drainage systems need to be regularly maintained and upgraded in order to encourage continued private investment and support overall community character. Streets in the area must be managed with care to maximize efficient traffic movement on non-local streets while also maintaining the area's character.

Design Features:
Any redevelopment, infill construction, or renovations in these areas should respect and support their unique character. Elements of that character include vehicle access provided by alleys, front porches and small front yard setbacks, street trees, and a diversity of housing styles and sizes.

LAND USE: TRADITIONAL RESIDENTIAL
Traditional residential areas include both (1) existing neighborhoods which are extensions of the core residential areas and (2) new development which is consistent in character and design features with the existing traditional and core residential areas. Land use in traditional residential areas is dominated by single-family homes of a diversity of sizes and styles. Also included are isolated occurrences and small clusters of neighborhood-serving convenience businesses, neighborhood parks and open spaces, and neighborhood-scale churches and schools. Accessory residences and select two and multi-family residential structures may be maintained and incorporated into these areas subject to restrictions which ensure adequate parking and compatibility with the scale, function, and design features of the neighborhoods.

Relationships:
Traditional residential neighborhoods exist, and are developed with strong street and pedestrian route connections to neighborhood activity centers, which provide residents with access to convenience goods, public gathering and recreation spaces, and neighborhood-scale churches and schools. These areas should be protected from incompatible regional activity centers and industrial uses.

Infrastructure:
The area should be served by a complete range of infrastructure and utility services. In existing traditional residential areas reinvestment and the provision of emerging technology infrastructure are the primary issues. Infrastructure elements, such as sidewalks, curbs and gutters, street lights, street trees, and drainage systems need to be regularly maintained and upgraded in order to encourage continued private investment and support overall community character. Streets in the area must be managed with care to maximize efficient traffic movement on non-local streets while also maintaining the area's character. In newly developing traditional residential areas the provision of complete infrastructure consistent with the traditional design features of the area is significant. Street systems should be based on the grid, provide strong connections to adjacent neighborhoods and other land uses, and provide a clear hierarchy of local and non-local serving streets with design standards consistent with their functions.

Design Features:
Traditional neighborhoods are distinctive in their character and references to historic development patterns in Franklin. Streetscapes are dominated by front porches and small front yard setbacks, garages are located to the rear of the house and generally accessed by alleys. Sidewalks; street trees; a diversity of housing designs, sizes, and styles; and human scale street lighting play important roles in the character of these neighborhoods.

LAND USE: INSTITUTIONAL CENTERS

Franklin's institutional centers are areas that include either a single dominant institution or a collection of large-scale non-profit facilities. Existing institutional centers include the Franklin Community School Corporation facilities along Eastview Drive and U.S. 31; the area of West Jefferson Street which includes Johnson Memorial Hospital, the Johnson County Fairgrounds, the Methodist Community, the Johnson County Jail facilities, Creekside Elementary School, and Custer Baker Middle School; and the State Street corridor facilities of Franklin College, the Johnson County Public Library, the Franklin Community Center, and the Indiana Masonic Home. While other institutions, such as churches and schools, are located throughout the community, institutional centers are unique due to the prominence of the institutions and

their influence on surrounding areas. Institutional centers may include non-institutional land uses, such as offices, retailers, or homes. However, these non-institutional uses typically have a direct, complimentary relationship with the area's institutions.

Relationships:
Institutional centers are the focus of activity in the community. They should have strong relationships with community and regional activity centers. These relationships may be based on the close proximity of activity center and institutional center uses and/or through the development of convenient, efficient transportation routes between such uses. The relationship between institutional centers and other land uses, specifically residential land uses, must both provide convenient access to the institutions and protect the surrounding areas. Specifically, residential areas should be provided with convenient sidewalk connections to the institutional centers, but must be protected from the traffic, noise, and lighting that is common for institutions. In the instances where institutional centers are located within developed areas of the City a balance must be achieved between the expansion needs of the institutions and the preservation and quality of surrounding neighborhoods. Both the expansion of the institutions and the appropriate preservation of adjacent neighborhoods should be supported by the City.

Infrastructure:
These areas should be served with a complete range of infrastructure and utility services. Of particular importance is the provision of transportation infrastructure that is efficient and well maintained. Franklin's institutional centers play a key role in the community's social and cultural functions. They also are important for the image and identity of the City. The institutional centers must be easily accessible for both residents and visitors. Routes to and from the institutional centers must be well maintained and must support Franklin's image & identity goals. Routes both within institutional centers and providing access to them should be provided with curb & gutter systems, sidewalks, and street trees. Institutional centers should be linked with each other and the rest of the community by the Greenways Trail system.

Design Features:
The design features of the City's institutional centers will vary with the specific types of institutions located in each center. However, the important role of these centers in establishing community image and identity should be recognized. Institutional centers should feature professionally designed architecture, landscaping, and site features that are innovative and unique, as well as appropriate to the desired image of Franklin. Institutional centers should also be designed to be complimentary to surrounding land uses.

LAND USE: NEIGHBORHOOD ACTIVITY CENTER
Neighborhood activity centers are intended to fill a unique role by establishing gathering spaces and/or convenience goods and services in close proximity to neighborhoods. Common uses in neighborhood activity centers may include neighborhood scale churches, schools, parks, and commercial centers. Appropriate commercial activities in neighborhood activity centers include convenience stores, cafes, coffee shops, and other providers of day-to-day convenience goods and services. Residential uses, in the form of apartments located on the upper floors of businesses, are encouraged in neighborhood activity centers.

Relationships:
Neighborhood activity centers should be located in close proximity to residential neighborhoods, most likely near the most prominent neighborhood intersection. Their location should be coordinated with neighborhood parks and open spaces and neighborhood linkages to the Greenway Trails System.

Infrastructure:
The area should be served by a complete range of infrastructure and utility services. All infrastructure, including street lighting and street trees, should be of a pedestrian scale. Curbs, gutters, and sidewalks are required.

Design Features:
Neighborhood activity centers should be designed to be integrated into the character of the surrounding neighborhood. Churches and schools should be at a neighborhood scale, serving parishioners and children within walking distance. Businesses should also be at a neighborhood scale, providing primarily convenience

goods to families within the immediate area. Neighborhood activity centers should be designed at a pedestrian scale, with buildings and signs designed for pedestrians, and not for vehicle traffic. Neighborhood activity center buildings should be designed with a scale, setbacks, and materials consistent with the surrounding residential areas. Parking areas should be located discretely behind the buildings. Parking areas, mechanical equipment, and trash areas should be carefully screened from the view of adjacent residences and public areas. Outdoor lighting should be designed to have a minimal impact on adjacent properties. Outdoor seating and products displays are encouraged in this area.

LAND USE: COMMUNITY ACTIVITY CENTER

Community activity centers are intended as areas of mixed land uses that provide gathering places and goods and services for the entire community. Community activity centers may include churches, schools, community parks, grocery stores, gas stations, shopping centers, offices, banks, and restaurants. Community activity centers may also include residences located on the upper floors of otherwise commercial buildings. Community activity centers are generally located along major streets and at prominent intersections where they are readily accessible by people from throughout the community.

Relationships:

Community activity centers should be located near higher-density residential uses, such as multi-family and traditional residential areas. Community activity centers may also be in close proximity to employment areas, such as business development or manufacturing areas, and institutional centers. Due to the high traffic volumes and other characteristics of community activity centers, they should not be located immediately adjacent to lower-density residential areas. Community activity centers should be linked to the rest of the community by streets, sidewalks, and the Greenways Trail system. Community activity centers may also serve as sources of convenience goods for surrounding residential areas.

Infrastructure:

The area should be served by a complete range of infrastructure and utility services. The infrastructure in the area should be

designed to accommodate both pedestrian and vehicle travel. Convenient sidewalk connections to adjacent residential areas and between individual uses with the activity center are required. Community activity centers should include streets with curbs, street trees, shielded lighting, and sidewalks. Connections to the Greenways Trail system should be provided.

Design Features:
Community activity centers should be designed as centers, rather that strips, of activity. Curb cuts onto major roads should be limited and internal drives should connect all individual businesses with each other. Pedestrian routes should provide safe, convenient, and pleasant access between street sidewalks and internal walks. Ample outdoor furniture, window displays, and public art are encouraged in these areas. Parking areas, mechanical areas, and trash areas should be carefully designed to be screened from the view of residential areas. Parking lots should include ample landscaping both at the perimeter and within each lot. Adjacent residential areas should be provided with vehicle and pedestrian access to community activity centers, but should be buffered from view with landscaping and other site features.

LAND USE: REGIONAL ACTIVITY CENTER
Regional activity centers are intended to be similar to community activity centers, but on a scale that serve people outside of the immediate Franklin area. Regional activity centers are designed in recognition of Franklin's role as a hub of commercial activity for some portions of Johnson County and its location along several major transportation routes. Regional activity centers are intended to provide for the goods and services needs of those passing through the Franklin area and traveling to Franklin for shopping and entertainment. Regional activity centers may include uses such as shopping centers, large-scale retailers and wholesalers, gas stations, hotels, and restaurants. Regional activity centers are designed to accommodate the needs of the automobile, however pedestrian travel should be integrated into this system through connections between individual businesses and with surrounding land uses.

Relationships:
Regional activity centers should be located in close proximity to employment centers (such as business development and

manufacturing areas), high-density residential uses (such as multi-family residential), and institutional centers. All other residential uses should be screened from regional activity centers by landscaping or these other land uses. While screened from view, residential areas should be provided with street and sidewalk linkages to regional activity centers.

Infrastructure:
This area should be served by a complete range of infrastructure and utility services. The provision of complete, quality infrastructure is a significant factor in the ongoing viability of these areas. Street systems should include curbs, sidewalks, and street trees. Street systems should provide strong connections to nearby commercial and industrial areas, and should allow for access by truck traffic. The provision of emerging technology infrastructure should be prioritized to promote the development of technology based businesses and the long-term viability of the business development area. Drainage in the area should be accommodated in a coordinated system which does not burden each individual lot with storage requirements.

Design Features:
Like commercial activity centers, regional activity centers should be designed to create coordinated centers of activity, rather than strips of development. The design of the traffic system for regional activity centers should prioritize safety and minimize congestion on adjacent streets. Access points should be limited and internal drives should be used to connect each individual business. Regional activity centers should be designed to promote the image and identity of Franklin. Buildings should feature unique, quality architecture, coordinated signs, and ample landscaping.

LAND USE: BUSINESS DEVELOPMENT AREA

Business development areas are intended to serve as both the permanent home of small scale businesses and incubators of new local companies. Land uses in business development areas include manufacturing, light industrial operations, contractors' offices, and products suppliers. In many instances the types of businesses in these areas are those that have both commercial and industrial qualities.

The business development areas provide these uses the ability to serve customers in a setting that allows outdoor storage and the operation of heavy equipment and machinery that often are involved.

Relationships:
Business development areas are located in close proximity to community and regional activity centers, as well as light industrial and manufacturing areas. Business development areas may be used to form the transition between these types of uses. Due to their industrial nature, business development areas should not be located in close proximity to residential areas.

Infrastructure:
This area should be served by a complete range of infrastructure and utility services. The provision of complete, quality infrastructure is a significant factor in the ongoing viability of these areas. Street systems should include curbs, sidewalks, and street trees. Street systems should provide strong connections to nearby commercial and industrial areas, and should allow for access by truck traffic. The provision of emerging technology infrastructure should be prioritized to promote the development of technology based businesses and the long-term viability of the business development area. Drainage in the area should be accommodated in a coordinated system which does not burden each individual lot with storage requirements.

Design Features:
This area is intended for small-scale business operations, the use of metal and concrete block structures is acceptable. Landscaping should be provided in the form of street trees and parking lot perimeter screening. All areas of outdoor storage should be screened from view of public streets and adjacent non-industrial land uses. Individual building sites should be designed to accommodate a variety of business uses and should provide for limited future expansion of business facilities.

LAND USE: LIGHT INDUSTRIAL
Light industrial areas include a variety of employment and production facilities. Uses in this area may include warehouses, distribution centers, assembly facilities, technology centers, research and manufacturing facilities, professional offices.

Light industrial areas are distinguished from manufacturing areas in that manufacturing areas focus on the manipulation of unfinished products and raw materials. Light industrial facilities generally do not produce emissions of light, heat, sound, vibration, or odor and are completely contained within buildings. Some limited outdoor storage of finished products may occur. Light industrial areas may also include facilities which are complimentary to their role as employment centers. Such uses would include day care centers, parks and recreation facilities, banks, dry-cleaners, and other facilities designed to provide goods and services to the employees in the area.

Relationships:

Light industrial areas are located in close proximity to other industrial land uses, such as business development areas and manufacturing areas. They may also be located in close proximity to community and regional activity centers or institutional centers. Efforts to coordinate the use of transportation routes and technology infrastructure by institutional, light industrial and regional activity center uses is encouraged. Light industrial facilities require convenient access to significant transportation routes, specifically state, U.S., and interstate highways. They should be separated from residential uses.

Infrastructure:

These areas should be provided with a complete range of infrastructure and utility services. Most significant is the need to provide convenient, quality truck access to these areas. This truck access should take place on routes which avoid residential land uses and community facilities such as churches and schools. The provision of ample water, electricity and natural gas is also important to ensure the vitality of these manufacturing areas. The size of properties in these areas should be such that drainage may be accommodated in a coordinated system or provided on each individual property. In all cases, the use of coordinated drainage systems is preferred. Street systems should include street trees and curbs. Trail systems intended for the use of area employees and the community as a whole may be substituted for sidewalks in these areas. Conflicts between any sidewalk or trail system and truck traffic should be minimized.

Design Features:
Light industrial areas should be designed with large building sites, capable of accommodating large scale facilities and future expansions of those facilities. Streets should be of adequate width and construction to accommodate heavy truck traffic.

LAND USE: MANUFACTURING

Manufacturing areas are intended to accommodate large scale businesses that produce finished products from raw materials. Uses in these areas may include products manufacturing as well as any related warehousing and offices. Manufacturing areas may include facilities that involve emissions or the outdoor storage of materials and finished products. These two factors are the primary distinction between manufacturing areas and light industrial areas.

Relationship:
Manufacturing areas should include strong street connections to light industrial and business development areas. These uses may be used to buffer manufacturing facilities from other land uses. Manufacturing areas should not be located in close proximity to residential or commercial areas. However, access to parks and open space may be provided in and around these areas.

Infrastructure:
These areas should be provided with a complete range of infrastructure and utility services. Most significant is the need to provide convenient, quality truck access to these areas. This truck access should take place on routes which avoid residential land uses and community facilities such as churches and schools. The provision of ample water, electricity and natural gas is also important to ensure the vitality of these manufacturing areas. The size of properties in these areas should be such that drainage may be accommodated in a coordinated system or provided on each individual property. In all cases, the use of coordinated drainage systems is preferred. Street systems should include street trees and curbs. Trail systems intended for the use of area employees and the community as a whole may be substituted for sidewalks in these areas. Conflicts between any sidewalk or trail system and truck traffic should be minimized.

Design Features:
Manufacturing areas should be designed with large building sites, capable of accommodating large scale facilities and future expansions of those facilities. Streets should be of adequate width and construction to accommodate heavy truck traffic. The buffering of facilities in manufacturing areas from other uses is significant to ensure the continued vitality of the area.

LAND USE: MULTI-FAMILY RESIDENTIAL
Multi-family residential areas are those which are dominated by multi-unit residential complexes and structures. These multi-dwelling unit structures may include apartment complexes, condominiums, patio homes, duplexes, single-family attached homes, and other forms of multi-family residences. This may include both owner-occupied and renter-occupied facilities. Some multi-family residential areas may include community centers, day care centers, laundry facilities, convenience stores, and other uses focused on providing goods and services to residents of an individual development. Other uses that may be appropriate in multi-family areas include assisted living facilities, nursing homes, and group homes. Some single family residences may also be incorporated into these areas. Multifamily residential areas are intended to provide high-density residential options located in close proximity to appropriate goods and services, transportation routes, and parks and open spaces.

Relationships:
Multi-family residential areas are intended as transitional areas between activity centers and lower-density residential areas. As such, they should have strong street and pedestrian connections to these types of adjacent land uses. Multi-family residential areas are encouraged to be incorporated into surrounding street systems and land use patterns, rather than existing as isolated developments relying primarily on internal streets. Multi-family residential developments should be provided with convenient pedestrian access to neighborhood and community activity centers and to parks and open spaces. These areas should also include strong connections to the Greenways Trail system.

Infrastructure:
These areas should be provided with a complete range of infrastructure and utility services. Street systems should include curbs, street trees, sidewalks, and pedestrian scale lighting. The street systems of these developments should be integrated with, and form a transition between adjacent lower-density residential and commercial land uses. These streets should be designed to accommodate the high volume of traffic associated with these uses.

Design Features:
Multi-family residential developments should be designed to be consistent functionally and architecturally with adjacent land uses. Most frequently, these adjacent uses will include activity center and lower-density residential uses. Multi-family structures should be located along public streets integrated with the street system of the area. Multi-family complexes should also be integrated into the community. The trash areas and gathering spaces of these types of uses should be buffered from view of lower-density residential uses. Parking lots should include perimeter and interior landscaping to lessen the impact on adjacent uses.

LAND USE: MANUFACTURED HOME COMMUNITY
Manufactured home communities are intended to provide an appropriate setting for leased-lot neighborhoods of manufactured housing. Uses in these areas may include mobile homes and all types of manufactured homes. Other uses may include community centers, day care centers, laundry facilities, convenience stores, and other uses focused on providing goods and services to residents of the manufactured home community. To the greatest extent possible, these types of development should be integrated functionally and architecturally into the community.

Relationships:
Manufactured home communities should be located near other high and medium density residential areas and near community and neighborhood activity centers. These areas should have strong street and pedestrian connections to nearby activity centers. Strong linkages to parks and open spaces should also be present, and connections to the Greenways Trail are strongly encouraged. These types of uses should be protected from incompatible uses, such as regional activity centers and industrial facilities.

Infrastructure:
These areas should be provided with a complete range of infrastructure and utility services. Street systems should include curbs, street trees, sidewalks, and pedestrian scale lighting. Street systems should provide connections to adjacent neighborhoods and activity centers, and provide a clear hierarchy of local and non-local streets with design standards consistent with their intended functions. Traffic calming designs may be used on local streets to maintain low vehicle speeds and pedestrian safety and comfort. On-street parking is encouraged in this area.

Design Features:
Manufactured home communities should be designed to be consistent architecturally and functionally with other local neighborhoods.

LAND USE: SMALL-LOT SUBURBAN RESIDENTIAL
Small-lot suburban residential areas are intended to include primarily single family detached residences. Other uses in small-lot suburban neighborhoods may include neighborhood and community parks and neighborhood-scale churches and schools. These neighborhoods are distinguished from large-lot suburban residential areas by lot size, setbacks, density, and possibly home size. A diversity of home sizes and designs is encouraged in these areas. Also encouraged is the occasional incorporation of accessory residences. In all cases, the design features of each home should provide materials, a scale, and other design elements that promote consistency in the neighborhood.

Relationships:
Small-lot suburban residential neighborhoods should be located within adequate proximity of neighborhood activity centers and other locations where residents can obtain convenience goods. Access to nearby churches, schools, and parks and open space is also important. Access to these other land uses should be to provide for both vehicle and pedestrians. These types of developments should have street systems which connect them to adjacent residential areas, institutional centers, and commercial developments. These types of neighborhoods should be protected from incompatible

industrial developments and regional activity centers.

Infrastructure:
These neighborhoods should be served by a complete range of infrastructure and utility services. In existing suburban residential areas, infrastructure improvements should focus on maintaining and expanding street and pedestrian connections between developments and with schools, churches, and commercial areas. Also significant in existing suburban neighborhoods is the identification and maintenance of a hierarchy of street systems that promotes through traffic on collector streets and reduces speeds on local streets. In newly developing small-lot suburban neighborhoods the provision of a clear and functional hierarchy of streets, a coordinated drainage system, and vehicle and pedestrian connections to other development should be prioritized. These neighborhoods should include curbs and gutters, enclosed drainage systems, street trees, and pedestrian-scale street lighting. All new streets should be clearly classified at the time any new development is approved. Local streets should be designed to slow traffic and include on-street parking, narrow widths, and other “traffic calming” designs. Collector streets should be clearly identified and be designed with minimal traffic control devices.

Design Features:
These neighborhoods should include moderately sized setbacks and lot areas. While homes may be setback from the street, individual home designs should include front porches and garages set behind the living area of the home. A variety of compatible housing types and styles should be included in each neighborhood. The use of cul-de-sacs should be limited to instances where through streets are not possible because of existing adjacent development or natural features.

LAND USE: LARGE-LOT SUBURBAN RESIDENTIAL
Large-lot suburban residential areas are intended to include primarily single family detached residences. Other uses in large-lot suburban neighborhoods may include neighborhood and community parks and neighborhood-scale churches and schools. These neighborhoods are distinguished from small-lot suburban residential areas by their comparatively larger lot size and setbacks and lower density .A diversity of home sizes and designs is encouraged in these areas. Also encouraged is the occasional

incorporation of accessory residences. In all cases, the design features of each home should provide materials, a scale, and other design elements that promote consistency in the neighborhood.

Relationships:
Large-lot suburban residential neighborhoods should be located in primarily residential areas, within reasonable proximity of neighborhood activity centers and other locations where residents can obtain convenience goods. Access to nearby churches and schools is also encouraged. Access to these other land uses should be provided for both vehicles and pedestrians. These types of developments should have street systems which connect them to adjacent residential areas, as well as any nearby institutional centers or commercial developments. These types of neighborhoods should be protected from incompatible industrial developments, regional activity centers, and high-density residential developments (such as multi-family and manufactured home community neighborhoods).

Infrastructure:
These neighborhoods should be served by a complete range of infrastructure and utility services. In existing suburban residential areas, infrastructure improvements should focus on maintaining and expanding street and pedestrian access to schools, churches, and commercial areas. Also significant in existing suburban neighborhoods is the identification and maintenance of a hierarchy of street systems that promotes through traffic on collector streets and reduces speeds on local streets. In newly developing large-lot suburban neighborhoods the provision of a clear and functional hierarchy of streets, a coordinated drainage system, and vehicle and pedestrian connections to other development should be prioritized. These neighborhoods should include curbs and gutters, enclosed drainage systems, street trees, and pedestrian-scale street lighting. All new streets should be clearly classified at the time any new development is approved. Local streets should be designed to slow traffic and include on-street parking, narrow widths, and other “traffic calming” designs. Collector streets should be clearly identified and be designed with minimal traffic control devices.

Design Features:
These neighborhoods should include generous setbacks and lot areas. While homes may be setback from the street, individual home designs should include front porches and garages set behind the living area of the home. A variety of compatible housing types and styles should be included in each neighborhood. Widths for local streets in these areas should be relatively narrow, with limited on-street parking. The use of cul-de-sacs is strongly discouraged.

LAND USE: RURAL RESIDENTIAL
Rural residential areas are intended to include only single family homes. Accessory residences maybe incorporated into these areas so long as adequate off-street parking and compatibility with the scale, function, and design of the areas can be ensured. Rural residential areas are generally located outside of the Franklin City limits and are primarily those areas where development history, economic, natural features, or other factors make home development preferable to agricultural uses. Rural residential areas are intended to include both large lot developments and conservation subdivisions, where lots are clustered to preserve large areas of natural amenities or farmland.

Relationships:
Rural residences are generally located outside of city limits in primarily agricultural areas. These residences should be adequately buffered from any agricultural uses to ensure the comfort of the residents and the continued viability of the farm operations. These types of development may also be located in proximity to open spaces created by significant natural features. Connections with other land uses are made primarily by vehicle travel along the county road system outside of the City. Residents of these developments generally will need to travel into the City of Franklin for convenience goods and for church and school activities. The extension of the Greenways Trail system beyond the Franklin City limits may provide these rural residential developments with bicycle or pedestrian access to other rural residential development and other land uses.

Infrastructure:
These areas are provided with minimal infrastructure. Access to the development is provided on existing county roads. Interior street systems may include street trees, curbs, and street lighting,

but these features are not required. Sidewalks are strongly encouraged, but also not required. Generally, these areas are served by individual wells and individual septic systems. In the case of conservation subdivisions, where lots are clustered, a development-wide natural waste water treatment system may be considered.

Design Features:
Rural residential developments should be designed to be compatible with their natural or agricultural surroundings. This may be accomplished through the use of large lots, or the clustering of smaller lots. Where lots are clustered, large-scale open spaces or agricultural areas must be provided. Street systems in these developments may make use of open road-side swales for drainage, and should be carefully designed to preserve natural drainage patterns, natural assets, and topography. Street systems in these developments should include a distinguishable hierarchy of streets. They should also include some stub streets for future connections to new development that may occur.

LAND USE: AGRICULTURAL
Agriculture areas are generally located outside the current City limits in Franklin's extended zoning jurisdiction. Existing agriculture areas within the city limits are prime locations for new development, consistent with the future land use plan map. Agricultural areas are intended to include traditional farming uses, in addition to agricultural products storage and distribution facilities (such as commercial grain elevators), stables, natural preserves, agricultural research facilities, and other animal husbandry and food production related activities.

Relationships:
Agriculture is a distinguishable and unique land use that is integral to the character and function of the City. Agricultural open spaces should be conserved where appropriate to maintain an overall compact form to the City. When this is done, agriculture will geographically define the edges of the Franklin community.

Infrastructure:
Agricultural areas are provided with minimal infrastructure

and utility services. Any development must be capable of being adequately served by individual well and septic systems. Existing county roads provide the only public street system.

Design Features:

Agricultural areas should include design features that both maximize the viability of existing farm operations and recognize the possibilities for future expansion of the City of Franklin.

ECONOMIC DEVELOPMENT

7

CHAPTER 7

KEY POINTS

- The city is shrugging off effects from the recession and there are re-emerging signs of growth, especially an interest in commercial space downtown.
- The city's economic future – as it pertains to industrial growth – is focused on the east side, particularly near the I-65 interchange.

CONTEXT: CHANGES SINCE THE 2002 PLAN

When Franklin completed its previous comprehensive plan in 2002, the economic outlook in the state and nation were largely positive. The city was still benefiting from the housing market boom and high home values.

The 2002 comprehensive plan did not include a specific chapter focused on economic development. Instead, the plan embraced a guiding principle of "economic balance" to establish a diversity of taxpayers and land uses in the community, including a diverse mix of housing types, employers, stores and restaurants. The plan sought higher-paying jobs, increased industrial development, quality new development and quality of life enhancements.

Franklin has added new economic development resources since the previous plan- Discover Downtown Franklin and the Franklin Development Corporation. The city recently added a Community Development Department to direct economic growth.

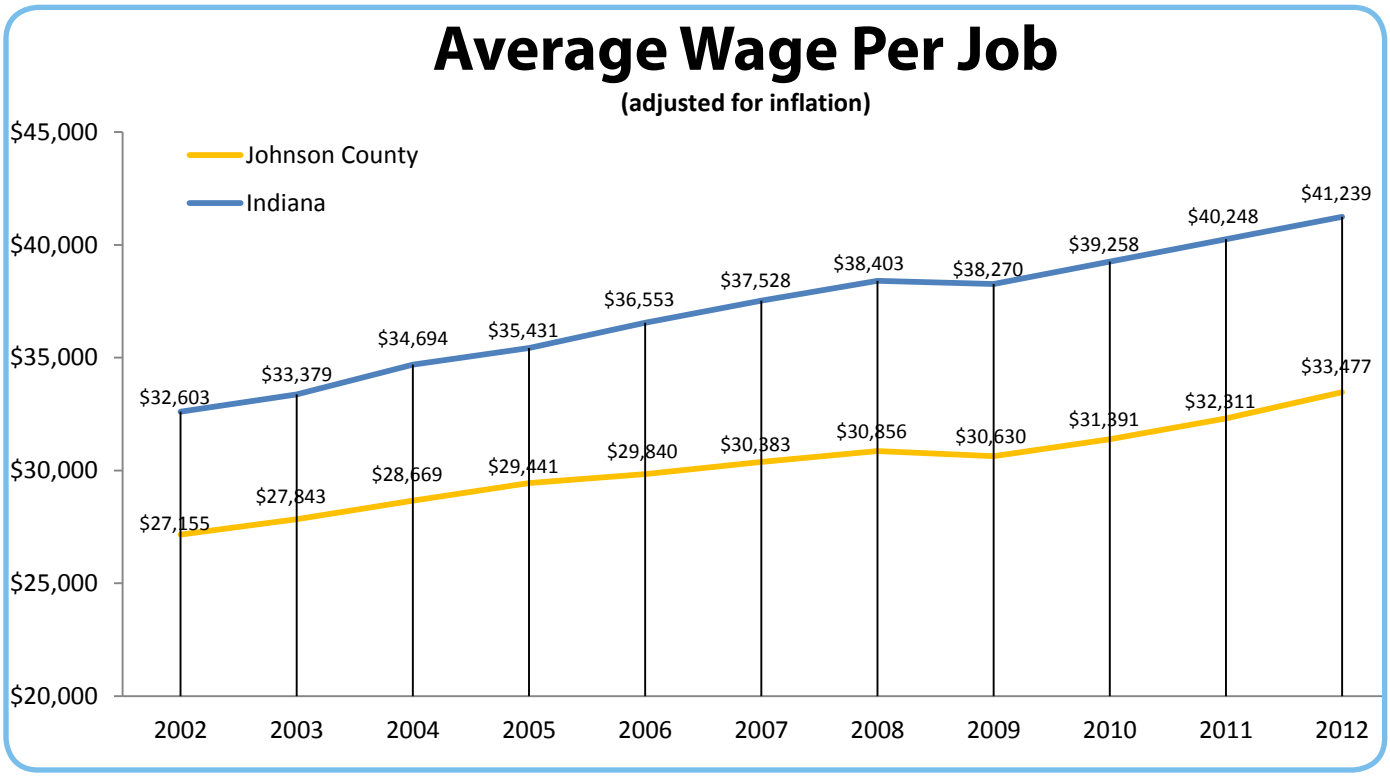
Law offices and small shops at Monroe & Water Streets. Nearby is a two-story building planned for mixed-use development.

TRENDS: KEY FACTS TODAY

Employment and Earnings

- Unemployment in Johnson County is improving from a record high of 8.8 percent in 2009. The most recent estimates from the Indiana Business Research Center put the current rate at about 7.2 percent. Comparatively, the rate was only 3.4 percent in 2007.

- In Johnson County, the average wage per job has been steadily rising. Since 2002, Johnson County wages increased by 18%, while the state rose 20 percent by 2012. The wage gap between Johnson County workers and Indiana as a whole was close to $8,000 in 2012.



Workforce

- Franklin has about the same percent of high school graduates as the state (88 percent vs. 87 percent) and adults with a bachelor's degree or higher (21 percent vs. 22 percent).
- Projections indicate the county's labor force will continue to grow over the next 30 years. Franklin's labor force is 11,250, which accounts for roughly 15 percent of the county's labor force, according to American Community Survey 2009-2011 estimates.
- About 25 percent of all employees in Franklin work in education, health and social assistance. About 18 percent work in manufacturing.

Commuting

- Nearly three times as many people commute out of Johnson County for their job (33,791) as commute in (11,868).

Economic Diversity

- Compared to other small cities, Franklin's economy is fairly diverse, as measured by the gross assessed value of all its property. Residential development comprises 64 percent of gross assessed value, commercial 19 percent and industrial 17 percent. For a local comparison, Bargersville homeowners carry 84 percent of the property tax burden.

Future Industrial Growth

- Most of Johnson County's available industrial sites are in Franklin, including the county's two shovel-ready sites: Franklin Business Park and Franklin Tech Park.

- Franklin has several business and industrial parks with available space for development:
  - Franklin Business Park
  - Franklin Tech Park
  - Franklin Eastside Business Park

Rendering of the Shell Building Project in the Franklin Business Park.

A mix of established older businesses and new enterprises make for a vibrant downtown.

INNKEEPER'S TAX

Many residents said that Franklin, and Johnson County as a whole, needs to promote the community as a great place to live, work and visit.

All of the counties surrounding Indianapolis, except Johnson County, have a Convention and Visitors Bureau (CVB). Neighboring Morgan County recently added a CVB. Statewide, 81 of Indiana's 92 counties has a bureau.

Sixty-eight of Indiana's local visitor bureaus are funded by a county wide innkeeper's tax, which adds up to 5 percent to bills for such things as hotels, motels, bed and breakfast establishments, vacation homes or resorts.

The majority of Indiana's convention and visitors bureaus are organized under what is known as the Indiana Uniform Innkeepers Tax, or Indiana Code 6-9-18.

A local tourism authority oversees the money, which is used for tourism development and promotions. Without funding for these promotions, Franklin and Johnson County are at a severe disadvantage when attempting to attract tourism dollars. Recommendations on implementing an Innkeeper's Tax are included in Chapter 13 Implementation.

For more info see:
Association of Indiana Convention and Visitor's Bureaus
www.aicvb.org

Indiana Department of Revenue Innkeeper's Tax Rates
www.in.gov/dor/3469.htm

ECONOMIC DEVELOPMENT GOALS & OBJECTIVES

Note: Franklin's two main economic engines are the downtown and its employer parks, particularly the potential for new employers around the I-65 interchange. Both of those areas are addressed separately in Chapter 12- Critical Sub Areas.

Also, the city's economy is tied closely to Johnson County's, and both entities are represented by the Johnson County Development Corporation (JCDC). For that reason, strengthening the JCDC will result in a stronger Franklin. For example, the JCDC currently doesn't have the budget for international business recruitment, even though there are approximately 20 international companies in or around Franklin.

ECONOMIC DEVELOPMENT GOAL 1: Local leaders– especially the mayor – must engage in dynamic, aggressive business recruitment in partnership with the JCDC because economic development is no longer just the province of specialized staff.

Objective: Accompany JCDC representatives on annual or semi-annual business recruitment trips to Asia and Europe. This will require working with the corporation to raise resources for the trip.

ECONOMIC DEVELOPMENT GOAL 2: Take advantage of lost opportunities to capture more of Indiana's multi-billion-dollar tourism industry.

Objective: Endorse county-wide efforts to institute an innkeeper's tax for tourism development and promotions.

ECONOMIC DEVELOPMENT GOAL 3: Begin budgeting now for investment in industrial growth areas, such as the land east of I-65 interchange.

Objective: Working with the JCDC, use a capital investment plan to plot out funding and time lines for infrastructure improvements to growth areas.

Objective: Designate and support "Preferred Growth Areas" in the comprehensive plan. This would require the city to implement a type of growth management, to be considered as part of re-zonings (consider as an aspect of the State Law Zoning Change Criteria) and plat/plan approvals (enable this in the subdivision ordinance).

Objective: Develop a scorecard for the plan commission to use when evaluating proposed development for growth, including the availability and level of services.

ECONOMIC DEVELOPMENT GOAL 4: Avoid undesirable or incongruous land uses, as can be found around the current I-65 interchange.

Objective: Use the future land use map, zoning map and zoning ordinance to clarify and strictly guide types of development in key opportunity areas.

Objective: Consider planned unit development (PUD) designations as one way to ensure quality development that will support new basic employers. For this to work, the city must first amend the zoning ordinance to create some basic minimum standards for PUDs (i.e. minimum parcel size, required open space, etc.) as recommended in the Implementation chapter of the plan.

FRANKLIN COLLEGE

History

Franklin College is one of the city's main economic engines, and offers cultural amenities that few small cities can match. Founded in 1834, Franklin College is a residential four-year undergraduate liberal arts institution. Nearly 200 years later, the college has approximately 1,000 students with 28 different majors, 36 minors and eight pre-professional programs. The college and the city continue to strengthen their partnership, including the new Arts Cafe in city hall.

Economic Impacts of Franklin College

Although the college does not pay property tax, it provides many economic benefits to Franklin. According to a 2006 study conducted by the school, these benefits include:

Jobs

A total of 227 full-time faculty and staff members. Most of the income of these employees after taxes went to the local economy.

Spending

Franklin College accounts for more than $1 of every $12 spent in the city.

Net Impact

The college contributed 8.3 percent of city revenues and accounted for 6.5 percent of city expenses - a net benefit of 1.8 percent.

Looking Ahead

The college teamed with the Franklin Community School Corporation, Franklin city government and Johnson Memorial Hospital to explore creating a sports corporation. The organization would market the city and its facilities to host youth sports events, such as basketball tournaments or regional swimming meets.

Franklin College has 227 full-time employees.

HOUSING

8

CHAPTER 8

KEY POINTS

- Residential construction in Franklin may not soon regain the heights reached during the peak of the housing boom, but steady growth suggests the market is more robust than many other Indiana communities. Changes made to zoning and subdivision regulations have put the city in a good position to manage future development.
- New home construction should not be the community's only focus. Restoration of historical core neighborhoods is key to improving Franklin's image and quality of life.

CONTEXT: CHANGES SINCE THE 2002 PLAN

Concern about how to manage the explosion of subdivisions around the city was the main reason Franklin updated its comprehensive plan more than 10 years ago. Updates of subdivision codes, zoning maps and other planning tools were made as a result of that growth.

But things have changed. The dynamic wave of new housing that Franklin experienced was derailed by the national recession starting in 2007. Consumer interest in new growth is slowly returning, but is unlikely to reach its former heights anytime soon, according to local real estate agents.

As they take a breather from the overheated market, local leaders have had time to reconsider the future of housing in Franklin. Acknowledging the many acres of platted yet unbuilt homes, they have turned their attention to existing neighborhoods.

While some streets are lined with well-kept houses, others have an uneven mix of maintained and neglected properties. This imbalance can even be seen on Jefferson Street, one of the city's key thoroughfares.

Franklin has attractive, upscale subdivisions, but most are partitioned off from the larger community. Its older stock of historic homes, however, are out for all to see.

This restored home is in an area devastated by the 2008 flood. The raised foundation will help reduce the potential of damage in another flood event.

For these reasons restoration of the city's existing, core neighborhoods was identified as a key priority of this plan.

For revitalization to be effective, the city must provide firm incentives and unbending code enforcement. Detailed explanations about balancing these two tools can be found in the Neighborhood Revitalization section of the Critical Sub Area Chapter.

Historic home in good condition showcase Franklin as a desireable place to live.

TRENDS: KEY FACTS TODAY

Population & Housing Stock

- Johnson County's population is projected to grow by 46 percent between 2010 and 2050, far outpacing the state's 15 percent projected increase. Between 2000 and 2011, Franklin's population grew by 20 percent.

- Franklin's total housing stock grew by nearly 16 percent between 2000 and 2011, compared to statewide growth of 10 percent.

Rental Units

- Franklin has a high percentage of rental units. About 57 percent of Franklin's housing units are owner-occupied and 34 percent renter-occupied.

Franklin Housing Characteristics

Characteristic	Number	%	% in Indiana
Occupied housing units	8,011	90.8%	88.3%
Owner-occupied housing units	5,041	57.1%	62.2%
Renter-occupied housing units	2,970	33.7%	26.1%
Vacant housing units	813	9.2%	11.7%
Homeowner vacancy rate	-	2.0%	2.4%
Rental vacancy rate	-	3.4%	9.2%

Source: U.S. Census Bureau 2009-2011 American Community Survey

- Rental housing has grown at a much faster pace in Franklin in the past decade than at the state level, increasing by nearly 28 percent compared to statewide growth of only about 10 percent.

- However, Franklin's 3 percent rental vacancy rate is 6 percent lower than the state average, indicative of a possible shortage of rental units. Realtors confirm that rental properties are more in demand than they were a decade ago. Many rental units need repairs, which can be spurred by enforcement of mimimum housing standards.

Rental housing in Franklin grew 28 percent in the last 10 years.

