



# CITY OF FRANKLIN, INDIANA

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## COMPREHENSIVE PLAN 2013



# Franklin Comprehensive Plan

City of Franklin Community Development  
City of Franklin Planning Department



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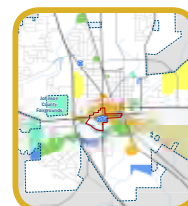
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# ACKNOWLEDGEMENTS

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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

# 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 not the same as zoning regulation. The principles in the plan only build the foundation for future regulation.

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.

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.

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.



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

## PLANNING STEPS

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

- **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](http://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.

## 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

# 3

Franklin is no longer the “small town” city that it 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.

## 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.



Johnson County Courthouse in downtown Franklin.





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

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 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.

## 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.



Hospitals are an important partner in land use planning.



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

### 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.

### 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.



Public parking downtown has been upgraded.

#### 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.

#### 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.

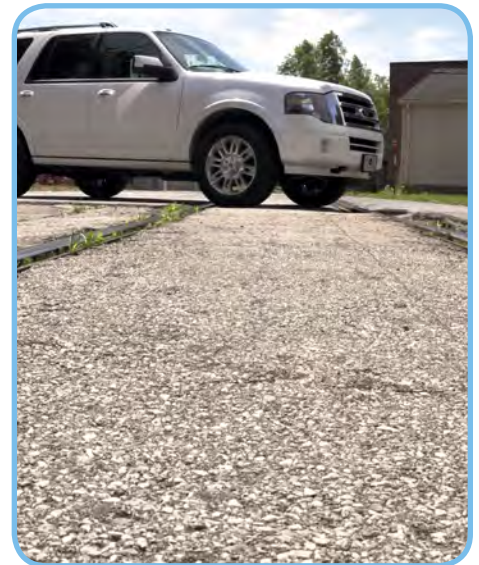
## Transportation Goals

- 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.

## 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.



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



Homegrown businesses build Franklin's economic base.

#### 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.

#### 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.





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

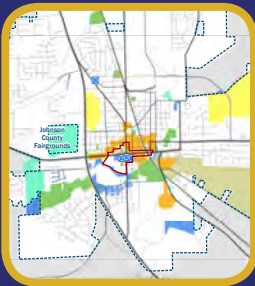
Implementation is the most important factor in ensuring the success of a comprehensive plan. The final chapter of this plan includes a detailed implementation chart.

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





## WHY WE PLAN

# 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.



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

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).

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.

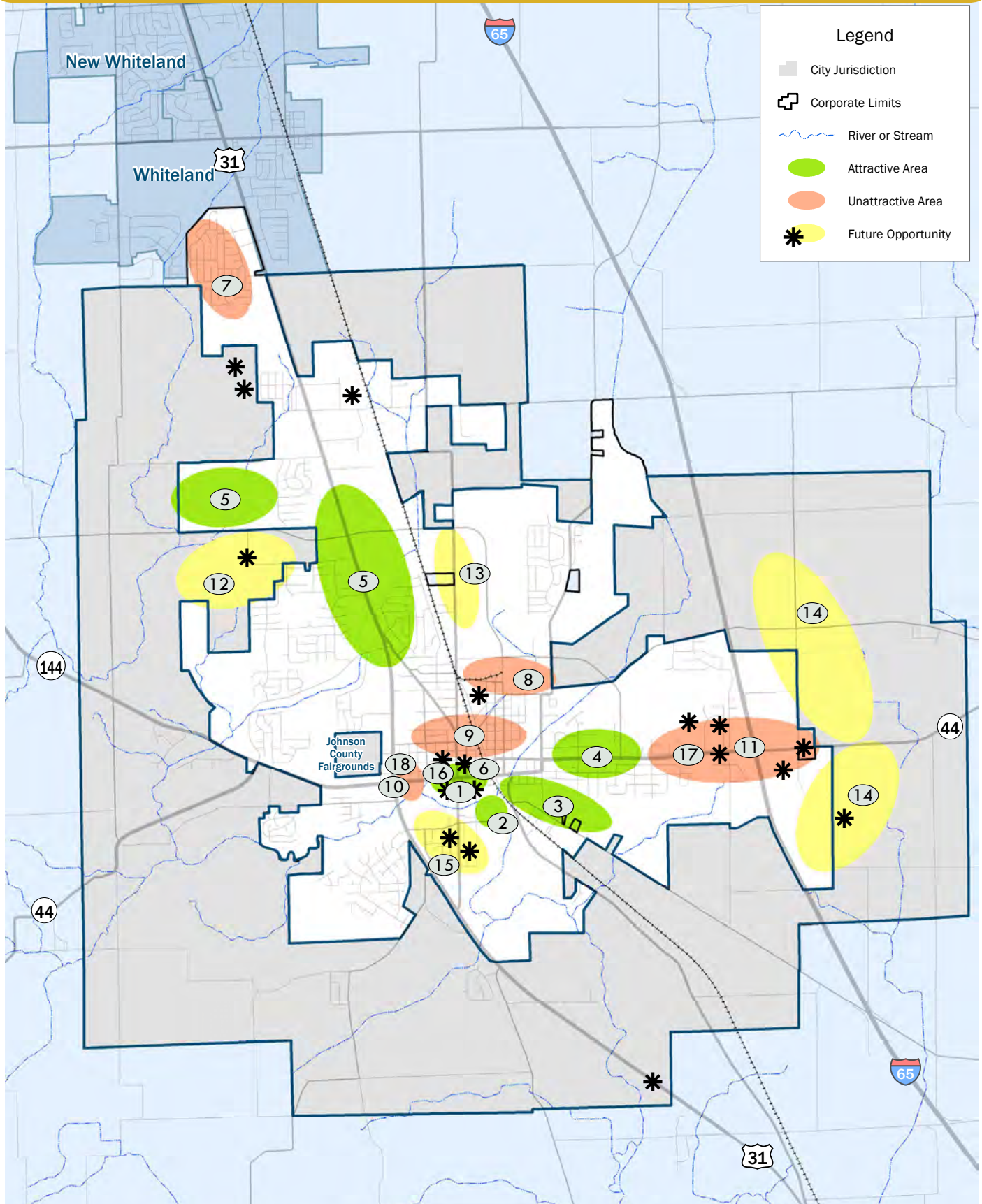
The Future Opportunities Map shown on the next page, lists unattractive and opportunity areas, as well places that residents would be proud to show off to visitors. Changing the problem areas and protecting the city’s gems became the foundation for this planning document.

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)



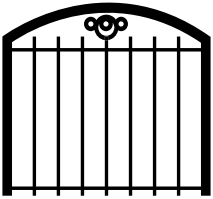
Franklin has many historic buildings that create an attractive and inviting downtown.

## 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.

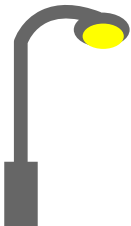
Elected officials, department heads and others specifically reviewed the Implementation Chapter from the 2002 plan and were pleased to discover that many of the high priority goals have been achieved.

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.



### 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.



### 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.



### 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.



### 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.



### 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.



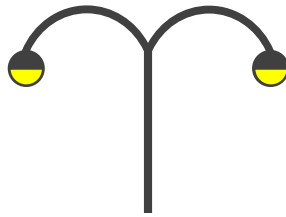
### 10. Establish a Functional Unsafe Building Code:

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.



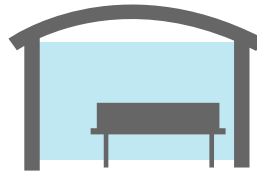
### 13. Expand TIF Districts:

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.



### 8. Install Attractive Street Lighting:

Install decorative street lights and street signs that contribute positively to Franklin's small town character.



### 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.



### 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.



### 9. Create a City Internet Site:

Create a unique, high-quality internet site for the City of Franklin.



### 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.



### 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

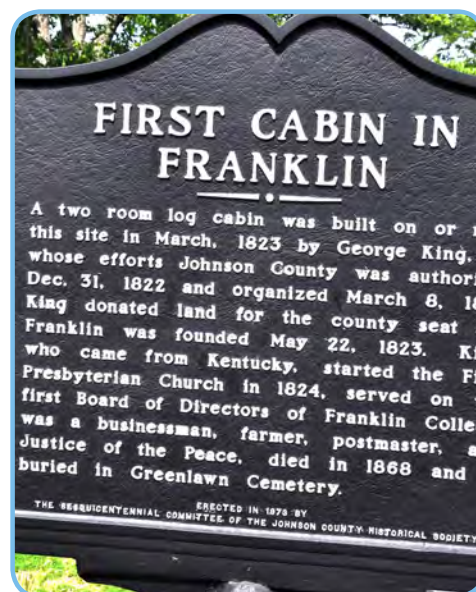
- In 1842, Franklin College was the first college in Indiana to admit women and the seventh in the nation.
- The Franklin Wonder Five won the Indiana State Basketball Championship in 1920, 1921 and 1922.
- Franklin has produced two Indiana Governors- Paul V. McNutt (1933-1937) and Roger D. Branigin (1965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



Community life in Franklin is active.

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.

## 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 orchestra 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.

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.



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



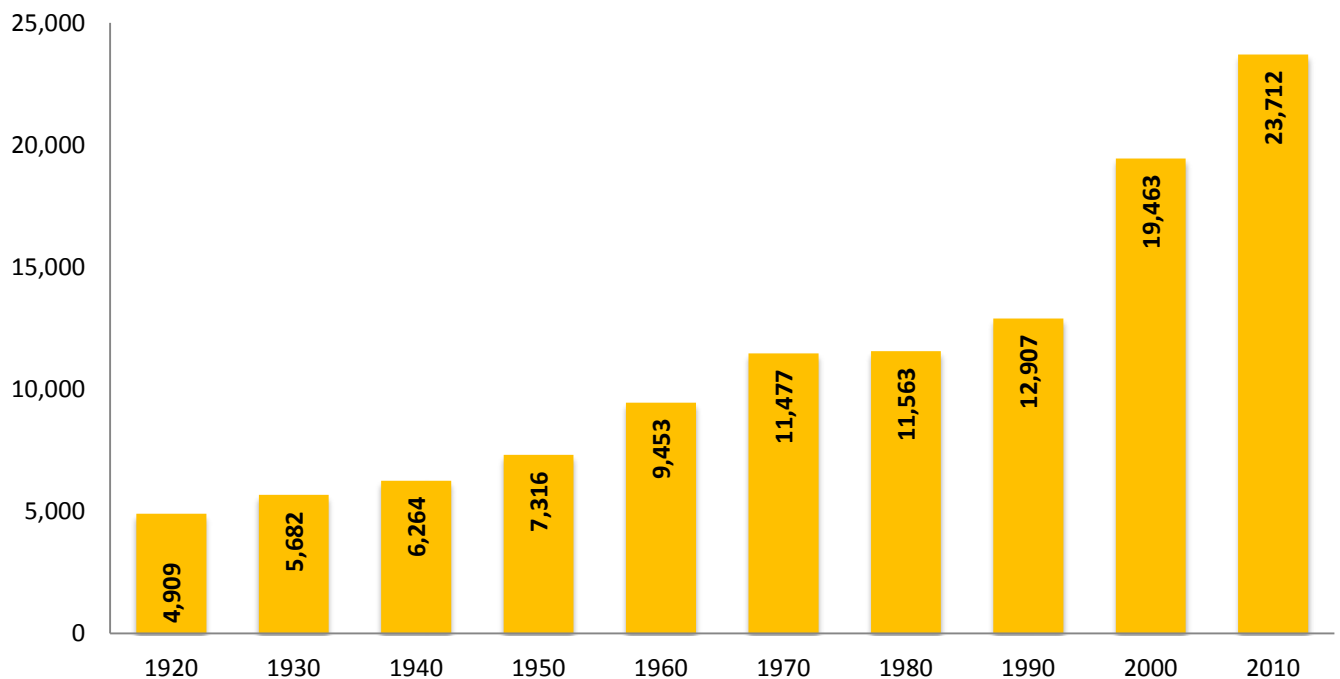
## DEMOGRAPHIC HIGHLIGHTS

### 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.

### Franklin Population (1920-2010)



Source: STATS Indiana; Indiana Business Research Center



## Educational Attainment

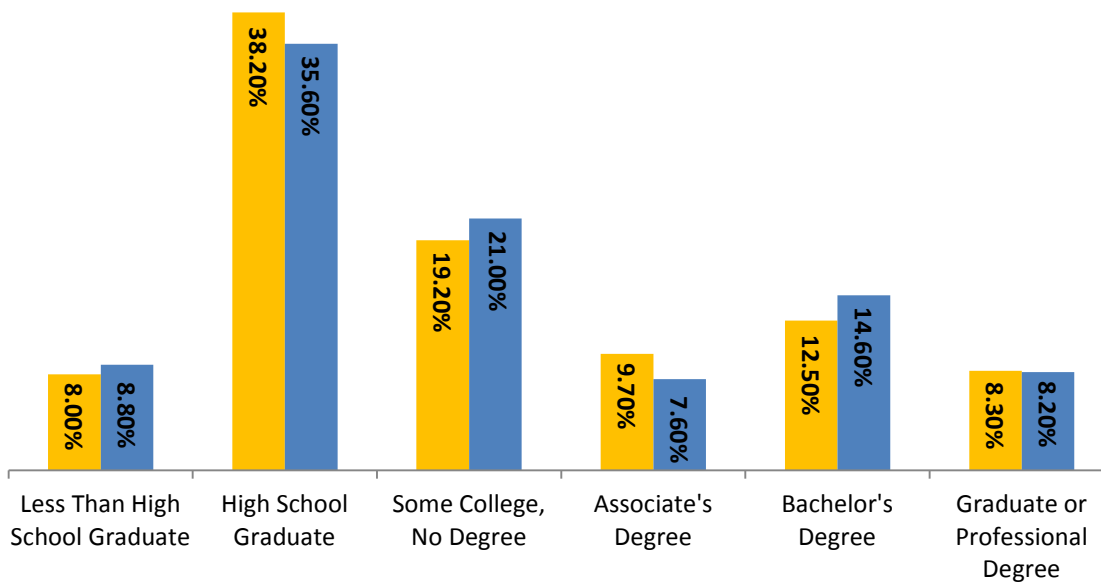
A significant trend at both the city and state level has been the marked increase in high school graduates and college graduates as a proportion of the population since 1990.