Age & Value of Homes

- Franklin has a high percentage of newer homes. Almost half of Franklin's homes were built since 1990, compared to only about one-third of all homes in the state.
- From 1990 to 2000, Franklin's median home value climbed 42 percent, surpassing the state median by a substantial margin.
- However, Franklin's median home value declined much more rapidly than the state average since 2000; 16 percent compared to the state's 3 percent.
- Franklin has more homes valued between $50,000 and $150,000 than the state average, but fewer high-end homes.
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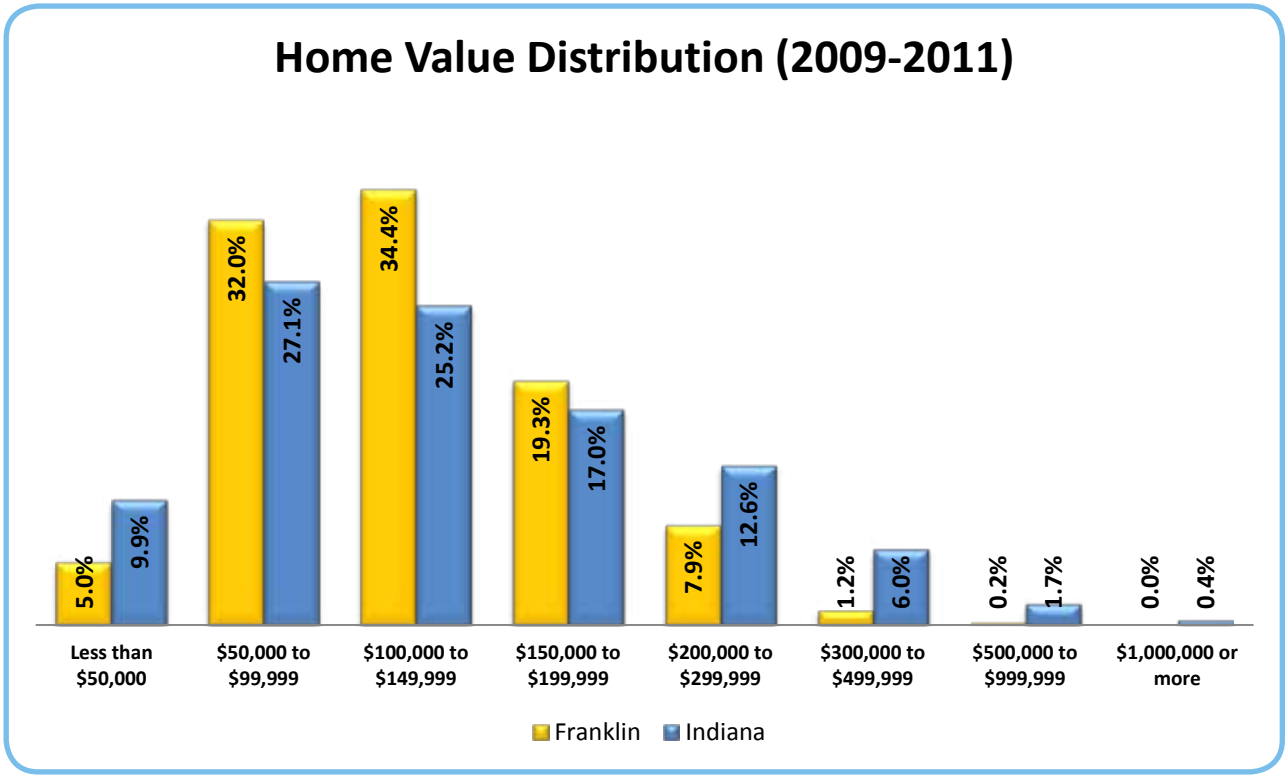


Source: U.S. Census Bureau 2009-2011 American Community Survey

Bank Sales & Foreclosures

- In January of 2013, most of the homes for sale were in the $100,000 to $150,000 price range. This matches up with the spread of home values discussed previously. In this same time period there were 25 homes for sale above $200,000.
- There were 84 bank-owned properties for sale in Franklin (RealtyTrac). Local real estate agents said repossessions have had a negative effect on property values in neighborhoods.

Properties for Sale by Price (January, 2013)								
	<$25k	$25k-$50k	$50-$75k	$75k-$100k	$100k-$150k	$150k-$200k	>200k	Total
Condo/ Townhome/ Row Home	**0**	**0**	**0**	**2**	**2**	**2**	**0**	**6**
Single-family Home	**0**	**7**	**9**	**34**	**56**	**19**	**25**	**150**
Manufactured/ Mobile Home	**0**	**1**	**0**	**0**	**0**	**0**	**0**	**1**
Lots/ Land Residential	**5**	**34**	**2**	**2**	**2**	**4**	**5**	**54**

Source: Realtor.com, January 8, 2013

Median home values have risen by about $18,000 since 1990.

Market Projections

- The median sales price of homes increased from $116,500 in November 2011 to $123,000 a year later – more than 5 percent.
- Most properties for sale during the formation of this plan were single-family homes priced at $100,000 and higher. A decade ago many of the homes for sale in Franklin were new and never-lived-in, but resale now accounts for much of the supply.
- There are signs of recovery in Franklin. By December 2012, 47 building permits were issued – which is nearly double the permits issued in 2009.
- Realtors are seeing new homes – many of them executive housing – being built outside city limits on lots of 3-5 acres.

DOWNTOWN HOUSING

Franklin's ongoing investments in downtown could result in new housing opportunities, particularly for the young adults who local leaders want to attract.

Across the country, people are embracing urban living, particularly in places where they can live, work and shop all within a few city blocks. Even mid-sized cities are beginning to experience an expansion in downtown living, and central-city residents are somewhat younger than those living outside the center of town, according to the U.S. Census Bureau.

How does a city help speed this trend along? From a planning perspective, key elements are in-fill and mixed-use development. In-fill development emphasizes the sandwiching of new housing and businesses into neglected downtown spaces, instead of flinging them ever further out of town.

Mixed use developments contain more than one type of use, such as residential, commercial and industrial in the same site. Downtown, a typical mixed-use project often consists of ground floor retail with either housing or office space above. Mixed-use projects are beneficial because they can:

- Increase the viability of local shops and offer convenience to residents.
- Promote pedestrian and bicycle travel.
- Increase the area available for residential development and provide more housing opportunities and choices.
- Enhances an area's unique identity and development potential.

Second floor apartments over downtown businesses are an example of a mixed-use development.

Housing Alternatives

- Detached, single-family housing comprise nearly 68 percent of the city's total housing stock, compared to 73 percent of the statewide average, according to the 2009-2011 American Community Survey.

Subsidized Housing

The table below lists the project-based Section 8 housing developments in Johnson County. There are 526 units total.

List of Johnson County Section 8 Housing		
Development	**Address**	**Total Units**
Johnson County Group Home	699 N. Graham St.	6
Northwood Apartments	2018 Cedar Lane	100
Franklin Cove	2015 Franklin Cove Ct.	108
Cambridge Square	1160 Southbridge Dr.	186
Village Towers Apartments	278 Village Lane	68
Yorktowne Farms Apartments	1570 Countryside Dr.	58
Source: Indiana Housing and Community Development Authority		

Traditional bungalows can be found throughout Franklin's core neighborhoods.

Local Housing Organizations

- Community Housing Development Organizations (CHDOs) assist communities and regions with housing development. Franklin – and other Johnson County communities – is currently served by Human Services, Inc., a Columbus-based organization.

Real Estate Agents' Perspectives

- SDG interviewed local real estate agents about the housing market. Their observations included:
  - Rentals are in demand, but the quality of rentals is not great.
  - Much of the new executive housing is being built outside city limits on 3-5 acres.
  - Anticipated future growth areas:
    - Resale – no new subdivisions
    - Infill
    - More downtown development

EXECUTIVE HOUSING

Statistics show that, relatively speaking, Franklin has a shortage of upper-end homes. Only about 1 percent of the homes are priced $300,000-$499,999, according to the U.S. Census Bureau's American Community Survey 2009-2011. Statewide, the average is 6 percent.

There are very few homes available locally over $500,000. Before launching on a campaign to attract more expensive homes, however, community leaders should consider a few key points:

- Whether a city does – or doesn't – have upper-end housing is primarily a decision of the free market. Changing the market will require tinkering with the economics that developers consider when choosing where to build.
- New residential units don't necessarily pay for themselves in terms of their impact on a community. In other words, they can consume more services – new roads, school classroom space, emergency services, etc. – then they provide in taxes.
- The tipping point – how much a new house must cost to actually provide tax benefits to the entire community – differs in every city, but should be determined before starting any marketing effort.
- Communities have experimented with trying to "require" expensive homes in specified areas, such as mandating the amount of brick surfacing or minimum square footage. These efforts frequently create a backlash among developers and community groups advocating affordable housing.

Executive housing usually goes hand-in-hand with a high quality of life. Sought-after amenities can include a charming downtown, beautiful golf courses, top-ranked schools and cultural offerings.

While Franklin should open up a dialogue with developers about what they would need in order to invest in upper-end homes, they should also continue local efforts to build upon the traits that make the city a desirable place to live.

Executive housing is a term that usually refers to single family homes above $300,000 in value.

HOUSING GOALS & OBJECTIVES

Note: Recommendations from this chapter are designed to accompany additional information in the Neighborhood Revitalization section of the Critical Sub Area Chapter.

HOUSING GOAL 1: Use a data-driven approach to assessing, prioritizing and assisting neighborhoods where city-led investments can pave the way for revitalization.

Objective: Use windshield surveys, walking tours or other instruments to inventory conditions of homes in established neighborhoods. Look for areas where improvements to a few homes may "tip" the street back toward revitalization.

Objective: Utilize public-private partnerships in order to help homeowners make much needed repairs and address abandoned properties.

HOUSING GOAL 2: Take the lead in forming neighborhood associations in core areas, particularly those surrounding downtown and along major thoroughfares.

Objective: Provide technical support to help informal neighborhood groups get organized. Start by assigning city staff as the neighborhood contact and to facilitate communication between neighborhoods and city departments.

Objective: Create a listing of neighborhoods on the City of Franklin website with contact information.

Objective: Assist neighborhood associations with accessing city help to launch neighborhood revitalization (see Goal 3).

HOUSING GOAL 3: Show the city's commitment to neighborhood revitalization by creating and promoting low-cost, easy access assistance programs.

Objective: Create city staff/resident partnerships through Neighborhood Cleanup Grants. The neighborhood organizes the event and provides the volunteers; the city provides dumpsters, hazmat removal, chipper service, tire disposal and safety vests.

Objective: Create Small and Simple Grants, which provide neighborhoods with the opportunity to initiate projects that require $1,000 or less. Examples include neighborhood signs, gatherings and brochures.

Objective: Create Neighborhood Improvement Grants to pay for physical improvement projects that require $2,000 or more. These could include limestone monuments, flower boxes and playground equipment.

HOUSING GOAL 4: Determine the extent of Franklin's shortage of upper-end homes and what incentives can be offered or internal improvements made to lure the appropriate developers. This is normally a product of the free market, but if the city makes it a priority they may be able to influence growth in this area.

Objective: Create a city-driven task force to assess the current market for upper-end housing (this report contains some data). The group should include real estate agents, business executives and developers, among others.

HOUSING GOALS & OBJECTIVES

Housing Goal 5: Engage landlords to emphasize the importance of maintaining safe, livable, affordable properties for Franklin residents, particularly vulnerable ones who cannot afford other options.

Objective: Revisit existing housing standards to ensure they are updated and adequate.

Objective: Create as a priority systematic code enforcement of minimum housing standards.

Objective: Hold periodic Landlord Summits. These meetings are designed to open up communication between city officials and property owners. They can include explanation of new city regulations and demonstrations of common maintenance issues (engage a local building supply store).

Objective: If the previous steps fail to bring about improvements, consider a rental registry and/or a rental inspection system. This is not a small objective, because it will require additional staff. However, there are many benefits, such as promoting the health, safety, and welfare of the general public, preserving the existing housing supply and maintaining property values.

HOUSING GOAL 6: Encourage affordable rental housing in upper floors of downtown buildings.

Objective: Incentivize building owners to create upper units through grants or low-interest loans.

HOUSING GOAL 7: Focus on planning livable places for all ages and abilities.

Objective: Survey and take action on how well basic needs are met (affordable housing, safe neighborhoods, available social services).

Objective: Promote social and civic engagement. Make sure meaningful paid and voluntary work is available. Institute a community priority for aging issues.

Objective: Optimize physical and mental health by promoting healthy behaviors and community activities to enhance wellbeing. Assure access to preventative health services, medical, social, and palliative services.

Objective: Maximize independence for frail and disabled citizens. Provide access to transportation, support for caregivers, and other resources for aging in place.

NATURAL RESOURCES & RECREATION

9

KEY POINTS

- Future development could continue to threaten the already limited supply of ecologically significant natural features remaining in Franklin. The city must take measures to ensure that these areas are at least protected and possibly expanded.

- Development pressure will also continue to threaten prime farmlands on the urban fringe of the city. Development decisions must be made with a mind toward the preservation of the highest quality farmlands in the area. The focus should be on preserving the quality of productive land rather than the overall quantity.

- Water quantity and quality issues will become more prevalent as areas in Franklin and in northern Johnson County develop. The Youngs Creek watershed is already experiencing detrimental impacts from recent development and these impacts will continue to worsen as economic activity and community growth increases.

CONTEXT: CHANGES SINCE THE 2002 PLAN

The city has made some significant progress toward the fulfillment of many of the Natural Environment and Parks and Recreation Goals defined in the 2002 Plan. Likewise, there have been some shifts in project priorities due to unforeseen influences. Below is a summary of major developments which have occurred since the completion of the previous plan.

- The addition of Blue Heron Park and Wetlands to the parks and recreation inventory has provided additional recreational space for residents to enjoy. This project has also allowed for the protection and promotion of important wetland habitat along Youngs Creek.

- The city re-established the city tree board, which has taken an active role in ensuring the healthy development and maintenance of the urban canopy. The city's efforts resulted in the honor of being named a 'Tree City USA' in 2010. The common council also approved Ordinance No. 11-02 to protect the city's tree resources and adopted an official tree care manual.
- The city, working toward compliance with municipal separate storm sewer system mandates, developed a stormwater quality management plan. The plan included extensive public outreach efforts to teach residents the importance of water quality.
- The city passed Ordinance No. 2006-16: Construction Site and Post Construction Site Stormwater Control Ordinance. This ordinance formally defined the process for developing, executing and monitoring erosion control and stormwater quality for construction sites within the city.
- In June of 2008, large portions of south-central Indiana, including Franklin, experienced historic flooding. The flooding in Franklin submerged large portions of the city including core neighborhoods south of Youngs Creek and large portions of the central business district. Many municipal and commercial buildings were severely damaged.
- As a result of the recovery efforts after the 2008 flooding, the city began purchasing flood-damaged properties. The federal money to purchase damaged properties also severely limits future development on this land. Currently, a major portion of the purchased property is under the control of the parks and recreation department.
- In 2009, the city adopted the Franklin Gateways, Greenways, and Redevelopment Study. This study provides a long-term framework for the future development of the recreational trails system and possible scenarios for the redevelopment of the southwest quadrant of the central business district along Youngs Creek.

Improvements to aging water infrastructure will help prevent future flooding.

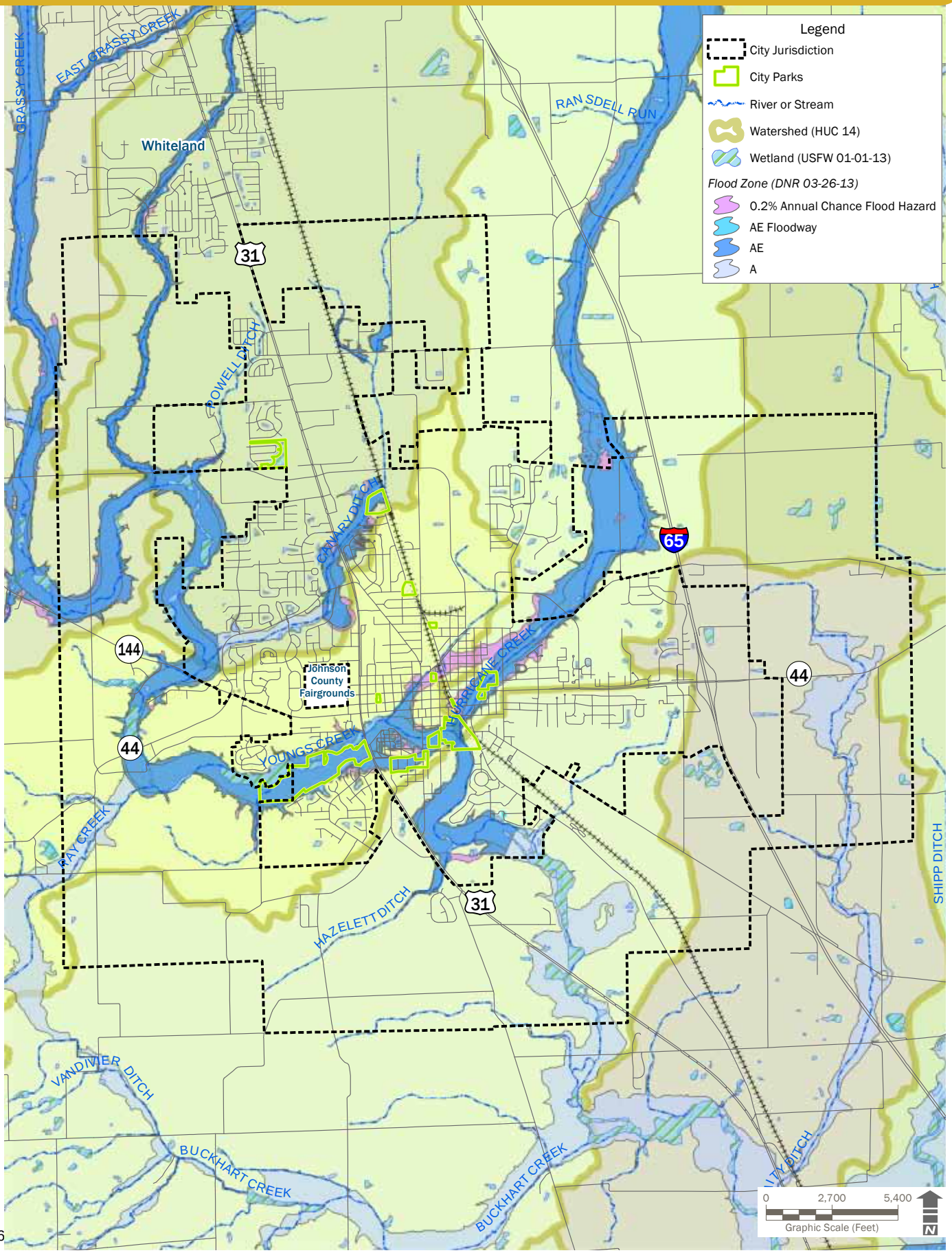
Trends: Key Facts Today

Ecology and Agriculture

- With population and development projections continuing to increase for the foreseeable future, the rural character and agricultural lands in Johnson County and Franklin will face development pressure.
- As of 2007, 68 percent of land in Johnson County was farmland, with a majority of that being crop land. Farmland acreage in general has been on the decline in Johnson County since the mid to late 1970's. Since that period, the county has seen an overall decrease of farm acreage of 8 percent. There has been a decrease in pasture lands of nearly 30 percent and an increase in cropland of 7 percent.
- Franklin is largely urban in nature but it does have significant amounts of farmland surrounding the city and within its local planning jurisdiction. The importance of this character to local residents was continually cited throughout the planning process.
- Only 3 percent of Johnson County is covered by woodlands with a majority of this land located in small, fragmented patches throughout the county. The situation in Franklin is very similar. There is a bright spot here though: woodland acreage has been on the increase in Johnson County since the early 1990s, showing a 33 percent increase between 1992 and 2007. Much of this can likely be attributed to a renewed focus on the preservation of these lands by conservation groups, parks and recreation departments and private institutions.
- Franklin has shown a renewed emphasis on preservation of ecologically significant lands. Franklin College's Hougham Woods biological field station is a 32-acre woodland in the Franklin Tech Park. In 2008, this land was given a perpetual preservation status and will be used to support the college's scientific field research efforts. Likewise, Franklin recently committed to preserving important wetland habitat along Youngs Creek with the establishment of the Blue Heron Wetlands, part of the Blue Heron Park. These wetlands provide visitors a learning opportunity with an interactive boardwalk. The park also boasts over 13 acres of native wildflower plantings.

Blue Heron Park and Wetlands is located just off of Highway 31.

Franklin Natural Resources



Water Quality and Quantity

- As larger portions of the Youngs Creek watershed become developed, the amount of impervious land will increase. This will result in an increased likelihood for major flooding on downstream portions of the watershed. Given Franklin's location along Youngs Creek, and the fact that Hurricane Creek enters Youngs Creek in downtown, the city must be prepared for more frequent and severe floods in the future.
- Increased water volumes and velocities associated with impervious surfaces also increase the potential for erosion, and the resulting increased water turbidity. Runoff from pavement also has a higher incidence of contaminants such as organic compounds, oils, fats, heavy metals and oxygenators. Ultimately, this will require Franklin to put greater efforts toward mitigating these impacts to maintain water quality standards.

Air Quality

- As of 2013, Johnson County was part of the Central Indiana air quality non-attainment area. According to the Indiana Department of Environmental Management website, this means that Johnson County has measured concentrations of one or more air pollutants which exceed the National Ambient Air Quality Standards (NAAQS).
- For Johnson County, the level of fine particulate matter exceeds the EPA Standards set in 1997 as part of the NAAQS. Fine particulate matter, in this case respirable particles or $PM_{2.5}$, comes from multiple sources but it is most commonly associated with fuel combustion activities. Since Franklin is part of an expanding urbanized area it can be expected that air quality issues will continue to become more prevalent.

Urban Canopy

- The value of trees in an urban setting goes well beyond their beauty. Trees are associated with cleaner air, reduced runoff, cooler ambient temperatures and healthier residents. Franklin has taken great steps recently to improve the overall quantity and quality of its urban forest.

Maintaining the urban tree canopy in the core of downtown enhances the quality of life for residents.

Open Space and Recreation

- As Franklin continues to grow, resources provided by parks and open space will become increasingly important to residents. Utilizing parks and open space to help overcome environmental challenges and preserve valuable natural resources will become vital in the foreseeable future.

- Franklin has developed a parks and recreation master plan. This plan defines additional long-term community goals which can complement and enhance the efforts of the parks and recreation department.

NATURE PRESERVES

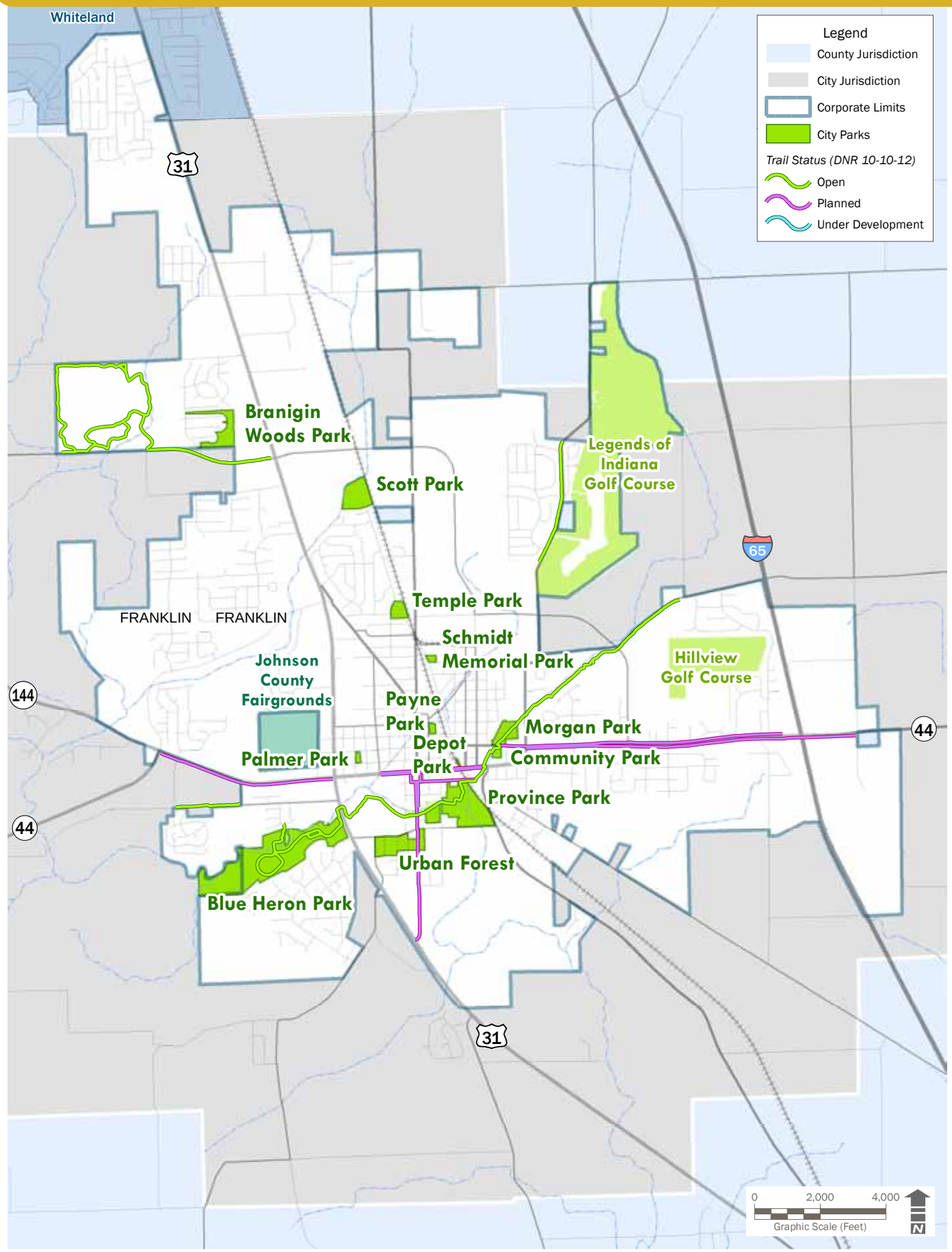
- A review of the National Wetlands Inventory did not show any classified wetlands located within the city.

- Woodland habitat is largely fragmented within the city, with most of these areas being located along the riparian corridors and within City parks.

- There is currently no Indiana Department of Natural Resources listed nature preserve within the city of Franklin or within Johnson County.

Franklin has continued to add recreation options for residents.

Current Franklin Parks and Trails System



NATURAL RESOURCES AND RECREATION GOALS & OBJECTIVES

NATURAL RESOURCES AND RECREATION GOAL 1: Inventory, manage and protect the city's natural resources to guard the environment and promote quality of life.

Objective: Conduct a formal inventory and evaluation of the quality and amount of remaining wetlands, woodlands and wildlife habitat within the city.

Objective: Using data from the evaluation, develop a preservation plan prioritized by the vulnerability of remaining parcels of woodlands and wetlands.

Objective: Develop local policies which clearly define the city's position on the value of ecologically sensitive lands.

Objective: Develop management tools to promote the restoration, preservation and addition of woodlands wetlands and native ecosystems in future development plans.

Objective: Build partnerships with local and regional conservation organizations to increase public awareness of the value of woodlands, wetlands and native habitats within Franklin.

NATURAL RESOURCES AND RECREATION GOAL 2: Identify and protect the highest quality farmland surrounding the city.

Objective: Using GIS, conduct a formal inventory and evaluation of the quality and amount of remaining prime agricultural land remaining within the city's planning jurisdiction. Agricultural land should be inventoried based on the United States Department of Agriculture Natural Resource Conservation Service's farmland classification system.

Objective: Using the GIS inventory, determine the effectiveness of current codes to protect prime farmland by annually tracking data on the rate of urbanization and the conversion of agricultural land.

Objective: Work with local farmers, landowners and cooperative extension programs to develop city growth policies which take into consideration the preservation of the most productive pieces of agricultural land.

Objective: Work with local cooperative extension programs and educational providers to develop programs and practices to build public awareness on the value of agriculture.

NATURAL RESOURCES AND RECREATION GOALS & OBJECTIVES

NATURAL RESOURCES AND RECREATION GOAL 3: Take measures toward reducing the overall deleterious impacts of urbanization on the local watershed, including specific measures to improve the community's water quality and quantity issues.

Objective: Work with the Johnson County Soil and Water Conservation District to identify measures the city can take to aid in the support of long-term goals identified in the 2003 Youngs Creek Watershed Plan.

Objective: Develop a stream bank stabilization and restoration plan for all portions of Youngs Creek and Hurricane Creek within city limits. Include recommendations for required minimum riparian buffers for all creeks and drainages within the city.

Objective: Work with other municipalities and organizations within the Youngs Creek watershed to create a cooperative task force to evaluate and address systemic water quality and erosion control issues.

Objective: Work with the Johnson County Partnership for Water Quality and other local organizations to develop aggressive public awareness programs to educate residents on water quality issues and water conservation measures.

Objective: Develop and adopt formal policies for the design and implementation of low-impact development strategies for all developments within the city. Policies should include, but not be limited to, green stormwater infrastructure, green streets and alleys and complete streets policies.

NATURAL RESOURCES AND RECREATION GOAL 4: Take specific steps toward improving the city's overall air quality, including reduction of the fine particulate pollution associated with fuel combustion.

Objective: Support the continued development of alternative forms of transportation by funding future planning for, and construction of, improvements to the local pedestrian and bicycle network.

Objective: Participate in Know-Zone action alert days by informing residents and establishing an educational campaign.

Objective: Develop Idle-Free Policies for all city fleet vehicles, including construction and maintenance equipment.

Objective: Create a task force to study and provide recommendations on specific policies the city can implement to contribute to local air quality improvements.

NATURAL RESOURCES AND RECREATION GOALS & OBJECTIVES

NATURAL RESOURCES AND RECREATION GOAL 5: Continue to take steps toward improving the overall quality and quantity of urban canopy cover within the city.

Objective: Complete a comprehensive city tree inventory which includes the species, size and condition of all trees on public property and update yearly.

Objective: Provide additional capital resources toward the completion and expansion of the urban forest project developed as part of the 2008 flood recovery program.

Objective: Allocate additional funding resources for maintenance of existing city trees and to infill tree gaps within city right of way.

Objective: Adopt stricter parking lot, commercial and industrial tree planting regulations.

NATURAL RESOURCES AND RECREATION GOAL 6: Develop policies and practices consistent with, and complementary to, the support of the Five-Year Parks and Recreation Master Plan.

Objective: Support the Franklin Five-Year Parks and Recreation Master Plan updates by amending the city's comprehensive plan to include the parks plan.

Objective: Reserve land for new parks west of U.S. 31 and north of Jefferson Street/S.R. 144.

Objective: Work with developers to include parks, open space, natural areas and trails within all new development plans.

TRANSPORTATION

10

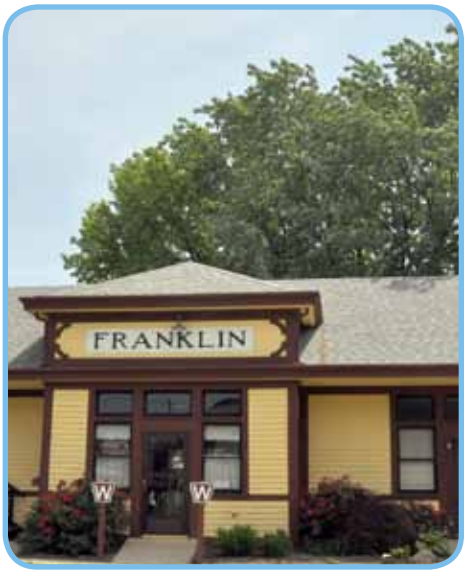
KEY POINTS

- Regional competition will continue to shape the look of Franklin's transportation infrastructure. To retain a competitive business environment, the city must ensure that it provides the most efficient and convenient transportation network possible.
- Traditional transportation infrastructure should be complemented by alternative fuel vehicles, pedestrian connectivity, bicycle improvements and universal accessibility.
- Support is growing for a regional rapid transit system in Central Indiana. While implementation is likely a long way off, Franklin must work now to ensure that regional plans include the best interests of this community.

CONTEXT: CHANGES SINCE THE 2002 PLAN

The city has made great progress toward the completion of a multi-modal transportation system including the Franklin Historic Trails system and pedestrian and parking improvements downtown. The city also completed the Franklin Gateways, Greenways and Redevelopment Study, which defines a framework for completing major connections within the trails system.

Franklin has been moderately successful in establishing a dedicated route for truck traffic through the city, which begins at S.R. 44 east of the City (S.R. 44 and Eastview Drive) and moves truck traffic along a system of recently improved roadways through the Franklin Business Park to eventually exit onto U.S. 31 at the U.S. 31/Commerce Drive intersection. With the challenging initial steps in this process completed, the city must now focus on making the truck route more widely used and efficient.



The railroad played a large part in Franklin's transportation development history.

A goal of restoring historic streets back to the original cobblestone has proven to be infeasible. As street restoration projects were completed, it became clear that outdated paving technology increased construction costs, have higher maintenance costs and decreased roadway comfort. The focus will now be on preserving the historic character rather than a literal restoration of the original paving system.

A major transportation goal of the 2002 plan - establish a direct east-west crosstown route – has not been accomplished. However, city officials realize that creating a direct route between I-65 and U.S. 31 will help improve the overall drivability of Franklin, and improve public safety services.

Traffic congestion is common along SR44/144/Jefferson Street corridor.

TRENDS: KEY FACTS TODAY

Major Corridors

- Rerouting significant portions of truck traffic will relieve major congestion problems along Jefferson Street in downtown and improve traffic flow on other local roads. It is also important to continue to work with the Indiana Department of Transportation to shift the S.R. 44 corridor onto the dedicated truck route and relinquish control of the S.R. 44/144/Jefferson Street corridor through town, allowing the city to take ownership of future improvements to a major downtown corridor.

- There is a need for a more efficient way to travel across the city between U.S. 31 and I-65. King Street is currently used by locals for this purpose, and has been discussed as a possible east-west connector after upgrades and improvements. Improvements and extension of South Street has also been considered as a possible east-west connector. This issue is an integral component of the dedicated truck route. With proper upgrades such as signage, stop controls and traffic flow improvements, these routes could also serve as the primary traffic reroute for the city's increasing downtown festival and market activities.

Community Gateways

- The character and condition of the transportation network is the most 'visible' indication people have of a community's distinctiveness and quality. Factors such as appearance, vibrancy, congestion and trade can all typically be judged from the car window. Franklin must make concerted efforts at redefining the function and character of its major community gateways, specifically along US 31 and at the I-65/S.R. 44 interchange.

- The recently completed Franklin Gateways, Greenways, and Redevelopment Study identify potential gateways. As work continues on these important community 'welcome mats,' local leaders must understand that a gateway may not necessarily be a literal 'gateway' that you pass through, but can also reflect a character indicative of the community without major capital expenditures. This topic will be covered in more detail in the Critical Sub Areas Chapter of this plan.

Community organization signs welcome visitors to Franklin entering from the west side of town.

Regional Competition

- To remain competitive in attracting residents and businesses from Greenwood, Columbus, Indianapolis and other places, the city must continually study its regional peers for indicators on how its transportation network is keeping pace with market expectations.

- Located between I-65 and U.S. 31, Franklin is well positioned to take advantage of the development of major travel corridors and regional connectivity. The challenge will be finding ways to attract traffic from these major corridors into the city, and moving traffic around efficiently once you get it here.

- While auto traffic will likely continue to be the dominant mode of transportation well into the future, emphasis must be placed on more efficient and inclusive travel options to support the development goals of the community.

- It is important for Franklin to continue to increase its presence with the Indianapolis Metropolitan Planning Organization (MPO). The MPO is responsible for regional transportation

planning and oversees allocation of federal dollars to transportation-related infrastructure improvements for the region. Recently, the city has been taking a more proactive approach in working with the MPO and becoming an integral partner in their regional transportation planning efforts. This should continue as regional competition for funding sources becomes more competitive.

Aging Infrastructure

- Transportation systems impact fiscal, economic and quality of life issues. In Indiana, transportation typically accounts for about 6 percent of state and local spending annually, according to a Purdue University study. Franklin can expect this percentage to increase due to rapidly aging infrastructure and increases in overall traffic volumes.

- Beyond direct fiscal impacts, there are also indirect costs associated with traffic congestion and air quality mitigation. The more inefficient Franklin's transportation network is, the more costly these indirect impacts will be.

- Repairing and upgrading Franklin's invisible infrastructure (below ground utilities) must be factored into the costs of transportation system improvements. Coordinating all major infrastructure improvements into a single streamlined design - including storm sewer, sanitary sewer, water service and other utility upgrades in conjunction with transportation improvements - will be cheaper than completing the projects separately and will also limit the inconvenience associated with these improvements.

Coordination of infrastructure improvements will make the most effiecient use of public resources.

TRANSPORTATION AND BUSINESS

The transportation system is the economic lifeblood of the community. An efficient transportation network can provide the following benefits:

- Improved access to markets
- Employment opportunities
- Additional investments in the local economy

Businesses looking to relocate or expand must have certainty that their business activity will not be hindered by delays due to an inefficient and congested transportation system.

According to a 2011 report published by consultants KPMG, which analyzed key business location factors, highway accessibility was cited as the top concern[1]. Similarly, highway accessibility has ranked among the top three factors cited by executives in making business location decisions since 2008.

When making important location decisions, companies also often look beyond transportation's direct impact on the bottom line to consider quality of life factors for employees. Complete transportation options such as walkability, transit availability, shared-use paths and bicycle lanes are quality of life indicators often cited by businesses when reporting on their relocation and expansion decisions.

[1] http://www.areadevelopment.com/StudiesResearchPapers/3-22-2012/KPMG-Report-cites-Area-Development-5551811.sht

Access to major transportation routes need to be balanced with human-scaled infrastructure within the city.

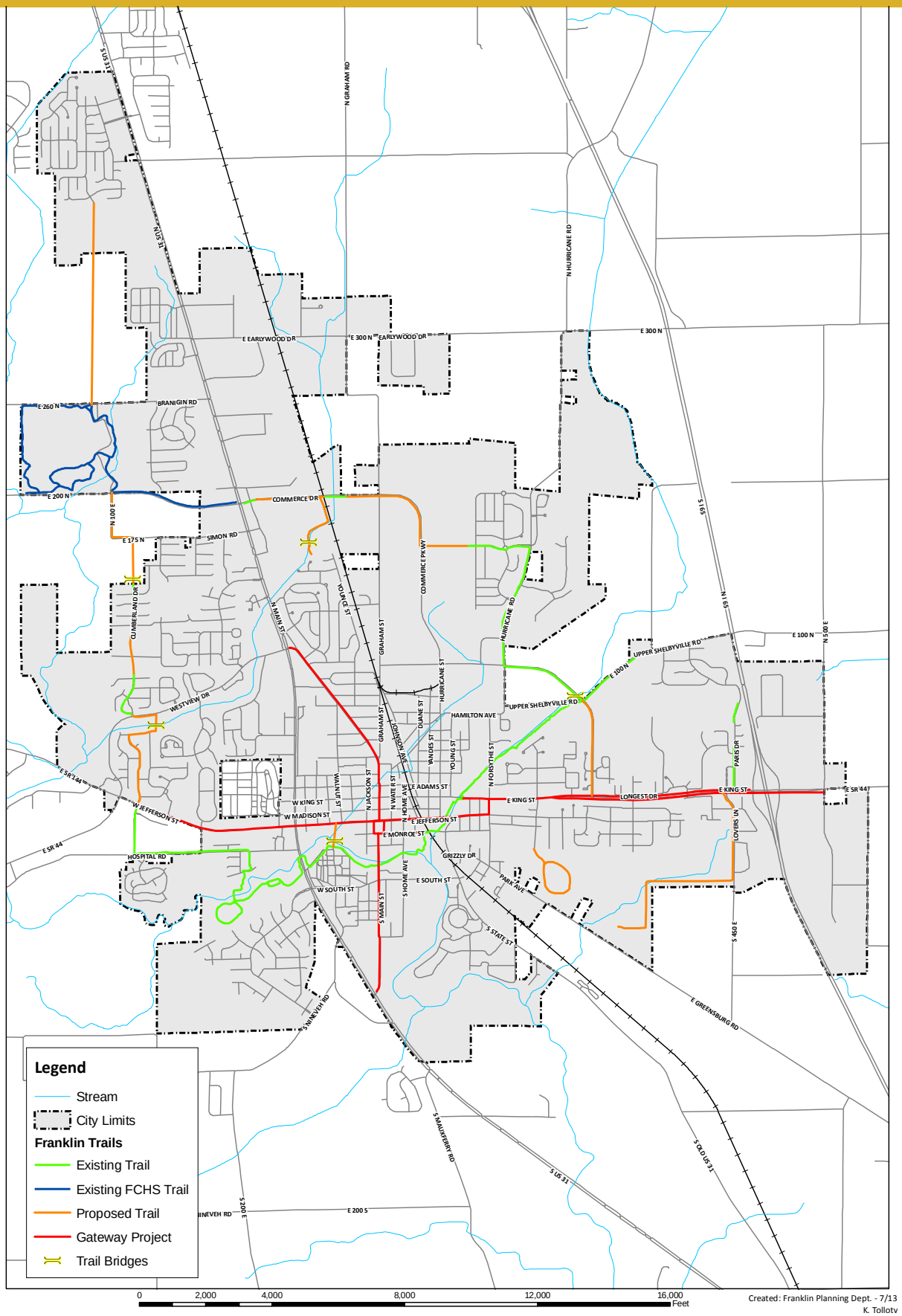
Rapid transit options could eventually re-connect Franklin with the Indianapolis Metropolitan area.

Multi-Modal System Approach

- Considering all potential users, including bicyclists and pedestrians, when designing roadways ultimately leads to a more comfortable and safer environment. There is a growing emphasis on the development of this 'complete streets' approach. While it has valid attributes, the costs of adopting this approach to roadway design must be considered.
- Franklin has been identified in the Indy Connect Plan as the southern terminus for a major regional transit system. The plan, being conducted by the Indianapolis Metropolitan Planning Organization and the Central Indiana Regional Transit Authority, focuses on regional connectivity through the development of a major system of transportation alternatives, including major rapid transit improvements. This plan can hold a lot of potential for the city moving forward, but steps must be taken to ensure that Franklin is prepared to take full advantage of the benefits if they arrive.
- The city has been working towards improvement and expansion of its sidewalk and recreational trail system. Franklin's trail system, which the parks and recreation department constructs and maintains, has been growing over the past decade and currently connects many key features within the community. The city also has plans to provide even greater connectivity through expansion of the trails system in the future. These improvements should be considered a necessary component of the overall transportation system for the city.

The Future Trails System Map at the right shows the current trails in the city and the future growth plans for Franklin's system.

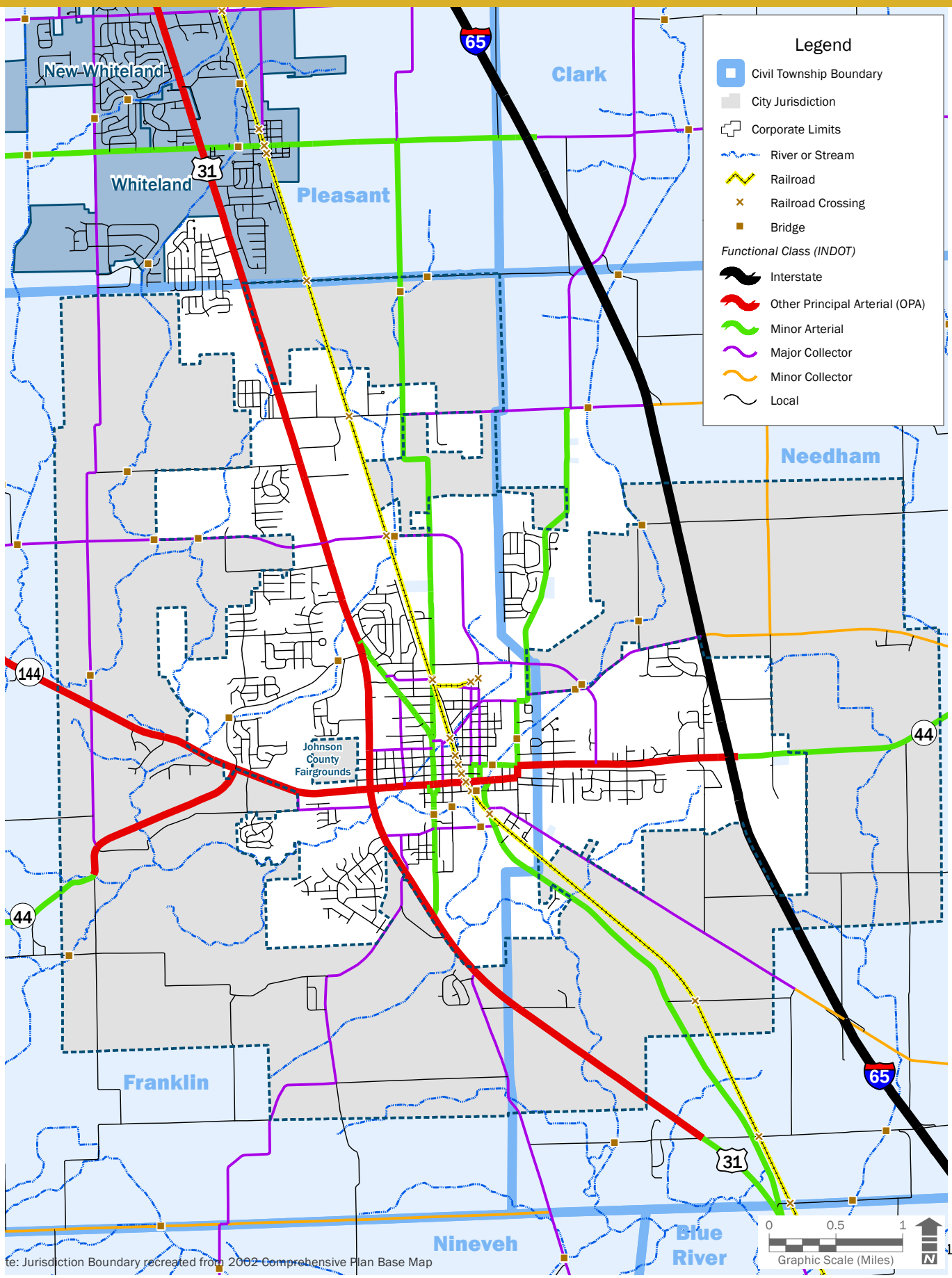
Future Trails System Map



Functional Classification Map

The Federal Highway Administration has established a functional classification system to group roads based on their intended use. Each category was based on how the road addresses both the flow of traffic and access to land. This map depicts the current functional classification for Franklin's roads.

Functional Classification Map



te: Jurisdiction Boundary recreated from 2002 Comprehensive Plan Base Map

TRANSPORTATION GOALS & OBJECTIVES

TRANSPORTATION GOAL 1: Plan for the future transportation needs of the community by adopting a predictable and measured process for identifying and completing projects.

Objective: Develop a comprehensive City of Franklin Capital Improvements Plan which identifies the short-and long-range infrastructure improvements, including inflation-adjusted project costs and dedicated funding.

Objective: Work with other city departments and private utilities to coordinate anticipated utility infrastructure upgrades with anticipated transportation improvements.

Objective: Open a dialogue with Johnson County government regarding bridge maintenance and replacement. Work with the county to coordinate the timing of major bridge rehabilitation projects with other anticipated city infrastructure improvements.

TRANSPORTATION GOAL 2: Improve the functionality and access of the transportation network by including multiple modes of transportation in future planning and construction projects.

Objective: Develop a plan for encouraging the use of alternative fuel vehicles, including dedicated parking spaces for low-emission or alternative-fuel vehicles, electric car charging stations and compressed natural gas fueling stations.

Objective: Define and adopt the city's approach toward human-scaled design provisions and/or complete streets policy in transportation improvements.

Objective: Implement a plan to improve the bicycle friendliness of Franklin streets, especially in the downtown core. Look at ways to incorporate bicycle infrastructure, including a bicycle pavilion, into plans for downtown improvements.

TRANSPORTATION GOAL 3: Protect and preserve the character of historic streets in Franklin's core neighborhoods.

Objective: Develop an inventory of historic streets in Franklin, including a system to classify them according to the current level of preservation.

Objective: Develop a guiding document which clearly defines the intended level of improvement appropriate for the inventoried streets. Use this document to clearly define the appropriate use and placement of roadway geometry, construction materials, street trees, site furnishings and pedestrian improvements in these special areas.

Objective: Focus improvement efforts on the inventoried streets toward preserving the overall character of the historic context and not specifically on complete restoration of the original appearance.

TRANSPORTATION GOALS & OBJECTIVES

TRANSPORTATION GOAL 4: Support efforts to develop a regional transit plan and take proactive steps toward the implementation of more transit-friendly design within the city.

Objective: Develop a task force to recommend supportive transportation policies and practices which are appropriate for Franklin.

Objective: Preserve and protect the existing rail corridor and potential transit center sites from incompatible development proposals.

Objective: Take an active role in the development of the Indy Connect Regional Transportation Plan and work with plan sponsors to clearly define Franklin's interests and desired outcomes in the plan.

Objective: Work with Indy-Go to develop expanded bus service options to key points within Franklin, including the central business district and Franklin College.

Objective: Work with Access Johnson County to increase local circulator bus routes to connect additional key community assets such as commercial districts, housing districts, Franklin College and the central business district.

Objective: Work with the MPO on regional and local transportation planning efforts. Continue to attend MPO meetings and ensure that Franklin's long-term transportation needs are adequately reflected in future regional transportation planning efforts.

TRANSPORTATION GOAL 5: Improve local east-west travel corridor options.

Objective: Continue to promote the use of the dedicated truck routes by working to have the route appear on more online travel information and mapping resources.

Objective: Work with the Indiana Department of Transportation to reroute SR 44/144 to the dedicated truck route and relinquish control of Jefferson Street to the city.

Objective: Make improvements to King Street and South Street to relieve congestion on Jefferson Street within the central business district.

Objective: Make improvements at SR 44 and Eastview Drive to more clearly define the beginning of the dedicated truck route. One strategy can include installation of unique signage at this intersection to create an informal gateway and decrease the comfort for large vehicles to proceed beyond this point.

TRANSPORTATION GOAL 6: Convey a positive image and defined community character for visitors to Franklin.

Objective: Focus future improvement efforts on the enhancement of the critical community gateways identified in the City of Franklin Gateways, Greenways and Redevelopment Study.

Objective: Develop a wayfinding master plan which defines a cohesive directional signage placement and appearance approach. Include the identification of specific character areas and development of specific Franklin design standards for all directional and wayfinding signage.

Objective: Complete South Main Street reconstruction efforts from the Youngs Creek Bridge south to the Main Street/U.S. 31 intersection.

TRANSPORTATION GOALS & OBJECTIVES

TRANSPORTATION GOAL 7: Promote community connectivity and health by supporting the expansion of the local trail and sidewalk network.

Objective: Provide a dedicated funding source for future trail improvements through the redevelopment commission or other viable city sources.

Objective: Complete a comprehensive Trails and Greenways Master Plan, an inventory of existing facilities and a schedule for future improvements.

Objective: Focus on closing gaps in the trail and sidewalk network and making accessibility and universal access improvements.

Objective: Consider city development standards to require 6-foot minimum sidewalk width in all new residential and commercial developments.

Objective: Work with developers to have trails included as a component of overall community development projects. Find ways to incentivize, or require, the installation of trails in all future developments.

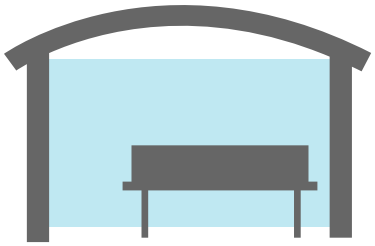
COMPLETE STREETS DESIGN

Reducing auto dependence, or the number of auto trips required to accomplish daily activities, is a key component to improving livability in Franklin. Transit availability, walkability and accessibility are important transportation factors which can help improve a person's ability to conduct daily activities exclusive of the need to drive.

Recently, increasing fuel costs, have made the availability of alternative forms of transportation a more pressing local concern. Every dollar that a family in Franklin does not spend on transportation is a dollar they can use elsewhere to help improve their overall lifestyle.

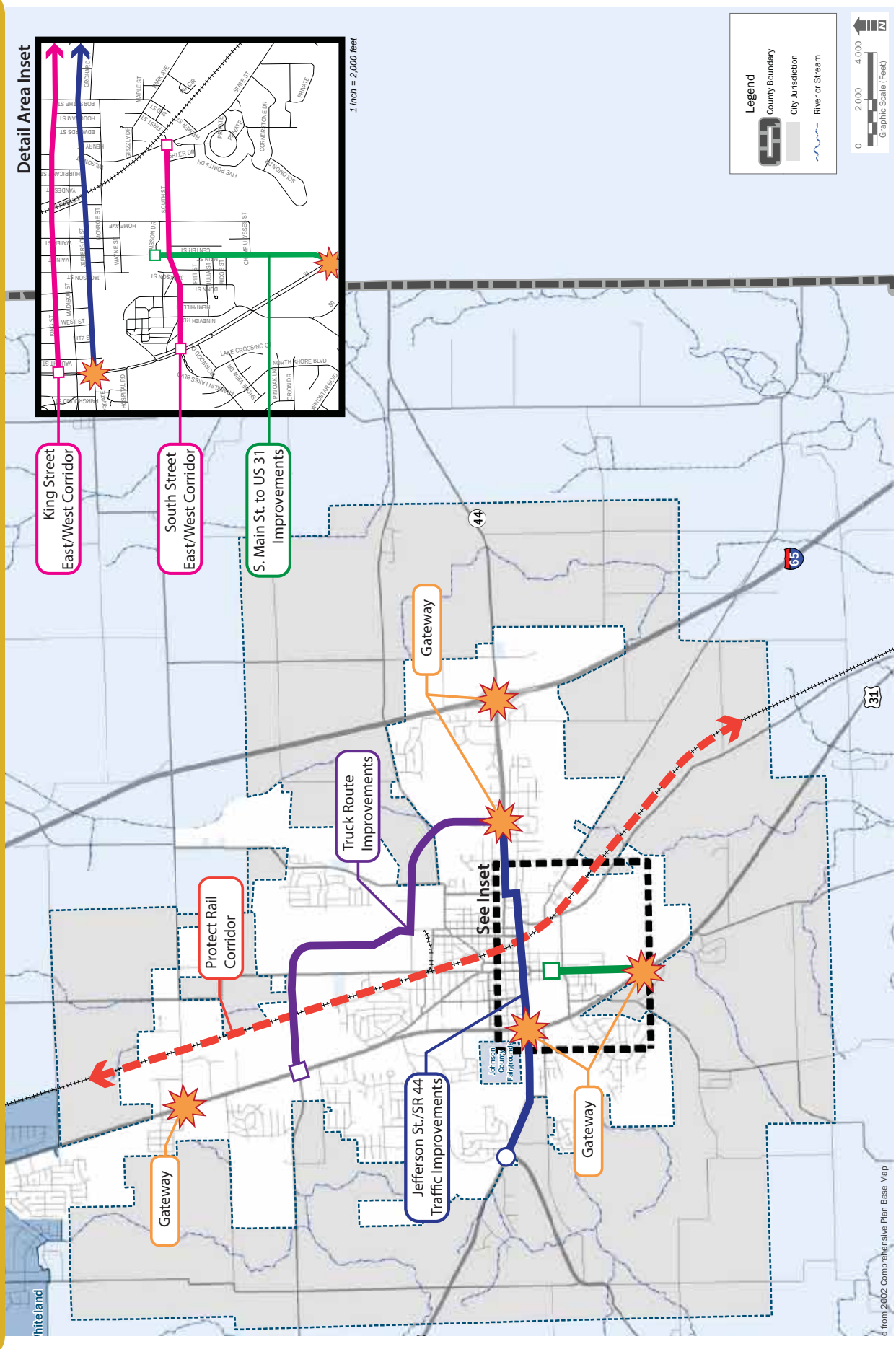
Likewise, there are also health benefits to reduced auto use, which can contribute to an improved quality and quantity of life. Example of Complete Streets practices include:

- Offering a complete range of transportation options in a project (bicycle, pedestrian, auto).
- Using public transportation infrastructure to accomplish multiple public health and safety goals at once (stormwater quantity & quality, roadway upgrades, pedestrian connectivity).
- Providing for the comfort of pedestrians and bicyclists by including important design features such as tree lawns (sidewalk separation), street trees, site furnishings, and wayfinding.



The Transportation Improvement Map is a visual summary of some of Franklin's future transportation priorities described in this chapter. The city must re-evaluate these priorities on a regular basis to ensure that its transportation infrastructure keeps pace with development and with regional transportation trends.

Transportation Improvement Map



INFRASTRUCTURE & UTILITIES

11

KEY POINTS

- Additional sewer expansion may be necessary east of the I-65 interchange to accommodate future industrial expansion at Franklin Tech Park. The city will need to carefully coordinate its economic development goals with necessary utility service expansion in this area.
- Aging infrastructure in the city's downtown core is well beyond its functional lifespan and needs to become a priority investment for near-term infrastructure improvements.
- Erosion control will continue to escalate as regional development continues. The city needs to initiate local and regional coordination and policy efforts.

CONTEXT: CHANGES SINCE THE 2002 PLAN

The focus in recent decades has been on upgrading the capacity of existing infrastructure and the installation of new utilities to meet the needs of a developing community. With growth slowing and capacity in place, it is now time to refocus utility investments toward the rehabilitation or replacement of its aging infrastructure.

Recent improvements include upgrades at the wastewater treatment facility and a new 30" sanitary sewer interceptor to serve the Franklin Tech Park.

In 2004, the city implemented a new stormwater utility to manage its Municipal Separated Storm Sewer System (MS4) program.

Managing stormwater is required by federal law.

TRENDS: KEY FACTS TODAY

Wastewater

- The department of public works operates the city's wastewater collection and treatment facilities. The facility is located at 796 S. State Street on the south side. The plant includes an 18 millions of gallons per day (MGD) raw sewage pump station, headworks screening, a 8 MGD flow equalization basin, oxidation ditches for primary treatment, clarifiers for secondary treatment, ultraviolet light disinfection, post aeration and biosolids processing. Currently, the average daily treatment capacity is 18 MGD. The city's collection system consists of conventional gravity sewers along with necessary pumping stations.

- The treatment facility is designed to allow for expansion. However, there are portions of the treatment facility which will require updates in the near future. Specifically, the Supervisory Control and Data Acquisition (SCADA) system is nearing the end of its functional lifespan. The SCADA system is very important as it controls the monitoring and operation of the facility.

- In general, the wastewater system has kept pace with city growth and there is capacity at the current treatment facilities to handle anticipated future growth.

- Overall, the utility has remained in good shape financially and most capital projects are paid for with local funds.

- The city is facing the same issues that older communities in the country, namely a progressively deteriorating sanitary sewer collection system. With growth slowing, replacing aging infrastructure has become a primary objective for the wastewater system.

- The city needs to complete a comprehensive sanitary sewer evaluation study. This study includes extensive testing and reporting to identify sources of inflow and infiltration of clear water into the system.

Investment in wastewater and stormwater infrastructure is needed to meet Franklin's growing population.

- A sanitary sewer rehabilitation project has been completed downtown, which consisted mainly of lining the existing clay tiles. Even with this rehabilitation, some 6" diameter lines still exist, which are inadequate to keep pace with modern sanitary standards. Replacement of these undersized lines will ultimately be required.

- The city has limited service east of I-65. Additional expansion of their service territory may be needed to accommodate industrial development.

- While the system is not a combined sewer system, it does periodically experience Sanitary Sewer Overflows (SSO's) during wet weather. The current flow equalization basin has an 8-million gallon capacity, which fills very quickly during a sustained rain event. The city is concerned that IDEM will increase regulation of SSO's in the future, and mandate improvements.

Stormwater

- The city operates a stormwater management utility that is responsible for providing safe, economical and efficient management and protection of the city's stormwater conveyance system. This utility is responsible for the implementation of the Municipal Separated Storm Sewer System (MS4) program mandated by the IDEM.

- Since 2004, the city has had an ordinance establishing the utility and a utility fee. The resulting stormwater fees are used to fund a stormwater utility for the purposes of improving drainage, controlling flooding, improving water quality and implementing EPA water quality regulation.

- Erosion control is a huge issue for the utilities, and the city in general. This topic was touched upon in the Natural Resources and Recreation Chapter and is related to the overall systemic issues present in the Youngs Creek Watershed. Many of Franklin's erosion control problems originate upstream, but there are concentrated issues within the city. This issue will continue to become more prevalent as development increases the amount of runoff upstream. The 2008 flood was a recent example of this worsening problem.

Stormwater fees are used to improve drainage and control flooding.

- As part of its MS4 program, the city is continuing to emphasize low-impact development and green infrastructure.

Water

- The city does not own the water system serving its residents. Drinking water is supplied by Indiana American Water Company.

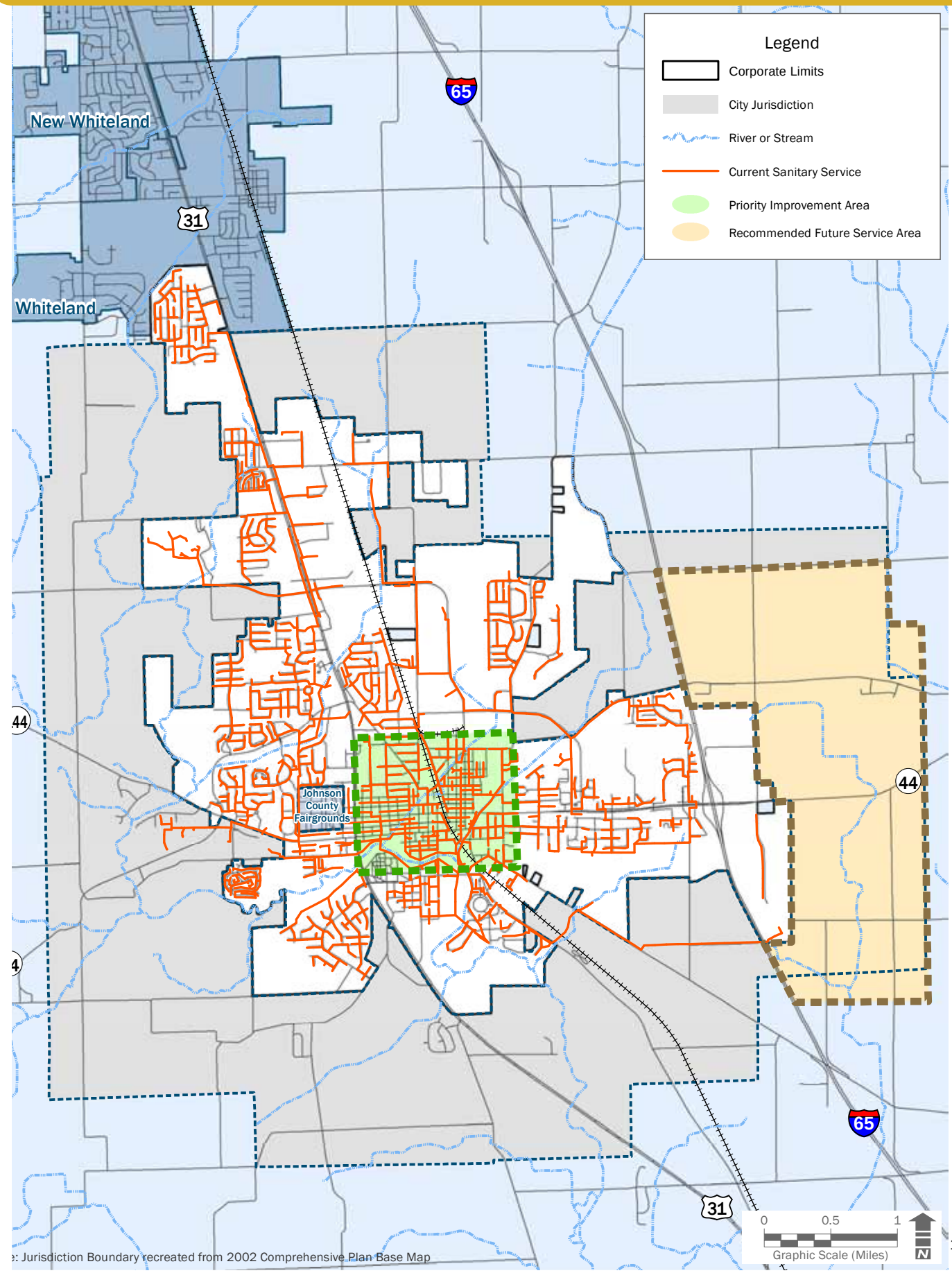
General Utility Issues

- A comprehensive capital improvements plan (CIP) will be important for the long-term implementation of utility infrastructure improvements and for establishing a predictable utility rate increase structure. Recently, lack of development has placed a burden on the operating funds of the utility due to reduced revenues from connection fees. While the utilities are still in good financial shape, funds are depleting. A CIP would help prevent the unanticipated expenses and would allow for a measured implementation strategy.

Franklin's water is managed by Indiana American Water Company.

The map on the right depicts the extent of existing sanitary sewer service for the City of Franklin. It also shows future priority improvement and expansion areas, based on known needs and anticipated growth areas.

Sanitary Sewer Map



e: Jurisdiction Boundary recreated from 2002 Comprehensive Plan Base Map

INFRASTRUCTURE GOALS & OBJECTIVES

INFRASTRUCTURE GOAL 1: Proactively address wet weather flows into the sanitary sewer collection system.

Objective: Complete a system-wide sanitary sewer evaluation study (SSES) to identify sources of inflow and infiltration into the system. Implement the improvements recommended by the plan.

Objective: Using the results of the assessment, develop a phased sewer improvements plan which addresses necessary improvements on a prioritized implementation schedule.

Objective: Evaluate the capacity of the existing flow equalization basin based on the results of the SSES.

INFRASTRUCTURE GOAL 2: Make regular updates to wastewater collection and treatment systems to address needs and plans for growth.

Objective: Upgrade/replace the SCADA system for the wastewater system.

Objective: Upgrade/replace undersized and deteriorated sanitary sewer mains throughout the system, especially in the downtown area.

INFRASTRUCTURE GOAL 3: Proactively work to reduce stormwater volume while also improving stormwater quality.

Objective: Complete a comprehensive stormwater master plan for the entire city.

Objective: Develop and implement a low-impact development strategy manual. Use available soil and land cover data to develop strategies to successfully implement a soft engineering approach to stormwater management.

Objective: Develop specific low-impact performance goals for all new development and infrastructure improvements within the city.

Objective: Continue to study sources and volumes of flow into the city. Build upon the Roaring Run Study and develop recommended implementation steps.

INFRASTRUCTURE GOAL 4: Strategically expand wastewater system to accommodate employer site growth.

Objective: Develop a master plan for service to areas east of I-65. Take necessary steps to implement the plan.

INFRASTRUCTURE GOAL 5: Strategically plan to make infrastructure improvements in the most cost-effective manner.

Objective: Develop and maintain a capital improvements plan. The plan should look out 4-5 years, and be updated annually.

STORMWATER RUNOFF

One important factor to the successful reduction in stormwater runoff impacts is the continued education of the public.

Franklin has recently implemented a comprehensive educational and outreach component associated with its Municipal Separated Storm Sewer System (MS4) compliance strategy.

Through this program city officials conduct information workshops and community actions days in cooperation with local community organizations. Recently, workshops have been held in various locations within the city with organizations such as:

- Franklin Community Schools
- Boy Scouts of America
- The Boys and Girls Club

There is also a website which has been developed to help educate the public and build public awareness on these issues.

Please check the following link out for additional information:

www.franklin.in.gov/department/division.php?fDD=1-77

New stormwater drains installed around the new aquatics center.

CRITICAL SUB-AREAS

12

CHAPTER 12

In the course of developing the comprehensive plan, the steering committee identified several key areas within the community for more detailed study.

A closer examination of these critical sub areas was needed to provide guidance that responds to their unique issues and challenges. The areas were selected based on the belief that major land use decisions will have to be made about the areas soon.

In some cases the areas are ripe for development, but community leaders want to propose a new growth pattern. In other cases, public investment is needed in order to steer future growth.

Plan commissioners, city council members, staff and others can use the critical sub area plans as a foundation for making land use decisions, while members of the public can see the community's desired future.

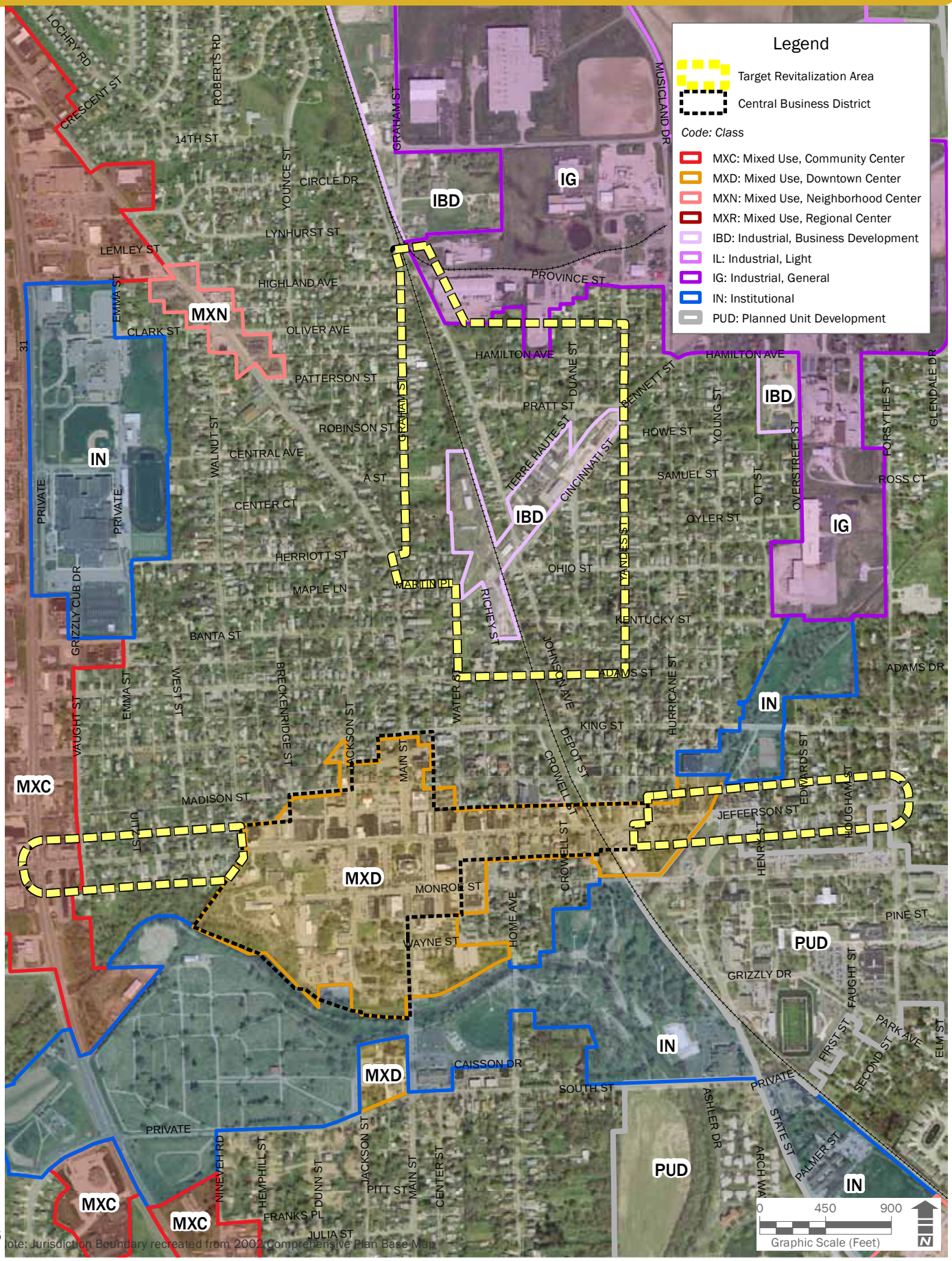
This plan identifies three parts of the city as critical sub areas (CSA's):

- Historic, core neighborhoods including the length of Jefferson Street and areas in the industrial part of town.
- The I-65 interchange and surrounding land.
- Downtown.

Each section explains why the area deserves special attention, issues and opportunities within the CSA and possible next steps.

Franklin's historic nieghborhoods are primed for revitalization.

Neighborhood Revitalization Map



Note: Jurisdiction Boundary recreated from 2002 Comprehensive Plan Base Map

CSA: NEIGHBORHOOD REVITALIZATION

Intent

One of Franklin's greatest assets is its neighborhoods. The city's mixture of older, traditional homes sets Franklin apart from the more suburban-subdivision style neighborhoods closer to Indianapolis, and the very rural communities elsewhere in the area.

These neighborhoods, along with downtown, create big impressions on visitors and are keys to the continued growth of the city.

For this reason, revitalizing older neighborhoods is not about nostalgia. Preservation-based community development protects a community's heritage and is a viable alternative to sprawl. Revitalization creates affordable housing, generates jobs, supports independent businesses, increases civic participation and bolsters a community's sense of place.

Cities have found that if they reinvest in their traditional neighborhoods first, they will reduce the cost of infrastructure and services, spur private reinvestment in the neighborhoods, reduce crime and ultimately increase the tax base in a sustainable manner.

Without attractive areas in the city core, many people choose to live in newer developments in fringe areas. Development around the city's perimeter requires extension of new infrastructure that the city is ultimately responsible for upgrading and maintaining. Fire and police protection must serve the new area – meaning higher costs for those services.

The Neighborhood Revitalization Map on page 156, shows the targeted areas for initial revitalization efforts by the City, including Jefferson Street corridor on both sides of the Core Business Disstrict and the neighborhoods surrounding former industrial areas north of Adams Street.

Many homes date back to the 1800s.

Issues and Opportunities

Franklin has a mix of beautiful, historical mansions and small homes in need of repair – within a three-minute walk of each other – on the edge of downtown.

What can local government do to help redevelopment in specific neighborhoods? The first step is recognition that directing public resources toward those neighborhoods benefits the entire community.

The second step is creating a balance of enticements and disincentives.

Well maintained neighborhoods with affordable housing are good for the mix of near downtown development.

Disincentives already exist in the form of code enforcement for housing regulations. Problems in this area usually center not so much on the codes, but on their enforcement.

The current economic climate and mortgage foreclosure crisis have presented challenges for many homeowners, but especially those on the lowest rungs of the economic ladder. Few people willingly allow their homes to slip toward collapse. But such dwellings are a blight on neighborhoods, a potential danger to tenants and emergency responders and require significant amounts of government resources.

There is a disheartening array of problems tied to foreclosed and distressed properties, including trash, high grass, security issues; occupied or partially occupied buildings with serious violations such as no heat or broken water pipes and no common area electricity (leading to non-functioning fire alarms). With foreclosed and distressed properties, determining ownership and gaining compliance with enforcement orders present special problems.

However, balanced and consistent enforcement of existing regulations is the foundation of revitalization efforts.

Fortunately, there are also more positive programs local government can implement to trigger revival. These include directing street and sidewalk improvements, small neighborhood grants and even

assembling local landlords for workshops.

For example, other Indiana cities offer these relatively low-cost programs:

- ***Neighborhood Improvement Grants*** pay for physical improvement projects that require $2,000 or more. These have included limestone monuments, flower boxes and playground equipment.
- ***Neighborhood Cleanup Grants*** include a city/resident partnership. The neighborhood organizes the event and provides all the volunteers; the city provides dumpsters, hazmat removal, chipper service, tire disposal and safety vests.
- ***Small and Simple Grants*** provide neighborhoods with the opportunity for projects that require $1,000 or less. Examples include neighborhood signs, gatherings and brochures.

Some Indiana communities have even created volunteer-driven programs to help local government with tough issues such as abandoned homes.

Hartford City, Ind. is a town of 6,000 with an excellent neighborhood revitalization group. Build a Better Blackford (BBB) is a volunteer organization that demolishes blighted and dilapidated houses and buildings. To date, over 100 properties have been renewed by BBB. Through its use of volunteers and grant funding, BBB tears down houses for a fraction of what it would usually cost. For example, to tear down a 1,400-square-foot home usually costs $7,000. BBB can do it for thousands of dollars less.

BBB works directly with property owners. Many of the blighted properties have not had their taxes paid so they go through a tax sale. Neighbors or others interested in seeing the property cleaned up can take possession of the property through the tax sale and then contact BBB to make arrangements to tear down the blighted building. On the other end of the scale, some communities have created not-for-profit organizations to oversee low-interest loans so that homeowners can fix up historic properties.

Birthplace of former Indiana Govenor Paul V. McNutt.

The Johnson Avenue neighborhood is a candidate because – according to local people – it is in the biggest need of help. Under current market conditions, it's hard to imagine things getting much better there without direct intervention.

There are two considerations for these types of redevelopment projects. The first is "the long view;" recalcitrant landlords eventually fade away and consistent attention from the city can lead to improvements over time.

The second is the Broken Window Theory; the idea that small problems often lead to larger ones. An overgrown lawn could indicate that the owners of the property cannot or will not fix the problems and will allow other violations to soon occur. This small problem will then spread in the neighborhood.

Many homes are in various stages of repair.

It is ideal to stop these small problems early. Intervening early sets the standard for what is acceptable and communicates to the community that violations, no matter how small, will not be tolerated.

Ideally, consistent attention will reverse the Broken Window Theory; because some people are fixing their properties, neighbors feel more confident about making investments.

City officials, working with property owners, can determine which mixture of incentives and disincentives best suit each neighborhood.

The Housing Chapter of this report recommends specific programs for neighborhood revitalization, but this chapter makes the case for beginning with two areas – Jefferson Street and residential areas in the older, industrial parts of town.

Next Steps

Franklin has many neighborhoods with large stocks of attractive homes, but also contains pockets of abandoned or eye-sore properties.

Two possible neighborhoods to target for revitalization efforts are:

- Jefferson Street from U.S. 31 to Forsythe Street.
- Residential areas in the older, industrial parts of town.

The homes along Jefferson Street neighborhood are certainly not all eyesores. It has many older, attractive homes. But, across the length of this street, the condition of homes is uneven.

The City of Franklin is investing millions of dollars in downtown revitalization, and it has an interest in protecting that investment by enhancing this key corridor.

Besides infrastructure improvements, this particular thoroughfare might benefit from identity-creating projects, such as signage.

The homes on Johnson Avenue vary greatly in size and condition.

CSA: I-65 AREA

Intent

Interstate access can be a golden ticket to economic development. It opens the possibility for capturing everything from curious tourists to new industrial sites.

In a highly competitive economic development environment, interstate exits have become a key asset. When locating a new industrial site, many businesses want to be within 10 miles of an interstate exit. As one site location consultant noted recently, “Our clients want their semis going at least 55 miles per hour within five-10 minutes from the plant.”