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.

### Educational Attainment 2009-2011

Franklin Indiana



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

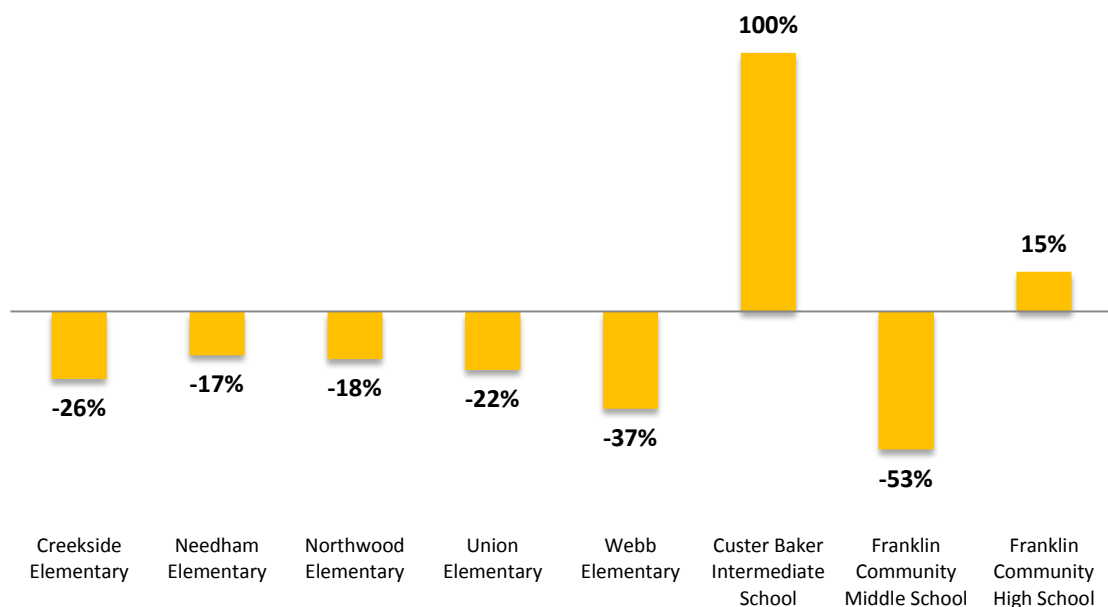
### School Enrollment

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.

## % Change in School Enrollment (2007-12)



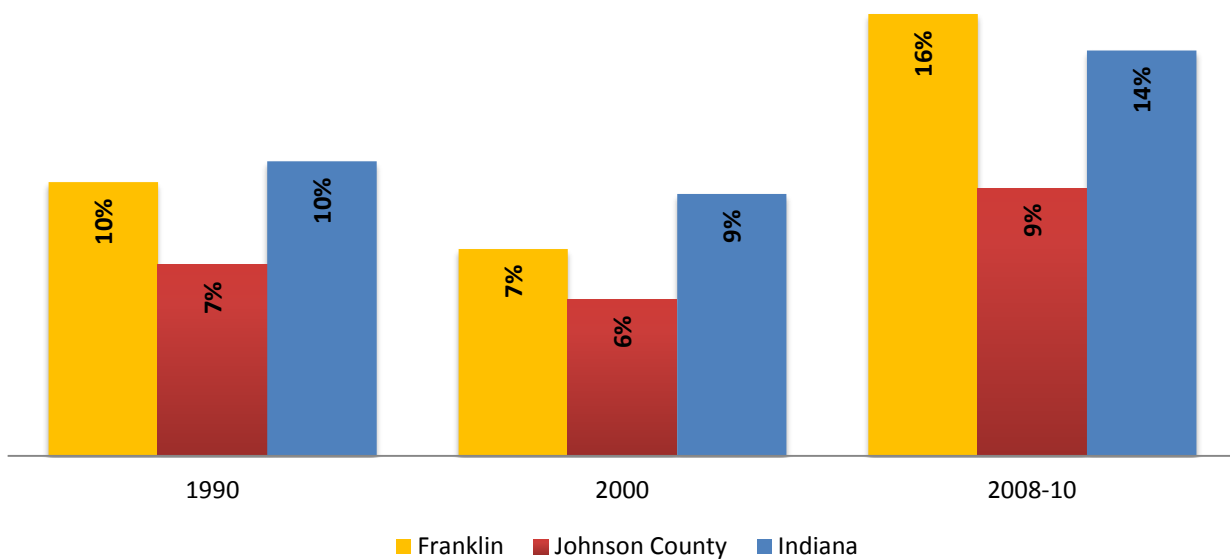
Source: Indiana Department of Education

## 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.

### Individual Poverty Rates



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

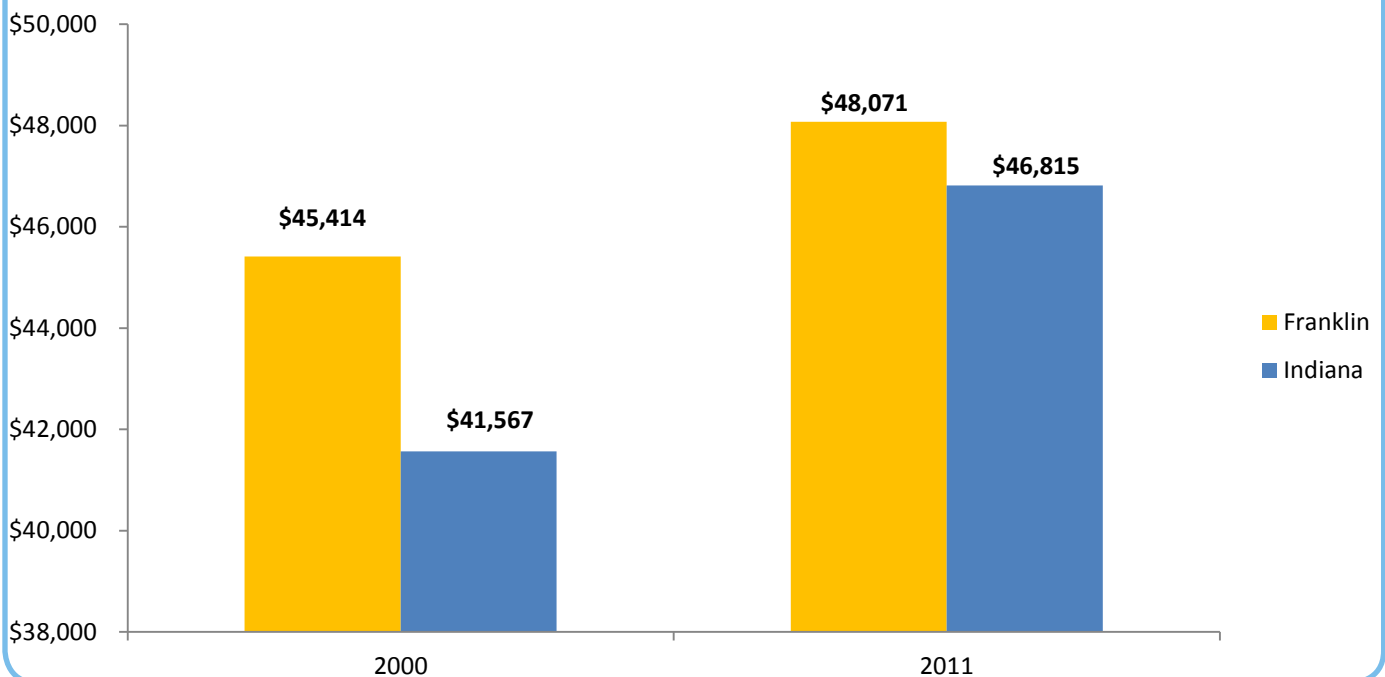
### Income

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.

## Median Household Income

(inflation-adjusted)



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

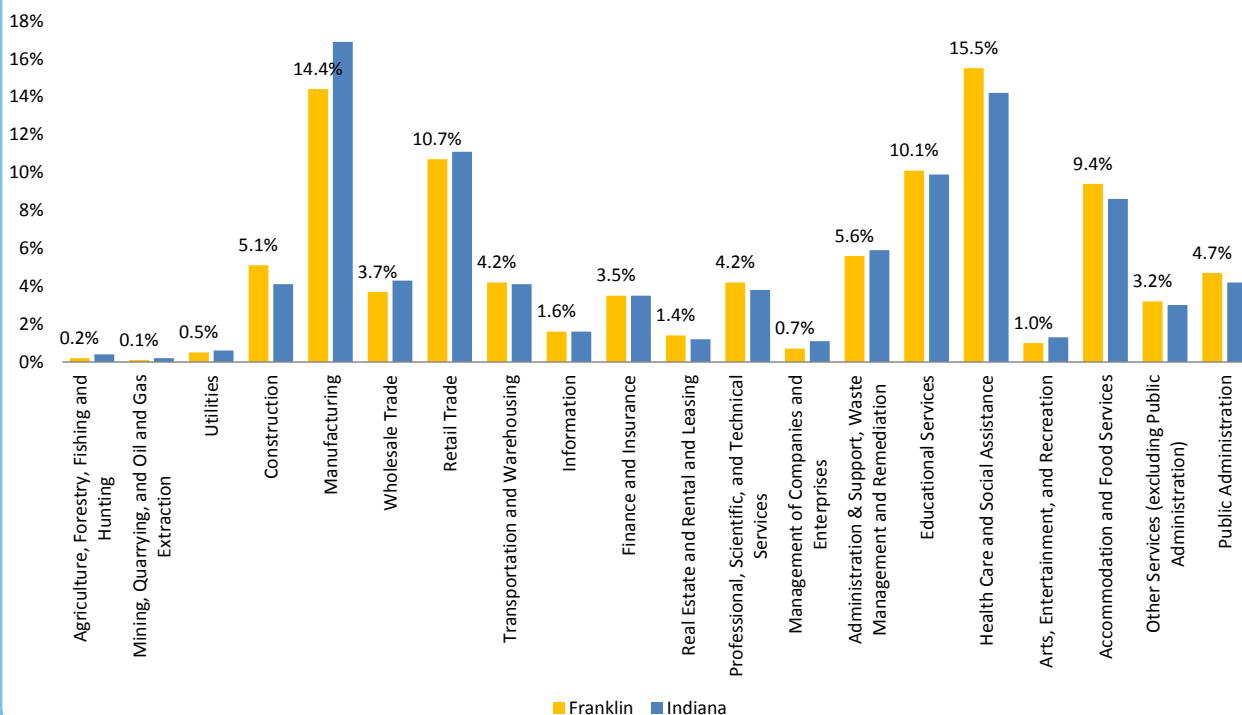
\*In 2012 dollars. Calculated using the Bureau of Labor Statistics' CPI Inflation Calculator

## 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.

### Jobs by NAICS Industry Sector 2011



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:

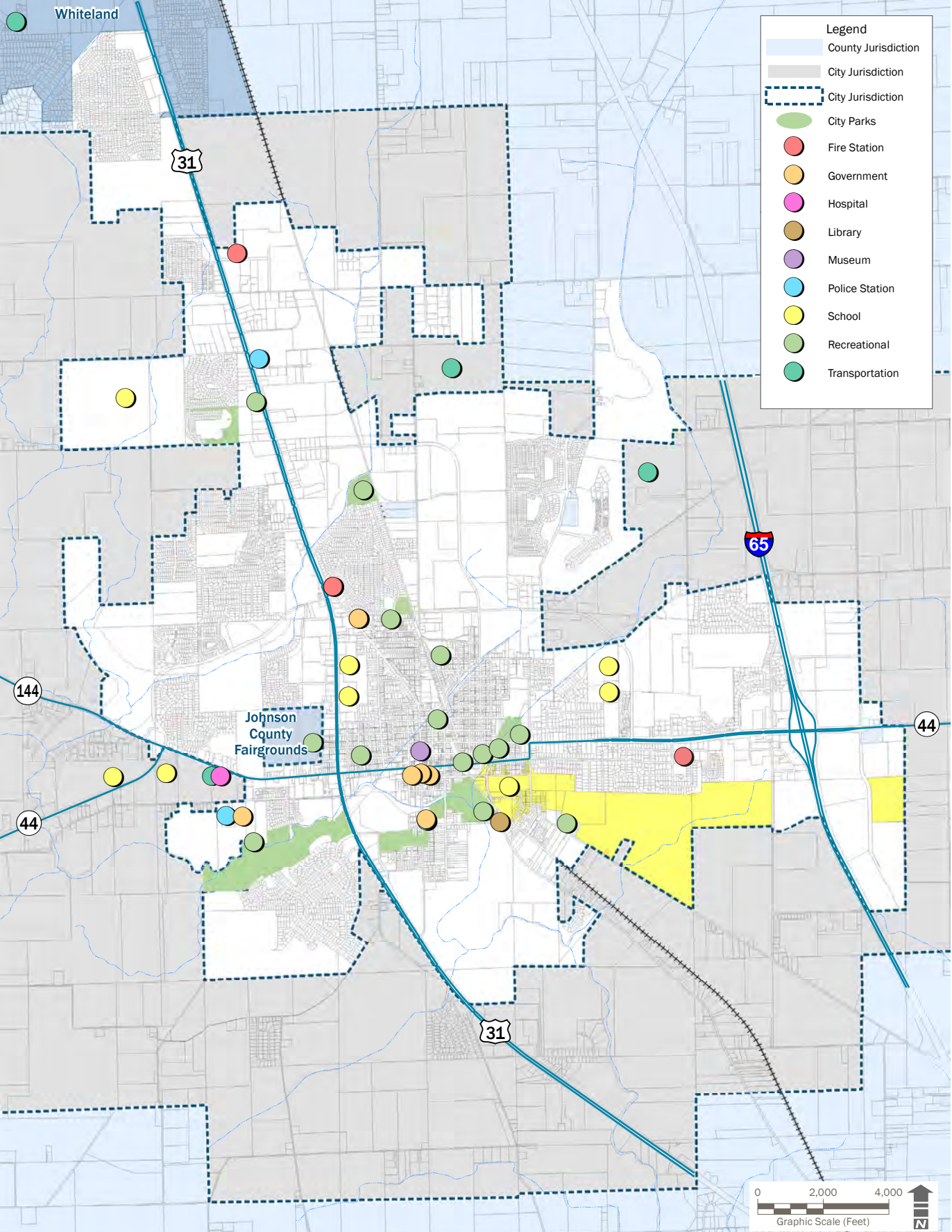
City of Franklin Fire Station  
1800 Thornburg Lane  
Franklin, IN 46131  
(317) 736-3651

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.



Vacant lots are opportunities for in-fill development.

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.

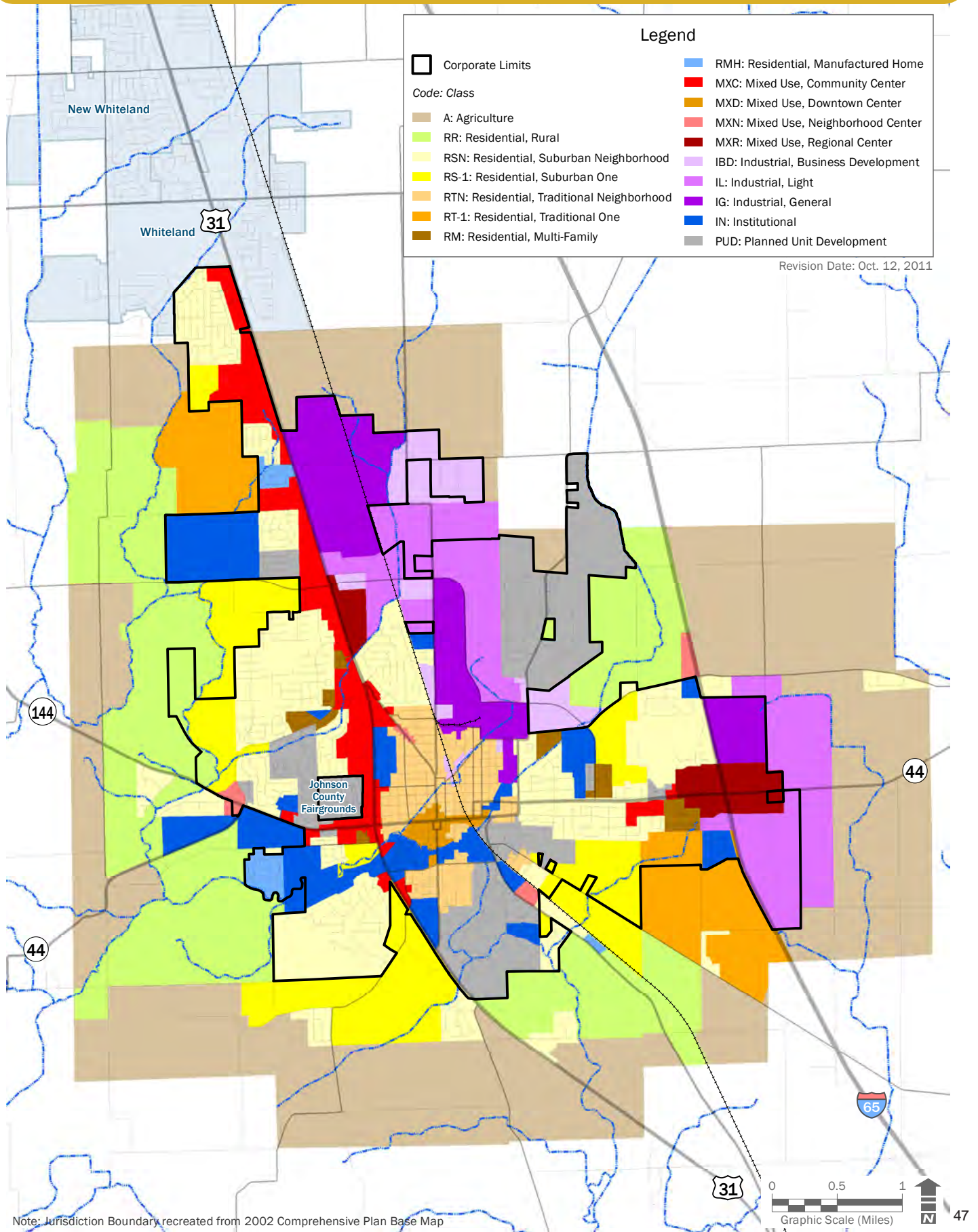
## LAND USE DEFINITIONS

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





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

## 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.

### 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.

### 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.

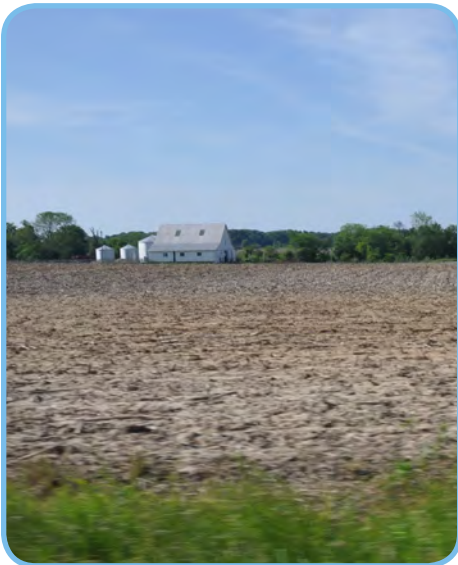


More residential development downtown can be accomplished through infill projects.

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,





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

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.

### 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.

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



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

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

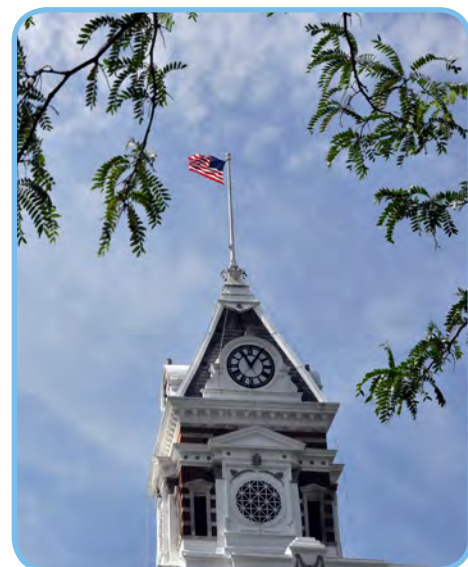
One other very important reason to update the zoning ordinance is to acknowledge innovation and best practices. For example, smart growth principles are already incorporated into Franklin's ordinances, but the key is to determine if they are effective.

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

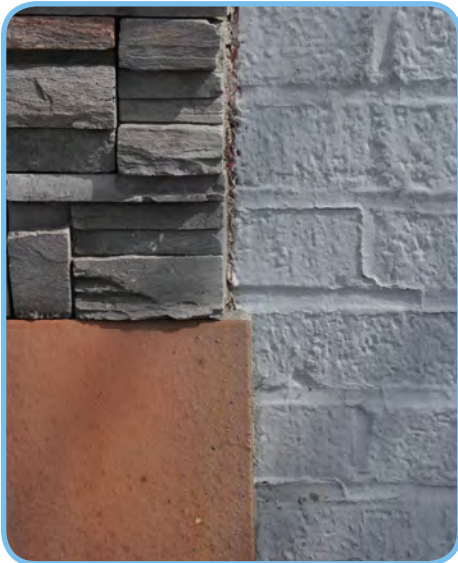


larger than average. Minimum standards can probably be reduced in many cases and the city should consider adding maximum parking requirements (many commercial developments put in much more parking than is required, in order to meet a “Black Friday” level of demand). The requirements for bicycle parking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



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

use standards tougher. For example, what are the time limits for maintaining nonconforming status for abandoned/vacant uses? Before rezoning creates nonconforming 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.

### 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.



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

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).

## 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 Resource'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.



## 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.

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.

## 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](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](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.

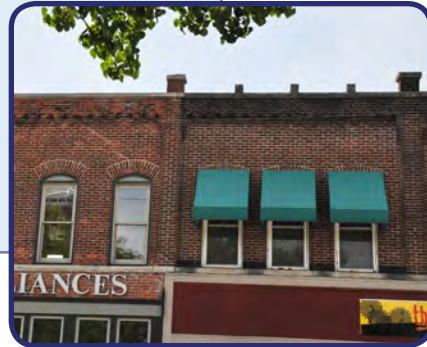
**Objective:** Discourage the further subdivision of existing rural residential and agricultural land until a time when increased market demand can allow the city to more accurately determine future development needs in Franklin's fringe.



**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:

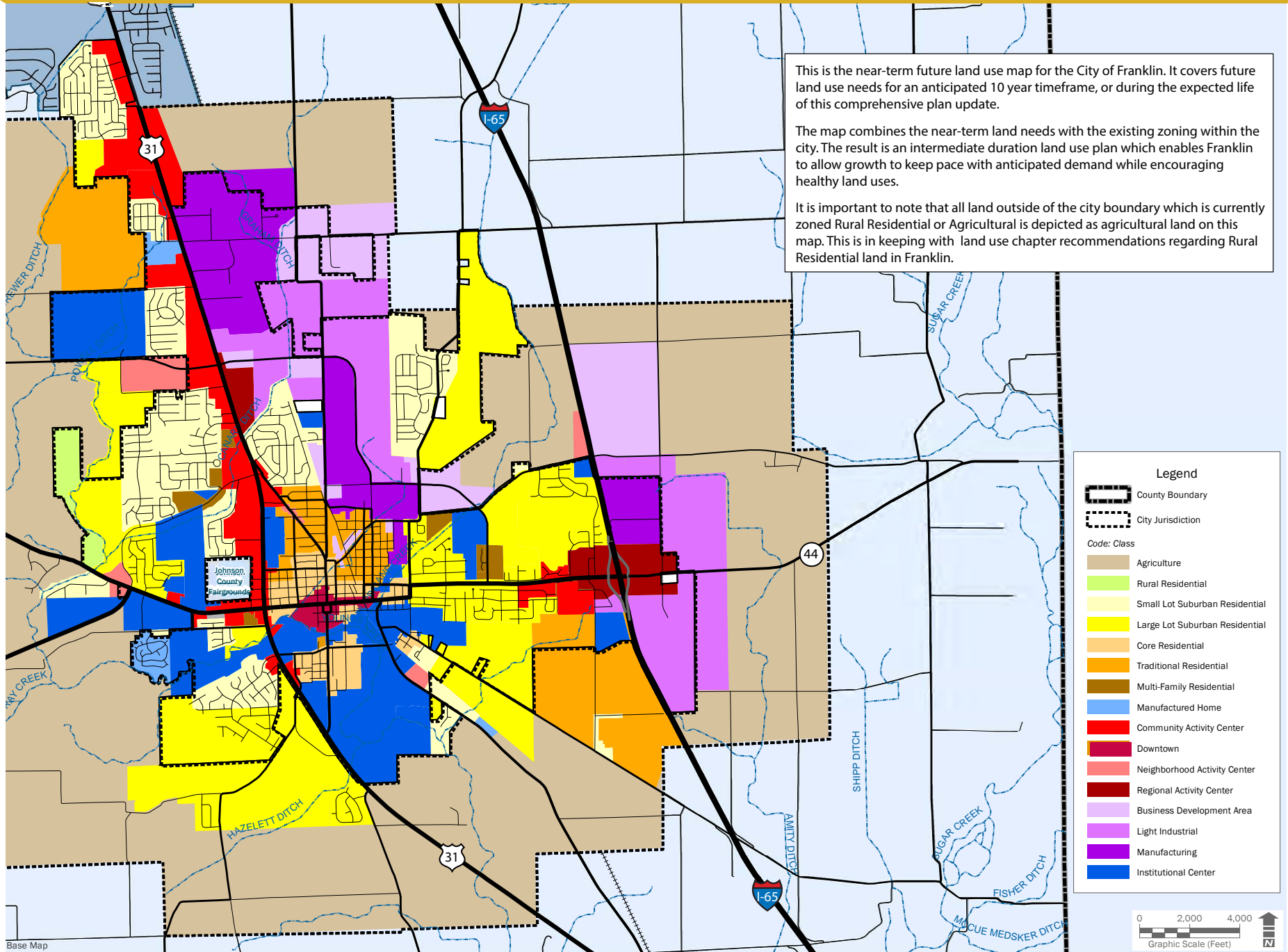
- Near-Term Land Use Map
- Near-Term Land Needs Map
- Long-Term Land Use
- Long-Term Land Needs