Issues and Opportunities

Industrial Sites

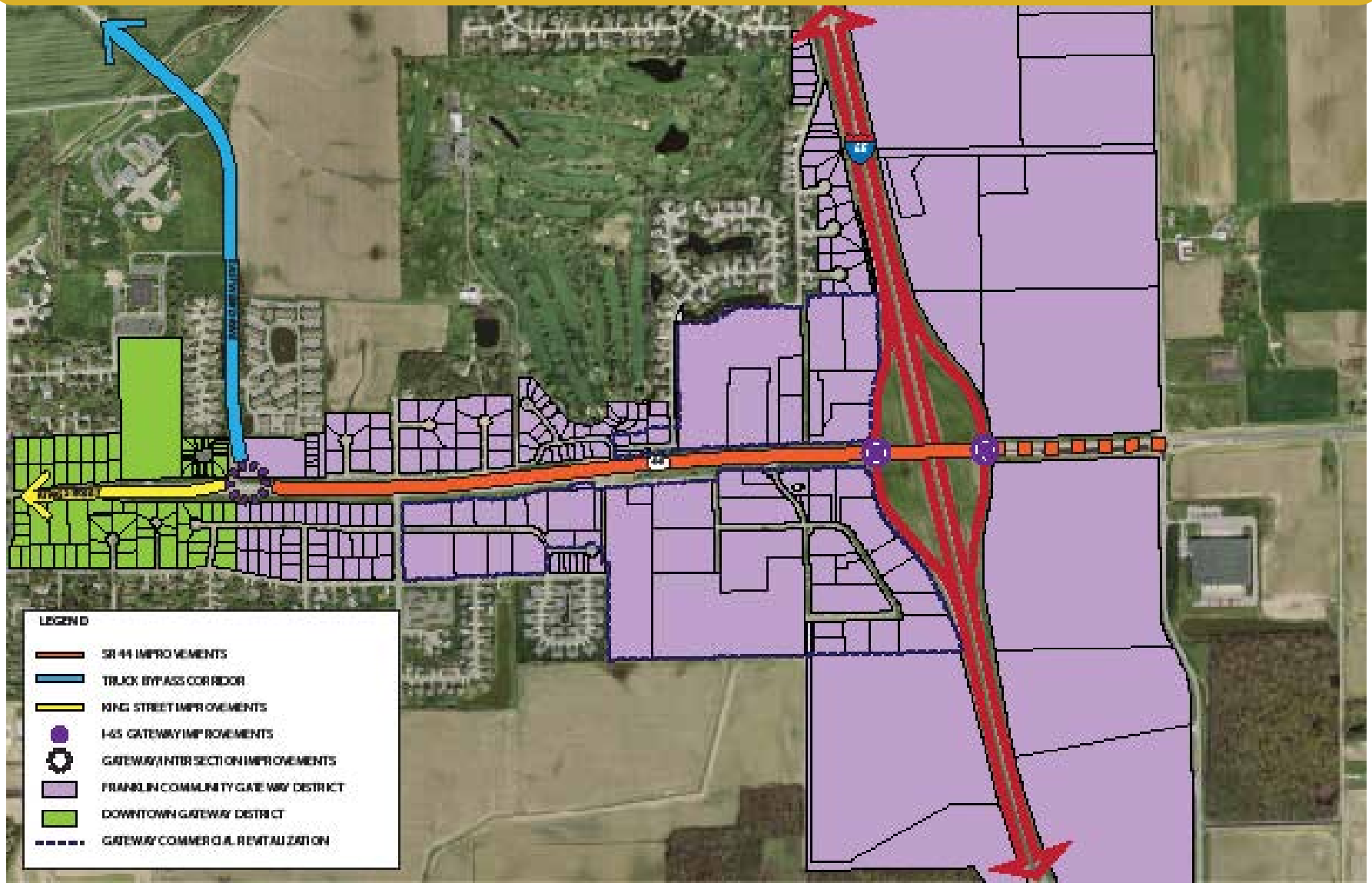
Johnson County has an interchange for I-65 at SR 44, within the Franklin city limits. Several basic employers have located in the past few years near SR 44 on the west side of I-65. It is also home to the Franklin Tech Park on the east side.

The east side of the interstate also has excellent long-term potential for future growth. The land is relatively flat and mostly unencumbered by residential housing.

There is one site, the Christie Property, east of I-65, which the Johnson County Development Corporation (JCDC) lists on its property database. The site is 38 acres and is targeted for industrial use.

Maintaining an adequate supply of land for some of Franklin’s future major employers in this area is an important land use planning issue. A large portion of the land along and near SR 44 and east of the I-65 interchange should remain zoned for industrial.

CSA I-65 Area


LEGEND
SR 44 IMPROVEMENTS
TRUCK BYPASS CORRIDOR
KING STREET IMPROVEMENTS
I-65 GATEWAY IMPROVEMENTS
GATEWAY/INTERSECTION IMPROVEMENTS
FRANKLIN COMMUNITY GATEWAY DISTRICT
DOWNTOWN GATEWAY DISTRICT
GATEWAY COMMERCIAL REVITALIZATION

Another possibility is refining the current overlay district to include more specific requirements for Planned Unit Developments (PUDs), as detailed in the Land Use Chapter.

The JCDC is exploring the possibility of new land for industrial development on the east side of the interstate. Even if this land is not within Franklin's boundaries, there will be many local benefits, including higher-paying jobs for the city's workforce. New development might require the city working with the JCDC on infrastructure extension, zoning and other issues.

I-65 on-ramp on Franklin's east side.

Commercial Sites

The intersection has a desultory collection of commercial buildings (many of them vacant), low-income hotels (one recently torn down) and open fields. People who pull off looking for services are unlikely to be impressed.

But it doesn't have to be this way. Just 25 miles down the interstate at the Columbus exit, travelers can find nice hotels and many options for restaurants and shopping. Further south at Exit 50, the City of Seymour also offers travelers a welcoming mix of services.

Exit 64 for Walesboro offers another example of an intersection that is mostly preserved for industrial uses, with only limited commercial spaces.

The goal is not to create a commercial area that competes with Franklin's downtown, but to recruit businesses that attract visitors and present a better face for the entire community. Design standards, landscaping requirements and other guidelines could assist revitalization efforts.

Gateway to Downtown

For the reasons listed above, the interchange presents a poor introduction to Franklin, and gives no hints about its charming downtown only two miles away.

There was much discussion during the planning process about creating an attractive corridor into downtown, including sidewalks, lighting, etc. King Street was also mentioned as a gateway.

An intermediate step would be creating signage and a display near the interchange that alerts visitors to what nearby downtown offers. This could be a low-cost first step to the heavier infrastructure work that would be required for a longer corridor project.

Next Steps

- Work with JCDC on preparing land for new industrial development.
- Revitalize the existing commercial node off the interstate, using new PUD standards to ensure attractive commercial development.
- Recruit a new anchor tenant, such as a hotel, to re-establish the area.
- Create a gateway and better signage to entice visitors to downtown.

Franklin continues to work on diverting heavy truck traffic around the town center.

CSA DOWNTOWN

Intent

The intent for Franklin's downtown CSA is to take additional steps toward the complete revitalization of the central business district; including a diverse mix of business, housing and community activities and connections to important community attractions and core neighborhoods.

Introduction

Franklin has worked hard over the past decade to once again see the downtown become the center of commercial and community activity. Recent efforts have focused on the development of incentives to attract new businesses and to support existing local businesses by generating more activity with popular community events. Plans have also been implemented to improve the infrastructure with more than $10 million being invested in downtown parking and streetscape improvements, Phase 1 of the North Main Street reconstruction, Madison Street improvements and expansion of the Franklin Cultural Arts and Recreation Center.

The CSA Downtown Map shows additional initiatives the city can undertake to continue their downtown revitalization. New efforts will focus on improvements and enhancements which will help revitalize portions of the community south of the courthouse square, including efforts aimed at the southern half of the Central Business District, neighborhood revitalization efforts for older neighborhoods south of Youngs Creek, and improvements to the southern gateway into Franklin along U.S. 31 and South Main Street.

Issues and Opportunities

During this planning process themes began to develop about what residents and local leaders thought were the most important factors in the Central Business District. Following is a summary of those issues most commonly cited:

1. One of the most common comments was the city's need for more diversity in downtown businesses. Many people said that downtown is a great place to visit if you want to eat, antique or seek legal advice, but beyond that there were not enough different businesses to appeal to more diverse patrons.

2. Closely aligned with the diversity of downtown's business offerings were comments about the hours of operation. Many people commented that most of the businesses and restaurants were not open past traditional hours (5 p.m.) and many were not open regularly during weekends. This was also the case when large numbers of people were present during major street festivals and other highly attended activities, leaving visitors with the impression that downtown Franklin is not 'open for business.'

3. A diverse mix of housing was also commonly mentioned as a need for the central business district. Many people commented on a desire to see upper-story, loft style housing incorporated into the central business district.

4. The Jefferson Street corridor from U.S. 31 to downtown and from Forsythe Street to downtown was also discussed. The appearance, character, and continuity in properties along both legs of this corridor set the precedent as visitors approach downtown. Having unkempt rental housing next to renovated historic homes next to small businesses does not convey a sense of arrival and continuity typical of a thriving downtown.

5. Many residents mentioned the difficulty they have in getting from their parking spaces to downtown businesses. Proximity of parking, broken sidewalks and missing curb ramps were mentioned as major impediments to their ability to move freely around downtown.

6. Truck traffic and traffic congestion have also surfaced as major hurdles. Many comments were received about the congestion, mainly along Jefferson Street, which makes parking and driving around the central business district a challenge. This problem is worsened during downtown festivals and events.

Welcome sign on the west side of town.

For every challenge mentioned by a resident or community leader, multiple downtown opportunities were mentioned. The recent focus by the city on downtown redevelopment is evident and the efforts have set the stage for more rapid progress in the coming years. Following is a list of opportunities that the city can leverage to see further progress in the central business district.

1. The Franklin Redevelopment Commission (RDC) has recruited new businesses and funded necessary improvements to critical pedestrian and parking infrastructure. Key downtown properties are also currently under RDC control, providing an opportunity for the city to have some level of control over future development on these properties.

2. Discover Downtown Franklin has been successful at developing and promoting a number of annual festivals which draw large crowds. Festivals such as Beer and Bluegrass and Smoke on the Square will continue to play a key role in the overall viability of continued downtown infill.

3. The Franklin Farmer's Market has become a large regional draw for vendors and patrons. Franklin now has the largest farmer's market in Johnson County, with an average of over 350 visitors to this downtown market each week.

4. Franklin Heritage has seen great success at renovating and promoting the Historic Artcraft Theatre. This venue attracts hundreds of people, many from out of town, to each of its events. Expanding the capabilities of this important venue will provide greater opportunity to attract visitors.

5. Franklin College has become a key city partner in developing downtown. Recently, the college has co-opted space in Franklin City Hall to open and operate the Franklin College Arts Café. This student-run venue provides educational and social opportunities for residents and attracts Franklin College students into downtown. The result is more resident/student interaction and a place to exchange information and ideas beyond the traditional downtown business hours. Expanding the city-college relationship will continue to be important for downtown redevelopment.

Homegrown businesses downtown help to reinforce the community character of Franklin and keep the city vibrant.

6. The city has recently taken a major step toward placing downtown growth higher on the priority list, with the creation of a community development department. This department, staffed with experienced city planners, is responsible for generating and promoting greater redevelopment within the city, with a specific emphasis on downtown.

7. Major renovations to the downtown parking and streetscape are currently under construction, which will improve the curb appeal of downtown while also making the central business district a more enjoyable place to walk. These improvements are part of a larger phased construction effort which will eventually reconstruct major portions of Franklin's downtown transportation infrastructure.

8. The Youngs Creek corridor and Province Park are strategically located on the current southern boundary of the central business district. These important natural and recreational features, along with the existing buildings and topography in this part of the city, can play a key role in shaping future plans for expanding downtown redevelopment efforts.

Infrastructure improvements increase the appeal of downtown.

Next Steps

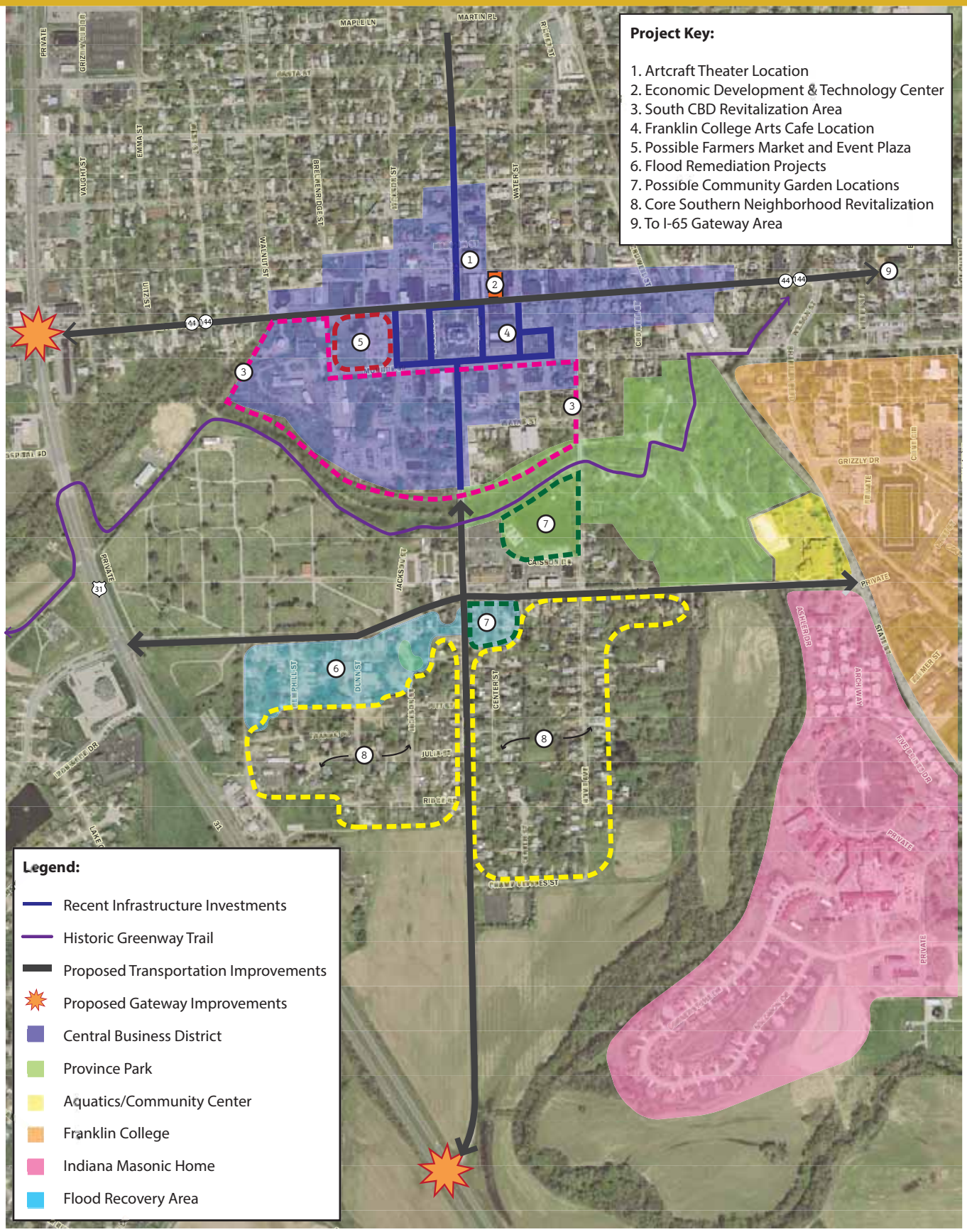
- Develop plans to expand revitalization efforts beyond the courthouse square.
- Develop plans for underutilized buildings and land in the southern district between Monroe Street and Youngs Creek.
- Enhance connections and revitalization of neighborhoods south of Youngs Creek.
- Use the proximity of Province Park and the Franklin Historic Trails system to downtown to create a more appealing live/work/play environment.
- Support the expansion of existing festivals and the farmers market with development of event-specific space.

Franklin College Arts Cafe during remodeling.

Next Steps Continued

- Enhance physical connections to important community destinations with the development of multi-modal corridors to key locations such as:
  - Franklin College
  - U.S. 31
  - Province Park
  - Franklin Cultural Arts and Recreation Center (CARC)
  - Neighborhoods south of Youngs Creek
- Promote a more diverse environment in downtown by actively recruiting and encouraging the following types of business expansion:
  - Small grocery and other convenience type businesses
  - Commercial businesses which will support the daily needs of nearby residents
  - Mixed-use residential and commercial developments
  - Upper story loft style housing above first floor commercial/retail/restaurant space.
- Leverage the success and additional patronage associated with existing attractions such as the Artcraft Theatre to provide more activity downtown and ultimately encourage extended business hours for other businesses.
- Explore workforce and small business development efforts with the establishment of a retail business incubator and a community technology hub in a key downtown location.
- Work with FDC and local banks to develop a public-private development partnership and identify suitable redevelopment uses for land and buildings currently under city control.
- Work with RDC and/or the community development department to develop plans to identify and acquire additional key downtown buildings and parcels to utilize as incentives to attract key businesses and promote business diversity downtown.

CSA Downtown



IMPLEMENTATION

13

The success of the comprehensive plan is in the hands of Franklin's residents - particularly its elected and appointed officials. Although every citizen plays a role in steering the community's future, it is the officials who make the day-to-day decisions that determine what a community looks like.

For evidence of those officials' ability to influence the future, look at the previous comprehensive plan, completed in 2002. That document spurred many planning and physical improvements throughout the city.

This plan aims to keep the momentum going. A lot of community time and resources went into the completion of this plan and it will take even more resources for it to succeed. This section details the steps needed to make the plan work, but the burden of implementation falls upon the Franklin Plan Commission. The comprehensive plan is their guiding document, and the decisions they make based upon it can only be made easier if the community understands the plan's goals and reasoning.

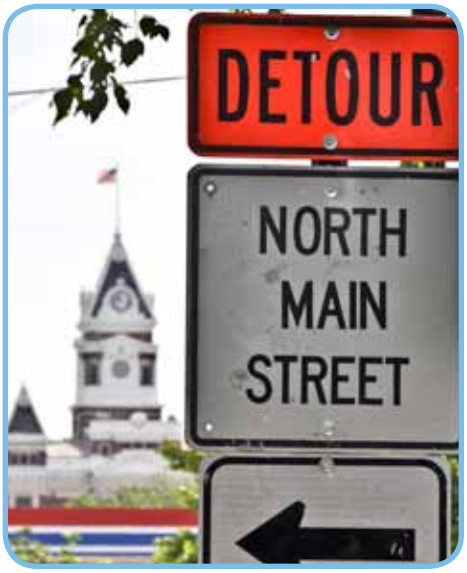
HELPING PEOPLE UNDERSTAND THE PLAN

To get the most out of planning, some effort is needed to help stakeholders understand its basic goals and tools. Following are strategies for getting the word out about how planning can help build the community's future.

Training for Public Officials

It is important that elected and appointed officials get the training they need to do the best job they can on planning and zoning matters.

State law and even local ordinances are often complicated. Kentucky now requires their plan commission members to receive training in order to serve; Indiana's laws do not currently require that, but training is always a good idea.



The Franklin Plan Commission is charged with implementing the steps detailed in this chapter.

The following suggestions can assist the city in getting that training to public officials:

- Take advantage of membership in the American Planning Association (APA). This group publishes a magazine, several newsletters, books and reports on planning topics, and also hosts an annual national conference that includes sessions for citizen planners. For more information consult www.planning.org
- Take advantage of the Indiana Chapter of the American Planning's INDIANA CITIZEN PLANNER'S GUIDE free online at www.indianaplanning.org. This publication includes several chapters that can be used as training materials for elected officials, plan commission members, board of zoning appeals members, neighborhood organizations, and citizen committees and contains information specific to Indiana.

Public officials have many opportunities for additional education about municipal planning at www.indianaplanning.org.

EDUCATING THE PUBLIC ABOUT PLANNING AND ZONING

Most citizens do not understand planning and zoning because it is not something they encounter every day.

After adoption of the plan, the city should make the plan available online and in local libraries, as well as consider providing training sessions for anyone interested in how to use the plan.

Plan commission and board of zoning appeals hearings can also be educational opportunities. Many people in the audience have never attended one of the meetings and don't know what to expect. The surrounding property owner notification letters should be written so they are easily understood. The commission or board president can help make the meeting more understandable by making some remarks at the beginning, explaining what will happen at the meeting. They can also assist by delivering a "play-by-play" or translation of the meeting, so that it is understandable to people in the audience.

The commission and board can also remove much of the mystery of why they make certain decisions by sharing what state and/or local law criteria they are required to consider. The criteria can be posted on the wall, included on the back of the agenda, etc. Having a public discussion before voting will also help clarify why you are voting the way you do.

FUNDING SOURCES

A list of potential funding sources for the implementation items derived from the plan is included in the Appendix.

WHAT TO DO NEXT

This document provides years worth of suggestions for projects. It can be overwhelming to think about undertaking all of the recommendations.

Fortunately, it's possible to look ahead to the near future and take the steps needed to implement the comprehensive plan. The following chart summarizes all of the action steps accumulated from each of the chapters. Each item is grouped under a subject category and provided a timelines and responsible party for carrying out the task. It is intended that the plan commission and staff use this chart on an annual basis to benchmark their progress for implementing this plan.

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Land Use	**GOAL: Encourage build-out of existing residential parcels and redevelopment of existing neighborhoods as a priority over new land development.**				
	• Conduct an existing land inventory annually and compare it against anticipated build-out or land absorption statistics to determine trigger points for zoning new land. Potential triggers would be an extended average annual number of residential permits approaching 150, or subdivision of a large existing parcel of residential land. • Implement the recommendations contained in the Housing Chapter of this plan. • Reevaluate existing ordinances to reflect more favorable in-fill development requirements and to reflect current best practices.				
	GOAL: Protect and define Franklin's urban/rural boundary for future growth needs.				
	• Develop a neighborhood revitalization plan which coordinates critical transportation and utility infrastructure improvements in conjunction with neighborhood redevelopment efforts. • Discourage the further subdivision of existing rural residential and agricultural land until a time when increased market demand can allow the city to more accurately determine future development needs in Franklin's fringe. • Craft future development policies that limit rezoning of agricultural land without sufficient evidence that existing market supply will not allow the city to fulfill current market demand beyond a specific, predetermined timeframe.				

Franklin Comprehensive Plan
Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Land Use	**GOAL: Direct resources toward reusing and infilling existing buildings and land downtown.**				
	• Work with the Franklin Redevelopment Commission and Discover Downtown Franklin to widen the scope of their inventory of available buildings to include square footage, parking availability, potential retail or service uses and any zoning restrictions.				
	GOAL: Ensure that Franklin has an adequate supply of appropriately located industrial land ready for development.				
	• Work with local and regional economic development partners to develop long term plans for banking available industrial land. The plans should include the evaluation of appropriate quantities and locations of land inventory which should be made readily available for business growth. It is recommended that a minimum of 250 contiguous acres be maintained for new basic employer growth or expansion of existing businesses.				
	GOAL: Update code regulations to accommodate changes made to state law.				
	• Eliminate Writ of Certiorari. • Enable combined hearings. • Update vested rights. • Update the written commitments procedure.				

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Land Use	**GOAL: Adjust rules and procedures for the plan commission and BZA to comply with Indiana Code.**				
	• Require that all new appointees complete an in-house orientation with planning staff before they can vote. • Implement peer training by inviting board and commission members from other successful citizen planning groups in Indiana to present in Franklin. • Create a Notice of Future Action "sign-up" sheet for every planning decision. • File ordinances in the office of the city clerk as both are now required to be available to the public. • Expand pool of board and commission candidates by using an application process to select from appointments to the BZA and plan commission. • Make sure any temporary conditions are compiled before issuing permits. Use written commitments with plan commission and BZA cases for any long-term conditions.				
	GOAL: Update the city's zoning ordinance.				
	• Create multiplan agricultural zoning districts and put more limits on allowing residential uses in the agricultural district. • Reduce the number of single-family zoning districts from the current nine. • Consider requiring a second septic site for un-sewered residential lots. • Consider setting a maximum floor area for mixed-neighborhood center zoning district. • Reconsider whether three different industrial districts are necessary • Consider setting some minimum standards (such as open space) with PUDs. • Work directly with Indiana Department of Natural Resource's Division of Water to ensure that the city stays current with state's model flood district regulations.				

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Land Use	• Consider reducing the stall size for parking standards. Reduce the minimum number of spaces and set maximums in order to limit the amount of impervious surface. • Consider adding an "average" setback provision for infill and redevelopment. • For landscape regulations, discourage mono-cultural plantings. • Review temporary sign standards and better enforce the use of temporary signs and consider using ticketing. • For development standards variances, consider an additional criterion: the variance requested is the minimum necessary and is not caused by actions of the owner, past or present. • Consider developing detailed and unique criteria for special exceptions. • For violations, consider changing to a less cumbersome and more effective ticketing system.				
	GOAL: Update the city's subdivision control ordinance.				
	• For sewage disposal, consider requiring a second septic site on lots that are using septic systems. • Consider referencing the code that now allows for the plan commission to grant waivers in the subdivision control ordinance. • Add standards for new development, such as traffic calming in the ordinance. • Identify areas where sensitive lands should be protected from development and require an easement on the plat. • Consider infrastructure capacity issues and coordinate with non-municipal providers like Indiana American Water. • Consider an adequate public facility ordinance for subdivisions, possible above a certain size. • Better connect subdivisions, either by prohibiting or restricting the use of cul-de-sacs.				

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Economic Development	**GOAL: Local leaders– especially the mayor – must engage in dynamic, aggressive business recruitment in partnership with the JCDC because economic development is no longer just the province of specialized staff.**				
	• Accompany JCDC representatives on annual or semi-annual business recruitment trips to Asia and Europe. This will require working with the corporation to raise resources for the trip.				
	GOAL: Take advantage of lost opportunities to capture more of Indiana's multi-billion-dollar tourism industry.				
	• Endorse county-wide efforts to institute an innkeeper's tax for tourism development and promotions.				
	GOAL: Begin budgeting now for investment in industrial growth areas, such as the land east of I-65 interchange.				
	• Working with the JCDC, use a capital investment plan to plot out funding and time lines for infrastructure improvements to growth areas. • Designate and support "Preferred Growth Areas" in the Comprehensive Plan. This would require the city to implement a type of growth management, to be considered as part of re-zonings (consider as an aspect of the State Law Zoning Change Criteria) and plat/plan approvals (enable this in the Subdivision Ordinance). • Develop a scorecard for the plan commission to use when evaluating proposed development for growth, including the availability and level of services.				

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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Economic Development	**GOAL: Avoid undesirable or incongruous land uses, as can be found around the current I-65 interchange.**				
	• Use the future land use map, zoning maps and zoning ordinance to clarify and strictly guide types of development in key opportunity areas. • Consider planned unit development (PUD) designations as one way to ensure quality development that will support new basic employers. For this work to work, the city must first amend their zoning ordinance to create some basic minimum standards for PUDs (i.e. minimum parcel size, required open space, etc.) as recommended in the implementation section of the plan.				
Housing	**GOAL: Use a data-driven approach to assessing, prioritizing and assisting neighborhoods where city-led investments can pave the way for revitalization.**				
	• Use windshield surveys, walking tours or other instruments to inventory conditions of homes in established neighborhoods. Look for areas where improvements to a few homes may "tip" the street back toward revitalization. • Utilize public-private partnerships in order to help homeowners make much needed repairs and address abandoned properties.				
	GOAL: Take the lead in forming neighborhood associations in core areas, particularly those surrounding downtown and along major thoroughfares.				
	• Provide technical support to help informal neighborhood groups get organized. Start by assigning city staff as the neighborhood contact and to facilitate communication between neighborhoods and city departments.				

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Housing	• Create a listing of neighborhoods on the City of Franklin website with contact information. • Assist neighborhood associations with accessing city help to launch neighborhood revitalization (see the following goal).				
	GOAL: Show the city's commitment to neighborhood revitalization by creating and promoting low-cost, easy access assistance programs.				
	• Create city staff/resident partnerships through Neighborhood Cleanup Grants. The neighborhood organizes the event and provides the volunteers; the city provides dumpsters, hazmat removal, chipper service, tire disposal and safety vests. • Create Small and Simple Grants, which provide neighborhoods with the opportunity to initiate projects that require $1,000 or less. Examples include neighborhood signs, gatherings and brochures. • Create Neighborhood Improvement Grants to pay for physical improvement projects that require $2,000 or more. These could include limestone monuments, flower boxes and playground equipment.				
	GOAL: Determine the extent of Franklin's shortage of upper-end homes and what incentives can be offered or internal improvements made to lure the appropriate developers. This is normally a product of the free market, but if the city makes it a priority they may be able to influence growth in this area.				
	• Create a city-driven task force to assess the current market for upper-end housing (this report contains some data). The group should include real estate agents, business executives and developers, among others.				
	GOAL: Engage landlords to emphasize the importance of maintaining safe, livable, affordable properties for Franklin residents, particularly vulnerable ones who cannot afford other options.				

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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Housing	• Revisit existing housing standards to ensure they are updated and adequate. • Create as a priority systematic code enforcement of minimum housing standards. • Hold periodic Landlord Summits. These meetings are designed to open up communication between city officials and property owners. They can include explanation of new city regulations and demonstrations of common maintenance issues (engage a local building supply store). • If the previous steps fail to bring about improvements, consider a rental registry and/or a rental inspection system. This is not a small objective, because it will require additional staff. However, there are many benefits, such as promoting the health, safety, and welfare of the general public, preserving the existing housing supply and maintaining property values.				
	GOAL: Encourage affordable rental housing in upper floors of downtown housing				
	• Incentivize building owners to build out upper units through grants or low-interest loans.				
	GOAL: Focus on planning livable places for all ages and abilities				
	• Survey and take action on how well basic needs are met. • Promote social and civic engagement. Make sure meaningful paid and voluntary work is available. Institute a community priority for aging issues. • Optimize physical and mental health by promoting healthy behaviors and community activities to enhance wellbeing. Assure access to preventative health services, medical, social, and palliative services. • Maximize independence for frail and disabled citizens. Provide access to transportation, support for caregivers, and other resources for aging in place.				

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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources & Recreation	**GOAL: Inventory, manage and protect the city's natural resources to guard the environment and promote quality of life.**				
	• Conduct a formal inventory and evaluation of the quality and amount of remaining wetlands, woodlands and wildlife habitat within the city. • Using data from the evaluation, develop a preservation plan prioritized by the vulnerability of remaining parcels of woodlands and wetlands. • Develop local policies which clearly define the city's position on the value of ecologically sensitive lands. • Develop management tools to promote the restoration, preservation and addition of woodlands, wetlands and native ecosystems in future development plans. • Build partnerships with local and regional conservation organizations to increase public awareness of the value of woodlands, wetlands and native habitats within Franklin.				
	GOAL: Identify and protect the highest quality farmland surrounding the city.				
	• Using GIS, conduct a formal inventory and evaluation of the quality and amount of remaining prime agricultural land remaining within the city's planning jurisdiction. Agricultural land should be inventoried based on the United States Department of Agriculture Natural Resource Conservation Service's farmland classification system. • Using the GIS inventory, determine the effectiveness of current codes to protect prime farmland by annually tracking data on the rate of urbanization and the conversion of agricultural land. • Work with local farmers, landowners and cooperative extension programs to develop city growth policies which take into consideration the preservation of the most productive pieces of agricultural land. • Work with local cooperative extension programs and educational providers to develop programs and practices to build public awareness on the value of agriculture.				

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources & Recreation	**GOAL: Take measures toward reducing the overall deleterious impacts of urbanization on the local watershed, including specific measures to improve the community's water quality and quantity issues.**				
	• Work with the Johnson County Soil and Water Conservation District to identify measures the city can take to aid in the support of long-term goals identified in the 2003 Youngs Creek Watershed Plan. • Develop a stream bank stabilization and restoration plan for all portions of Youngs Creek and Hurricane Creek within city limits. Include recommendations for required minimum riparian buffers for all creeks and drainages within the city. • Work with other municipalities and organizations within the Youngs Creek watershed to create a cooperative task force to evaluate and address systemic water quality and erosion control issues. • Work with the Johnson County Partnership for Water Quality and other local organizations to develop aggressive public awareness programs to educate residents on water quality issues and water conservation measures. • Develop and adopt formal policies for the design and implementation of low-impact development strategies for all developments within the city. Policies should include, but not be limited to, green stormwater infrastructure, green streets and alleys and complete streets policies.				
	GOAL: Take specific steps toward improving the city's overall air quality, including reduction of the fine particulate pollution associated with fuel combustion.				
	• Support the continued development of alternative forms of transportation by funding future planning for, and construction of, improvements to the local pedestrian and bicycle network. • Participate in Know-Zone action alert days by informing residents and creating an educational campaign.				

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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources & Recreation	• Develop Idle-Free Policies for all city fleet vehicles, including construction and maintenance equipment. • Create a task force to study and provide recommendations on specific policies the city can implement to contribute to local air quality improvements.				
	GOAL: Continue to take steps toward improving the overall quality and quantity of urban canopy cover within the city				
	• Complete a comprehensive city tree inventory which includes the species, size, and condition of all trees on public property and update yearly. • Provide additional capital resources toward the completion and expansion of the urban forest project developed as part of the 2008 flood recovery program. • Allocate additional funding resources for maintenance of existing city trees and to the infill tree gaps within city right of way. • Adopt stricter parking lot, commercial and industrial tree planting regulations.				
	GOAL: Develop policies and practices consistent with, and complementary to, the support of the Five-Year Parks and Recreation Master Plan.				
	• Support the Franklin Five-Year Parks and Recreation Master Plan updates by amending the city's comprehensive plan to include the parks plan. • Reserve land for new parks west of U.S. 31 and north of Jefferson Street/SR 144. • Work with developers to include parks, open space, natural areas and trails within all new development plans.				

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	**GOAL: Plan for the future transportation needs of the community by adopting a predictable and measured process for identifying and completing projects.**				
	• Develop a comprehensive City of Franklin Capital Improvements Plan which identifies the short-and long-range infrastructure improvements, including inflation adjusted project costs and dedicated funding. • Work with other city departments and private utilities to coordinate anticipated utility infrastructure upgrades with anticipated transportation improvements. • Open a dialogue with Johnson County government over bridge maintenance and replacement. Work with the county to coordinate the timing of major bridge rehabilitation projects with other anticipated city infrastructure improvements.				
	GOAL: Improve the functionality and access of the transportation network by including multiple modes of transportation in future planning and construction projects.				
	• Develop a plan for encouraging the use of alternative fuel vehicles, including dedicated parking spaces for low emission or alternative fuel vehicles, electric car charging stations and compressed natural gas fueling stations. • Define and adopt the city's approach toward human-scaled design provisions and/or complete streets policy in transportation improvements. • Implement a plan to improve the bicycle friendliness of Franklin streets, especially in the downtown core. Look at ways to incorporate bicycle infrastructure, including a bicycle pavilion, into plans for downtown improvements.				
	GOAL: Protect and preserve the character of historic streets in Franklin's core neighborhoods.				

Franklin Comprehensive Plan Implementation Guide

Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	• Develop an inventory of historic streets in Franklin, including a system to classify them according to the current level of preservation. • Develop a guiding document which clearly defines the intended level of improvement appropriate for the inventoried streets. Use this document to clearly define the appropriate use and placement of roadway geometry, construction materials, street trees, site furnishings, and pedestrian improvements in these special areas. • Focus improvement efforts on the inventoried streets toward preserving the overall character of the historic context and not specifically on complete restoration of the original appearance.				
	GOAL: Support efforts to develop a regional transit plan and take proactive steps toward the implementation of more transit-friendly design within the city.				
	• Develop a task force to investigate and recommend transit supportive transportation policies and practices which are appropriate for Franklin. • Preserve and protect the existing rail corridor and potential transit center sites from incompatible development proposals. • Take an active role in the development of the Indy Connect Regional Transportation Plan and work with plan sponsors to clearly define Franklin's interests and desired outcomes in the plan. • Work with Indy-Go to develop expanded bus service options to key points within Franklin, including the central business district and Franklin College. • Work with Access Johnson County to increase local circulator bus routes to connect additional key community assets such as commercial districts, housing districts, Franklin College, and the central business district. • Work with the Indy MPO on regional and local transportation planning efforts. Continue to attend MPO meetings and ensure that Franklin's long-term transportation needs are adequately reflected in future regional transportation planning efforts.				

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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	**GOAL: Improve local east-west travel corridor options.**				
	• Continue to promote the use of the dedicated truck routes by working to have the route appear on more online travel information and mapping resources. • Work with the Indiana Department of Transportation to reroute SR 44/144 to the dedicated truck route and relinquish control of Jefferson Street back to the city. • Make improvements to King Street and South Street to relieve congestion on Jefferson Street within the central business district. • Make improvements at SR 44 and Eastview Drive to more clearly define the beginning of the dedicated truck route. One strategy can include installation of unique signage at this intersection to create an informal gateway and decrease the comfort for large vehicles to proceed beyond this point.				
	GOAL: Convey a positive image and defined community character for visitors to Franklin.				
	• Focus future improvement efforts on the enhancement of the critical community gateways identified in the City of Franklin Gateways, Greenways and Redevelopment Study. • Develop a wayfinding master plan which defines a cohesive directional signage placement and appearance approach. Include the identification of specific character areas and development of specific Franklin design standards for all directional and wayfinding signage. • Complete South Main Street reconstruction efforts from the Youngs Creek Bridge south to the Main Street/US 31 intersection.				
	GOAL: Promote community connectivity and health by supporting the expansion of the local trail and sidewalk network.				
	• Provide a dedicated funding source for future trail improvements through the redevelopment commission or other viable city sources.				

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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	• Complete a comprehensive Trails and Greenways Master Plan, an inventory of existing facilities and a schedule for future improvements. • Focus on closing gaps in the trail and sidewalk network and making accessibility and universal access improvements. • Consider city development standards to require 6 foot minimum sidewalk width in all new residential and commercial developments. • Work with developers to have trails included as a component of overall community development projects. Find ways to incentivize, or require, the installation of trails in all future developments.				
Infrastructure & Utilities	**GOAL: Proactively address wet weather flows into the sanitary sewer collection system.**				
	• Complete a system-wide sanitary sewer evaluation study (SSES) to identify sources of inflow and infiltration into the system. Implement the improvements recommended by the plan. • Using the results of the assessment, develop a phased sewer improvements plan which addresses necessary improvements on a prioritized implementation schedule. • Evaluate the capacity of the existing flow equalization basin based on the results of the SSES.				
	GOAL: Make regular updates to wastewater collection and treatment systems to address needs and plans for growth.				
	• Upgrade/replace the SCADA system for the wastewater system. • Upgrade/replace undersized and deteriorated sanitary sewer mains throughout the system, especially in the downtown area.				

Franklin Comprehensive Plan
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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Infrastructure & Utilities	**GOAL: Proactively work to reduce stormwater volume while also improving stormwater quality.**				
	• Complete a comprehensive stormwater master plan for the entire city. • Develop and implement a low-impact development strategy manual for the City of Franklin. Use available soil and land cover data to develop strategies to successfully implement a soft engineering approach to stormwater management. • Develop specific low impact development performance goals for all new development and infrastructure improvements within the city. • Continue to study sources and volumes of flow into the City. Build upon the Roaring Run Study and develop recommended implementation steps.				
	GOAL: Strategically expand wastewater system to accommodate employer site growth.				
	• Develop a master plan for service to areas east of I-65. Take necessary steps to implement the plan.				
	GOAL: Strategically plan to make infrastructure improvements in the most cost effective manner.				
	• Develop and maintain a capital improvements plan. The plan should look out 4-5 years, and be updated annually.				
Critical Sub Areas	**GOAL: CSA Neighborhood Revitalization Next Steps**				
	• Target areas for revitalization efforts: Jefferson Street from U.S. 31 to Forsythe Street and residential areas in the older, industrial parts of town. • Along Jefferson Street, install identity-creating projects, such as signage				

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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Critical Sub Areas	**GOAL: CSA I-65 Area Next Steps**				
	• Work with JCDC on preparing land for new industrial development. • Revitalize the existing commercial node off the interstate, using new PUD standards to ensure attractive commercial development. • Recruit a new anchor tenant, such as a hotel to re-establish the area • Create a gateway and better signage to entice visitors downtown				
	GOAL: CSA Downtown Next Steps				

	• Develop plans to expand revitalization efforts beyond the courthouse square.
	• Develop plans for underutilized buildings and land in the southern district between Monroe Street and Youngs Creek.
	• Enhance connections and revitalization of neighborhoods south of Youngs Creek.
	• Use the proximity of Province Park and Franklin Historic Trails system to downtown to create a more appealing live/work/play environment downtown.
	• Support the expansion of existing festivals and the farmers market with development of event-specific space.
	• Enhance physical connections to important community destinations with the development of multi-modal corridors to key locations such as:
	  • Franklin College
	  • U.S. 31
	  • Province Park
	  • Franklin Cultural Arts and Recreation Center
	  • Neighborhoods south of Youngs Creek				

Franklin Comprehensive Plan
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Category	Action Item	Implementation Timeline			Responsible Party
		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	

Critical Sub Areas	• Promote a more diverse environment in downtown by actively recruiting and encouraging the following types of business expansion:
	  • Small grocery and other convenience type businesses
	  • Commercial businesses which will support the daily needs of nearby residents
	  • Mixed-use residential and commercial developments
	  • Upper story loft-style housing above first floor commercial/retail/ restaurant space.
	• Leverage the success and additional patronage associated with existing attractions such as the Artcraft Theatre to provide more activity downtown and ultimately encourage extended business hours for other businesses.
	• Explore workforce and small business development efforts with the establishment of a retail business incubator and a community technology hub in a key downtown location.
	• Work with FDC and local banks to develop a public-private development partnership and identify suitable redevelopment uses for land and buildings currently under city control.
	• Work with RDC and/or the community development department to develop plans to identify and acquire additional key downtown buildings and parcels to utilize as incentives to attract key businesses and promote business diversity downtown.				

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Demographic Report – City of Franklin, Indiana

The purpose of a demographic report is to give elected officials, community leaders, and ordinary citizens a snapshot of the main demographic features of their community—the trajectory of population growth through time, the age and income distribution of the community as well as the proportion of individuals living below the poverty line, the educational attainment and unemployment rates within the community, and so forth. Ideally, such information enables leaders to make informed decisions and to craft policies according to the best information available. The information contained in this report should be thought of as a tool to aid in the decision-making process as Franklin leaders and community members consider the many important issues facing their community moving forward.

Most of the demographic data available for Franklin in September of 2012 come from the U.S. Census Bureau. The Census Bureau conducts its official U.S. population census every ten years, the most recent having been taken in April of 2010. The Census Bureau also conducts yearly surveys for areas with a population greater than 65,000, but for areas like Franklin that have a population of less than 65,000, the Census combines multiple surveys from a three-year period. The latter, called the American Community Survey, was also a major source of information for this report.

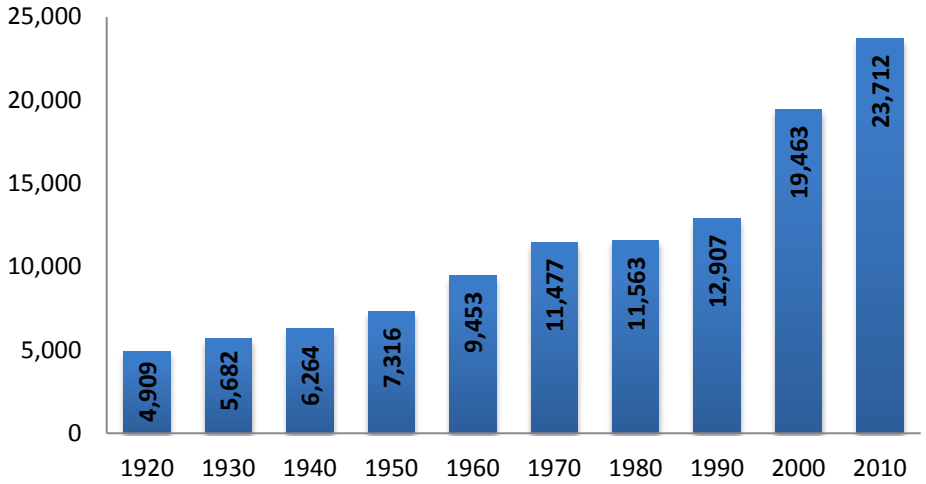
Additional sources include the U.S. Bureau of Labor Statistics, the Indiana Department of Education, the National Low Income Housing Authority, and the Indiana Business Research Center. In some instances, information specifically on Franklin was unavailable; in such cases, we collected information on Johnson County instead. In every instance, we used the most up-to-date and specific data available.

Population

The most noteworthy trend in Franklin's population statistics in recent years has been the accelerating pace of population growth that has taken hold in the past two decades. **Figure 1** shows U.S. Census counts of Franklin's population for each decade going back to 1920. Growth in the three decades leading up to 1990 averaged just over 11 percent per decade. In the 1990s, though, Franklin's population increased by more than 50 percent, from 12,907 to 19,463, and in the 2000s by another 22 percent to 23,712.

The most recent data available from the Indiana Business Research Center (IBRC) indicate that Franklin's 2011 population was 24,040, making Franklin the 19th fastest grown town or city (between July of 2010 and July of 2011) out of a total of close to 600 towns and cities in the state.

Figure 1. **Franklin Population (1920-2010)**



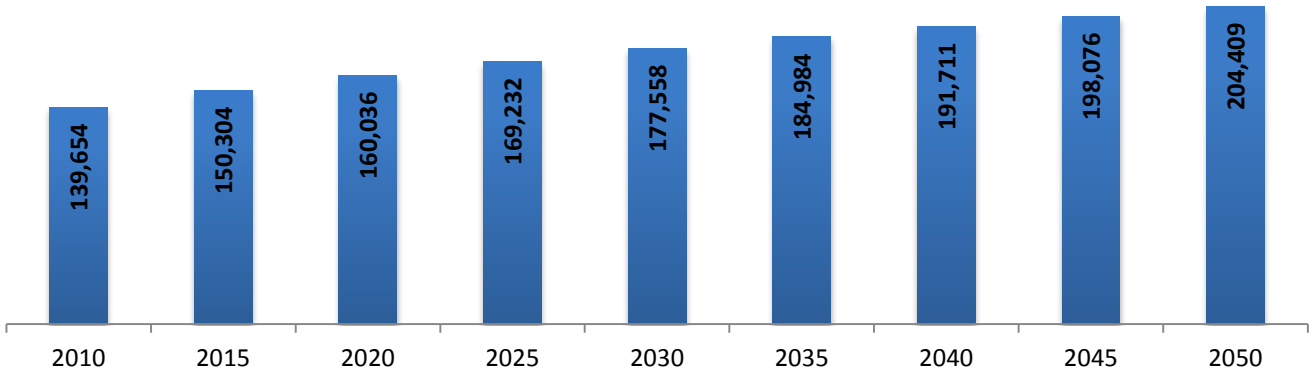
Source: STATS Indiana; Indiana Business Research Center

Population

The IBRC also publishes county-level population projections going several decades into the future. **Figure 2** shows these projections in five-year increments for Johnson County going up to 2050. If these figures are accurate , then Johnson County can expect to grow by an average of about 10 percent per decade over the next 40 years and by about 46 percent over the entire 2010 to 2050 period.

While similar projections are unavailable at the city- or town-level, we can extrapolate from the Johnson County data to obtain rough estimates of what Franklin's population might be over the next few decades if Franklin grows at approximately the same rate as Johnson County. Using this method, Franklin's population could reach approximately 27,000 by 2020; just over 30,000 by 2030; 33,000 by 2040; and 35,000 by 2050. Again, this calculation assumes that Franklin grows at approximately the same rate over this period that the IBRC estimates that Johnson County as a whole will grow. If, however, Franklin's rapid growth over the past two decades is any indicator, then this assumption may actually prove conservative, and Franklin could grow much more rapidly than these numbers suggest.

Figure 2. **Johnson County Population Projections (2010-2050)**

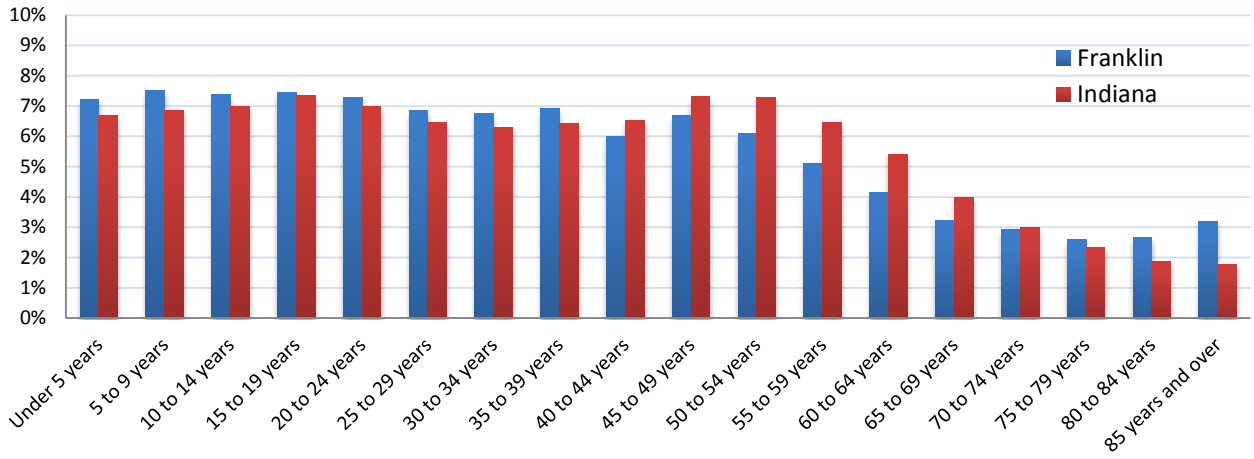


Source: STATS Indiana; Indiana Business Research Center

Age

In terms of age, Franklin's population tracks fairly closely with state averages, but with a few notable exceptions. **Figure 3** compares the proportion of the Franklin population (represented by the blue bars) with the proportion of the Indiana population (represent by the red bars) across different age groups. Franklin has a larger proportion of its population than the state in every age group up to 40, though the differences are slight. Indiana, on the other hand, averages a significantly larger proportion of its population in the 40 to 70 age range, with nearly 37 percent of individuals falling in that range at the state level compared to only 31 percent in Franklin. And finally, and perhaps most importantly, a disproportionate number of Franklin residents fall into the 75+ age categories, with nearly one in ten Franklin residents being over the age of 75.

Figure 3. **Franklin Age Distribution (2010)**

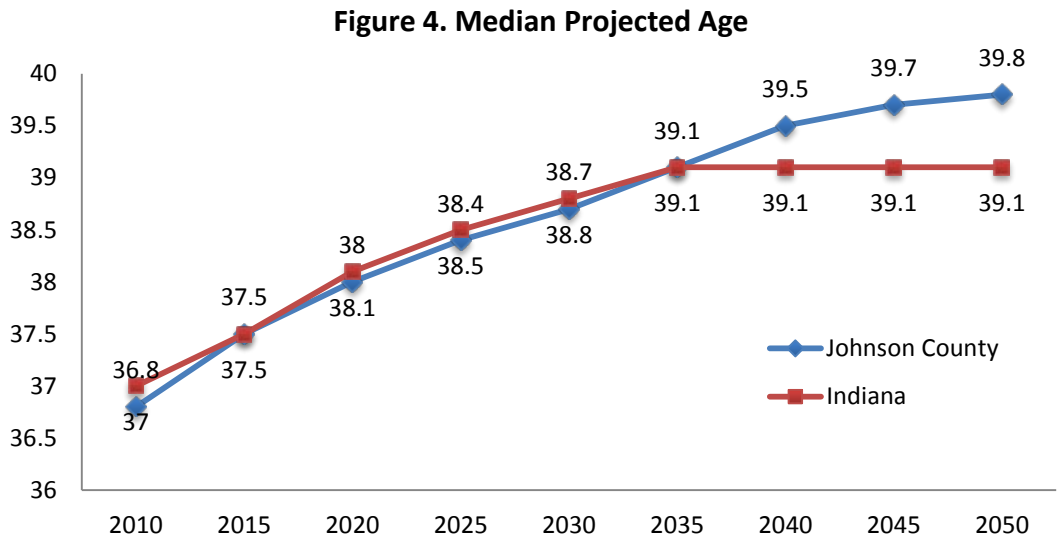


Source: U.S. Census, 2010

Age (continued)

Again, while city-level data are unavailable, **Figure 4** shows the IBRC's estimates of future median ages in Johnson County and Indiana up to 2050. Both are trending upward and are doing so in tandem until 2035, when Johnson County's median age surpasses Indiana's. By 2050, the county median is expected to be 0.7 years greater than the state median, and if this trend continues apace, that gap could be expected to continue widening in the years following.

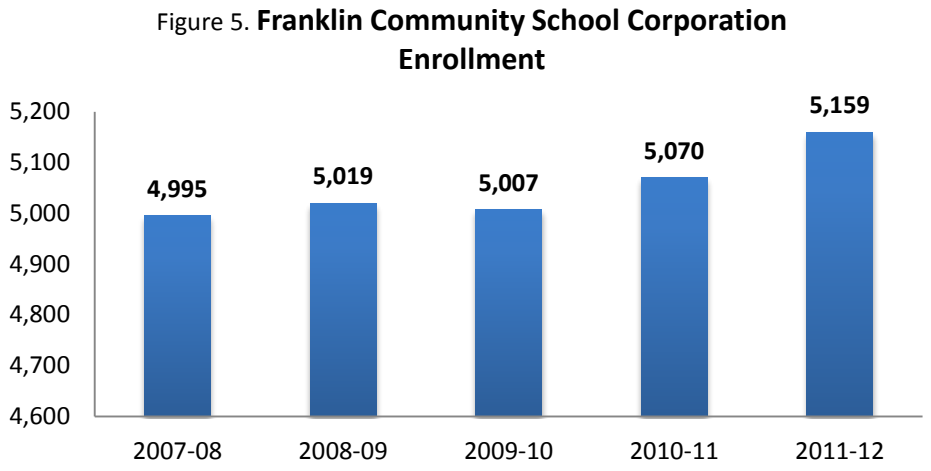
The median age for Franklin as of the 2010 census was 34.6 years, compared with a median age of 37 years for the state. While this difference of 2.4 years is significant, if Franklin follows a similar trajectory to that of Johnson County as a whole, we can expect this gap to shrink in the coming years. It should be noted, too, that the census figures for Franklin do include the approximately 1,000 students who attend Franklin College, which means that the census figures understate the median age (and skew the age distribution) for rest of the city.



Source: STATS Indiana

School Enrollment

Figure 5 shows Indiana Department of Education (IDOE) enrollment statistics for Franklin Community Schools over the past five school years. Enrollment has remained steady at around 5,000 students during the five-year period, with a modest net gain of 164 students (or 0.03%) since 2007.

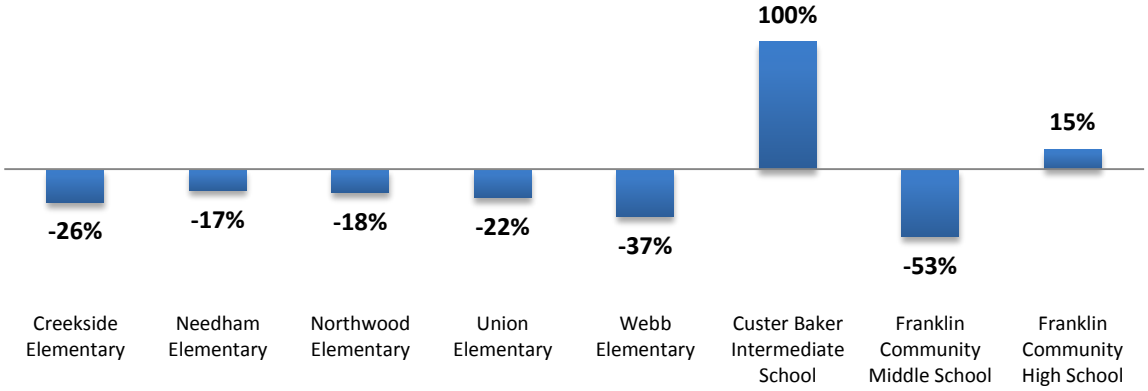


Source: Indiana Department of Education

Figure 6 shows the percentage change in enrollment by individual school during the same time period. The decline in Franklin elementary and middle school enrollments reflects the

redistribution of students following the opening of Custer Baker Intermediate School and reconfiguration of Franklin schools.

Figure 6. **% Change in Enrollment for Franklin Schools (2007-08 to 2011-12 school years)**

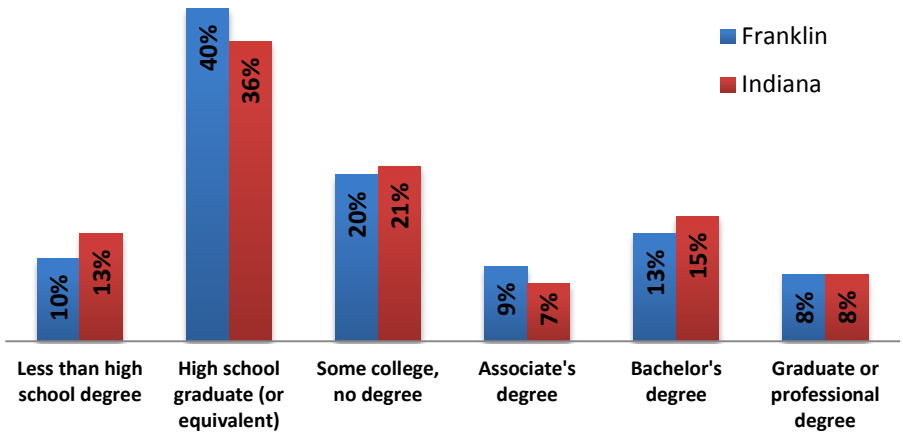


Source: Indiana Department of Education

Educational Attainment

Figures 7a and **7b** (on the following page) each give a sense of how Franklin's level of educational attainment compares to statewide averages. **Figure 7a** is a graph of data obtained from the Census Bureau's three-year American Community Survey (2008-2010). It shows that with a few slight deviations, Franklin's population looks very similar to the state as a whole in terms of the proportion of the overall distribution falling into different categories of educational attainment.

Figure 7a. **Educational Attainment (2008-10)**

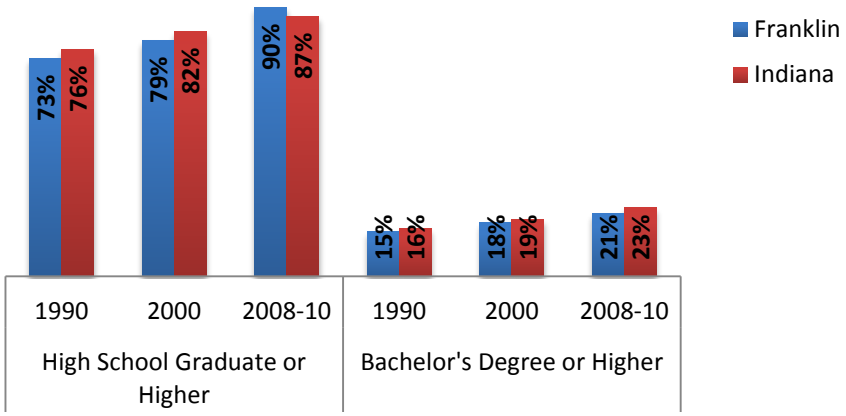


Sources: STATS Indiana; U.S. Census Bureau, 2008-10 American Community Survey

Educational Attainment (continued)

Figure 7b shows the educational attainment levels by minimum degree type (high school degree versus bachelor's degree) and over a spread of two decades from 1990 to 2010. A significant trend at both the city and state level has been the marked increase in high school graduates and college graduates as a proportion of the population since 1990. The percentage of Franklin residents with at least a high school degree has jumped by 17 percent since 1990 and has surpassed the state average, which it trailed only a decade earlier. Similarly, the percentage of Franklin residents with at least a bachelor's degree has climbed by six percent since 1990, though in this category Franklin still trails the state average slightly.

Figure 7b. **Educational Attainment (1990-2010)**

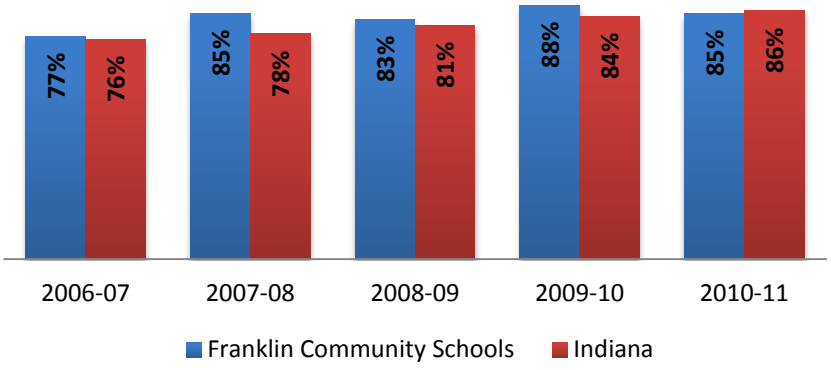


Sources: STATS Indiana; U.S. Census Bureau, 2008-10 American Community Survey

Educational Attainment (continued)

Finally, **Figure 8** shows the graduation rates by four year cohorts for Indiana and Franklin Community Schools for the 2006-07 through the 2010-11 school years. As with the other statistics on educational attainment, Franklin's high school graduation rates closely mirror state rates. Also, there is a slight, upward trend apparent in the data from the past five years, as Franklin Schools graduated eight percent more of the 2010-11 cohort than of the 2006-07 cohort.

Figure 8. **Four Year Cohort Graduation Rates**



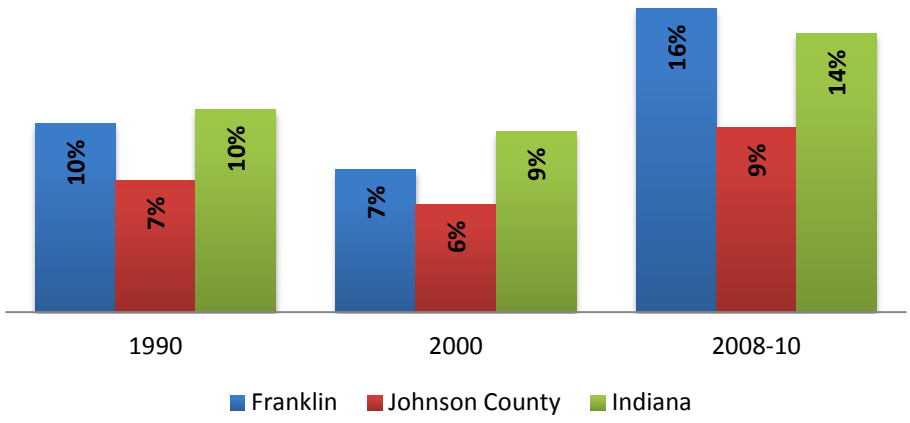
Source: Indiana Department of Education

Poverty

A brief note on poverty rates: Poverty rates track the percentage of individuals who are at or below the poverty threshold (or poverty line). The poverty threshold is an income amount determined by the Census Bureau as necessary for a family of a given size to meet its minimum basic needs. While adjustments are made according to the size and age of family members, the same thresholds are used throughout the United States and do not vary geographically. This means that they do not take differences in the cost of living between different regions into account, which in turn means that they could potentially over- or under-estimate the number of people living in poverty in a particular area.

Figure 9 shows the percentage of individuals falling below the poverty threshold in Franklin, Johnson County, and Indiana over a two-decade period. A common theme is that poverty dropped slightly for all three areas from 1990 to 2000 and spiked between 2000 and 2008-10 as a result of the economic downturn. While Johnson County appears to have felt the impact of the downturn to a somewhat lesser degree than much of the rest of the state, Franklin has actually fared worse. It should be noted that the 2008-10 figure are from the Census Bureau's American Community Survey and are based on sample data. This particular statistic has a 3.6 percent margin of error for the city of Franklin, meaning that the 16 percent poverty rate could be inflated and the actual poverty rate could be as low as 12.4 percent.

Figure 9. **Individual Poverty Rates**

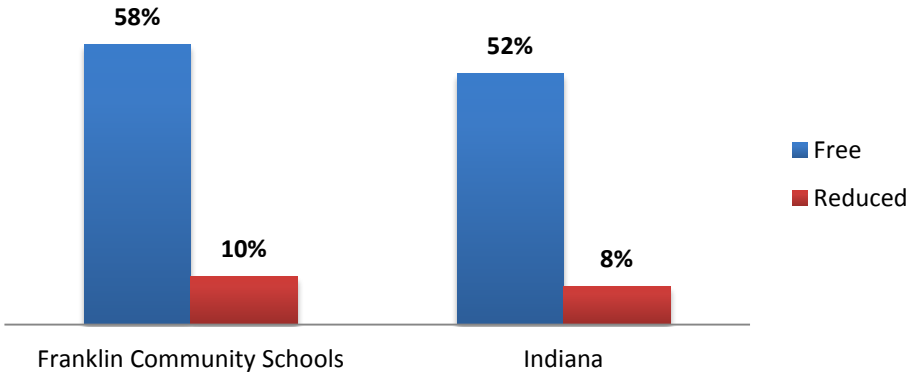


Sources: U.S. Census Bureau (1990 & 2000); 2008-10 American Community Survey

Poverty

Another measure of the relative affluence or poverty of a region is the number of students who are served free or reduced lunches in public schools. The percentage of students receiving this aid in Indiana and Franklin Community Schools is shown in **Figure 10**. As was suggested by the overall poverty figures above, Franklin fares slightly worse than the state, with six percent more children on free lunch than the state average and two percent more on reduced lunch.

Figure 10. **Percentage of Students on Free and Reduced Lunch**

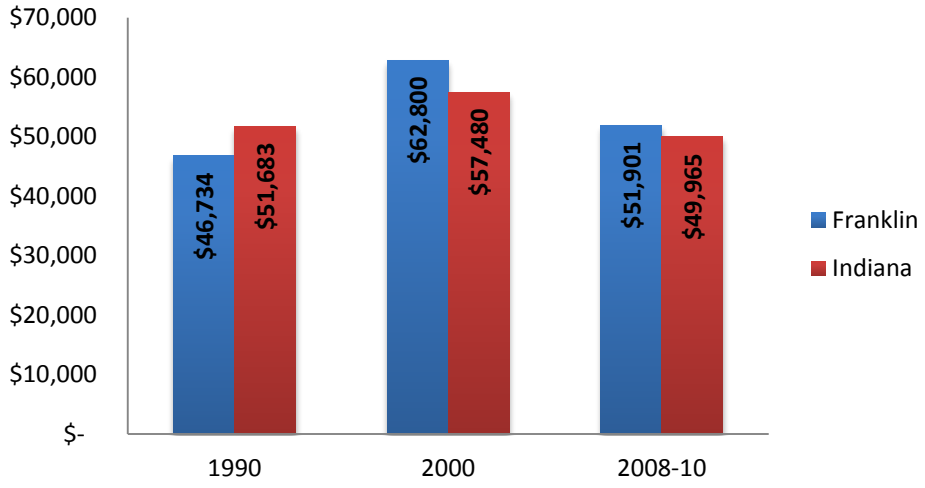


Source: Indiana Department of Education

Income

Figure 11 shows the change in median household income in Franklin and Indiana from 1990 to 2010 in real (inflation-adjusted) dollars. The pattern shown here is a familiar one seen around the country, with real incomes rising during the 1990s and declining in the 2000s following the Great Recession. In Franklin's case, the real median household income rose by 34 percent between 1990 and 2000 and declined by 20 percent between 2000 and 2008-10. While this does represent a significant decline, the overall trend since 1990 has been one of gradual improvement, which in turn has allowed Franklin to surpass the statewide median.

Figure 11. **Median Household Income (Inflation-adjusted*)**



Sources: U.S. Census Bureau (1990 & 2000); 2008-10 American Community Survey

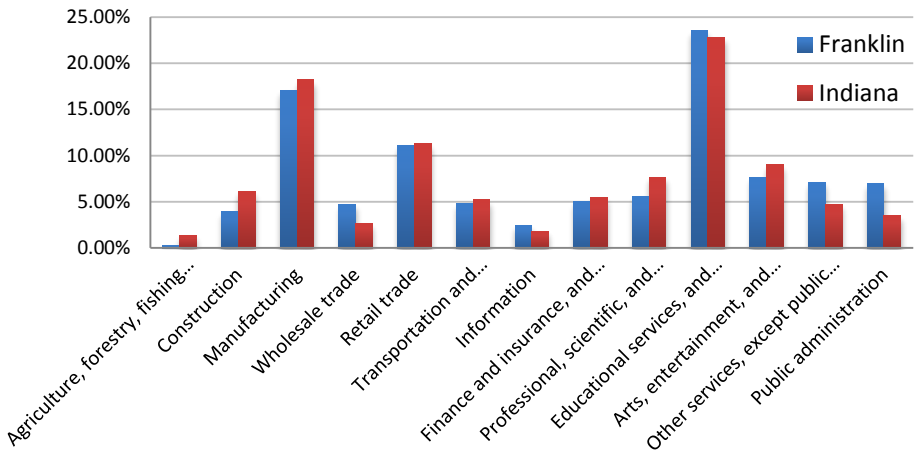
**In 2012 dollars. Calculated using the Bureau of Labor Statistics' CPI Inflation Calculator*

According to the Bureau of Labor Statistics' Consumer Price Index, inflation has averaged about 2.6 percent per year since 1990, which in many places has had the effect of eroding household income faster than wages have increased. Such has been the case in the state of Indiana as a whole, which has seen a decline in household income of more than $1,500 since 1990, once adjustments for inflation are made. Fortunately, the median Franklin household has seen a real net gain in incomes of about 11 percent since the 1990s.

Employment

Figure 12 shows that, as with the rest of Indiana, the major industries in Franklin are manufacturing, educational services, healthcare, and social assistance. Close to a quarter of all employees in Franklin work in education, health, and social assistance, while more than 15 percent work in manufacturing. The next largest industries include retail, arts and entertainment, public administration, and other services, which collectively employ close to a third of Franklin workers. And as county seat, Franklin also has a disproportionate share of workers in public administration.

Figure 12. **Employment by Industry**



Source: U.S. Census Bureau, 2008-10 American Community Survey

Employment (continued)

Figure 13 shows the top ten private sector employers in Johnson County. The range in size is large, from 550 employed by Caterpillar Remanufacturing to 155 employed by Amos Hill Associates.

Figure 13: Top Ten Employers in Johnson County	
Company	**# of Employees**
Caterpillar Remanufacturing	550
KYB Manufacturing	500

NSK Corp / NSK Precision America	433
Dayton Freight	350
Endress+Hauser	300
Danzer Veneer Americas	200
Advantis Medical	165
United Natural Foods	161
Sonoco Flexible Packaging	156
Amos Hill Associates	155

Source: Johnson County Development Corporation

Employment (continued)

Figure 14 gives a more detailed breakdown of employment and industry data for Johnson County from the U.S. Bureau of Economic Analysis. It shows the earnings of each industry (in millions of dollars), the number of jobs in each industry, and the average earnings of each job in 2010. The average annual salary of Johnson County's 66,408 jobs is $31,725, and the total annual earnings in all industries add up to about $2.1 billion. Government and government enterprises provide the most total earnings of any single industry and, with an average annual salary of $51,984, provide the third highest average earnings. The few people working in utilities earn the most of any industry category, with salaries approaching $100,000 per year, while wholesale trade is the second highest paying industry with an average annual salary of $61,470. Manufacturing and retail are the next most significant industries in terms of total industry earnings, and retail also employs the most people of any industry.

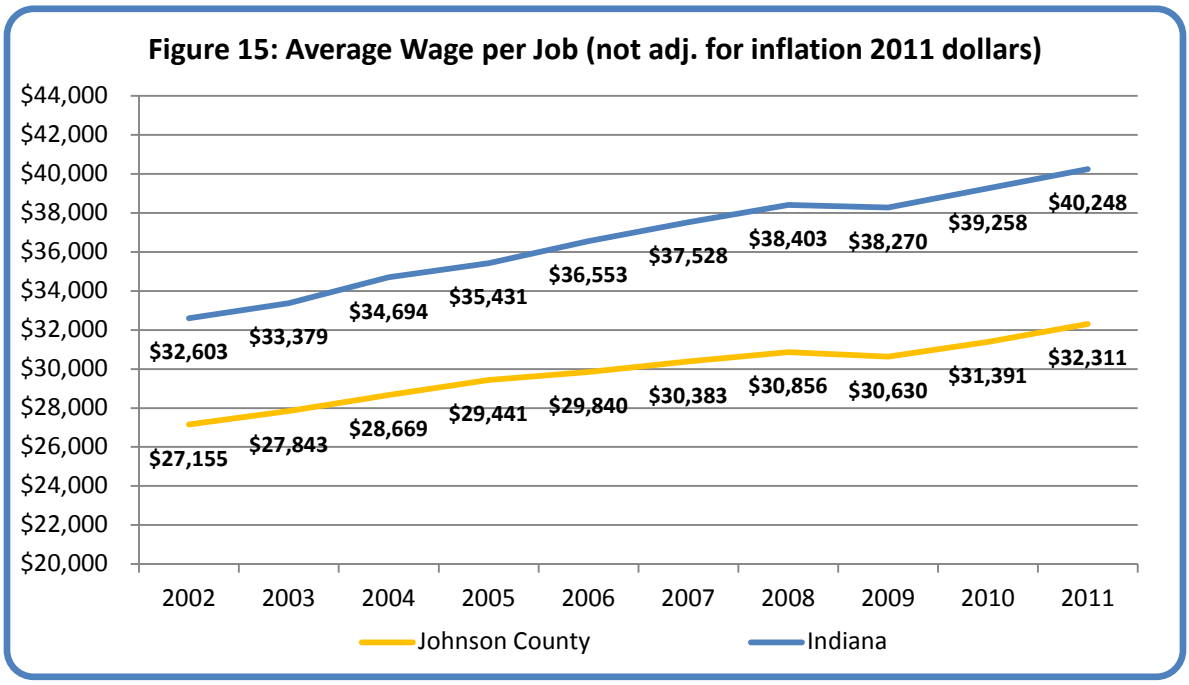
Figure 14. Employment & Earnings by Industry (NAICS) in 2010

Industry	Earnings ($000)	% in Johnson County	Avg. Earnings Per Job	Jobs	% in Johnson County
Farm	$11,913	0.57%	$23,451	508	0.80%
Forestry, fishing, etc.	$2,282	0.11%	$13,915	164	0.20%

Mining	$1,463	0.07%	$15,731	93	0.10%
Utilities	$11,978	0.57%	$96,597	124	0.20%
Construction	$149,998	7.12%	$36,153	4,149	6.20%
Manufacturing	$236,669	11.23%	$51,935	4,557	6.90%
Wholesale Trade	$111,875	5.31%	$61,470	1,820	2.70%
Retail Trade	$233,613	11.09%	$22,491	10,387	15.60%
Trans. and warehousing	$102,147	4.85%	$37,185	2,747	4.10%
Information	$14,519	0.69%	$26,937	539	0.80%
Finance and insurance	$78,830	3.74%	$26,042	3,027	4.60%
Real Estate and rental and leasing	$27,306	1.30%	$6,378	4,281	6.40%
Professional, technical services	$111,801	5.31%	$34,538	3,237	4.90%
Management of companies, enterprises	$7,808	0.37%	$43,865	178	0.30%
Administrative and waste services	$82,200	3.90%	$19,865	4,138	6.20%
Educational services	$28,221	1.34%	$20,361	1,386	2.10%
Health care, social assistance	$252,070	11.96%	$42,927	5,872	8.80%
Arts, entertainment, and recreation	$10,387	0.49%	$8,052	1,290	1.90%
Accommodation and food services	$111,723	5.30%	$17,686	6,317	9.50%
Other services, exc. public admin.	$142,746	6.78%	$33,485	4,263	6.40%
Gov. and gov. enterprises	$371,686	17.64%	$51,984	7,150	10.80%

Source: STATS Indiana; U.S. Bureau of Economic Analysis

Figure 15 shows the average wage per job in terms of total employment comparing Johnson County wages and overall Indiana wages across a nine-year range. This data reflects that Johnson County's wages have risen somewhat steadily in line with Indiana's. In 2011 the average annual wage in Johnson County was $32,311 whereas Indiana's average annual wage was $40,428. Although Johnson County's wages are rising, there is still a significant gap between these wages and the overall state's average wages.



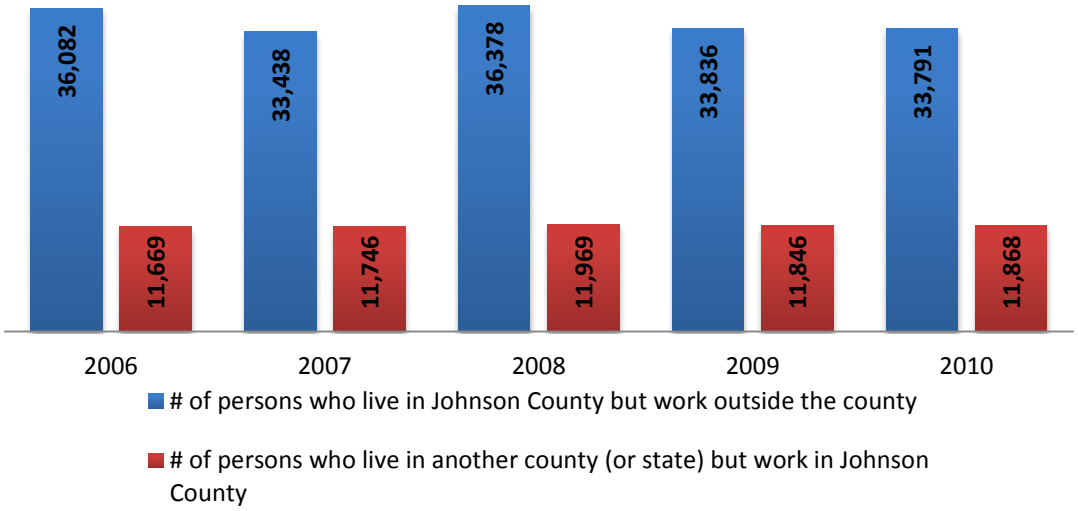
Source: STATS Indiana; U.S. Bureau of Economic Analysis

Commuting

Figure 16 shows the number of persons who live in Johnson County but work outside the county, compared to the number of persons who live elsewhere but work in Johnson County. In each of the years shown, there are nearly three times as many people commuting out of Johnson County as there are commuting into it, which means that Johnson County is a net exporter of labor. According to the Indiana Department of Revenue, about a third of Johnson County's implied resident labor force—that is, those who live in Johnson County and work, regardless of whether or not they work in Johnson County—commuted outside the county. The vast majority of these commuters (27,053) work in Marion County. Others work primarily in Bartholomew (2,076), Hendricks (684), Hamilton (647), and Morgan (587) counties.

Commuters into Johnson County come primarily from Marion County (5,972), though Morgan (1,234), Bartholomew (920), Shelby (896), and Brown (650) counties also contribute. Commuters from outside Johnson County make up about 17% of the total number of people who work within the county.