# Near-Term Land Use Map

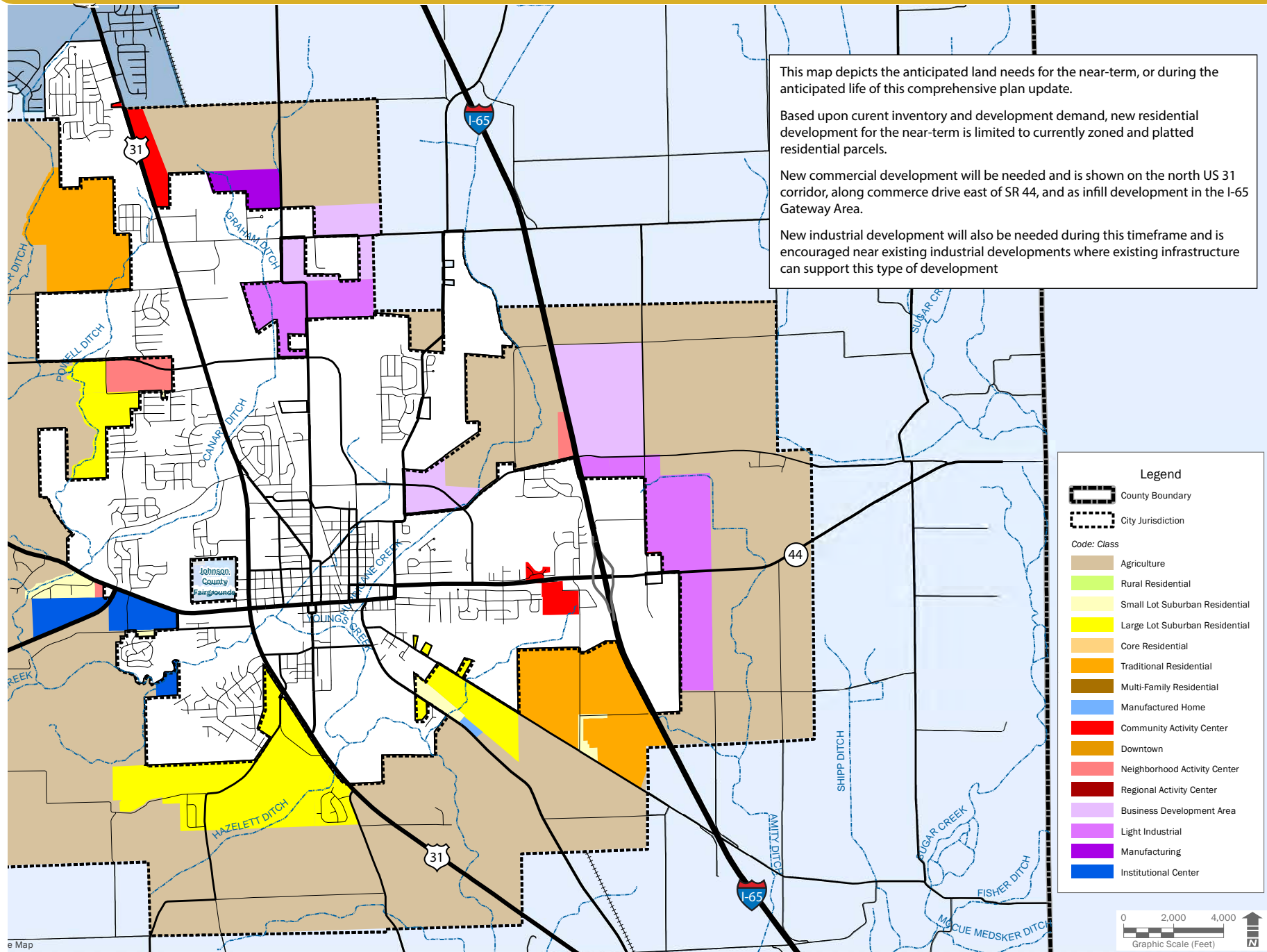
This is the near-term future land use map for the City of Franklin. It covers future land use needs for an anticipated 10 year timeframe, or during the expected life of this comprehensive plan update.

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.



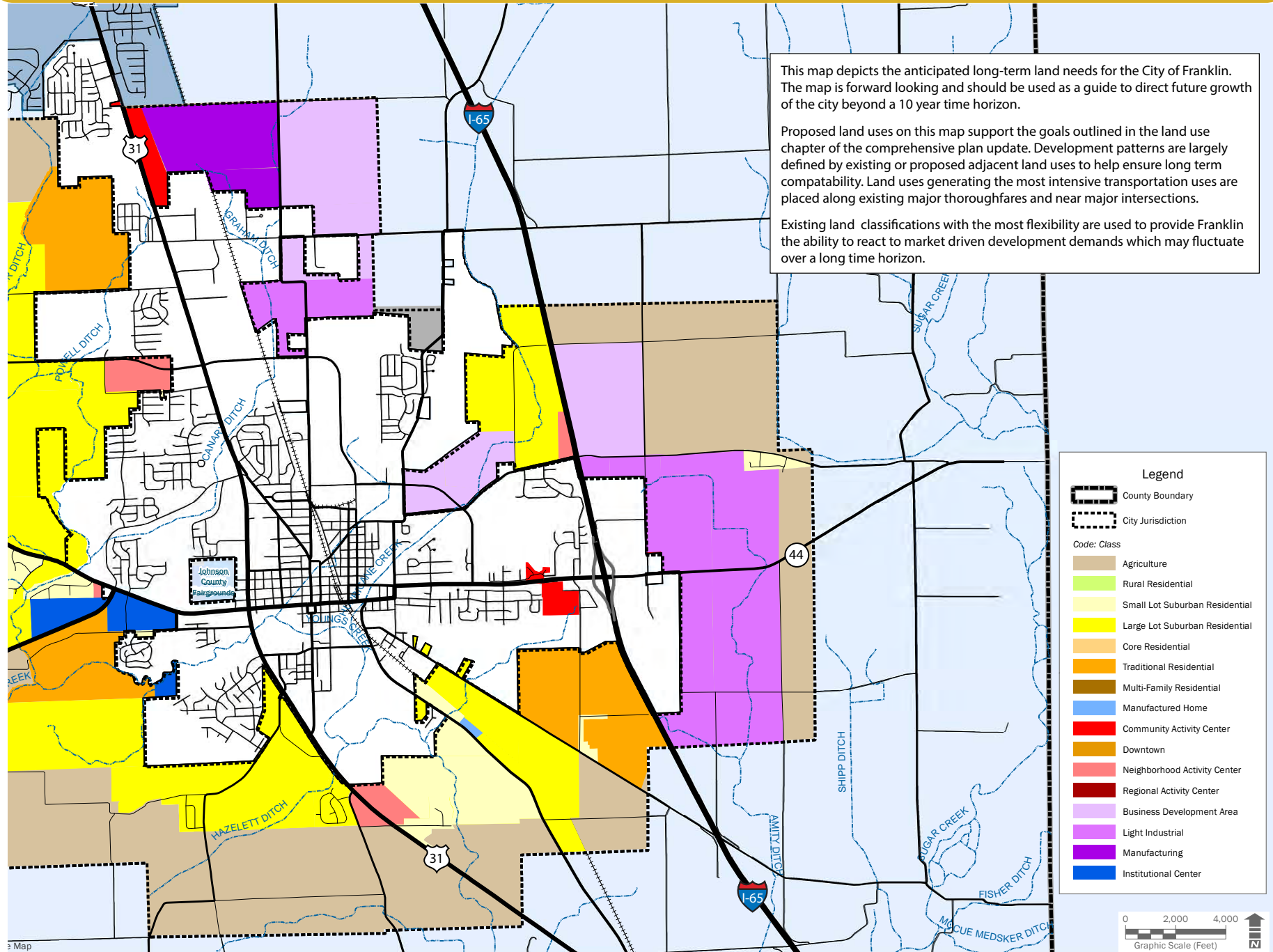
# Near-Term Land Needs Map







# Long-Term Land 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 than 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.

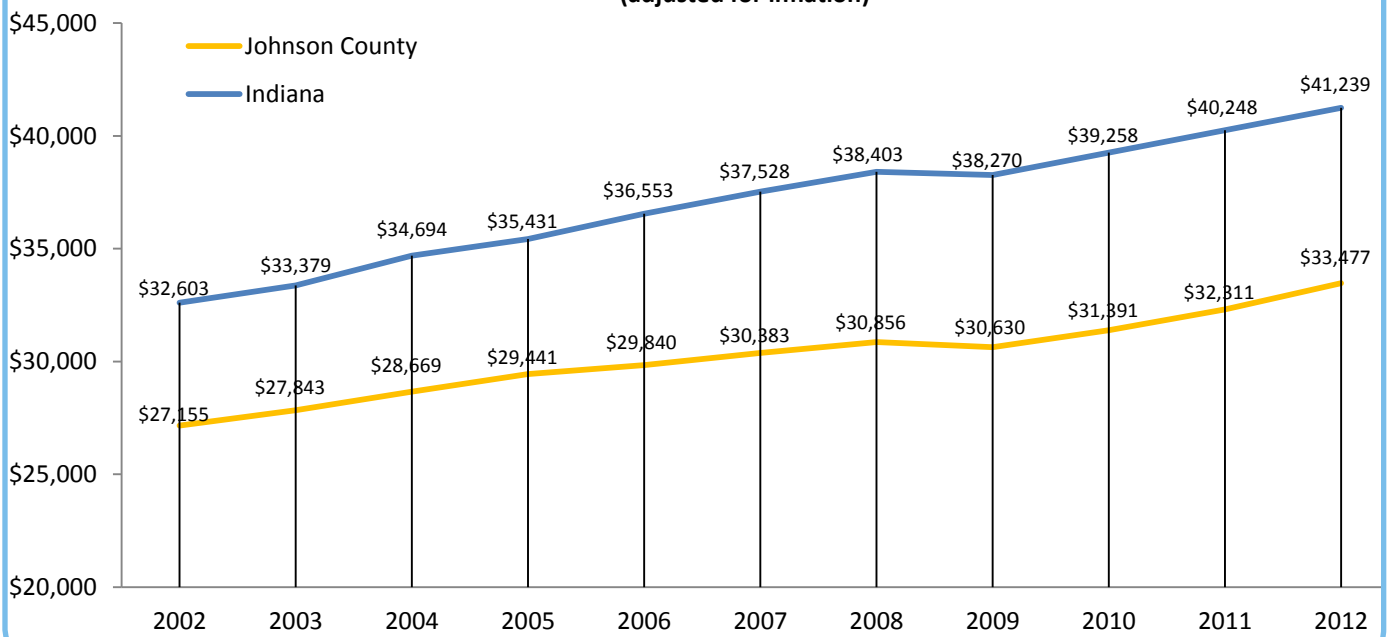
## TRENDS: KEY FACTS TODAY

## 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.

## Average Wage Per Job

(adjusted for inflation)



## 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](http://www.aicvb.org)

Indiana Department of Revenue Innkeeper's Tax Rates  
[www.in.gov/dor/3469.htm](http://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.

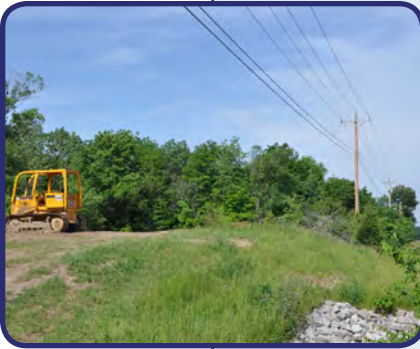
**Objective:** Endorse county-wide efforts to institute an innkeeper's tax for tourism development and promotions.



**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

### 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.





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

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.