Figure 16. **Commuting Trends in Johnson County**

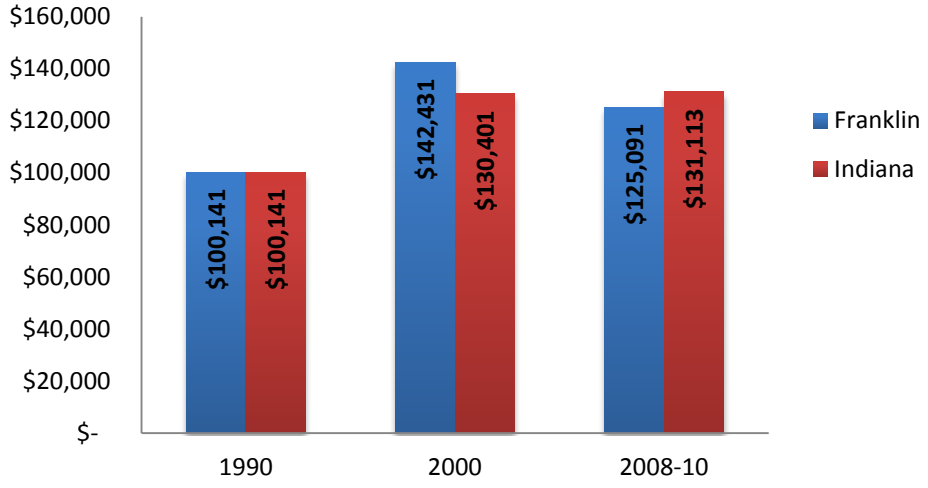


Source: STATS Indiana

Housing

Figure 17 shows the median, inflation-adjusted home values for both Indiana and Franklin from 1990 to 2010. Similar to household income, the median home values at the state and city levels spiked from 1990 to 2000 (rising by 42 percent) and declined from 2000 to 2008-10 (falling by 12 percent). Despite this recent decline, it is still evident that the longer-term trend in home values—both in Franklin and in Indiana—is upward. And there is good reason to believe that the housing market is already on the mend, as numerous media outlets, citing indicators such as the S&P / Case-Shiller U.S. National home Price Index, began reporting during the summer of 2012 that home prices were once again rising, albeit at a slow rate.

Figure 17. **Median Home Values (Inflation-adjusted*)**



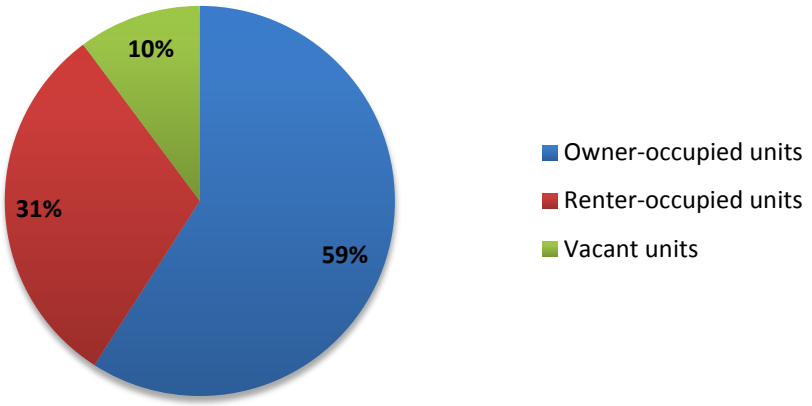
Sources: U.S. Census Bureau (1990 & 2000); 2008-10) American Community Survey

**In 2012 dollars. Calculated using the Bureau of Labor Statistics' CPI Inflation Calculator*

Housing (continued)

As of the 2010 census, there were 9,898 housing units in Franklin. **Figure 18** shows the percentage of these units that are owner-occupied, renter-occupied, and vacant. It should be noted that the proportion of vacant units is not atypically high and is approximately the same in Franklin as around the rest of the state; the majority of the vacant units are for-rent apartments and for-sale homes.

Figure 18. **Franklin Housing Distribution**



Source: STATS Indiana

Housing (continued)

The National Low Income Housing Coalition (NLIHC) conducts research on affordable housing and, among other things, produces an annual report that estimates the cost of affordable housing by county throughout the U.S. Two useful statistics that the NLIHC's report tracks are the Fair Market Rent and the Housing Wage. Briefly, the Fair Market Rent is defined as the 40th percentile of gross rents for "typical, non-substandard" rental units in a given area; the Housing Wage is defined as the hourly wage a household must earn to afford an apartment at Fair Market Rent while spending no more than 30% of its income on housing. Put another way, Fair Market Rent gives us a sense of how much a decent, affordable rental unit costs in a given area, while the Housing Wage tells us how much a household must earn to afford such a unit.

The Housing Wage in Indiana for a two-bedroom unit is $13.43 per hour in 2012. This amount, once again, is the wage a household must make per hour during a 40 hour work week to afford a two-bedroom unit at Fair Market Rent, which is $698 per month in Indiana. The Housing Wage in Johnson County is $14.37, slightly higher than that of Indiana and nearly twice as high as the minimum wage ($7.25 per hour). **Figure 19** shows the housing wages of selected areas in Indiana.

Figure 19. Housing Wage for a Two-Bedroom (2012)	
Indiana	$13.43
Johnson County	$14.37
Indianapolis Metro Area	$14.37
Bloomington	$13.92
Lafayette	$13.98
Kokomo	$12.48
Terre Haute	$11.85
Evansville	$12.85

South Bend	$13.75

Source: National Low Income Housing Coalition

Housing (continued)

In Johnson County, the median household income of $66,900 per year (in 2012 dollars) allows for a maximum monthly housing cost of up to $1,643, according to the NLIHC definitions outlined above. However, an extremely low-income household income, which is defined as a household earning 30% of the median income for a given county and as $20,070 for Johnson County in particular, can afford only $502 per month for housing.

Put another way, the Fair Market Rent in Johnson County is $747 per household per month for a two-bedroom unit. A single minimum wage earner, who in Indiana can only afford a rent of $377 per month, would need to work 79.26 hours per week to be able to afford a two-bedroom unit in Johnson County; a household consisting of two minimum wage earners would just barely be able to afford a two-bedroom unit while each working a 40 hour week.

Another measure of housing growth is the number of building permits issued per year. As **Figure 20** indicates, Johnson County saw a rapid decline in the number of residential building permits issued per year from 2006 to 2010. This decline is consistent with the statewide pattern of declining growth in residential construction since 2006.

Figure 20. Johnson County Residential Building Permits				
2007	2008	2009	2010	2011
752	796	678	651	414

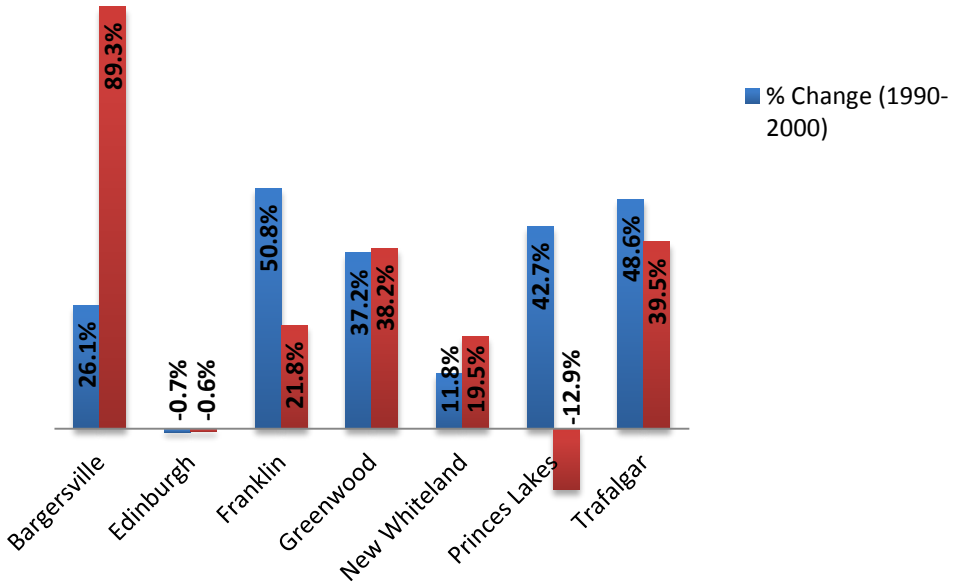
Source: STATS Indiana

Johnson County Comparisons

The following series of figures gives a sense of how Franklin compares with other Johnson County towns and cities on a number of important demographic characteristics. **Figure 21** shows that Franklin experienced the fastest growth of any town or city in Johnson County in the 1990s, followed by more modest growth in the 2000s. Greenwood and Trafalgar have both grown much faster than Franklin in the last decade, as has Bargersville, though in the latter case

the rapid growth can be attributed largely to annexations.

Figure 21. **Population Growth by City (1990-2010)**

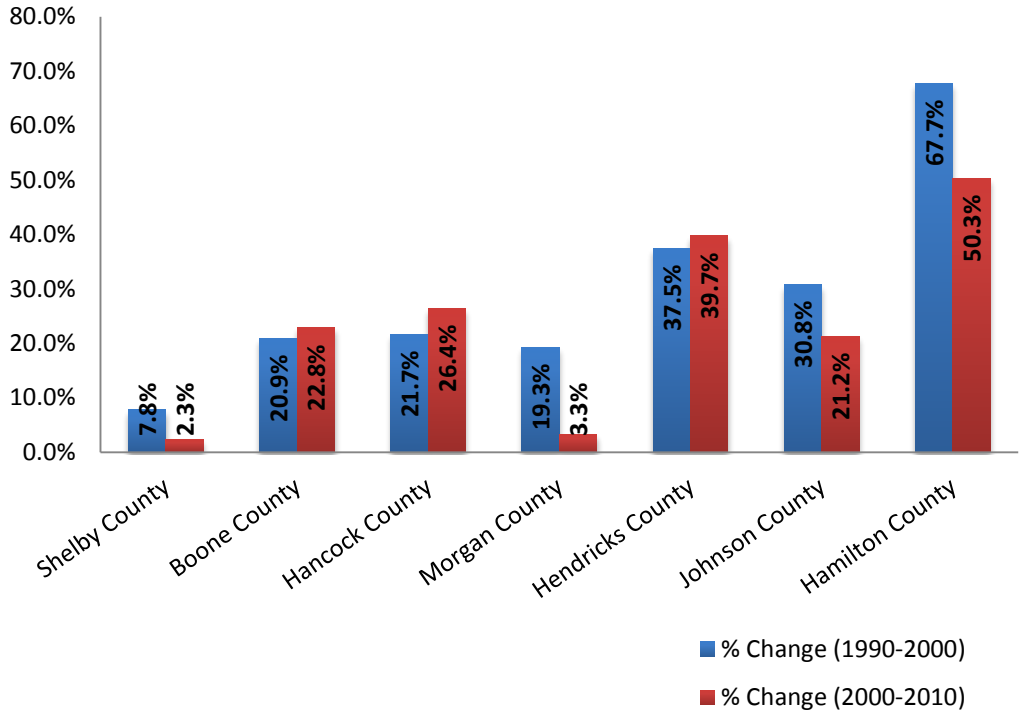


Source: STATS Indiana

Johnson County Comparisons (continued)

Figure 22 shows the population growth rates in the past two decades for each of the counties surrounding the Indianapolis metropolitan area. Though Johnson County's growth slowed relative to growth of several of the other counties after the 1990s, it still grew by 21.2% in the 2000s.

Figure 22. **Population Growth by County (1990-2010)**

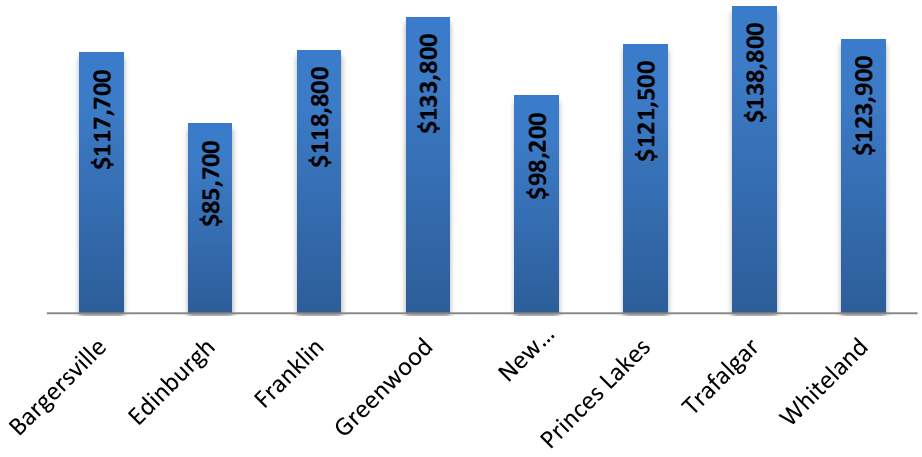


Source: STATS Indiana

Johnson County Comparisons (continued)

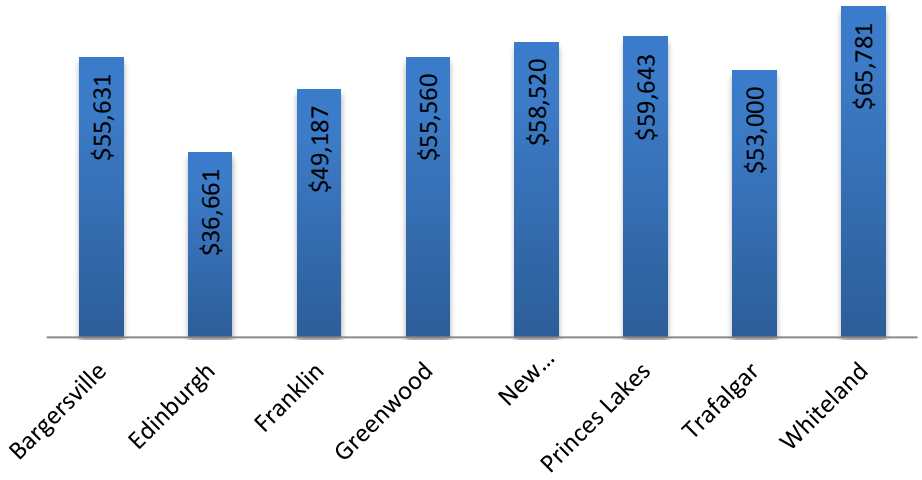
Figures 23 and **24** show the median home values and median household incomes for the 2006 to 2010 period for Johnson County cities. In both categories, Franklin falls approximately in the middle range compared to other Johnson County towns and cities.

Figure 23. **Median Home Value by City (2010)**



Source: U.S. Census Bureau; 2006-2010 American Community Survey

Figure 24. **Median Household Income by City (2010)**



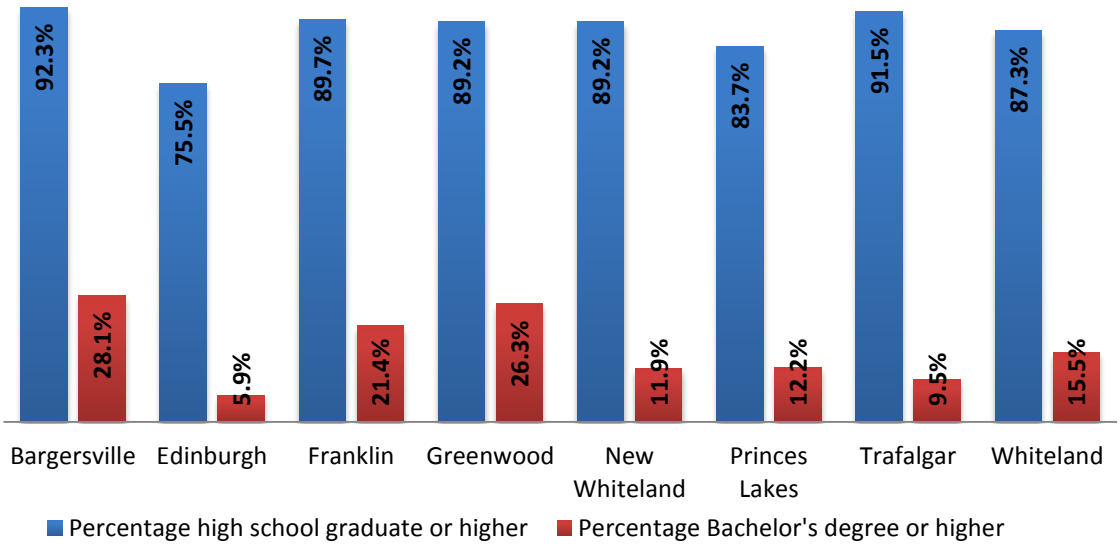
Source: U.S. Census Bureau; 2006-2010 American Community Survey

Johnson County Comparisons (continued)

Finally, **Figure 25** shows a comparison of educational attainment among Johnson County towns and cities. Bargersville leads the county in the percentage of residents with at least a high school degree and in the percentage of residents with at least a Bachelor's degree. While the

percentage of high school graduates is roughly equal across Johnson County towns and cities (with the exception of Edinburgh), Bargersville, Franklin, and Greenwood each have a significantly larger portion of college graduates.

Figure 25. **Educational Attainment by City (2010)**



Source: U.S. Census Bureau; 2006-2010 American Community Survey

STEERING COMMITTEE MEETING # 1 Notes

City of Franklin Comprehensive Plan Update ● Sept. 26, 2012

In attendance:

David Clendening
Steve Davis
John Ditmars
Lisa Fears
Debbie Gill
Dustin Huddleston
Jim Martin
Mayor Joe McGuinness
Loren Snyder
Bob Swinehamer

City Staff

Krista Linke, Joanna Myers, Kevin Tolloty, Rhoni Oliver, David Parsley, Jaime Shilts, Matt Zimmerman

Consultant Team

Scott Burgins (SDG), Cory Daly (HWC), Scott Nees (SDG)

Introduction

Mayor Joe McGuinness thanked everyone for attending the meeting and provided a brief introduction to the planning process.

- The most recent comprehensive plan was adopted 10 years ago
- The city has changed since then, and the older plan does not reflect realities that Franklin faces today (for example, new technology, growing proximity to Indianapolis, new priorities)

Scott Burgins, a planning consultant from SDG, introduced the planning team and asked steering committee members to introduce themselves.

Fundamentals of a Comp Plan

Scott Burgins reviewed concepts from What is a Comprehensive Plan? and What is the Process? handouts.

- We need ideas and suggestions from people with local knowledge, which is why we hold steering committee meetings
- A comprehensive plan focuses on two things: what do we want to change? What do we want to keep?

- We want to address naysayers up front by asking, for example, “Is Franklin more likely to achieve its goals with or without a plan?”
- What are your (steering committee members’) biggest concerns? “With this plan, I hope the city can finally do _____?”
- Answers:
    - Continue to grow in a structured manner (infrastructure improvements ongoing, major street / parking lot improvements, business facades through OCRA grant, other major changes)
    - Various organizations such as chamber, development commission, etc., need to coordinate better, work together more cohesively
    - In the same vein, administration and county need to be better connected with Franklin College
    - Franklin needs to become a destination, a sought-after place where people want to spend their money and time and where they want to send their kids to college
    - Housing developments—someone is going to want to build a development at some point, and this document will allow us to plan for it in the right way
    - There’s a need to keep everyone on the same page with managing growth, as they’ve done successfully with the 2002 document
    - It is important to take a practical approach to things. The college is the realistic anchor for the city and fundamental area for marketing. We need to avoid the “starburst effect”
    - We need to be welcoming toward developers and businesses and to overcome the perception that we don’t work well with some people
    - We need to think about where Franklin is going physically. Downtown? Expanding eastward? Expanding southward?
    - Mayor McGuinness: Franklin currently includes three sections: I-65, downtown, and the big box / chain restaurant area. What are we going to do with 65? There’s no rhyme or reason to how things have been allowed to develop. “We have a hodge podge of what exactly is this?”
    - What is the brand? What is Franklin known for?

Review: Demographic Profile

Scott Nees (SDG)

- Franklin’s growth has been accelerating in recent decades, with a 50 percent increase in population in the 1990s, and a 22 percent increase in the 2000s. As of 2011, Franklin’s population was an estimated 24,040.

- The median age in Franklin is 34.6 years, compared to a 37 year median for the state. Nearly one in 10 residents, though, is 75 or older, and Johnson County's median projected age is expected to rise to nearly 40 by 2050.
- In 1990, only about three-quarters of Franklin residents had a high school degree or higher, while nearly 90 percent do today. During the same time, the number of residents with a Bachelor's degree or higher rose from 15 percent to 21 percent.
- With 58 percent of Franklin's public school students on a free lunch, Franklin fares worse than the state average. The Census Bureau's 2008-10 American Community Survey indicates that 16 percent of Franklin residents fall below the poverty line, which is also more than the state average of 14 percent.
- In inflation-adjusted dollars, Franklin's 2000 median household income was $62,800, while by 2010 that number had dropped to $51,907, a decrease of 17 percent. Since 1990, real income has increased by only about 11 percent in Franklin, which is just keeping ahead of inflation. At the state level, incomes have not kept pace with inflation.
- Employment by industry in Franklin tracks fairly closely to the state distribution, with the largest industries being manufacturing, retail, and education, health and social services.
- There are a total of 9,898 housing units in Franklin, which includes 5,846 owner-occupied units.
- As one might expect, median home values climbed between 1990 and 2000 in Franklin and dropped back down between 2000 and 2010.

Review: Implementation Chart from Previous Comp Plan

Burgins led the steering committee through a review and discussion of priorities from the city's previous comprehensive plan.

- Here are the charts highlighting issues / priorities since the last plan. We need to go through the list of priorities and figure out what works and what doesn't
    - Comment: truck routes have been designated, but truckers are not using it
    - Comment: will there be any value in looking at things that have been done to see whether these things need more attention? Do we need to revisit some of the grayed out boxes?

Review: Public Survey

Burgins worked with the steering committee members to customize a public survey to fit the City of Franklin's specific needs and priorities.

- Generic survey to be presented to the public. What do we need to do with it?

    - We need higher-end housing. CEO's and doctors won't live in Franklin. Lots of higher income folks live in Greenwood and Center Grove
    - Walkability is an issue. Parks have done a great job of increasing walkability, but they also need to do more
    - Walkability and biking are a big issue for college students; there are not enough places to park bikes
- Land use issues, natural resources, groundwater?
    - Abundance of aquifer resources; trees are a priority
- Transportation, city road conditions, and traffic conditions?
    - Public transportation is lacking: no buses, no rural ride, no taxi
    - Access getting to and from Franklin is also a problem, making it difficult to recruit young people living in Indianapolis
    - Truck route issue
- ADA issues?
    - INDOT came through and did some work. Downtown parking lots are up to standards, and street departments are taking ADA standards into account
- Utilities issues?
    - Sustainability should be a priority: are we using environmentally-friendly practices?
    - Burying power lines would cost $1 million per mile
- Quality of life?
    - Culture should be a priority
    - Connectivity was once again mentioned
    - Aquatic center is important
    - High end shopping would be nice, along with a downtown market, grocery store, or meat market
    - Parks—only one park west of 31, in the far corner of town (and if it rains you can't get to it); another park you can't really get to at all
    - School connectivity is an issue

Exercise: Visioning

Scott Burgins led the steering committee through a visioning exercise.

- What about the image? When people say "Franklin," what do they think?
    - Franklin is the county seat
    - It's a nice little small town, though there's nothing distinctive about it (good or bad)
    - It seems like it's not marketed very well
    - We need to take what we have and build on it

- The city has alienated the college and has not taken advantage of what's there; we really need to work hard at college-city interaction
- We do have a brand, though we don't have a good way of promoting it; we're small, quaint, cute, an older-home place that's attractive, cheap to live in; the same image also applies to the college, which is small, personal, nurturing
- You can afford to have your family here
- Conflicts between the progressive-minded and those who don't want change, those who want a vibrant downtown and those who worry their taxes will go up
- Faculty members don't necessarily live in town, 178 acres of liberal professors and 178 acres of conservative students
- Fear of change and dislike of taxes
- Faculty live in Bloomington, Greenwood, downtown Indy, Indy suburbs
- Some people are afraid that Franklin is going the way of Carmel
- Town is open to cultural diversity, though it is not necessarily a diverse place

Burgins added that the more time is needed on the visioning process especially on the development of a more refined mission statement.

What's Next

- Interviews with Stakeholders
- Meeting 2: ~~Wednesday, Oct. 24 @ 12 p.m.~~ **Cancelled. This meeting and future ones will be scheduled on Mondays at noon.**

STEERING COMMITTEE MEETING # 2 Notes

City of Franklin Comprehensive Plan Update ● Nov. 19, 2012

In Attendance

Joe Abban
Tricia Bechman
David Clendening
Lisa Fears
Debbie Gill
Megan Hart
Larry Heydon
Tim Holmes
Dustin Huddleston
Mayor Joe McGuinness
Loren Snyder
Bob Swinehamer

City Planning Staff

Krista Linke, Joanna Myers, Kevin Tolloty, Rhoni Oliver, Travis Underhill and Matt Zimmerman

Consultant Team

Scott Burgins (SDG), Cory Daly (HWC), Rex Dillinger (HWC), Catie Kosinski (SDG)

Introduction and Update

Mayor Joe McGuinness thanked everyone for attending the meeting and said that the new plan would be good for the community.

Scott Burgins, a planning consultant from SDG, asked steering committee members to introduce themselves. Updates will be made regularly to the project webpage at the following URL: http://www.sdg.us/city-of-franklin-comprehensive-plan/

The city's most recent comp plan is 10 years old and the community has accomplished many of its goals. But the city has changed a lot in 10 years as Indianapolis seems to be getting closer and closer. Franklin has already set new priorities.

Scott explained that the comprehensive plan is a vision and guiding document. It serves as the foundation for changes to zoning codes but does not have the same legal implications as a zoning map.

Important considerations for this new comprehensive plan include:

- Managing growth in a structured way
- Continuing infrastructure improvements

- Improving collaboration among city departments
- Making Franklin more of a destination

The plan will address where and how Franklin wants to grow. Comments from steering committee members about growth issues included:

- Truck routes are important for downtown
- There's a need for higher-end housing
- Walkability is something to address and promote
- Public transportation options are lacking
- The community's brand could be better promoted

Public Survey

Scott explained that changes to the public survey are highlighted in yellow. Once the survey is approved, the consulting team will post it on the project webpage and make print copies available.

Mapping Critical Sub Areas

Cory Daly, a planning consultant from HWC Engineering, led the steering committee through an exercise and discussion about the community's critical growth areas. Since comp plans typically go out 10 years, critical sub areas focus on issues that need to be addressed sooner. The city's corporate limit includes a 2-mile buffer zone. Cory urged the group to think about future growth needs as they looked at two maps: a city map with corporate limits and a downtown central district map.

Summary of Notes from Mapping Community Goals Session:

- The first theme which was discussed was the opportunity to promote additional growth within the Franklin community and addressing critical transportation needs.
- It was mentioned that redistricting would be completed by the end of the year.
- The main growth corridor on north end of the City is in and around U.S. 31 corridor.
    - Commercial
    - Single Family
    - Schools
- Franklin has essentially become an "outgrowth of Indy" also considered part of "North Johnson County" …
    - …Really losing its individual identity or sense of place.
- There is a need for more 'market rate' apartments and rental housing units
    - City View Development

- The southwest portion of the City has experienced strong residential growth.
    - Franklin Lakes development.
    - Heritage Acres – already platted…
        - This development is currently only served by a 2-lane road
- US 31 is currently the "economic aorta" for the City.
- There is a need for services to the east of the City.
- Trail system linkage is critical.
- Festivals Drawing People Downtown
- Only 65 acres remain in Tech Park
    - East side Tech Park is outside of City Limits
- Commercial in-fill @ I-65 interchange
- Ivy tech to grow into full service campus…
- Industrial/commercial development
- There is a major lack of planning and structure on east side commercial development (I-65 interchange)
    - This area has a lack of services/businesses
- Wal-Mart/commercial along US 31 is main commercial area
    - Located some distance north of Central Business District
- Franklin would like to capitalize on its proximity to Indy instead of potentially suffering because of it.
    - "Close to 'big city' mentality with small town appeal"
    - "Close to 'big city' places to be; sports, dining, entertainments, etc."
- Attracting Costco/membership based commercial and high end retail
- Clearly define "the east side of Franklin"
    - Gateway?
    - High End?
    - Front Door to Community?
    - What impressions?
    - Armory is attracting people
- There is a lack of decent hotels in the City
    - Camp Atterbury is very close to the south

- After the initial conversation the team considered the question of "what is the first impression people get when they enter the community?"
    - From I-65 interchange
        - Uninviting
        - Improving
        - No 'preview' of what's beyond
        - What's in Franklin?
        - Why would I stop in Franklin?
    - From the north along US-31
        - Am I in Franklin? (no well-defined entrance)
        - How do I get over there? (more accessibility to existing places)
    - S. Main from US 31 south has nice entrance feel, captures view of County

Courthouse.
    - South will be tough to revitalize because of the flood.
    - Walking downtown Franklin – Franklin is very walkable!
- There was brief conversation on transit opportunities in Franklin
    - Access Johnson County provides service in Franklin
    - There are currently lack of transit services to Downtown Franklin
    - Franklin is the southern stop in the Indy-connect regional transit plan
        - Franklin depot

STEERING COMMITTEE MEETING # 3 Notes

City of Franklin Comprehensive Plan Update ● Jan. 14, 2013

In Attendance

Tricia Bechman
David Clendening
John Ditmar
Lisa Fears
Debbie Gill
Larry Heydon
Tim Holmes
Dustin Huddleston
Mayor Joe McGuinness
Jim Martin
Rob Shilts
Loren Snyder

City Planning Staff

Joanna Myers, Kevin Tolloty, Rhoni Oliver, Jaime Shilts, Travis Underhill and Matt Zimmerman

Consultant Team

Scott Burgins (SDG), Cory Daly (HWC), and Catie Kosinski (SDG)

Review: Notes from Previous Meeting

Scott Burgins explained that the planning process will be picking up speed. The consultants will bring draft chapters to each subsequent meeting. Updates will be made regularly to the project webpage at the following URL: http://www.sdg.us/city-of-franklin-comprehensive-plan/

Scott reviewed the notes from the previous steering committee meeting. He said that themes such as walkability, transportation, and the community's brand are beginning to emerge. The committee identified and discussed growth areas during the mapping exercise led by Cory Daly. In addition, city staff took the consultants on an extended tour of the city after the last meeting. We had an opportunity to see all of the trail work being completed across the city. We also looked at the I-65 interchange area and the city's east side. Takeaways from the tour include:

- Franklin's east side could be improved
- There's a need for signage to draw people off the interstate; gateway improvement
- The city is currently investing a lot downtown through sidewalk improvements

Final Review: Public Survey

The public survey is already posted on the project webpage. The consultants will print 500 copies to be distributed by city staff and steering committee members. The consultants will

prepare a press release to advertise the plan and solicit public input. Results from the public survey will help us prepare for the public meeting and shape the content of the plan chapters.

Updates

66 Water St. Arts Café, a partnership between Franklin College and the City of Franklin, opened in December 2012. The multi-generational space offers tutoring services, evening and cultural activities. The Arts Café is intended to increase collaboration between the campus and local community. The café offers a limited menu through partnerships with local restaurants.

Scott said that the city's last comprehensive plan was basically a 100-page to-do list. This is a good format when you have a professional planning staff like Franklin. Our consulting team intends to blend its style of providing context to show how goals are reached with a list of action items.

Transportation Chapter

Cory presented a handout for the policy planning and goals -of the Transportation Chapter. For cities such as Franklin with several highways and an interstate interchange, transportation issues can have important impacts in the community. Cory asked the steering committee to consider what issues are driving transportation needs. The handout includes a brief discussion of the forces shaping transportation demands in Franklin along with goals and policies that may need to be adjusted since the last version of the comp plan. The information collected from the Steering Committee and subsequent focus groups will be used to prepare a complete initial draft of Chapter 10.

The three main forces influencing transportation in Franklin are regional competition, regional transit, and complete streets/sustainability. Franklin needs to develop and maintain transportation infrastructure that supports businesses, residents, and students. This includes continuing to develop trails, improving sidewalks, and reducing automobile dependence.

Franklin competes with communities in Johnson County and others in the "donut counties" for professionals who commute to work in Indianapolis. Franklin is already included in the Indy Connect plan, but the city can prepare to position the community to take better advantage of this transit opportunity, which is an important quality of life consideration for many professionals. Complete streets offer a way to relieve traffic congestion issues and improve pedestrian paths. Keeping sustainability in mind with transportation planning can alleviate flooding and ponding issues along roadways.

Cory asked the committee to discuss other transportation issues they want to explore in the comprehensive plan. The following are their comments:

- Include alternative fuel parking spaces for electric cars and others in new parking lots
- Include on-street bike lanes in new street projects and add bicycle parking areas
    - There is potential for shared bike pavilions between Franklin College and the city
- Restrict truck traffic along U.S. 44 and through the city core
    - It is possible that INDOT may relinquish control of the state highway to the city
    - It makes sense for Franklin to pursue control of this major thoroughfare
- Promote that Franklin is a golf-cart friendly city now
- Explore more light rail options such as an interurban line
    - Fishers, Carmel and others are looking at light rail routes to the city
    - Support looking toward transportation alternatives
- Close gaps on trails to improve connectivity

For mixed-use transportation development, the steering committee supported "human-scale" coordinated street design and preserving historic streetscapes. In general, the steering committee supported policies that promoted updating building facades, improving commercial design and architecture, and using unified signage throughout.

Discussion of transportation goals and policies prompted a conversation of who this plan is for: current residents or to attract potential residents. Franklin experienced rapid growth in the last ten years, but committee members asked if growth for growth's sake is a goal of this comp plan. The committee supported the goal that Franklin seeks directed, quality growth that supports an educated workforce with higher-end incomes.

Cross-town travel remains an issue for the city. Local East/west cross-town routes in particular pose a challenge; there is currently no direct route. There was concern that 144 is not well-maintained in spots and makes a poor impression of the community to passersby. It was noted that Johnson County has plans to add a new east/west corridor using Whiteland Road. This route will be several miles to the north of Franklin, but it may serve as a preferred truck route or bypass when completed. The three main thoroughfares through Franklin were identified as Jefferson Street, King Street, and the bypass. Scott noted that Bargersville is working to improve 144; when I-69 comes in, this route will make Franklin that much closer to the new interstate.

The group discussed the development of transit and the potential for residents of Franklin and Johnson County to support tax increases. The addition of transit would improve the commute to Indianapolis for professionals.

Mayor Joe McGuinness took the opportunity to express that Franklin needs to look to the future and is in good shape financially without raising taxes. He said that the end goal is to attract young, educated professional to live in Franklin, and transit is an important component of that, but so are parks and trails. The mayor added that he would like to see graduates from Franklin College stay in Franklin.

Loren Snyder said that Franklin can have a sense of "historical freshness" – North Main Street being a prime example. The restoration of the city's Historic Artcraft Theater is already attracting a lot of attention. Rob Shilts, of Franklin Heritage Inc., said that the Artcraft Theater is an example of "fresh" history that shows how the city is making progress. He added that more people are buying historic homes in Franklin that need to be fixed up. Franklin has a downtown core that some other donut communities lack. Improvements downtown will only further add to the city's charm and appeal.

Housing

This chapter presents a discussion of the changes in the local housing market since the previous comprehensive plan and projections for the future. Scott summarized the main points: rental units for young professionals appear to be in short supply, fewer high-end homes are available, and the city may need to address infill and redevelopment of existing neighborhoods. He added that studies of bedroom communities show that homes need to have value in order to pay for municipal services – fire, water, police, schools, etc.; simply having homes of any kind won't support the community.

In the Neighborhood Revitalization CSA (Critical Sub Area), the storybook appeal of historic mansions on Martin Place is in complete contrast with the destitution of Johnson Avenue only a few blocks away. This – and other CSAs in the new comp plan – will address possible solutions to issues facing Franklin in the immediate future. The Neighborhood Revitalization CSA recommends a combination of "carrots & sticks." It also includes suggested pilot projects in Franklin: Jefferson Street and Johnson Avenue.

Improvements to housing along Jefferson Street would enhance the community's investment downtown and increase the gateway's appeal. This corridor would be a good candidate for adding signage. However, Jefferson Street may have zoning issues to resolve; it is currently zoned for mixed-use. In addition, it is a major truck route through town.

Johnson Avenue may seem like a daunting project, but improvements can be made incrementally. Scott used the example of Build a Better Blackford to show that communities with far fewer resources than Franklin are able to demolish homes at a much lower cost. The

city could make street improvements first and purchase properties as they become available. By working with other community organizations such as Franklin Heritage Inc., the city can make improvements to the neighborhood over time. Rob Shilts noted that the Franklin Heritage Foundation restores houses and would work with the redevelopment commission toward that end. The city could be one of the sponsors for a landlord day that includes a review of code enforcement issues and presentations on home improvement.

What's Next

Focus groups will happen in the next thirty days. By April, the steering committee can expect to have reviewed most of the draft chapters for the comprehensive plan. Chapter review teams will be assigned at the next steering committee meeting.

Upcoming Meetings

- Steering Committee #4: February 11 @ noon
- Steering Committee #5: March 11 @ noon
- Steering Committee #6: April 8 @ noon
- Public Meeting: TBA

STEERING COMMITTEE MEETING # 4 Notes

City of Franklin Comprehensive Plan Update ● Feb. 11, 2013

In Attendance

Tricia Bechman
Carol Chapel
David Clendening
Lisa Fears
Megan Hart
Larry Heydon
Dustin Huddleston
Mayor Joe McGuinness
Jim Martin
Rob Shilts
Loren Snyder

City Planning Staff

Krista Linke, Kevin Tolloty, Rhoni Oliver, Jaime Shilts, Travis Underhill and Matt Zimmerman

Consultant Team

Scott Burgins (SDG), Cory Daly (HWC), and Catie Kosinski (SDG)

Updates

The next steering committee will not be held until April. In the meantime, updates will be made regularly to the project webpage at the following URL: http://www.sdg.us/city-of-franklin-comprehensive-plan/

The venue for this meeting changed from Beeson Hall to City Hall Council Chambers. Mayor McGuinness explained the city is replacing all of the windows in City Hall and hired local a preservation and renovation firm that had been honored by the state as an emerging business. Construction work continues on the city's aquatic center, and the Cultural Arts and Recreation Center has added to the weight room.

In project updates, the public survey has been posted online and printed copies distributed to the city. A press release went out publicizing the public survey, and people have started to call about the plan. The survey deadline will be extended to include the public meeting date. Several focus groups have been held with stakeholders in economic development, housing, recreation, and transportation. Next week, we will have a meeting with the planning department staff to discuss zoning and subdivision code revisions. In March, we will meet with city department heads and hold a public meeting.

Creating a Vision & Development Principles

Much of the planning process has focused on details, but the "big picture" vision for Franklin future has not emerged. The vision statement from the 2002 plan was somewhat vague and does not provide a strong direction.

Development principles are bold statements that provide concrete guidance for decision making on local issues. Scott presented several examples from other communities. For instance, he asked to what extent "historical freshness" described Franklin's identity.

The city is currently making several investments – mostly in its historic downtown. Cory explained that the city is already supporting compact urban form in its downtown improvements. Compact urban form emphasizes walkability and districts using a traditional neighborhood model. It is an important consideration for attracting younger, diverse people to live in Franklin. Cory added that new urbanism is an emerging model that many communities – such as Fishers and Carmel – are adopting to create a vibrant town center that looks historic.

One steering committee member wondered how communities of Franklin's size connect downtown with new commercial areas. The corridor between U.S. 31 and downtown needs improving.

Another member wanted Franklin to start seeing itself as a small city not a small town. "We have a small town quality but we are so much more than that." There are opportunities to take advantage of connecting the commercial areas with downtown.

The city's gateway project takes S.R. 44 through downtown to I-65. The gateway could tie the areas together. The city center could be promoted along the U.S. 31 commercial areas.

Krista said that sustainability seems to be a trend of this comprehensive planning process. Utilizing vacant properties is emerging as a theme in the preliminary public survey results. The city planning department has seen more permits for home remodels than new building permits.

A steering committee member said that many people are ingrained to think of commercial and retail areas where they can drive and park. Franklin's commercial district is west of downtown. Cory noted that I-65 is going to draw commercial development. Stricter controls – as can be stated in a comprehensive plan – will protect this area for the uses that the city wants. A comprehensive plan can recommend that new development be directed in specific locations. In the absence of planning, communities can have competing use areas.

Several committee members expressed the sentiment that Franklin, like many Indiana communities, has a "walking problem" not a parking problem. People want to park right in front of services, but they will actually walk much farther to park and shop at Wal-Mart.

Another member said that Franklin is a unique downtown and a college town. However, most small towns that make the "best of" lists are destination locations. They are places that people drive out of their way to go to because the towns offer downtown entertainment, theatres, restaurants, and shopping. Franklin has a decent housing stock downtown that can be restored; the missing teeth just need to be addressed downtown. This sentiment was echoed by another member who said that Franklin needs an anchor that will draw people for an entire day. The Artcraft Theatre does a good job of bringing people to the community but only at certain times. A recent antique show at the fairgrounds drew people to antique shops and restaurants downtown.

Mayor McGuiness said that Franklin has a lot of opportunities because of its location with state highways and interstate access. The city has taken steps toward improving and enhancing the area near I-65. Recent declines in the city's assessed home valuations indicate that the development of higher-end housing is necessary. Neighborhood standards and basic clean-up programs are other strategies that need to be looked at in the plan. The lower assessed values also negatively impact the school corporation.

A steering committee member concurred that young professionals want to build or acquire new higher-end homes. The city should consider areas near the high school and west and south of the city are possible areas for future executive level housing developments. Krista said that the city has some 50 lots available in the Legends West subdivision for custom-built homes. However, another member said that the drive there may not be as appealing as potential home builders would like.

Corridor building may offer some solutions to improving important routes. The city may need to be open to experimentation to create destinations.

Land Use Exercise

Cory led the steering committee through an exercise to develop some land use goals that will guide plan objectives and policies. The comprehensive plan will determine growth patterns and shape zoning decisions.

UNATTRACTIVE

The first part of the exercise asked people to indicate on a map the most *unattractive* place in Franklin. It could be an intersection or location. Members of the steering committee then shared what locations they considered most unattractive. Their answers are included below:

- I-65 interchange
    - Needs development and improved appearance
    - Corridor to Forsythe/Jefferson Streets area before Branigin
    - Primary traffic for passersby
    - Confusing gateway that lacks identity
    - Needs higher visibility
    - King Street, The Cove and Relax Inn are not appealing
- Johnson Avenue/Hamilton Avenue
    - People coming to Legends Golf Course have to drive through these unattractive areas
    - Public safety concern
    - Houses on nearby Terre Haute Street
- Forsythe Street to U.S. 31
- West of downtown to U.S. 31
- Knollwood Farms

ATTRACTIVE

The second part of the exercise asked people to indicate on a map the most *attractive* place in Franklin. Members of the steering committee again shared what locations they considered most attractive. Their answers are included below:

- Downtown
    - Historical
    - Immediate core area
    - Includes Province Park and Franklin College
    - Courthouse Square and North Main Street up to Madison Street
- Franklin College
    - Trail system that connects the college to South Main Street and Province Park
- Province Park
- Residential areas north/south of S.R. 44 on east side (Jefferson Meadows)
- Residential areas north of S.R. 44 close to elementary school that connects to Greenway trail
- High School
- 31 commerce drive

FUTURE OPPORTUNITY AREAS

Finally, steering committee members were asked to share what areas they consider to have the greatest potential as future opportunity areas. Their answers are included below:

- I-65 corridor
  - Areas east of city limits near interchange
  - Gateway project – need to make the community more appealing from the interstate
  - East of interstate
  - Potential for commercial/industrial development to the east of I-65
  - South of Graham Road on Commerce Pkwy is easy access to I-65
- Downtown
  - Central core
  - Finish improvements already being made
  - South portion to U.S. 31
  - Jefferson Street to U.S. 31
  - South of Monroe Street along Young's Creek to south of U.S. 31 there are several infill possibilities
- Residential areas near high school
  - Absorb growth from Greenwood and Whiteland

SUMMARY

Many of the areas discussed are corridors into and through Franklin. Discussion included potential areas for new development and redevelopment/infill.

What's Next

Consultants will meet with city department heads to discuss priorities and goals for the comprehensive plan.

Upcoming Meetings

- Public Meeting: March 25 @ 6:30 p.m. at City Hall Council Chambers
- Steering Committee #5: April 8 @ noon at [Location TBA]

STEERING COMMITTEE MEETING # 5 Notes

City of Franklin Comprehensive Plan Update ● April 8, 2013

In Attendance

Tricia Bechman
David Clendening
Lisa Fears
Megan Hart
Tim Holmes
Dustin Huddleston
Mayor Joe McGuinness
Jim Martin
Rob Shilts
Loren Snyder

City Planning Staff

Krista Linke, Joanna Myers, Rhoni Oliver, Jaime Shilts, Kevin Tolloty, Travis Underhill and Matt Zimmerman

Consultant Team

Scott Burgins (SDG), Cory Daly (HWC), Rex Dillinger (HWC) and Catie Kosinski (SDG)

Updates

The goal today is to review public input, recheck priorities and set the stage for the final phase of the planning process.

Since the last meeting we've completed department head meetings, a community workshop and concluded the public survey.

Department Head Interviews

We conducted in-person interviews with several city departments including: Public Works, Parks and Recreation, Planning and Economic Development, Police, and Utility Billing Office. These interviews allowed people who "do the daily work" to contribute their insights and ideas to the plan.

Nearly everyone interviewed commented that Franklin has experienced great improvements since the last plan. However, a need remains to make plans to upgrade "invisible" – yet critical – infrastructure such as water and sewer lines. While Franklin is in good shape now, maintaining and upgrading the city's critical infrastructure becomes an urgent issue as the lines and facilities age. All of the department heads mentioned the need for a capital improvement plan.

Erosion control is a big issue facing the city. Another consideration is that the addition of a new major employer may require additional infrastructure investment. This could be a factor in the development of the city's I-65 interchange.

The need for a city park or recreation area west of U.S. 31 was mentioned.

The addition of a county innkeeper's tax would alleviate some funding challenges. However, previous efforts to get such a tax adopted in Johnson County failed and may still be a contentious issue for county leadership.

Public Survey

Key findings included:

- Traffic routes, gateways and signs directing visitors to the city, and the appearance of properties were three things respondents would like to change about Franklin.
- Connecting visitors to a visually appealing downtown with well-planned and maintained roads and with attractive businesses was a common theme in the survey responses.
- Respondents were proud of the historic and small town feel of the city and did not want to lose the historical buildings as the city expands.
- The trails and the natural resources in and around the city were also important to the respondents for the city to preserve.
- 37 percent of the respondents answered that downtown revitalization was the top priority to be addressed in Franklin. Economic Development ranked second with 20 percent of the top priority responses.
- Utilizing vacant properties was rated a serious or moderate problem by 88 percent of the respondents. Available land for new industry was not a problem for 67 percent.
- The condition of older neighborhoods and mobile home parks was seen as a serious problem.
- The availability of single family, rental, senior, and multi-unit housing was not a serious problem. However, high-end housing options were a serious issue for 25 percent of the respondents and moderate issue for 29 percent.
- All listed Land Use Issues (managing and directing growth, enforcing existing regulation, controlling look of subdivisions) were considered moderate problems by a majority of the respondents. Protecting lakes, streams and trees was also a moderate concern.
- Curb and sidewalk conditions were viewed as one of the most serious problems concerning transportation. Sidewalks were also considered a quality of life issue.
- Dining was also a serious problem for quality of life issues.

- While most utilities were not viewed as a problem for the city, drainage was a moderate to serious problem for a majority of respondents.

Community Workshop

There was a modest turnout at the community workshop, mostly due to unprecedented bad weather. The comments shared at the meeting were consistent with priorities identified by the steering committee and community stakeholders.

People said improvements downtown are headed in the right direction and that downtown needs more diversity to draw more customers. It is problematic that many businesses, especially restaurants, are not open after 5 p.m. It is also frustrating that businesses often do not stay open when special events are held downtown.

Community workshop attendees noticed that the city is making many investments. Sidewalks and walkability were at the forefront of many discussions.

Priorities Chart

Scott reviewed the priorities chart. This chart shows how priorities identified by the steering committee overlapped with the comments heard in focus groups, the community workshop, from department heads and even the public survey.

The themes of this updated comprehensive plan will be:

- Infill and Revitalization
- Preparing for Future Growth
- Emphasizing Quality of Life
- Self-Image and Image Promotion: small town charm with big city amenties

What's Next

Consultants will complete draft chapters and have at least one more meeting when the plan is complete.

Steering committee members are invited to review all draft chapters which will be sent electronically via email.

Once the plan is completed, the consulting team hopes that each steering committee member feels like a champion or ambassador of the plan as it goes through a formal adoption process that includes a public hearing.

STEERING COMMITTEE MEETING #6 NOTES

City of Franklin Comprehensive Plan Update • June 3, 2013

In Attendance

Carol Chappel	Loren Snyder	Megan Hart	Jim Martin
Larry Heydon	Tricia Bechman	Rob Shilts	
Dustin Huddleston	Joe McGuiness	John DiFraizer	

City Planning Staff

Krista Linke, Joanna Myers, Rhoni Oliver, Jaime Shilts, Kevin Tolloty, Travis Underhill

Consultant Team

Scott Burgins (SDG), Cory Daly (HWC), and Claire Linnemeier (SDG)

Introduction

Scott Burgins welcomed the group and reiterated the overall goal for the plan was to make it clear what has happened since the ’02 plan was published. Scott stated that he wanted to encourage readership of the plan chapters so that everyone is on board with the plan. Scott asked the group if there were any issues that stood out, or topics to be discussed from the previous chapters.

Rental Inspection System

Many members had some concern about the implementation of a rental inspection system in that it would require a heavy amount of staff time and many rental owners and developers dislike the system. Other members stated that not only is it an interest to the community, but it is also a public safety concern and some requested a case study on the benefits of a rental inspection system.

Questions about the Plan Process

Some members were interested in the process behind the development, implementation and execution of the comprehensive plan. Scott explained that after the initial chapters have been completed and approved, SDG creates an implementation plan that addresses when and how to use different sections and how to execute various goals. Often there are milestones and benchmarks as well as a final chart for short-term goals to complete within the first year.

Land Use Chapter

Cory Daly introduced this section and summarized that Franklin needs more industrial and commercial land and more flexibility in the future for the coming needs of the city. Demand for these land types will mandate how and when, but it is best to prepare now. In terms of industrial land, Franklin has some, but it is scatted and there is not enough concentration to attract attention of major employers. Franklin also has a large amount of commercial space but only a small portion of it has sold.

For residential land, Franklin has enough vacant land for about 3,200 residents. With that amount, when you factor in population growth, that will fill about 11 years into the future. Based upon recent building permit numbers, it appears that Franklin has enough residential land inventory to satisfy the current level of demand for the next 5-10 years. Surplus inventory of any one type of land use limits the city's flexibility in determining future development patterns. If there is too much inventory in one area, that limits flexibility in other areas. Franklin may have too much residential land and should direct growth to infill and revitalization.

Finally, the committee discussed Transportation and noted that Franklin is currently in discussion with INDOT about the relinquishment of SR44. There will be additional revisions to the functional classification map to reflect the City's future roadway reclassification needs and there will be more emphasis placed on cooperation with the Indianapolis Metropolitan Planning Organization, or MPO.

At the end of this discussion, Scott addressed that there were several questions about the plan and that the Steering Committee may need to have another meeting. Scott suggested that we break up into several review teams to go over the chapters in detail and bring up concerns and edits to the plan chapters. The committee decided on the following schedule:

Week of June 10:

- Distribute draft chapters reflecting changes for comments received to date and assign steering committee review teams.

June 17-June28:

- City Staff and Steering Committee Review Teams review chapters and provide additional comments.

PUBLIC OPEN HOUSE: FRANKLIN COMPREHENSIVE PLAN

March 25, 2013 • 6:30 pm • City Hall

City Staff:

Consultants: Cory Daly (HWC), Scott Burgins (SDG), Catie Kosinski (SDG)

The purpose of the meeting was to gather information and comments from Franklin residents about priorities related to the current comprehensive plan.

- After a brief introduction the team presented some general information regarding the importance of the comprehensive planning process for the Franklin Community.
- The presentation then described what role public feedback will play in the planning process and a description of the community workshop exercise that the public would be participating in.
- After receiving instructions attendees were divided into three separate groups and asked to go to a station representing one of three distinct geographic locations within the City of Franklin.
- After twenty minutes at a station each group rotated to a different station. This was repeated until each group had visited each station once. Below is a summary of the comments received from all three groups at each station.
- Area 1 - West Side of Franklin Analysis: Group A
    - Most Important (1): Traffic Congestion
    - Very Important (2): Need for sidewalks / pedestrian access
      Connectivity; Commerce Knollwood; Westview Bypass Crossing
    - Important (3): U.S. Corridor Appearance
    - Less Important (4): Additional commercial / retail development
    - Least Important (5): Need for additional parks facility
    - Other Issues: Highway Bypass

- Area 1 - West Side of Franklin Analysis: Group B
    - Most Important (1): U.S. Corridor Appearance
      Chopped up; design standards; no continuity
    - Very Important (2): Need for sidewalks / pedestrian access
      Safety Issue/Kids; connect patches
    - Important (3): Traffic Congestion
      Near Westview; SR144
    - Less Important (4): Need for additional parks facility
      Better access to Blue Heron from North
    - Least Important (5): Additional commercial / retail development
      Code Enforcement

- Other Issues: Enforcement, Dredging of Younge's Creek (In-work); Vagrants on Younge's Creek (under bridge); Infill in central city

- Area 1 - West Side of Franklin Analysis: Group C
  - Most Important (1): U.S. Corridor Appearance
    Generic; Need signs to show in Franklin landscaping
  - Very Important (2): Need additional park facilities
    Greensdale- Medians; Connector to Bridge near cemetery
  - Important (3): Traffic Congestion
    Signals need sequencing
  - Less Important (4): Need for sidewalks/pedestrian access
    Bike paths / complete streets; North community trails
  - Least Important (5): Additional commercial / retail development
    Access and parking - more selection; grocery selection
  - Other Issues: Housing redevelopment issues - Code Enforcement; Gateway to City (North and South on US 31); Long-term Road (Cumberland Road to SR144)

- Area 2 - East Side of Franklin Analysis:
  - I-65/SR 44 gateway appearance 9 [1], 1 [2], 0 [3], 0 [4], 0 [5]
  - Need for sidewalks/pedestrian access 1 [1], 0 [2], 0 [3], 0 [4], 0 [5]
  - Neighborhood Revitalization 5 [1], 1 [2], 0 [3], 0 [4], 0 [5]
  - Code enforcement 2 [1], 1 [2], 0 [3], 0 [4], 0 [5]
  - Commercial/retail business expansion 0 [1], 0 [2], 0 [3], 0 [4], 0 [5]
  - Other Issues: Revitalize SR144 at Eastview Drive and Forsythe Street; Signage at I-65; Potential Technology development west of I-65 interchange; Golf Courses?; Old Northside Neighborhood?; Potential Industrial development on northeast corner of Commerce Parkway/Arvin Drive; SR 144 corridor from I-65 interchange?

- Area 3 - Franklin's Central Business District Analysis:
  - Additional Parking: "How close is close enough?"; better signage; signs and improvements will help; need quantity and location
  - Truck traffic/congestion: DT bypass/no trucks/limit noise; signs directing trucks; clear path to downtown; utilize truck route bypass; encourage truck route use
  - Drainage/flooding: Main Street improvement is helping
  - Small business growth: Not retail but more restaurants; US 31 pulling away from downtown business; promote extended business hours around events; fill in building/retail/store fronts;

grocery/deli/market; expand/improve

- Farmer's market/events/activities: plans to grow with events
- Other Issues: shoulders/curbs will help parking; first appearance; divide large buildings; infrastructure in disrepair; develop second stories for residential; coordination/crossing; coordinate/collaborate; address issues as events expand; incremental improvements; multi-purpose venue/pavilion; business owners parking in front; west/31 and downtown; more festivals/B&B.

PUBLIC SURVEY RESULTS

Franklin Comprehensive Plan Update ● April 4, 2013

167 submissions were collected for the Franklin Comprehensive Plan Public Survey. The survey was made available both online and in print during the first week of February 2013. Printed surveys with return envelopes were available at City Hall and the Franklin Branch of the Johnson County Public Library. The deadline to submit a survey response was extended to March 31, 2013. 146 surveys were completed online and 21 printed copies were mailed in. The following analysis includes all 167 responses.

Key Findings:

- Traffic routes, gateway and signs directing visitors to the city, and the appearance of properties were three things respondents would like to change about Franklin.
- Connecting visitors to a visually appealing downtown with well-planned and maintained roads and with attractive businesses was a common theme in the survey responses.
- Respondents were proud of the historic and small town feel of the city and did not want to lose the historical buildings as the city expands.
- The trails and the natural resources in and around the city were also important to the respondents for the city to preserve.
- 37 percent of the respondents answered that downtown revitalization was the top priority to be addressed in Franklin. Economic Development ranked second with 20 percent of the top priority responses.
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- Curb and sidewalk conditions were viewed as one of the most serious problems concerning transportation. Sidewalks were also considered a quality of life issue.
- Dining was also a serious problem for quality of life issues.
- While most utilities were not viewed as a problem for the city, drainage was a moderate to serious problem for a majority of respondents.

1. What about Franklin would you most like to change?
Response Count 154, skipped 13
Downtown
Entry to downtown and off of the highway.
LONG downtown construction project
Large/heavy vehicle traffic through downtown. Revitalization of downtown business/activities.
BYPASSING TRUCK TRAFFIC AWAY FROM DOWNTOWN FRANKLIN
Route trucks around Franklin - not right through downtown
The appearance of the downtown
Increase visual appeal of downtown and surrounding areas
Cosmetics of the downtown area, including landscaping, street lights, sidewalks, building fronts, etc. with the hopes of burying overhead cables.
I65 corridor. The dilapidated houses along 44 (Our main thoroughfare). A rejuvenated downtown with occupancy in vacant buildings with a focus on the arts, local produce and goods, and restaurants.
More retail downtown, not antique stores. I would like to see grocery, music stores, book stores, etc... I would also like to have a more eclectic feel. A place where families or individuals can come downtown on a Friday or Saturday night and have plenty to do.
i would like to see continued redevelopment in the downtown area
Reinvigorate downtown, so there is a reason to go there. Restaurants, shopping, open late and on weekends.
Downtown business hours (close too early)
Make downtown nicer with more attractions.
Revitalize downtown area
An improved downtown is always a key to a healthy vibrant community. Make it more so.
I would like to change the feeling and perception of people who live here and those in Indianapolis that there is Nothing in Franklin but biker bars and antique shops. Therefore, I would love to see more businesses centralizing around downtown.
more residents in downtown core
more local shops downtown
Would like to see the downtown attract more restaurants and shops that would be open in the evening.
I wish to see a more retail shops in the downtown area.
Business' that will bring people downtown in the evening. There's the ArtCraft, some bars and a couple restaurants. Parking is adequate for what's going on now, but not for any other entertainment.
MAKE THE DOWNTOWN AREA MORE APPEALING
I would like to see more downtown businesses. Many small towns in Indiana have thriving businesses in their downtown squares. Not sure why we cannot attract similar businesses. I would also like to be able to attract more employers. Many Franklin citizens still commute to Indpls every day. If we could secure more jobs within Franklin, other business sectors would benefit as well.
More businesses downtown. Too many vacant buildings. Keeping shops open later downtown.
More business downtown. Jefferson st from us 31 to the 4-way stop at forsythe.
More shops, restaurants, and businesses in the downtown

Less empty store fronts downtown. Small grocery store with staples and good meat choices. Parking for customers and keeping courthouse employees from using the spaces around courthouse and using the provided lots for them. Helping homeowners clean up properties along King Street and Jefferson streets from interstate to downtown.
I would like to see more businesses in the downtown area. I would also like to see less rental properties that are not taken care of properly.
Empty buildings downtown, smoother roads/sidewalks, need arts center and library expansion
I want downtown to be a vibrant self-sustaining area that draws people in and for those who live in the area to be able to accomplish most daily errands by foot such as groceries, dining out, dry cleaning, etc.
The feeling that the downtown area is the only area that counts in Franklin. Many areas need a face lift and shot in the arm. The downtown is a mess the way they have tried property and most of which is government owned. No tax base. Look toward the future and not what was in the past. Get rid of the GOOD OLD BOY RING!!!!!
Economic Development
Really nothing, other than I would like to see the buildings down to that are vacant to be used for something... I really enjoyed the outdoor market during the summer. It would be nice to use the vacant buildings for other programs until it is rented, to make it look as there is life in the building. Possibly display school children artwork in the windows just to give it life. - Though I would love to see better lights on the courthouse for the lighting. They are pretty pitiful looking.
Add restaurants/cafes that have outdoor seating and outdoor appeal.
Vacant storefronts.
Bring more businesses - with jobs - to Franklin, especially professional jobs to help increase per capita income and the city's overall economic health. Also, we have far too many houses in poor condition, needing repair, etc.
More high end restaurants open for business lunches.
putting a quality business at the I 65 intersection
More utilization of local merchants and restaurants.
A second general merchandise store- Wal-Mart needs competition!
The absence of a grocery, such as Brown's Market, downtown.
Franklin needs to grow purposefully. Productively and safely.
The I-65 / SR 44 area. This area is so under-developed.
I want to see the city transition from a "small town" attitude to the city it has become. People supply the small town charm, and that can remain. But Franklin is a city and needs to act like one. Good examples to follow would be Noblesville, Fishers, Carmel, and Plainfield in Indiana. I also believe Hilliard and Dublin, outside of Columbus, OH are fine examples of towns growing into cities.
More focus on arts, culture and commerce. Better retailers downtown and more options for nightlife.
The building codes. Retail and industrial must use cement board, stucco, brick or stone. No more metal buildings. Follow Carmel, Noblesville or Wild Horse, Mo. Build for a prosperous future. Next require that all electrical lines be buried 31 looks horrible. Install street lights not utility poles with lights. Finally, get rid of the signs. How many signs can we put in a mile? Clean up the city if you want growth that will create a tax base.
Businesses seem to sprout up without any consideration for aesthetic looks. I hate to say it but go to Carmel and look at their stores. The store fronts are nice. The north side of Franklin, north of Lowes, looks like pole barn city. Whoever approved that mess should be fired. Also, the downtown area

needs another restaurant with outdoor seating.
More promotion/advertisement of city (via visitors bureau, signs along I-65, etc.), entry corridor from the east, vacant buildings downtown, public transit to Indianapolis, better community garden, more attractive residential trash collection system (better looking uniform trash receptacles), better code enforcement to protect historic homes downtown
I would like to see a paradigm shift in the culture of this town from a blue collar industrial and farming community to one of the most technological advanced rural communities in the state of Indiana. The investment into the infrastructure and fiber optic cable placement are steps in the right direction. However we will need to partner with the educational facilities in the area to have an experienced workforce that will assist attracting new technological jobs to the area.
I would like it to feel more like a college town with fun shops & unique restaurants.
We must develop retail and entertainment opportunities that will allow u to compete with Greenwood's monopoly on suburban commerce. We have a bowling alley, and a movie theatre.
Do away with re-development and development committees. These are not elected officials but spend too much money.
Misuse of tax increment financing funds
50% of our kids are on Free and Reduced Lunches....big economic indicator....need to have a comprehensive plan to improve.
Lack of re-investment in the community.
We need to continue to CUT spending verses spend more. Build It and they will come is truly ridiculous when we have empty buildings sitting uninhabited.
Create a more visitor friendly atmosphere - signage, visitor center, beautification projects.
Wasting money on remodeling Attorneys offices! No roundabouts!
Housing and buildings
The appearance of the run down houses on Main Street. And also the traffic on 31, possibly more stop lights or lanes?
The appearance of older buildings.
Improve housing. i.e.-enforce the housing code
More incentives for home owners to keep up their properties OR the mess in front of Imagination Station to be completed.
Strong enforcement of zoning laws including garage sales, car repair in businesses operating in residential areas.
Upkeep of residences and buildings
Quality and upkeep of homes and neighborhoods directly to the north east of downtown.
Fix up homes and properties on the way into and out of town. Many homes on Jefferson both east and west of the city are fairly run down and dumpy looking. Also, more businesses and development downtown that would draw students from the college as well as others. As businesses propose moving or building on 31, suggest that they take over empty buildings downtown. It would be nice to have a clothing store like Penny's move back downtown or even a grocery store that town residents could walk or bike to.
Regulations on the way single family homes may be used and enforcement of codes that are in place on homes that have junk sitting around their homes.
Get rid of vacant buildings. Enforce parking laws. Have building owners take charge of their buildings. Enforce codes concerning the upkeep of buildings and private homes. Do something about the slum lords.

Dilapidated older homes.
Empty/vacant building scattered around town. Makes any town appear less welcoming.
The amount of vacant structures. Would like to see buildings/houses filled or tore down.
Too many homes have been cut up into multi-family housing. That type of housing is blight on the surrounding neighborhood. I'd like the owners of those properties to at least take better care of them and ultimately I would like those homes to be converted back to single family homes.
Image is everything! There are a lot of areas in Franklin that are run down, and the majority of those areas are properties that are rented (i.e. W. Jefferson Street, Hamilton Avenue, Johnson Avenue). Perhaps we should come down a little harder on the landlords or those that manage rental properties to be sure the pride factor of how the properties are maintained are addressed and enforced.
No more cheap high density housing. Tighter enforcement and clean-up of dilapidated properties...particularly near downtown.
Less multifamily dwellings (apartments, duplexes, etc.).
Fewer slum lords.
The slumlords. Turn the multi-family back into single family housing.
Land owners to keep up rental properties. Pave Yandes St. bricks
LAND USE
The flood areas south of the cemetery need attention. Now that the houses are gone an arboretum would be fantastic there. I just heard a story about how bad the air is in the state of Indiana. Let's do what we can to be different. Let’s maintain our history and architecture instead of building more strip malls. Let's invest in the arts. Walkability. Sidewalk repairs. Fixing or removing dilapidated homes (specifically on 44). We need better groceries, too. And the library downtown. And we need a focus on diversity.
Would like to see the Franklin bike trail made a complete circle around the city with safe crossings at all major streets.
Better softball fields. More public use of fields and space. Provence park had two fields to use for anyone to practice, now it's a dog park (like the idea, but should be free) and they planted trees so no one can play a pick-up game or practice where the other field was. Bring in better restaurant businesses (steak, seafood, Italian), fewer fast food.
if we were able to expand the parks area throughout the city and county itself, creating more or an access for the entire community, especially utilizing the young student population in the area. this could bring in more business and infrastructure to our growing community and raise awareness for sustainability and health.
Sprawl
Outward growth, it's like we have two towns. The old and the new.... the new seems to be disconnected, and not involved.
Fix up what we have, don't build new!
better control of residential growth
QUALITY OF LIFE
Really, I can't think of anything off of the top of my head! I LOVE FRANKLIN!
Social services- care for the homeless, care for the poor, care for disadvantaged youth
Repeal The Smoking Ban
Remove corruption.
Franklin Police Force -- SOLVE DOUBLE MURDER. Change the whole police force, there is no need for them to have sent over 20 officers into the a house to collect evidence, therefore contaminating the

evidence. That was utter stupidity.
Have a comprehensive plan for Citizen Safety. With a model of operation for our Fire Department, disaster mitigation plans for all City owned buildings, and cooperation for implementation from all departments.
Stop the spending. Stop c/c vehicles home. Too many people get free gas.
The attitude that we cannot spend money - by the different referendums that have been proposed, Franklin/Johnson County is going to lack facilities that it needs because people are not willing to spend the money. Also the conflict between government funded agencies - there are way too many silos and not enough collaboration.
Change its 1950 mentality
The laisserztaire attitude shown by its citizens!
replace the image of it being a worn down blue collar town to a quaint, but fun small town with many charming amenities
Less emphasis on 31, more on downtown, pedestrian, bicycle friendly, home town feel stuff.
Damage is much worse since 2008.
Let elected people spend tax money instead of people drawing salaries and never been elected to anything.
Continue to focus on making Franklin unique, a destination point. The mayor has already started that process with making Franklin an amateur sports destination.
More retail options, more family recreation opportunities,
The most serious issue is the lack of entertainment options in this college town! Not only for students at the college but the high school age as well. As a graduate of FCHS (2001) I know that a lack of entertainment and the inaccessibly (due to cost) of after school, extracurricular activities drives the underprivileged youth to drugs and violence. They are fighting and getting high in the parks where my children play. Let's give these kids something better to do!
Stronger youth sports programs for both girls and boys that include better softball and baseball parks.
The noise from diesel engines, cars without mufflers and booming stereos; the litter (and those who do the littering); and the drug use and thefts/vandalism/graffiti.
Paris Service Station on Jefferson- Front and back Needs repair.
During the summer and winter vacations, college students can be left without entertainment options besides bars and work. Businesses targeted to a younger generation such as a karaoke club, dance club open to minors, or an arcade would be fantastic.
More diversity in shopping and dining. Better sidewalks for easier stroller access.
The influx of a younger, more professional, highly educated, diverse, demographic. More non-chain dining options, mostly downtown. Better sidewalks and a gateway between the college and downtown. A better relationship with the college to utilize its resources. A downtown market or grocery store. All of these would go a long way to bring in a demographic that will help our community.
CITY HALL
Roads
Parking added on north side of Jefferson Street to feed the artcraft- The Willard- Dony Dona's Jeff. St. 1 Elks.
No parking on narrow streets- especially Walnut. Sidewalks- main to Jackson on Adams, Walnut to FCMS on Banta. Brick sidewalks are hazardous
Additional parking downtown.

we need more parking
Parking for well attended events.
Bad impression of town from 31 to Forsythe with run down houses and pot holes in pavement on Jefferson.
Better street lighting in local neighborhoods. Clearer road lane marking.
Condition of roads and streets.
Better streets.
Traffic lights on N Main between Walnut & US 31.
Have better streets and roadways.
Make US 31 more visually appealing
Condition of streets, parking issues, upkeep of properties.
Pave Yandes St. bricks. Require landlords to keep up their properties
That there are no sidewalks on US 31! With more population in Franklin and more people with no car I see way more walking along US 31 which cannot be safe on parts of the road.
Make the town more pedestrian-friendly, accessible, and connected with greenways, improved sidewalks, roundabouts, and better streets.
add more sidewalks/repair existing sidewalks
cleaner, continue to improve curbs and sidewalks
More inviting for pedestrians and bicyclists.
Uneven roads and sidewalks
Sidewalks all the way down King Street and connecting sidewalks to get from neighborhoods to the trails without having to walk in the street and traffic. Permanent sidewalk recycling barrels that can be used all the time but esp. during festivals and events.
Sidewalks, Downtown
Improve streets and sidewalks. Have an ordinance concerning unsightly property that would be enforced.
I feel that all of the sidewalks need major improvement, more street lights, more "mom & pop" stores and restaurants and less major chains. I would also like to see less of the older homes being bought buy investors to turn into multi-family units. All that is doing is bringing down property values for neighboring single homes. Also need to start holding landlords accountable for slummy properties and unruly tenants. They need to be held to the same standards that the regular home owners are.
The I-65 interchange and the gateway into the city from I-65.
The entrance into our city on West Jefferson St.
Entrance off of 65 does not attract people into Franklin. It is our first impression to visitors. Also there's not many offering for those of us that live on the east side of Franklin
The entryways - gateways into the city.
I would most like to change the entrance leading into town form I-65. Overall, it looks very rough and could use a major face lift, etc.
The intersection of Jefferson and Morton.
The terrible bumpy entrance from U.S. 31 to downtown.
Our entrances. Jefferson St. as a whole is deplorable, this leaves a bad impression of our city. The two turns coming from the east should be eliminated if possible, it says welcome to Franklin, wait, turn, welcome to Franklin...
Beautify the entrance to Franklin (SR44 & I65) so people would want to come to Franklin downtown...

All of the avenues leading into the city. Cleanliness, beauty, purpose .
The amount of through traffic on Jefferson and Main St.
Get big trucks off city streets and reduce noise from motorcycles, loud pickups and cars.
The traffic bottleneck on Jefferson St. around 3 p.m. There still needs to be a direct route from I 65 to US 31.
The no turn lane at 31 and Westview Drive. It was a terrible idea to take out the turn lane.
Truck traffic along Jefferson needs to be rerouted.
Jefferson Street traffic pattern. Heavy trucks should be diverted at Eastview Drive on the East and US 31 on the West. At North Main Street and US 31 a right turn lane should be installed so that heavy trucks can turn right onto Westview Drive without impeding traffic flow on US 31. Both ends Jefferson Street needs to be cleaned up so it doesn't look like a slumlord's paradise. The downtown buildings need to appear as they did in the 1940s.
Get the truck traffic out of the old town.
Bring city water to the houses on Centerline Rd between Brannigan and Commerce Dr.

2. What about Franklin would you most like to protect?
Response Count 153, skipped 14
Downtown
downtown
Downtown
Downtown
Downtown
downtown atmosphere
The downtown area.
What we already have downtown. Make sure that we don't do more City/County buildings on square, but leave that for retail, restaurants, etc.
The "homey" downtown feeling! Keep it inviting by having places for people to sit outside and chat.
downtown area charm and promote the friendliness of our residents
The "downtown" area - hate that the hub of activity is now along 31. Like the sense of community and place that the downtown area can provide.
The downtown area and our beautiful older homes.
I love the Artcraft Theater and the town square. It gives me a happy nostalgic feeling.
Artcraft Theatre and downtown area
The historic feel of downtown. It can remain what it is, let the city grow around it. Downtown could be Old Franklin with shops and specialty stores.
The historic nature of downtown Franklin.
The historical integrity of the downtown area, inclding homes and businesses. With that, dining and shopping downtown should be encouraged.
the current progress toward downtown revitalization
Economic Development

Bankruptcy! Too much spending! Taxes too high.
Economic Base
All of the downtown Franklin business and availabilities there. It is so great to have a historic downtown and to have businesses that are able to withstand the economic ups and downs.
Historical atmosphere
PRESERVING OLD BUILDINGS.
The Hazlett Building. What a shame. A perfect example of no code enforcement. The Courthouse, the beautiful buildings in our town. The green spaces.
Repair and restore building facades.
Historic Presentation for all recognized properties of significance.
The old buildings and houses. Find new uses for the empty buildings in downtown Franklin
I would hope we can save our historic housing stock
I love the historic, small town feel that has been created/preserved in the downtown area. Like many, I believe continuing to revitalize this area is pertinant to bringing in business to the smaller businesses.
Old homes and buildings. Get signage and streetlights to compliment historic look.
Old, historical structures.
Historical buildings, small town atmosphere, jobs.
The historical structures
The historic structures .
Historic buildings
historical buildings
Older homes and historic buildings.
Historic architecture- homes and buisnesses.
Historic buildings
History and architectural ombiance.
The Artcraft and overall historic feeling of the downtown
Historic, small-town feel
Historic preservation is an integral part of the Franklin community. Franklin Heritage has done a wonderful job in all of their renovation projects and it is important to protect the roots of our community. Youth should be educated in the preservation process. Involving the youth in historic preservation will strengthen community ties and ensure that the unique and charming atmosphere that Franklin offers will be continued in the future.
Historical character of the old part of town.
history of downtown franklin homes and businesses
Our historic buildings and houses.
It's history. That is our charm. That is what we have over Greenwood.
Historical structures and retaining business in the downtown area.
The old town atmosphere
Heritage
Its historical resources - NOT MENTIONED IN YOUR SURVEY
heritage, small town, cozyness.
The older neighborhoods
Historic structures -- work with Franklin Heritage Inc.

Our downtown historic buildings and homes.
The historical architecture of the community.
The beautiful old homes and the Italianate facades on downtown buildings.
Historic charm. Brick roads, small businesses, etc.
architectural heritage
our heritage and rights.
The old buildings in the downtown.
Friendliness Beautiful old homes downtown structures
The historic feel, the Artcraft and downtown commercial district
Historic homes/businesses and trees.
old architecture, green space
The historic buildings, homes and the parks.
Historic buildings and trees downtown.
Historic neighborhoods, downtown integrity, Street trees
History,Environment
College and historic downtown
The historic flavor, Small college town, great street trees, some historic sites, etc.... But the thingI like most is its independent spirit.... we don't like to be told what to do, or how to do it.... Comp plans and big city thinking comes and goes, and this great city still stands!
Natural Resources and Land Use
I think the most important thing to protect in Franklin is the integrity of its history, the architecture, the trees, the feeling that it is "in the country". I believe we should protect our farmland, wetlands, rivers, creeks and forests because they are by far the most beautiful thing that Franklin has to offer.
Farm Land
The walking trail.
Trails, Parks, thriving downtown.
Parks, trails, cemetery, downtown charm
Pedestrian trails and parks and the improvements that have been happening there. I hope this continues to be something we invest in.
The parks and the trail systems.
Franklin Parks and Rec. is fantastic, the trail system, First Friday events. All of those are great, but could use more family friendly events to draw people to town.
The quantity and quality of the public parks and the recreational facilities they provide.
Trails, parks, disk golf course
Our gift of our parks and natural environment.
the square and the parks and trails
All the parks and trees down town. Seems like a lot are being cut down!
Keep the parks and trails we have. Keep the small town feel.
Parks.
We enjoy Franklin's many parks and classes offered at the Community Center.
The parks. The parks are what keep me from moving away from franklin.

Trails, parks, and the historic feeling of downtown.
Green spaces and lack of urban sprawl
Park land and open spaces
Park system, downtown, college older homes.
Our parks and the historical feel of downtown.
Parks, greenways, brick streets, and good historical buildings.
Parks, modern families, modern values
Parks and trails are wonderful!
Tree lined streets and small town feel.
Trees
Grown trees
Mature trees
Trees, green space, historic properties, small college town atmosphere
The environmental and downtown revitalization projects make our town attractive.
Quality of Life
I would like to protect the small town feel and support building community. Having more business of variety in which to shop local and feel connected to your community.
The small town feel, but have some of the amenities of a larger town. A town I like that has kept this is downtown Naperville, IL
The small town feel.
The small college town atmosphere
THE SMALL TOWN FEELING
Small town feel....maintain buffer between Greenwood/Indianapolis.
The small town feeling and the way the citizens feel about their homes. Franklin has been a great place to live and raise a family. We have countless great things in Franklin, from good fire protection to great parks and people helping people.
small town feel and charm. As we continue to grow, Franklin needs to maintain the charm of a small close knit community.
Small town atmosphere and older neighborhoods.
The small town feel and character.
it's size - stay as small as possible yet be reasonable for budget purposes
Small Town atmosphere and relationship with Franklin College
Small town feel
Small town atmosphere and quality of living.
Small Town Feel
Our "small town" feeling in a progressing community.
small town feel
The small town atmosphere and the elegant older homes.
Small town look and feel.
Small town feel
The small town feel and the accessibility to everything you need without leaving town.
Small city atmosphere.