## 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 minimum housing standards.

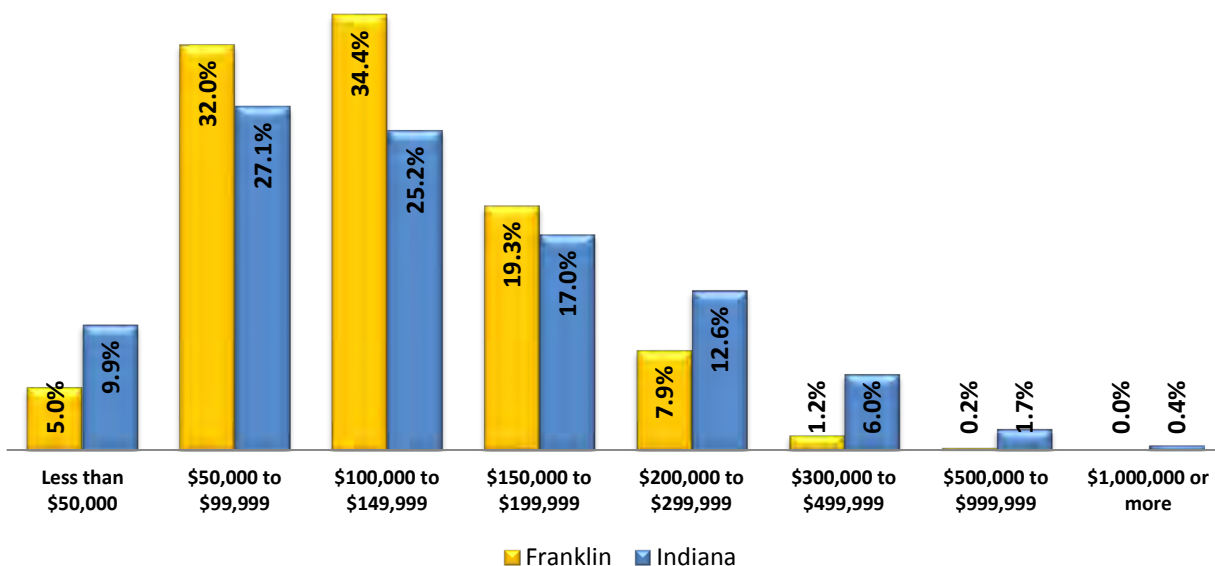
### Age & Value of Homes

- 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.
- 



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

### Home Value Distribution (2009-2011)



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



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

### 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

### 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

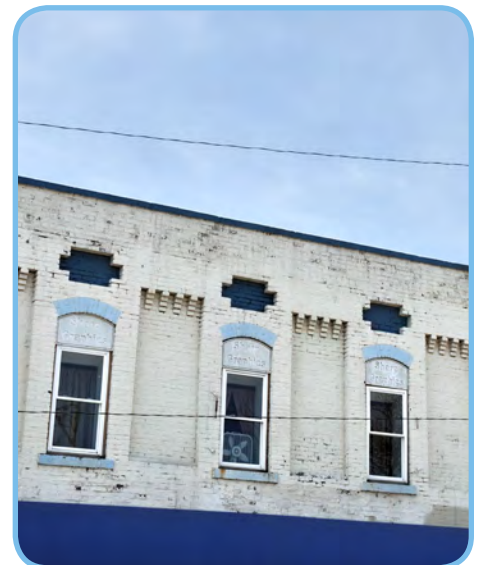
Franklin's ongoing investments in downtown could result in new housing opportunities, particularly for the young adults who local leaders want to attract.

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.





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

### 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		

### 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.



Improvements to aging water infrastructure will help prevent future flooding.

- 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.

## Trends: Key Facts Today

### Ecology and Agriculture

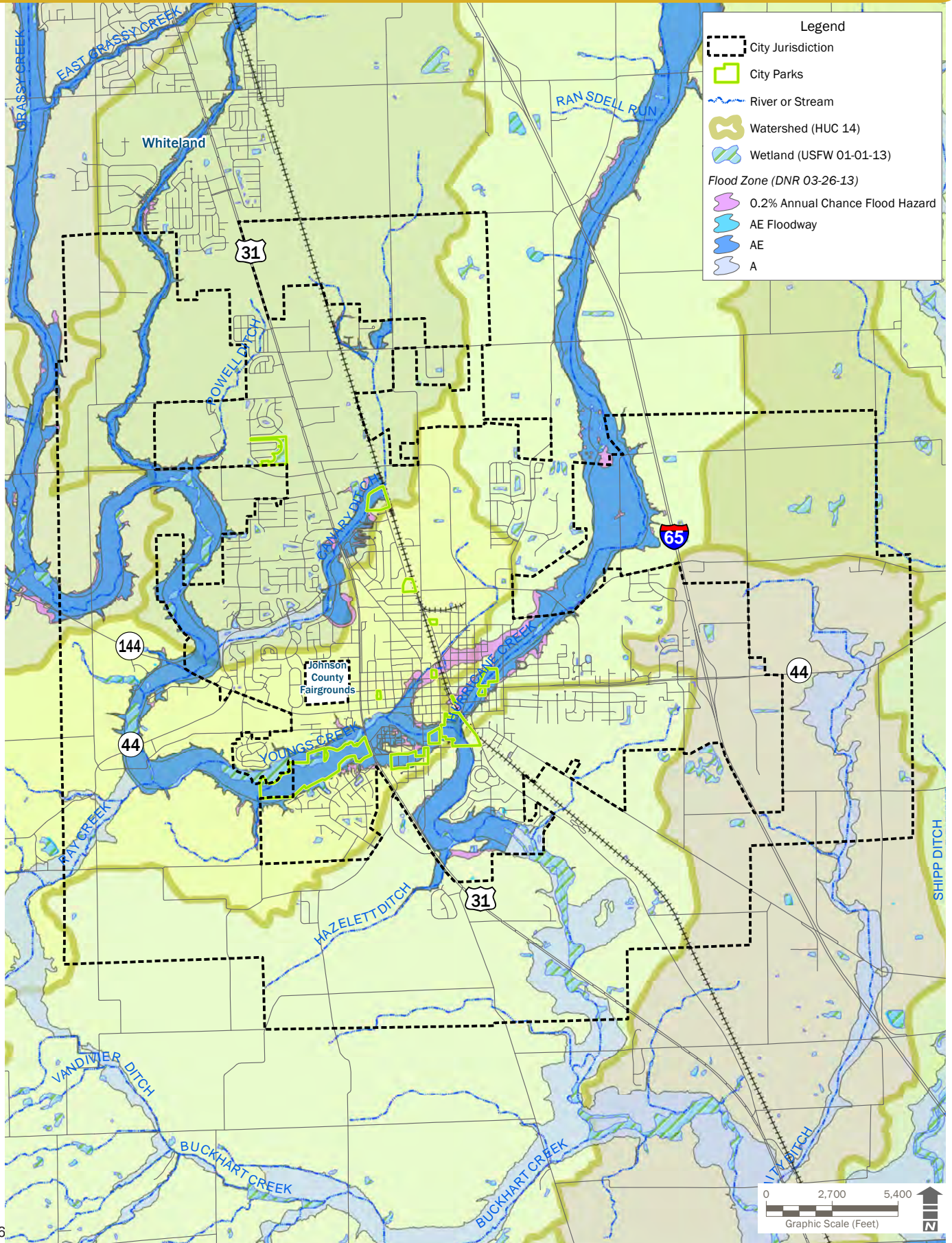
- With population and development projections continuing to increase for the foreseeable future, the rural character and agricultural lands in Johnson County and Franklin will face development pressure.
- As of 2007, 68 percent of land in Johnson County was farmland, with a majority of that being crop 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

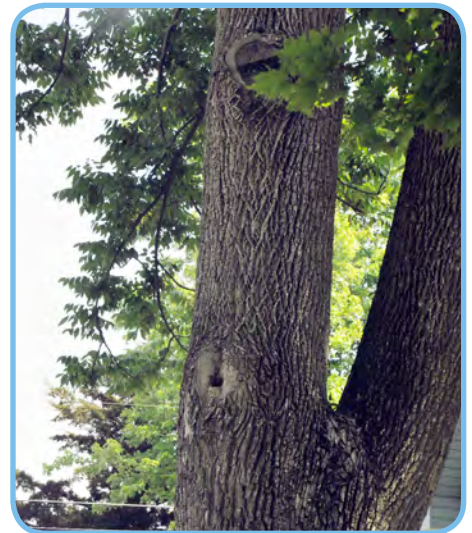
- As larger portions of the Youngs Creek watershed become developed, the amount of impervious land will increase. This will result in an increased likelihood for major flooding on downstream portions of the watershed. Given Franklin's location along Youngs Creek, and the fact that Hurricane Creek enters 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.

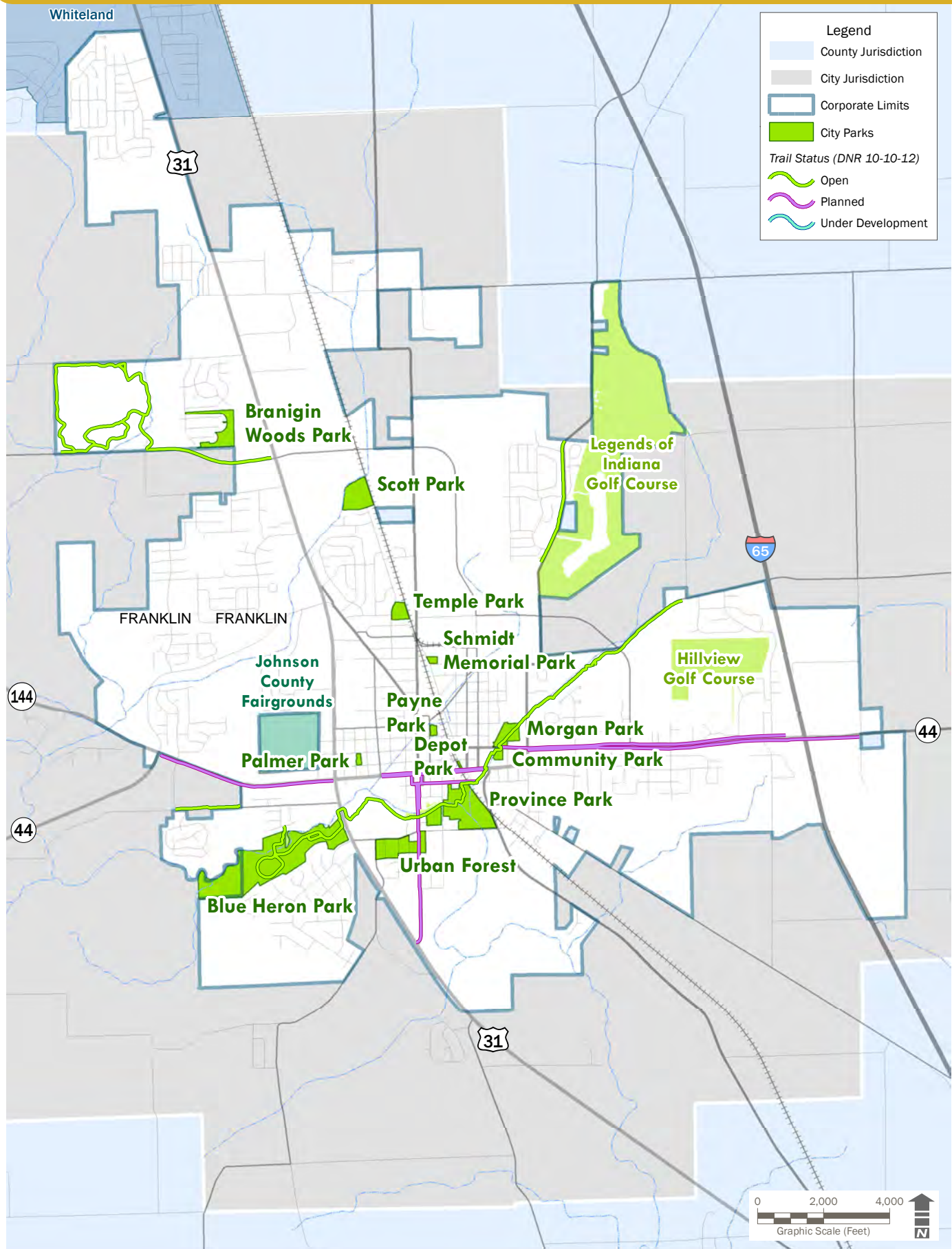
## NATURE PRESERVES

- 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.

*Note: Pages 133-135, 142 and 143 have been removed. On November 20, 2017, a new Thoroughfare Plan was adopted by the City Council. Please refer to the new Thoroughfare Plan for the Functional Classification Map, Future Thoroughfare Plan Map, Future Trails Map and related transportation design standards and recommendations.*



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



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

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.

## 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.

## 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



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



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

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.