Small town flavor.
The small town image. Growth is important in terms of economic development, but we should carefully choose what companies/businesses come into the area. Stress the importance of giving back to the community. In addition, too much growth can bring increased opportunities for crime and other unfavorable issues.
The small town feel, the downtown area
Small town community, but big town availability.
Tranquility of small town USA
The small-town feel and the enthusiasm & commitment to "growing" / revitalizing downtown.
Small town character.
The small town atmosphere/attitude. The parks and recreation opportunities.
It's small-town feel.
The sense of connectedness and belonging that I feel here.
We have great traditions and a wonderful sense of community.
Destinations that give residents something in Franklin to do/shop without having to go to Greenwood or elsewhere, and bringing/keeping business here.
Trails, historic homes, local shops, festivals/downtown events, parks, free residential recycling, relationship with Franklin College and its many benefits, community atmosphere, low cost of living
Special events including Artcraft, Fall Fest, Discover Downtown events.
Old Franklin to the at least the 700 block in all directions. Making Old Franklin a desirable place to live will increase property values and therefore tax revenue.
Oh so much . . . the importance of Franklin College in the community, the beautiful Greenway trail and possible expansion of that, how "small" we are but yet so close to a big city, definitely downtown Franklin and the heritage there . . .
Friendliness
The beautiful sense of community that is developing downtown.
Franklin being a classy town.
The sense of community with the large trees, parks, and old homes.
Integrity and public safety.
Safety. We live on N. Main street. Read the Journal and see all the crime reported with in a few blocks of our house. The Village Pantry and banks getting robbed. Are we allowing run down rental properties which attract this type of person?
Safety/Security
Safety to walk in town.
The ability to walk throughout the neighborhoods.
The lack of crime. This is one reason why I have chosen this community to raise my kids. Franklin has the luxury of proximity to a big city, without the crime. I feel safe in Franklin.
The park (province) (promote- show basketball heritage more), the courthouse
Maintain a career fire department and purchase the highest level of service.
Franklin College and the parks.
Franklin College, Parks, trash pickup

3. Please rank your TOP THREE PRIORITIES to be addressed in Franklin. Choose from the following list of issues and indicate which issue is (#1) most important (#2) very important (#3) and also important. Answered question 164, Skipped 3									
	Code enforce-ment	Downtown revitalization	Economic development	Environmental protection	Neighborhood revitalization	Street and sidewalk repair	Traffic issues	Sustainability (example: recycling)	Response Count
Priority #1	6% (10)	37% (61)	20%(33)	2% (4)	11% (18)	18% (29)	5% (9)	0	164
Priority #2	3% (5)	29% (48)	15% (24)	6% (9)	18% (29)	18% (29)	9% (15)	2% (4)	163
Priority #3	6% (10)	14% (23)	16% (26)	6% (10)	23% (37)	19% (30)	7% (12)	9% (14)	162

4. How would you rate the following Economic Development issues? Answered question 164, Skipped 3					
	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Available land for new industries	1% (1)	16% (26)	67% (110)	17% (28)	165
Appropriate infrastructure in growth areas (water, sewer, etc.)	7% (12)	35% (5)	29% (48)	29% (48)	165
Utilizing vacant properties	37% (61)	51% (84)	8% (13)	4% (7)	165
Adequate available space for smaller businesses in retail, professional, etc.	6% (10)	38% (62)	49% (81)	7% (12)	165
Improvement to Franklin Business Park	7% (11)	23% (37)	40% (65)	31% (50)	163
Marketing/branding campaign	20% (32)	41% (67)	25% (41)	14% (23)	163

5. How would you rate the following Housing issues? Answered Question 165, Skipped 2					
	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Condition of older neighborhoods	34% (56)	55% (90)	8% (13)	2% (4)	163
Condition of mobile home parks	44% (71)	34% (55)	5% (8)	18% (29)	163
Location of mobile home parks	16% (26)	27% (43)	42% (67)	16% (25)	161
Availability of single family homes	5% (8)	17% (28)	65% (108)	13% (21)	165
Availability of rental housing	5% (8)	21% (35)	54% (89)	20% (33)	165
Availability of housing for seniors	6% (10)	23% (37)	47% (77)	24% (40)	164
Availability of high-end housing	25% (41)	29% (47)	34% (56)	12% (20)	164
Availability of multi-unit housing	1% (2)	19% (32)	61% (100)	19% (31)	165
Location of residential development	7% (11)	29% (47)	49% (79)	15% (25)	162
Recreational opportunities	8% (14)	33% (54)	55% (91)	4% (6)	165

6. How would you rate the following Land Use issues? Answered Question 162, Skipped 5					
	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Managing and directing growth	18% (29)	51% (82)	21% (34)	10% (17)	162
Enforcing existing regulations	18% (29)	42% (68)	20% (33)	20% (32)	162
Controlling look of subdivisions	16% (26)	45% (72)	29% (46)	11% (17)	161

7. How would you rate the following Natural Resources issues? Answered Question 165, Skipped 2					
	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Protecting wetlands	7% (11)	30% (50)	49% (81)	14% (23)	165
Protecting lakes and streams	12% (20)	41% (68)	36% (59)	11% (18)	165
Protecting trees and greenery	17% (28)	42% (69)	34% (56)	7% (12)	165

8. How would you rate the following Transportation issues? Answered Question 166, Skipped 1					
	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Bicycle / pedestrian trails	8% (14)	28% (47)	63% (105)	0% (0)	166
City road conditions	36% (59)	53% (88)	10% (17)	1% (1)	165
Traffic congestion	19% (32)	50% (83)	28% (47)	2% (3)	165
Curb and sidewalk conditions	42% (70)	49% (81)	7% (12)	1% (2)	165
Public transportation	25% (42)	36% (60)	29% (48)	9% (15)	165
Transit / regional connectivity	26% (43)	38% (63)	27% (45)	8% (14)	165
Truck traffic through downtown	36% (59)	45% (75)	13% (22)	6% (10)	166

9. How would you rate the following Utilities issues? Answered Question 164, Skipped 3					
	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Sewage service	5% (9)	10% (17)	71% (117)	13% (21)	164
Water service	3% (5)	12% (19)	75% (123)	10% (17)	164
Broadband / telecom availability	10% (16)	26% (43)	58% (95)	6% (10)	164
Drainage and flooding	34% (56)	50% (81)	12% (19)	4% (7)	163

10. How would you rate the following Quality of Life issues? Answered Question 165, Skipped 2					
	Serious Problem	Moderate Problem	Not a Problem	Uncertain	Response Count
Need for new parks and greenspace	4% (6)	32% (53)	62% (102)	2% (3)	164
Need for walking/biking trails	9% (15)	31% (51)	60% (98)	0% (0)	164
Sidewalks	41% (68)	44% (72)	15% (24)	0% (0)	164
Need for more dining, shopping and entertainment options	41% (68)	47% (78)	10% (17)	1% (2)	165

11. Other thoughts about land use planning? Response Count 79, skipped 88
Downtown
focus should be on developing downtown core- that is our strength and uniqueness
Wider mixed use downtown.
On number 10 above, about the Need for Dining and Shopping, there is plenty out side of the downtown area, but I would like to see more Downtown. Franklin is always going to be home, but I would like to be able to show it off more and say see this great downtown area with a thriving culture and economy.
We need more retail downtown. You can shop at the toy store or one of many tanning salons. We need more places downtown, the antique stores are nice but a little far away.
Would like to be able to shop downtown. Need grocery like the old Brown's Market. Drug stores should be available. Methodist and Masonic Homes should pay some part of taxes. There are a lot of homes there.
We must be very careful about downtown business usage. I can see Franklin as being a hub for Engineering or Software development companies, or any other company that uses a large group of professionals in a small amount of space (think cubicle world). To the worker it makes no difference where you are just as long as you have the amenities of breakfast, lunch, and break time within easy walking distance. A flower shop, cleaners and other things for the modern professional could soon follow the workers.
How about a centralized library to really show off the changing face of downtown Franklin.
Build for the future....quit focusing on the past....get out of Leave it to Beaver Land and Life Magazine pictures of downtown Franklin...
We need to fill empty downtown buildings, before using precious greenspace, causing more drainage problems. Too much congestion, building on top of each other- leaving no room for parking. Entering and exiting these establishments is almost impossible.
We need tenants paying taxes downtown not city-owned spaces. Need better cell access in downtown, most buildings are dead zones. There are no pedestrian and/or bike crossings on US31 at major intersections. Is it possible to ride a bike North to South or East to West without traveling in vehicle lanes? NO! Going on the park trail doesn't count because it doesn't go by businesses.
Anything that can be done to connect the college more with the downtown to help the downtown grow would be great!
Economic Development
Just be WISE & SMART - Think ahead and make decision carefully after taking time.
Land use should be consistent with the image the city wants to have over the next 20+ years.
It's private industry that drives growth, not planning. Oh sure you have to be ready if they come... just don't drive them away. Most of business is small business, so think small. What can you do to help the little guy get a foothold, not what can you do to make his startup more expensive or time consuming.
More small business options.
I would like to see some high end tech jobs. Also, Plainfield, Whiteland, and Greenwood had industrial zones ready to go. Franklin doesn't. We have access to 65 that could be improved, and industrial park potential that could bring big business. Over the years several opportunities for big employers have fallen through. Let’s stop that.
#9 - my concern on telecomm/broadband is that competition is poor and service not very good. Would love to see municipal WiFi/broadband availability.

1. You can't do intelligent & competent planning with the same handful of "usual suspects" over and over again (that "Steering Committee"). The entire process is inbred and incestuous & motives are suspect. You should have opened it up at the beginning, and narrowed it down to a diverse and atypical group to get work done. 2. On that note, speaking of the political inbreeding, Franklin's greatest need is for an injection of fresh blood. As in DIVERSITY. Look at the latest census. That's one reason Franklin is mired to the hubcaps in dysfunction, and being a 95% or whatever Wonderbread good ol' boy paradise sure isn't a magnet for investment.
Government does not need to own anymore land. Franklin Downtown is all government.
Would like to see a high end restaurant/ steakhouse. And look forward to seeing all of the improvements that are in the works right now.
Again, the I-65/44 exchange should be considered for development of retail units, restaurants, and possibly a grocery for the residents of the east side.
Housing
There are buildings on Jefferson that have sat empty way too long.
There is an overabundance of low-end rental properties in the city, and not enough higher-end residential options. Increasing residential density downtown should be a major focus of the city.
please use existing available spaces and stay away from areas such as former Southwest quadrant melee!
Job 1 Should be clean Up what we have
Need to improve look of St. Rd. 44 from U.S. 31 to Forsythe. Code enforcement of alleys. Rental properties need major help. Do something with abandoned homes. This is actually our Main St. and it looks bad.
Let's think preserve and restore first before we start tearing down buildings for new ones. The charm and history of our older buildings and homes should be seen as an assest, not a hindrance.
Ringing in the city with cheap, look-a-like plastic houses may add to the tax rolls but it denigrates the city.
Stop building cookie-cutter houses we don't need and focus attention on existing areas. Also, business areas along U.S. 31 need to be better connected; visit businesses on State Road 9 in Greenfield to see how it should be done. You can get to numerous businesses and strip malls without having to get back out on SR 9 because the parking lots are so well-connected.
I don't know if this is where to mention this but I wish the city had a litter pickup or prevention plan. Sidewalks, alleys, and front yards are littered with Styrofoam cups, trash blown out of garbage cans, and even student's homework. I have traveled up US 31 behind a trash truck as it spilled trash all along the highway. How can we have a beautification plan if we do not tackle the excess trash.
I think when people drive through Franklin and see junk in yards and many run down rental properties it gives a bad impression of Franklin. Many communities have adopted regulations to keep their communities nice. Greenwood does not allow homes to be turned into multi-unit dwellings. Areas of Indianapolis have done a awesome job keeping property values up by having regulations in place. A group of college students moved into a house in my area of single family homes downtown. My neighbors are very upset about it. I have contacted the mayor but was told this was note against the code. Low income housing brings crime to our area. I think regulations for housing will bring a different type of resident to Franklin. How many drug arrests have been made in Franklin and what type of housing do these people live in? I'm not sure if Franklin can survive unless a new housing code is enforced. Will prospective business owners drive through our city and think their business can

survive in this community? We need to get to the root of the problem so we can attract business. The downtown business area is looking better. I hope work will be done to improve the rest of downtown. The Old Northside of Indianapolis could give Franklin great examples of what happens when regulations and codes are in place to preserve a historic area.
Require all utilities be buried, minimum brick front homes, require street trees, no temp signs, neutral or natural colors on all commercial or industrial. MATLOCK FORD LOOKS HORRIBLE! PARIS TOWING IS AN EYE SORE. We purchased a home in Windstar five years ago. We like the trails and town but where do we go to upgrade our housing? Legends with the ok industrial crap and horrible planned roads to get there??? Start thinking for the future. Which by the way is tomorrow not just 10 years away.
One very unique aspect of Franklin compared to other donut communities is the historic downtown area. While new housing is necessary, an emphasis on care and occupancy of historic homes and historic commercial space should be a priority.
We are desperate need for homes prices over 200,000. I would love to see and new subdivision for those homes. We are contemplating moving to the north side due to the lack of homes on the higher end.
Availability of high end rentals/condos is extremely low. Young professors and professionals who work here go elsewhere to live because of this.
When a new subdivision is planned, it should be required to provide playground and park space within walking distance (1/2 mile?) of homes. Also, there should be retail options close by.
Quality of Life
Please continue to focus on new trails, downtown development, and the gateway project. Thank you.
We really don't have a community center that's open to all. We have rental spaces and membership places, but we don't have that one spot that welcomes any and all...
Welcoming, I would like to see a company like Welcome Wagon to come back to life. How good it would feel if you were new to the community. (Not for moving within the community). To receive a basket or such to let you know what we have to offer. Amazing that some people don't know where city hall is located. - Same for businesses as well.
Public art installation. I like the landscaping of the new parking lot at Monroe and Water Street. Need more of that
Plan for the. In acknowledging that Franklin will be forced to compete in a modern suburban environment, the city must look forward to new, and innovative ideals. The future lies in what is new, and what will attract shoppers away from Greenwood, and into our city. The future lies in attractive, forward looking, and community oriented businesses, not a new Christian bookstore, or old time restaurant..
would like to see farmer's market expanded with overhead roof area and bathroom availability
Franklin needs desperately, a face lift, to attract outside businesses to locate in our area, to offset taxes, and allow for an increase in new residences in a higher income bracket.
Anything to attract new business and increase the quality of life for residents should be most important, even if residents have to pay a little more in taxes.
A community of friendly , accepting people will help lead to sensible land use growth . SMILE !
As a young adult, it would be wonderful to have opportunities to play recreational sports. Many rec leagues are only open to youth ages 18 & younger. Adult leagues do not always offer the intensity that college students are looking for. Teaming up with other cities/towns could be a great way to keep college age students active during the summer and winter vacations.
It seems to be in good order as of now.
I have been away from Franklin for 20 years and since I have returned I have been very impressed with

the amount and quality of growth that the community has experienced. I like the idea of updating the plan for continued growth and look forward to seeing the results of this report.
some of the issues are being addressed. just hope they continue to be a priority
Allowing property owners to use and enjoy their property without the city telling us what we have to do. We have to many trails and parks now, they cost the taxpayers a lot of money. No help for local mom and pop business to get any help to expand or restart after a disaster. All about big box and big business. We forget what made this country great, it was not the Wal-Marts!!
Need to create more flexibility in land use regulations, all for creativity, more PUDs
Quit trying to compete with Center Grove. We are two entirely different entities - let's be the best we can be without comparing our town to others.
Please let us at Franklin Fire to be involved in the planning process.
Why is there no place in this survey anything about city safety. Parks are fine but with groth comes the need for more police and fire services. I believe peoples safety rates a little higher then parks
I think that the Franklin Development Corp. should've been available to all of the residents and not just the ones in a certain area. There are so many parts of the historic downtown area, homes, etc., that are in dire need of some revitalization. You can't expect new businesses and homeowners to come here with some things looking the way they do.
Roads
More parking spaces needed for downtown.
Need more parking areas east of the railroad tracks for the small businesses there.
Remove/buy a couple houses and convert to parking lots. Install necessary sidewalks around high school and Commence Pk. Drive.
Local government employees using up most of downtown parking spaces.
Not a fan of the proposed round-a-bout on Main Street. There are many more serious street issues to address. I drive through that intersection frequently and although you do have to wait for the light, it is not a dangerous intersection when you are patient. Spend the $ on other, more important matters.
STOP THE FOOLISH TALKOF ROUND-A-BOUTS
I fully support the roundabout at Walnut & N Main. That intersection needs attention!
Getting carried away with roundabouts and getting federal money, when our federal government is broke. On one hand we have people losing property and getting all kinds of assistance while government spends and spends causing more people to ask for assistance in every phase of their lives. Where are we heading?
Move trails please. US 31 is not well planned- should have been a service road in front of all restaurants and businesses.
Redirect heavy truck traffic away from the old town and control noise from motorcycles and other traffic (cars and pickups)
Development of the St. Rd 44 corridor from I 65 to the downtown area.
Restart plans for Southside bypass, besides using 250 S to 510 to Greensburg to lovers' lane.
We need sidewalks that run from the south side of town to the north side along 31.
Trails/ Natural Resources
Need bicycle use lanes. Need more shopping- have to go to Greenwood or Indy.
Do not bring the walking/biking trail any further than Hillside Drive on Upper Shelbyville Road. There is NOT enough room to take it down Upper Shelbyville Road to the interstate. Also, bring in a well-known destination merchant at the old Lees Inn site. We have pretty moderate low quality hotels there now. Traffic backups at Jefferson and US 31 are bad. Basically Franklin is doing a great job. Just

some minor adjustments.
We need to complete the trail to Paris Estates for safety reasons
Thank you for engaging the citizens in this process. That is appreciated. As far as greenways and sidewalks, it would be great to focus on linking our schools together and to neighborhoods so that getting to them will be safer for our students (especially with regard to the high school, but our other schools too).
Mountain biking trails.
As to parks, greenway trails, etc I consider them important. I think we've done a good job on it, thus it isn't a pressing problem.
Continued development of trail system- wonderful system currently.
I would like to see a park with more lighted ball fields and basketball courts available for youth programs maybe even indoor facilities. Also, a wide range of restaurants
Planned development to include preservation of farmland, wetlands, and green areas.
I'm not sure that labeling these issues as "Problems" is conductive to getting the best answers from folks. I assumed that what you meant was "How important do you think these things are?" and answered accordingly. It is something to consider as you use the data.

Funding Sources

A list of potential funding sources for implementing the Jennings County Comprehensive Plan is shown below.

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
State Revolving Loan Fund (SRF)	low-interest (2.7-3.95%) loans, 20-year term Note: An additional .50% reduction may be permitted if a non-point-source project is financed along with a point source project.	Indiana Finance Authority SRF	Incorporated cities/towns, counties, sanitary/conservation or regional sewer/water districts Private & Not-for-profit facilities are eligible only for DWSRF loans	Planning/design/construction of Treatment plant improvements Water line extensions Water storage facilities Wetland protection and restoration; On-site sewage disposal; BMP for ag & stormwater; Riparian Buffers & Conservation; Wellhead Protection Planning/design/construction of Treatment plant improvements Sewer line extensions to unsewered Combined sewer overflow corrections
Small Issue Loan Program	low-interest; 10-year term up to $150,000; reduced closing costs no cost SRF PER review	Indiana Finance Authority	SRF-eligible communities	Any project addressing existing pollution abatement: Wastewater, Drinking Water Non-point source
Arsenic Remediation Grant Program	Grant Program	Indiana Finance Authority	Municipalities, political subdivisions, privately owned Community Water Systems and non-profit Nontransient Noncommunity Water System Must serve less than 10,000 residents	Construction of Treatment Facilities (Precipitate Process, Adsorption Processes, Ion Exchange Processes, Membrane Filtration, Point of Use Devices) Planning & design Activities System Consolidation System Restructuring

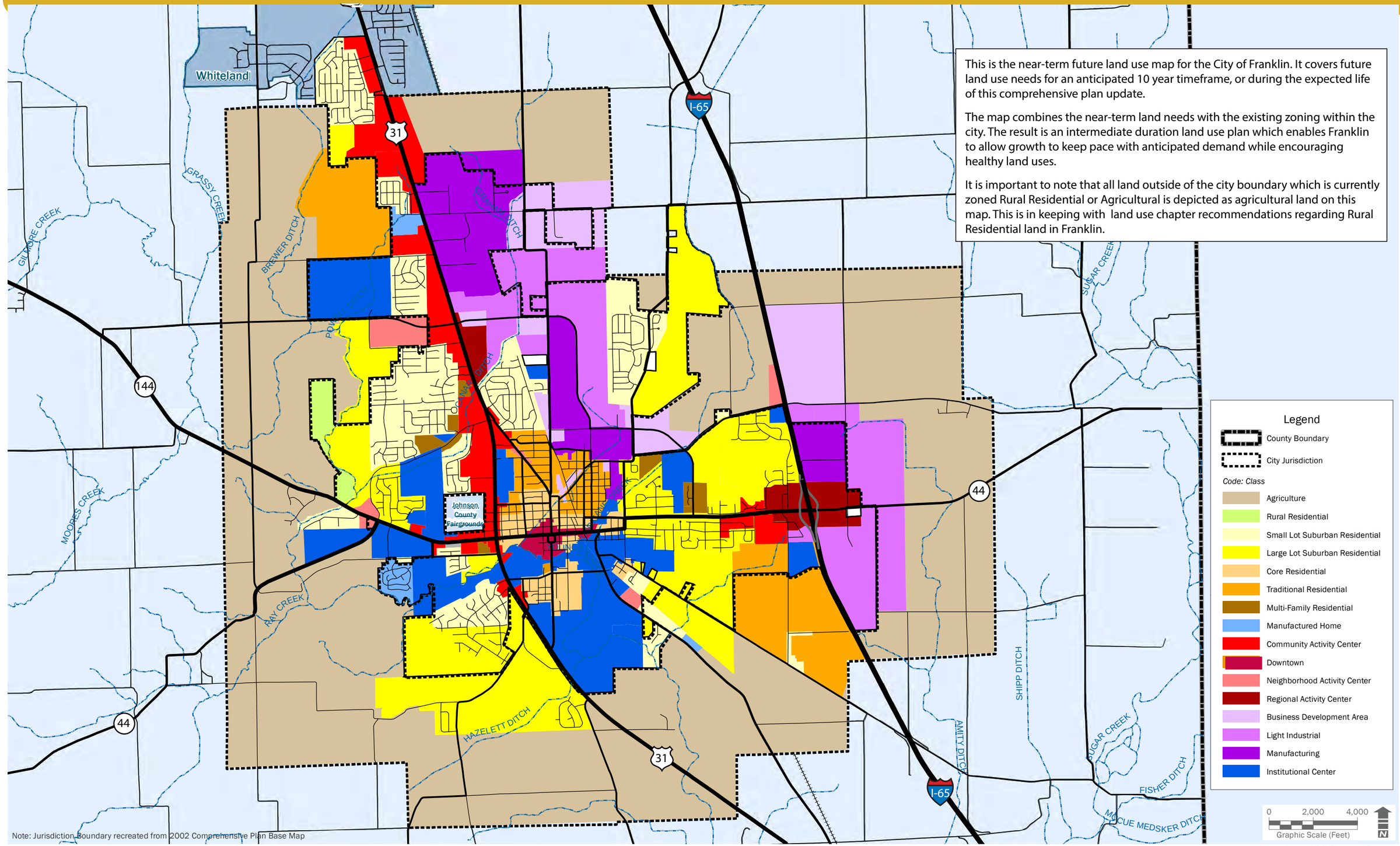
FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Community Assistance Partnership Revolving Loan Fund	short-term financing ($100,000) for predevelopment costs associated with proposed water & wastewater	Rural Community Assistance	Serve rural areas that aren't located within the boundaries of a municipality with a population of 10,000 or greater.	Existing water or wastewater systems and the short-term costs incurred for replacement equipment, small-scale extension of services, or other small capital projects that aren't part of O&M.
Rural Development (RD)	Grants up to 75% of project cost and loans 40yr term; 4.25-4.5% interest	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Lower income areas qualify for more grant assistance.	Developing water and waste disposal systems in rural areas
Rural Development Planning Grants	Grants for up to 75% of cost of planning or up to $15,000 25% match required	US Dept. of Agriculture	Rural areas/towns with population <10,000 including municipalities, counties, special-purpose districts, not-for-profit corporations Must be qualified for the "poverty" bracket - 80% of the statewide nonmetro MHI	Water and Wastewater Infrastructure Planning

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Rural Development Community Connect Grant Program	Broadband Grants minimum $50,000 (no max) matching funds required	US Dept. of Agriculture	Project must: (a) serve a rural area (b) serve one and only one community recognized in latest U.S. census; (c) Deploy Basic Broadband Transmission Service, free for 2 years to all Critical Community Facilities; (d) Offer Basic Broadband; (e) Provide a Community Center with at least 10 computer access points	Establish broadband access to rural communities which are unserved
Community Focus Fund (CFF)	Grants up to $600,000, minimum 10% local match ($350,000 for Fire Stations)	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low- to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Projects that contribute to long-term community planning and development Projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population Often requires income survey to determine low-income eligibility
CFF Planning Grant	Grants up to $50,000, $30,000 (for single utility), minimum 10% local match	Office of Community & Rural Affairs	Non-entitlement cities, towns or counties Must either benefit areas at least 51%+ low- to moderate income OR eliminate slum or blight; cost per beneficiary may not exceed 5000	Planning activities for projects that will prevent/eliminate slums or blight, or projects that serve a low to moderate income population. Planning activities must be completed w/in 12 mos. Often requires income survey to determine low-income eligibility

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Watershed Projects Grant (104(b)(3))	Grants 5% local match	IN Dept. of Environmental Management		Projects that lead to the reduction and elimination of pollution, increase the effectiveness of the NPDES program
Flood Control Revolving Fund: Rural Water Supply	Loans up to $150,000	IN Dept of Natural Resources	Cities, towns, conservancy districts, special assessment districts, with population under 1,250 who have been authorized to maintain/operate the system; entity is unable to borrow funds elsewhere; cannot exceed 2% of assessed valuation	Projects that establish or modernize water supply systems
Public Works & Economic Adjustment Grants	Grants for up to 50% of project costs, 80% if severely distressed; 20-50% match required	Economic Development Administration	Counties, cities, towns, sewer districts Sometimes townships and economic development corporations	Projects the will lead to job creation and retention in severely distressed communities including water and wastewater projects
Industrial Development Grant Fund (IDGF)	Grants (typically $2,500 per job) Typically not exceed 50% of cost	Indiana Economic Development Corp.	City, Town, County, Special taxing district, economic development commission, nonprofit corporation, corporation established under IC 23-17, Regional water, sewage, or solid waste district, Conservancy district	Construction of airports, facilities, tourists attractions; sanitary sewer lines, storm sewers or drainage; water; roads; sidewalks; rail spurs and sidings; information and high tech. infrastructure; property; surveys

FUNDING TYPE	FINANCING	ADMINISTERED BY:	WHO QUALIFIES	FUNDING TO BE USED FOR
Special Appropriations Projects (SAP)	Grants average award $2,000 to $300,000 45% local match required	Congressional Appropriation	Incorporated cities/towns, counties, sanitary/conservation or sewer/water districts qualify for SAP, also known as the State and Trial Assistance Grants (STAG)	water, wastewater, non-point source and stormwater infrastructure SRF, CDBG, USDA, RD can be used as local match
Federal Transportation Aid to Local Communities	Federal Aid Approx. $30M available per year 80/20 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Roadway improvements
Hazard Elimination and Safety (HES)	Federal Aid Approx. $6M available per year 90/10 match	INDOT	Roadway must be on Federal Aid System Group III Cities & Towns (<50,000, but above 5,000) Group IV Towns (<5,000 population)	Safety improvements at Intersections, signage, pavement markings, signal modifications, lighting improvements

Near-Term Land Use Map



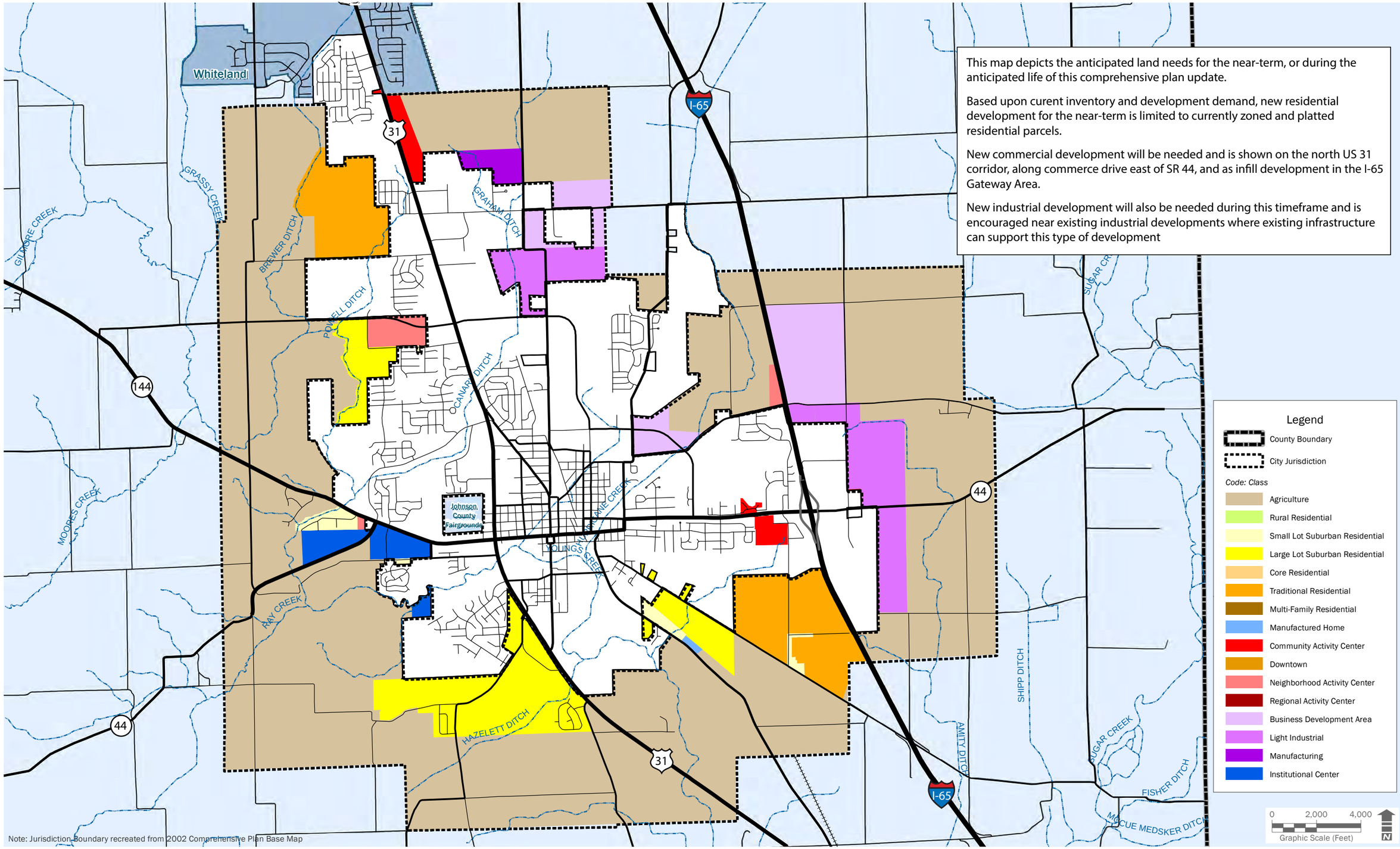
This is the near-term future land use map for the City of Franklin. It covers future land use needs for an anticipated 10 year timeframe, or during the expected life of this comprehensive plan update.

The map combines the near-term land needs with the existing zoning within the city. The result is an intermediate duration land use plan which enables Franklin to allow growth to keep pace with anticipated demand while encouraging healthy land uses.

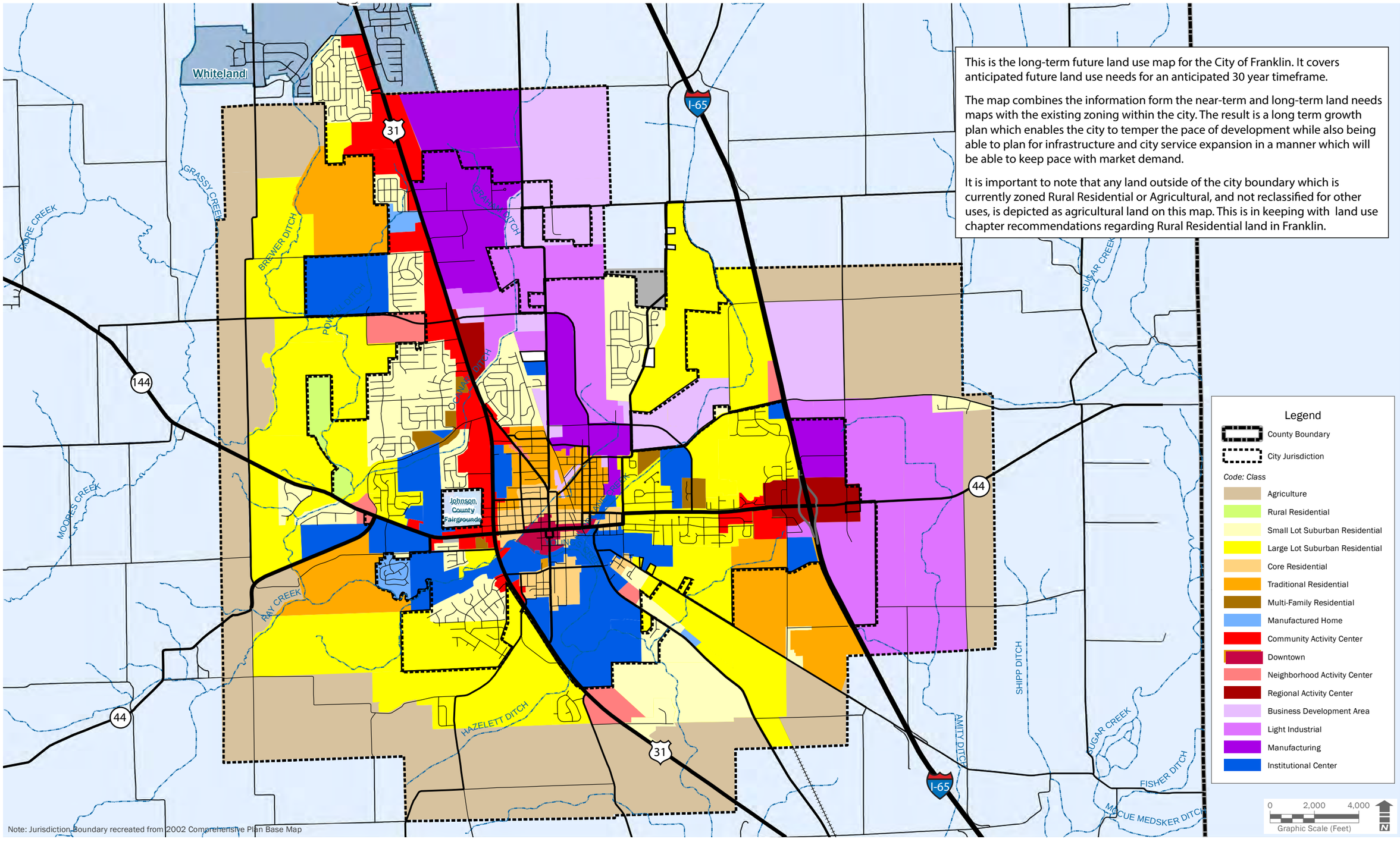
It is important to note that all land outside of the city boundary which is currently zoned Rural Residential or Agricultural is depicted as agricultural land on this map. This is in keeping with land use chapter recommendations regarding Rural Residential land in Franklin.

Note: Jurisdiction Boundary recreated from 2002 Comprehensive Plan Base Map

Near-Term Land Needs Map



Long-Term Land Use Map

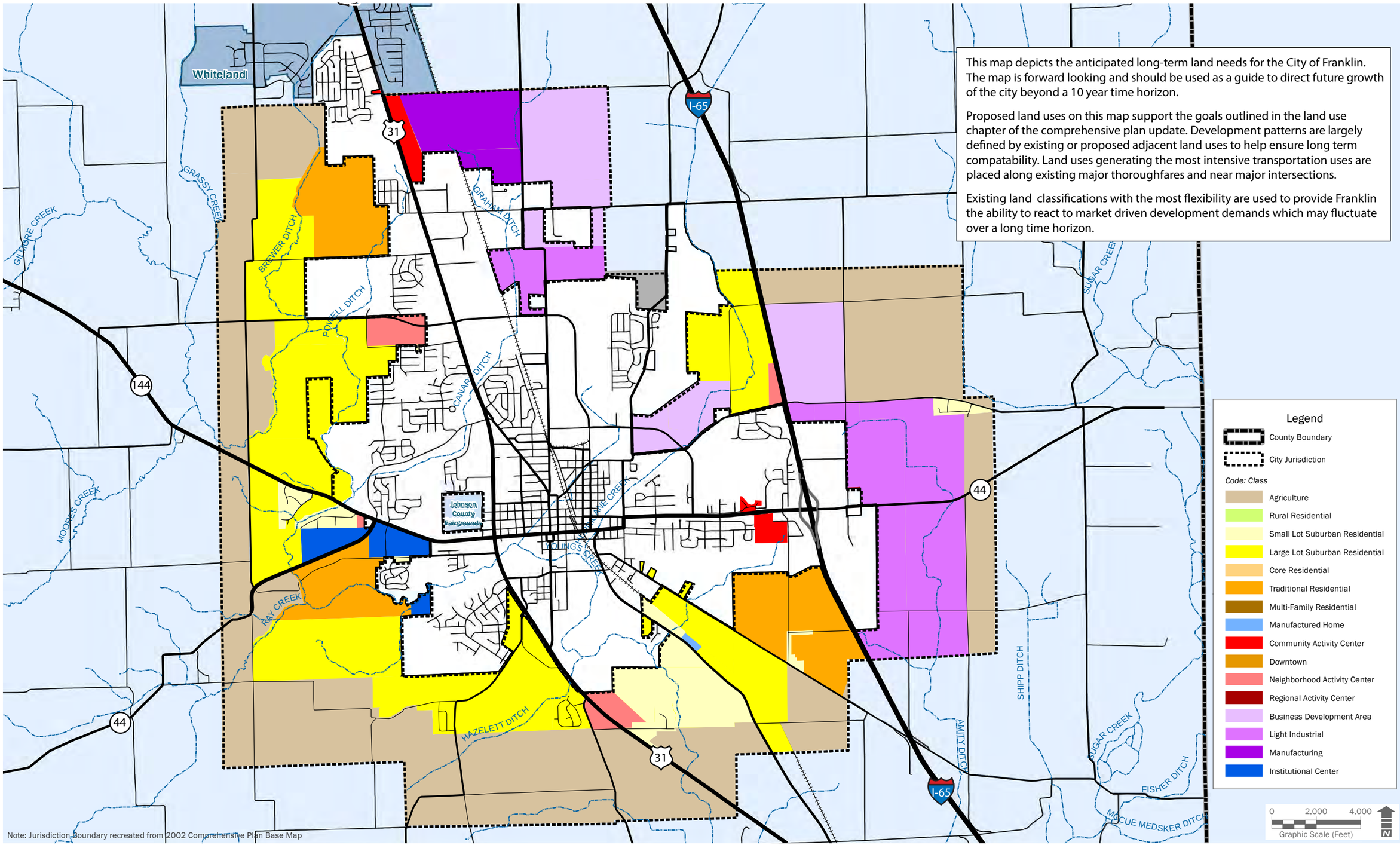


This is the long-term future land use map for the City of Franklin. It covers anticipated future land use needs for an anticipated 30 year timeframe.

The map combines the information form the near-term and long-term land needs maps with the existing zoning within the city. The result is a long term growth plan which enables the city to temper the pace of development while also being able to plan for infrastructure and city service expansion in a manner which will be able to keep pace with market demand.

It is important to note that any land outside of the city boundary which is currently zoned Rural Residential or Agricultural, and not reclassified for other uses, is depicted as agricultural land on this map. This is in keeping with land use chapter recommendations regarding Rural Residential land in Franklin.

Long-Term Land Needs Map



This map depicts the anticipated long-term land needs for the City of Franklin. The map is forward looking and should be used as a guide to direct future growth of the city beyond a 10 year time horizon.

Proposed land uses on this map support the goals outlined in the land use chapter of the comprehensive plan update. Development patterns are largely defined by existing or proposed adjacent land uses to help ensure long term compatability. Land uses generating the most intensive transportation uses are placed along existing major thoroughfares and near major intersections.

Existing land classifications with the most flexibility are used to provide Franklin the ability to react to market driven development demands which may fluctuate over a long time horizon.