## TRANSPORTATION AND BUSINESS

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

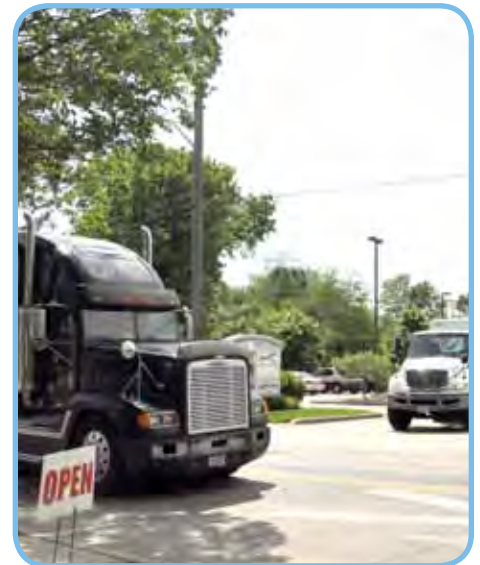
- Improved access to markets
- Employment opportunities
- Additional investments in the local economy

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<sup>1</sup>. 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.

<sup>1</sup> <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 Existing and Current Planned Trail Network can be referenced on page 25 in the Thoroughfare Plan.

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## 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 &amp; 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.

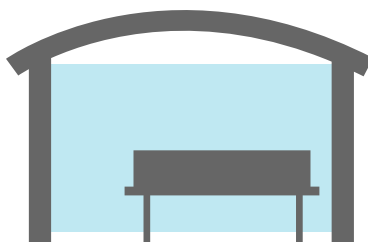
## COMPLETE STREETS DESIGN

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.



# THOROUGHFARE PLAN

Franklin, IN  
October 2017







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# ACKNOWLEDGMENTS

## PREPARED FOR:



City of Franklin, Indiana

## CONTACT INFORMATION:

Mayor Steve Barnett  
Franklin City Hall  
70 E. Monroe Street  
Franklin, IN 46131  
(317) 736-3602

## APPROVED BY:

*Council and date*

## PREPARED BY:



**HWC**  
ENGINEERING





**CITY OF FRANKLIN, INDIANA**

**RESOLUTION NUMBER 2017-16**

**A RESOLUTION ADOPTING AN AMENDMENT TO THE CITY OF FRANKLIN  
COMPREHENSIVE PLAN 2013 TO INCLUDE A THOROUGHFARE PLAN AND CONFIRMING  
RESOLUTION NO. PC 2017-36 OF THE CITY OF FRANKLIN PLAN COMMISSION**

**WHEREAS**, the Common Council of the City of Franklin, Indiana has determined that in order to continue to provide for the orderly and harmonious growth in and around Franklin it is necessary from time to time to update the Comprehensive Plan; and

**WHEREAS**, Indiana Code 36-7-4-501 states "For the promotion of public health, safety, morals, convenience, order, or the general welfare and for the sake of efficiency and economy in the process of development. The Plan Commission shall prepare a Comprehensive Plan"; and

**WHEREAS**, it has been determined, after assessing the existing Comprehensive Plan, that was last updated in 2013, the Common Council of the City of Franklin finds that Chapter 10: Transportation of the Comprehensive Plan should be updated at the present time to include a Thoroughfare Plan; and

**WHEREAS**, through public meetings of the designated Thoroughfare Plan Committee, in conjunction with HWC Engineering, an amendment to Chapter 10: Transportation of the Comprehensive Plan has been developed to include a Thoroughfare Plan; and

**WHEREAS**, public notice has been given by the Plan Commission, consistent with Indiana Code, and a public hearing was held in the Council Chambers of Franklin City Hall, 70 E. Monroe Street, Franklin, Indiana on the 17<sup>th</sup> day of October, 2017, to allow public comment and input regarding said plan; and

**WHEREAS**, the Plan Commission found that the Amendment to include a Thoroughfare Plan to City of Franklin Comprehensive Plan 2013 meets the requirements of IC 36-7-4-500, and that adoption of the Comprehensive Plan Amendment was in the best interest of the city; and

**WHEREAS**, the Plan Commission adopted Plan Commission Resolution PC 2017-36 (attached as Exhibit "A") recommending the Common Council of the City of Franklin approve the amendment to include a Thoroughfare Plan in the Comprehensive Plan 2013; and

**WHEREAS**, Common Council finds that it is in the best interest of the city to adopt the Amendment to include a Thoroughfare Plan in City of Franklin Comprehensive Plan 2013.

**NOW, THEREFORE BE IT RESOLVED BY THE COMMON COUNCIL OF THE CITY OF FRANKLIN, INDIANA, THAT:**

- 1) **Final Action.** The City of Franklin Amendment to Chapter 10: Transportation of the Comprehensive Plan 2013, which includes a Thoroughfare Plan, is approved as certified by the City of Franklin Plan Commission with Plan Commission Resolution PC 2017-36 and adopted by the City of Franklin Common Council.





- 2) **Effective Date.** This Resolution shall be in full force and effective immediately upon its passage.
- 3) **Filing with Johnson County Authorities.** Upon adoption of the Resolution, the Clerk-Treasurer of the City of Franklin, Indiana shall place one (1) copy of the City of Franklin Comprehensive Plan 2013 on file in the office of the Johnson County Recorder.


**INTRODUCED & APPROVED** by the Common Council of the City of Franklin, Johnson County, Indiana, this 20 day of November, 2017.

City of Franklin, Indiana, by its Common Council:

**Voting Affirmative:**

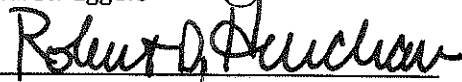
  
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Keith Fox, Council President

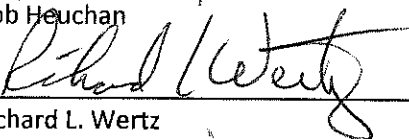
  
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Kenneth Austin

  
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Andrew Eggers

  
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Bob Heuchan

  
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Richard L. Wertz

**Voting Opposed:**

\_\_\_\_\_  
Keith Fox, Council President

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Joseph P. Abban

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Joseph R. Ault

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Kenneth Austin

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Andrew Eggers

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Bob Heuchan

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Richard L. Wertz

Attest:

  
\_\_\_\_\_  
Jayne Rhoades, City Clerk-Treasurer

## KEY TERMS

There are several technical terms used throughout this plan that are specific to transportation planning. Some of these key terms are listed below. A more complete listing can be found in the appendix.

**Annual Average Daily Traffic (AADT):** The total traffic volume passing a point or segment of a highway facility in both directions for one year divided by the number of days in a year

**Capacity:** The maximum rate of flow at which persons or vehicles can be reasonably expected to traverse a point or uniform segment of a lane or roadway during a specified time period under prevailing roadway, traffic and control conditions, usually expressed as vehicles per hour or persons per hour

**Functional Classification:** Classification of roadways based on two key characteristics: roadway mobility (traffic volume) and roadway accessibility (entry and exit onto the roadway)

**Land Use:** Classification of geographic areas of land according to their primary use. Examples can include agricultural, residential, commercial, industrial, open space and recreation

**Level of Service:** Qualitative measure describing operational conditions within a traffic stream, generally described in terms of such factors as speed and travel time, freedom to maneuver, traffic interruptions, safety, comfort and convenience

**Multi-Modal:** Utilizing multiple forms of transportation, including transit, vehicular, cycling and pedestrian

**Right of Way:** Publicly owned land reserved for public infrastructure purposes such as roadways, railroads, utilities, greenways, etc.

**FHWA:** Federal Highway Administration. Agency within the U.S. Department of Transportation that supports state and local governments in the design, construction and maintenance of the nation's highway system (Federal Aid Highway Program) and various federally and tribally owned lands

**Indianapolis MPO:** Indianapolis Metropolitan Planning Organization. Responsible for conducting a continuing, cooperative and comprehensive transportation planning process within the Indianapolis region

**INDOT:** Indiana Department of Transportation





# EXECUTIVE SUMMARY

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# FRANKLIN IS A CITY ON *THE MOVE*




In recent years, the city of Franklin has seen a downtown revitalization take root, as a result of intentional investment in improved streetscapes, pedestrian facilities and building façade upgrades around the courthouse and throughout the Central Business District. The city's investments have sparked private interest in the city's downtown core, with new local businesses bringing their own revitalization efforts to downtown. New businesses are also locating in Franklin along US 31, with major national brands like Meijer, Kroger Marketplace, Buffalo Wild Wings, Marshalls, PetSmart and others arriving since 2016.

Jefferson and King Streets, the main east/west arteries through the city, are undergoing drastic transformation as of the writing of this plan, which includes full redesign and reconstruction of the roadway, pedestrian facilities, streetscape enhancements and underground utility upgrades. The Jefferson and King Street transformation will connect seamlessly with the recently completed gateway project on the east side of the city. The trail network continues to expand, with nearly 14 miles in place, and seven miles of trail planned or already under construction.

Behind this investment is a growing city. Since 2010, the city has grown by nearly 5 percent. Regional trends support this growth, with Johnson County also experiencing 5 percent growth since 2010. In fact, the five fastest growing counties in Indiana are part of the suburban counties which surround Indianapolis, including Johnson County. The others are Hendricks, Boone, Hamilton and Hancock.

For Franklin to continue to capitalize on this momentum, it must plan for the future and ensure the transportation network within the city is ready for what is to come. This thoroughfare plan helps ensure Franklin continues moving forward in several ways:

- 
- **Reviews and updates right-of-way standards to ensure sufficient right-of-way is dedicated along local roads as part of new development**
  - **Models and analyzes roadway networks for existing and future growth, to identify potential areas of congestion and delay**
  - **Provides guidance for roadway design standards and components**
  - **Identifies potential short-term and long-term improvements to increase safety and efficiency of the transportation network**
  - **Identifies potential policy improvements to help achieve the goals of this plan**

## KEY ELEMENTS

### MODELING ANALYSIS

One of the differentiating factors between this thoroughfare plan and many other thoroughfare plans is the use of a travel demand model built specifically for Franklin to provide insights into traffic impacts and capacity needs for the city as it undergoes large-scale household and employment growth.

The traffic analysis was developed by forecasting specific land development, and then using a travel demand model built specifically for this project to generate trips, distribute trips, assign estimated vehicle flows to the various road network scenarios, and then compute performance measures.

Detailed roadway information used in the modeling process included:

- Number of lanes
- Posted speed
- Travel direction
- Functional classification
- Intersection types
- At-grade rail crossings
- Grade separated rail crossings
- Traffic counts

This travel demand model allowed for evaluation of multiple future scenarios, considering such aspects as:

- Impact of differing concentrations of population within the study area
- Impact of different concentrations of employment sites within the study area
- Impact of proposed transportation network improvements on the local transportation network

Ultimately, five scenarios are presented within this plan, although many additional scenarios were evaluated throughout the planning process. These scenarios include:

**Existing:** The existing transportation network

**Future No-Build:** Future year 2045 conditions if no changes are made to the transportation network and currently planned improvements are completed

**Build Scenario 1:** Future year 2045 conditions with the following:

- Future no-build assumptions, plus;
- New I-65 interchange at 300N
- Improvements to Earlywood/300N corridor (remains 2-lanes)

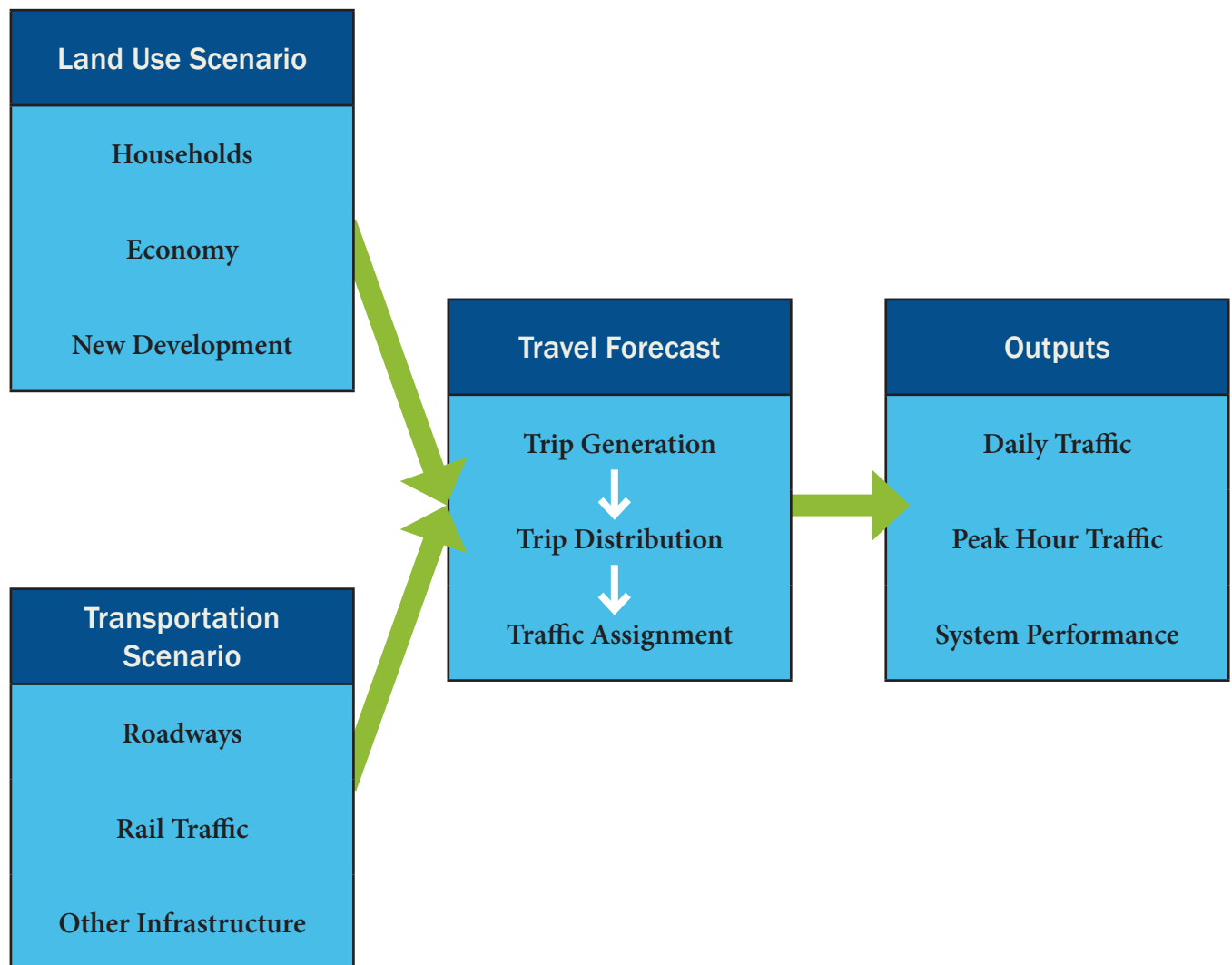
**Build Scenario 2:** Future year 2045 conditions with the following:

- Future no-build assumptions, plus;
- Graham Road improvement and realignment
- 14th Street and Arvin Drive connection
- Added lanes on Commerce Parkway between Arvin Drive and Graham Street
- New road connection between Westview Drive and CR 100 E
- Improvements to 200 N between SR 144 and US 31
- Long-term roundabout projects

**Build Scenario 3:** Future year 2045 conditions with the following:

- Future no-build assumptions, plus;
- Build scenario 1 projects
- Build scenario 2 projects

## THE MODELING PROCESS



After analyzing the scenarios individually, additional future capacity improvement projects were recommended based on areas of concern highlighted by the traffic demand model.

An economic impact analysis based on the scenarios was also performed. The combined modeling and economic analysis led to the selection of priority improvements listed at the end of this executive summary.

THOROUGHFARE MAP

The Future Thoroughfare Plan Map lays out the envisioned future roadway network for the city. The thoroughfare map utilizes the same terms as the existing INDOT Functional Classification Map (arterials and collectors) to ensure continuity for future funding, as roadways shown in the Future Thoroughfare Plan Map may someday be included in the Functional Classification Map. However, the Future Thoroughfare Plan Map is specifically for the city to plan for changes to its transportation network through the year 2045.

The roadway classifications in the Future Thoroughfare Plan Map also relate to right-of-way and flexible street design standards presented in this plan. All classified roadways in the Future Thoroughfare Plan Map will be required to provide a minimum right-of-way dedication and meet certain other standards, such as lane widths, curb/gutter and sidewalk standards depending on their classification and context zone.

CONTEXT ZONES AND FLEXIBLE DESIGN STANDARDS

Today’s transportation networks must consider much more than just automobile and vehicular traffic. Transportation networks must respond to the context in which they operate. A roadway will change character and function as it moves its way from the rural landscape and into a city center. In recognition of this transition, two context zones have been identified in this plan to assist with design decisions: urban and suburban.

Flexible design standards have also been provided to work in tandem with the identified context zones. These flexible design standards allow each roadway to be designed, built and updated in a way that responds to the surrounding environmental context and addresses the needs of varied users of the transportation network. These flexible design standards apply to any classified roadway on the future thoroughfare plan map.

RIGHT-OF-WAY STANDARDS

The standards contained within this plan are minimum design standards. The city may require increased standards if necessitated by local conditions. It is also recognized that existing conditions may limit the available right-of-way and necessitate less right-of-way than indicated in the table below. When such constraints are present, required right-of-way dedication will be reviewed on a case by case basis.

Table A: Right-Of-Way Requirements			
	No. of Lanes	Minimum Right-of-Way	
		Urban	Suburban
Major Arterial	2-4	70’	110’
Minor Arterial	2-4	70’	100’
Major Collector	2	60’	70’
Minor Collector	2	50-60’	60’
Local Road	2	50’	50’

[illegible]



## PRIORITY STRATEGIES

The Transportation Plan Recommendations section contains a robust list of short, medium and long-term improvements and policy recommendations based on traffic modeling, community input, working group feedback and review of current and previous planning efforts. However, there are several projects and policies which should be considered priority strategies due to their impact on the city or their ability to lay the groundwork for other identified recommendations. Not all of these priority strategies are short-term. Some may be long-term, but require action in the short-term to ensure success. The priority strategies are identified below.

### POLICY

- Update INDOT roadway classifications as needed to ensure funding eligibility for future roadway projects
- Pursue discussions with INDOT regarding a future interstate interchange at CR 300 N/Earlywood Drive. Future actions may include a feasibility study and an interchange justification study.
- Evaluate adopting traffic impact fees
- Update city ordinances to require traffic impact studies according to the thresholds and standards of the Indiana Department of Transportation's Applicant's Guide to Traffic Impact Studies
- Develop a bike and pedestrian plan, incorporating the trail network as a component
- Evaluate a formal access management policy for US 31, Earlywood Drive, King Street, CR 500 E and CR 200 N
- Evaluate a formal access management policy for the truck route, including Eastview Drive, Arvin Drive, Commerce Parkway and Commerce Drive

## IMPROVEMENTS

Complete improvements currently funded and scheduled for construction including:

- Reconstruction of Jefferson Street between US 31 and Forsythe Street, including pedestrian facilities
- Reconstruction of King Street between Forsythe Street and Fairway Lakes Drive, including pedestrian facilities
- Reconstruction of East Jefferson Street bridge at Hurricane Creek
- Intersection improvements including a roundabout at Eastview Drive and Upper Shelbyville Road
- New roadway to service Linville Business Park off of Graham Road north of Commerce Parkway
- Extension of Brookhaven Drive between Bridlewood Drive and Commerce Parkway
- Intersection improvements including a roundabout at Arvin Drive and Commerce Parkway
- Reconstruction of South Main Street between Young's Creek bridge and US 31, including pedestrian facilities
- Intersection improvements, including a roundabout at Jefferson Street and Westview Drive
- Intersection improvements, including a roundabout at Graham Road and Commerce Drive
- Pedestrian improvements at Mallory Parkway and US 31
- Urban trail and pedestrian improvements along West Jefferson Street between Westview Drive and the Johnson County Fairgrounds
- Pedestrian trail along Eastview Drive, Arvin Drive and Commerce Parkway

Pursue additional improvements with short to medium-term benefits including:

- Extension of Arvin Drive between Graham Road and Younce Street
- Improve capacity of Commerce Parkway between Arvin Drive and Graham Street
- Extension of CR 100 E between CR 200 N and Westview Drive
- Realignment of Graham Road on the north and south of Earlywood Drive

Pursue improvements in partnership with INDOT including:

- Feasibility of a new I-65 interchange at CR 300N
- Congestion mitigation along US 31 within city limits

Pursue targeted pedestrian improvements, including:

- Pedestrian improvements along Forsythe Street between Franklin Greenway Trail and King Street
- Pedestrian improvements along State Street/Old US 31 between Wilson Way and South Street

Plan for the following improvements, as development continues to occur and population continues to increase:

- Improve capacity of CR 200 N between SR 144 and US 31 as a connector to the future I-69 corridor
- Improve capacity of Graham Road between Commerce Drive and Earlywood Drive
- Improve capacity of Earlywood Drive/CR 300 N between I-65 and US 31, including roundabouts at Graham Road and Hurricane Road

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# 1



## INTRODUCTION

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## PURPOSE OF PLAN

The Franklin Thoroughfare Plan is a long-range transportation planning tool which provides public officials, property owners, developers, residents and other parties involved with development and transportation projects with guidance on creating a transportation system which will support the community's future needs.


The plan is not a traffic study intended to address immediate traffic concerns, and the plan does not establish rules and procedures for dealing with neighborhood traffic conditions, such as traffic calming mechanisms.

However, this plan does identify potential future improvements which should help increase the safety and efficiency of the transportation network as a whole. Any potential improvements identified in this plan will be considered for implementation as funding at the federal, state and local level permits.

This thoroughfare plan was formed around **three main goals:**

- 
1. Provide a safe transportation network for motorists, bicyclists and pedestrians
  2. Maintain an efficient roadway network
  3. Create a transportation system that encourages other modes of transportation, such as walking, bicycling and the use of public transit

Though the plan was guided by the listed goals, the plan's purpose is to help achieve the following **objectives:**

- 
- Preserve and establish right-of-way
  - Identify locations and corridors where new or improved transportation facilities are needed
  - Provide a safe, efficient, accessible and connected transportation network
  - Establish and encourage a complete streets philosophy throughout Franklin's transportation network, which supports other transportation options, such as walking, bicycling and public transit
  - Establish a context sensitive philosophy, including guidelines and standards for roadways, which acknowledges the ability to expand or widen roadways in an urban and built context is prohibitive and innovative strategies should be prioritized
  - Create continuity among the different classifications and typologies of roadways, pedestrian facilities and bicycle facilities
  - Coordinate land use and economic development goals with establishment of transportation network priorities

## TRANSPORTATION PLANNING PROGRESS AND IMPROVEMENTS

Even though Franklin has not had a formal thoroughfare plan, the city has not been sitting still. Below are a few snapshots of road and trail projects under construction or completed over the last 3-4 years.



Beyond these improvements, there are also several planned projects on the horizon, including:

- Additional roundabouts along Eastview Drive, Arvin Road and Commerce Parkway truck route to improve efficiency and connectivity of I-65 and US 31
- Seven miles of trail planned or under construction
- Roundabout at Westview Drive and West Jefferson Street

## PLANNING PROCESS

As Franklin does not currently have a formal thoroughfare plan, preparation for this plan began with a review of the 2013 City of Franklin Comprehensive Plan with a special focus on Chapter 10: Transportation. A brainstorming session with city staff also helped clarify the city's need for a thoroughfare plan. As part of the analysis of the plan, the following data was reviewed:

- Existing and future land uses
- Population and growth trends
- Employment trends
- Functional classification of county and city roadways
- Travel demand forecast
- Traffic modeling based on assumed future conditions

## WORKING GROUP

The plan was guided by a working group of city staff from the Department of Planning and Engineering, Department of Economic Development and the Mayor's Office. Key concerns raised by the working group at the outset of the plan included:

- Supporting future growth with planned infrastructure
- Connecting key community assets
- Evaluating east to west connectivity
- Ensuring that the plan thinks long-term, but allows for flexibility
- Creating a flexible and workable traffic model
- Supporting proposed improvements with economic benefit
- Pedestrian connectivity and safety
- Context sensitive solutions and complete streets

## PUBLIC OPEN HOUSE AND SURVEY

A public presentation was held on June 6, 2017 at 6:00 p.m. at Beeson Hall to gather input from residents about areas of concern in the transportation network, as well as what transportation network components and amenities should be prioritized. A public survey was also made available at the meeting, and subsequently posted online. Nearly 30 people attended the public meeting and 50 responses were received from the online survey.



*Input is received at the public open house on June 6, 2017*



## REFERENCED PLANNING DOCUMENTS

Several other plans were reviewed and consulted when their content and goals directly or indirectly related to objectives identified in this plan. Types of plans reviewed included:

**Comprehensive plans:** A plan which provides policies and objectives for future development, land use and public ways, public spaces, public structures and public utilities within a community.

**Economic development plans:** A plan which provides guidance and action steps toward improving the economic prospects and climate within a defined geographic area.

**Statewide Transportation Improvement Plan (STIP):** A four-year planning document that lists all state transportation projects expected to be funded in those four years with federal funds and those state-funded projects that have been deemed as regionally significant.

**Thoroughfare/transportation plans:** A coordinated plan for future transportation needs containing recommendations and prioritization for improvements to transportation deficiencies.

Plans reviewed include:

### Regional

- The 2035 Indianapolis Metropolitan Planning Organization (MPO) Long Range Transportation Plan
- 2016 Indianapolis MPO Regional Bikeways Plan
- The 2016 Central Indiana Transit Plan
- 2016-2019 INDOT Statewide Transportation Improvement Plan
- 2015 Central Regional Logistics Council - Strengthening the Crossroads: Driving Central Indiana's Logistics Industry

### Local

- 2015 City of Franklin Parking Study
- 2014 City of Franklin Interstate 65 Interchange Economic Development Plan
- 2013 City of Franklin Comprehensive Plan
- 2013 Town of Bargersville Comprehensive Plan
- 2011 Johnson County Comprehensive Plan
- 2011 Whiteland Comprehensive Plan
- 2009 City of Franklin, Indiana Gateways, Greenways & Redevelopment Study
- 2005 City of Franklin Downtown Revitalization Plan

While the previously listed plans all had useful insight and objectives which informed this plan, the 2013 City of Franklin Comprehensive Plan specifically addressed several objectives for Franklin related to its transportation network, including:

- **GOAL 2:** Improve the functionality and access of the transportation network by including multiple modes of transportation in future planning and construction projects.
  - Traditional transportation infrastructure should be complemented by alternative fuel vehicles, pedestrian connectivity, bicycle improvements and universal accessibility.
- **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 7:** Promote community connectivity and health by supporting the expansion of the local trail and sidewalk network.



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# 2



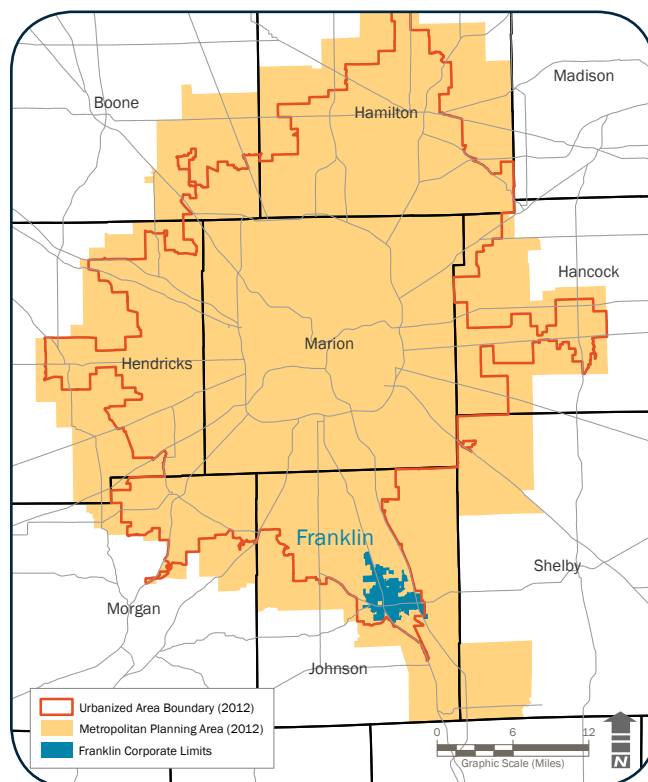
## CONTEXT & BACKGROUND

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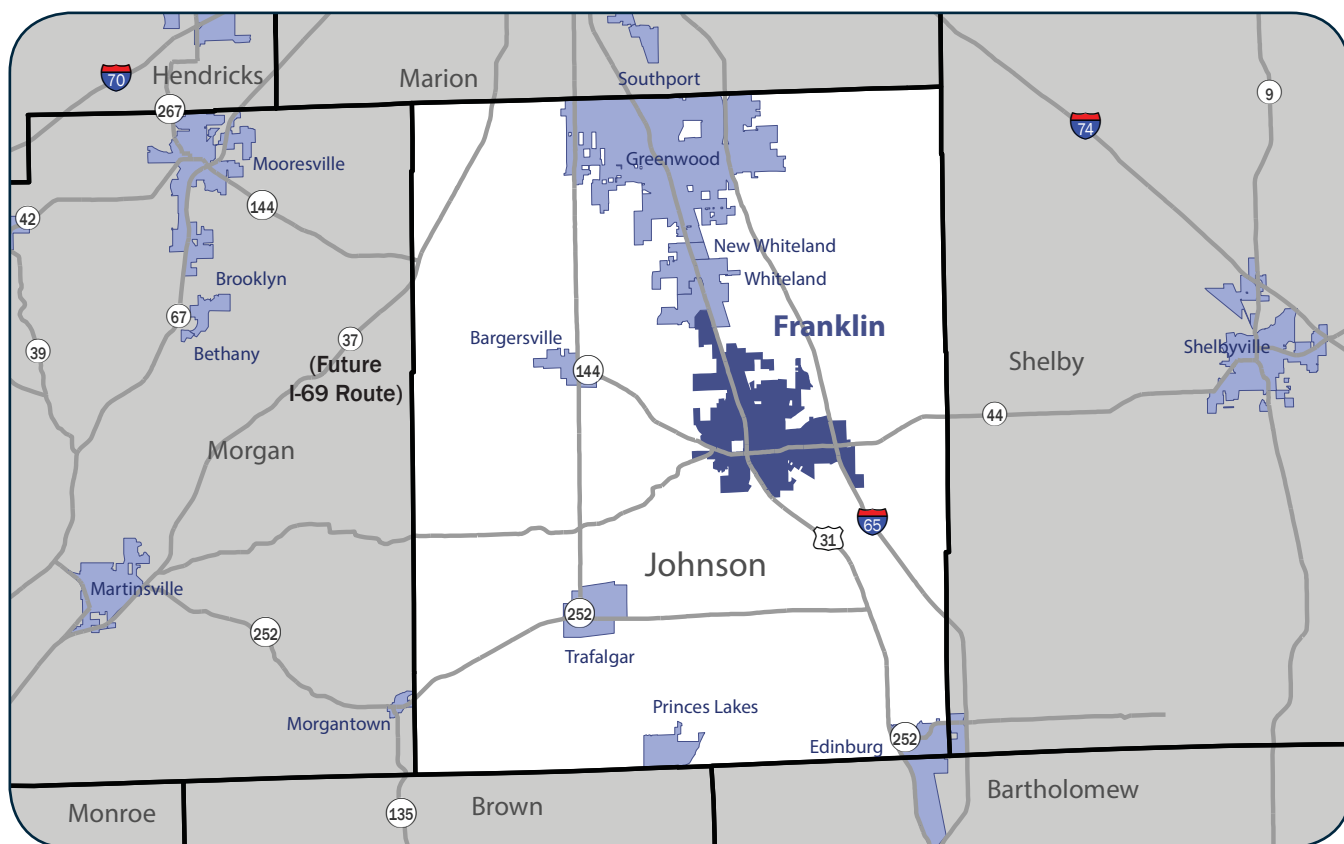
## DEMOGRAPHIC, ECONOMIC AND POPULATION TRENDS

### LOCATION

Franklin is located in central Johnson County within Franklin Township, approximately 25 miles south of the city of Indianapolis. Franklin is the county seat of Johnson County, and is the second largest community in the county after Greenwood. The city also lies within the Indianapolis Metropolitan Planning Organization (MPO) planning jurisdiction, which creates additional funding opportunities for the city. Interstate 65 runs along the eastern edge of the city, and the future Interstate 69 corridor lies approximately 12 miles to the west along SR 144.



*Franklin lies in the southern portion of the MPO Planning Area, within the U.S. Census Urbanized area*



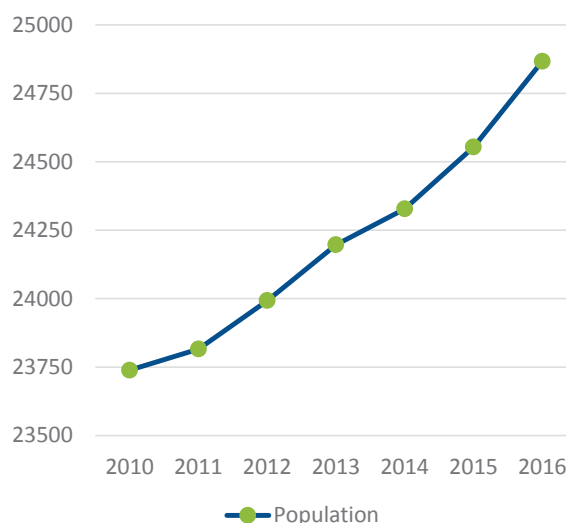
*Franklin serves as the county seat for Johnson County, and is nearly in the center of the county*

## POPULATION GROWTH

Franklin has experienced steady growth since its founding, but experienced a significant jump in population in the 1990's. The city continues to expand and is expected to grow around 1 to 2 percent annually over the next several years according to multiple growth projections, as illustrated in Table B.

Franklin also benefits from its location in Johnson County, which was the fifth fastest growing county in the state in 2016. The northern end of the county has experienced more growth than the central portion, with Bargersville and Whiteland both experiencing faster growth rates than Franklin, even though those communities are significantly smaller than Franklin. Growth has slowed in Franklin, but this likely has more to do with the city reaching its limits in terms of available land, than it has to do with lack of people moving to the county and area.

Franklin Population Growth



Source: U.S. Census Population Estimates Program

A review of residential building permits for the city since 2010 also indicates a general trend in growth, with an average of 50 single family permits per year. However, in 2017, there have already been 92 new single family residential building permits, representing a significant increase over previous years.

Additionally, as of the writing of this plan, the number of housing units has risen by 3.6 percent in the city since 2010.

Table B: Historic and Projected Annualized Growth Rates	
Average <b>Historic Growth Rate</b> Since 2010	0.71%
Projected Growth Rates	
<b>Indiana Zoom Prospector</b> Projected (2021 forecast)	1.47%
<b>Indianapolis MPO</b> Projected (2035 forecast)	1.80%
<b>Indianapolis MPO</b> Projected (2045 forecast)	2.2%
<b>INDOT</b> Projected (2035 forecast)	1.72%
<b>Esri</b> Projected (2021 forecast)	0.83%
Average of Projected Rates	1.60%

*Indiana Zoom Prospector: Tool of the Indiana Economic Development Corporation*

*MPO: Metropolitan Planning Organization*

*INDOT: Indiana Department of Transportation*

*Esri: GIS Mapping and Spatial Data Analytics*

Table C: Single Family Residential Permits	
Year	Total
2017	*108
2016	63
2015	63
2014	70
2013	50
2012	44
2011	29
2010	28

Source: city of Franklin

\* year to date



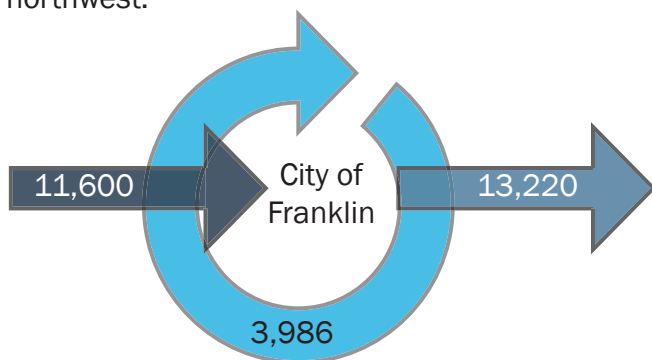
## COMMUTING

*Census on the Map*, an online mapping tool from the U.S. Census Bureau, allows for commuting data analysis on specific geographies. The data below represents an analysis based on the city limits of Franklin and a two mile buffer around the city for 2014.

On the whole, more people commute out of the city and buffer area than into it for work. However, since 2010, the net outflow of workers has decreased from 3,833 to 1,620. The percentage of those people living and working in Franklin and the buffer area has also increased to 23.2 percent from 21.7 percent in 2010. The trend is that more people are living and working in Franklin and the surrounding buffer area, with 3,986 doing so in 2014.

Commuteshed: 13,220 people leave the city limits and buffer area for work, representing 76.8 percent of workers who live within the analyzed area. Of those who do commute out of the city, the majority are commuting north and northwest, with smaller percentages traveling other directions.

Laborshed: 11,600 people commute into the city for work, representing 74.4 percent of those employed by businesses within the analyzed area. The majority of those commuting into the city are commuting from the north and northwest.



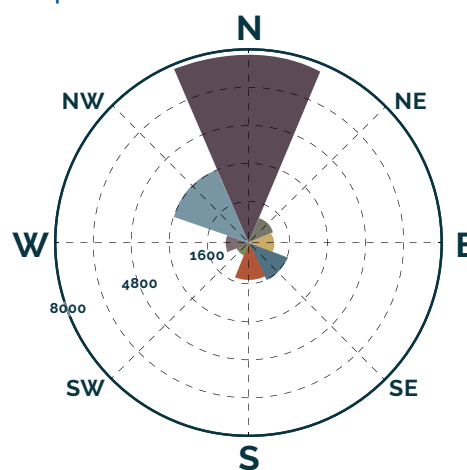
Commuter flow into, within and out of Franklin

In 2014, of those who are employed in Franklin and the two mile buffer:

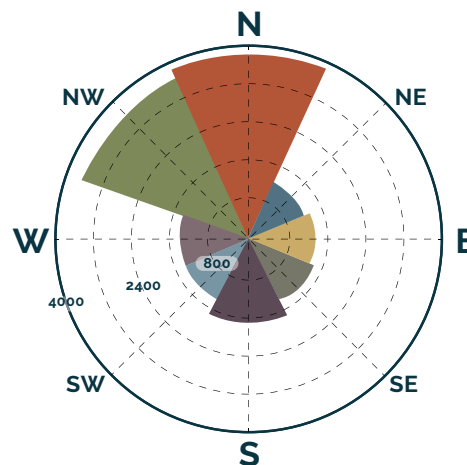
- 18 percent live in Franklin. Nearly the same as 2010.
- 13.6 percent live in Indianapolis, up from 11.2 percent in 2010.
- 8.7 percent live in Greenwood, up from 7.9 percent in 2010.

In 2014, of those who live in Franklin and the two mile buffer and are employed:

- 35.2 percent work in Indianapolis, down from 36.8 percent in 2010.
- 19.5 percent work in Franklin, up from 17 percent in 2010.
- 8.7 percent work in Columbus, up from 7.9 percent in 2010.



Direction of travel - commuters out of Franklin



Direction of travel - commuters into Franklin

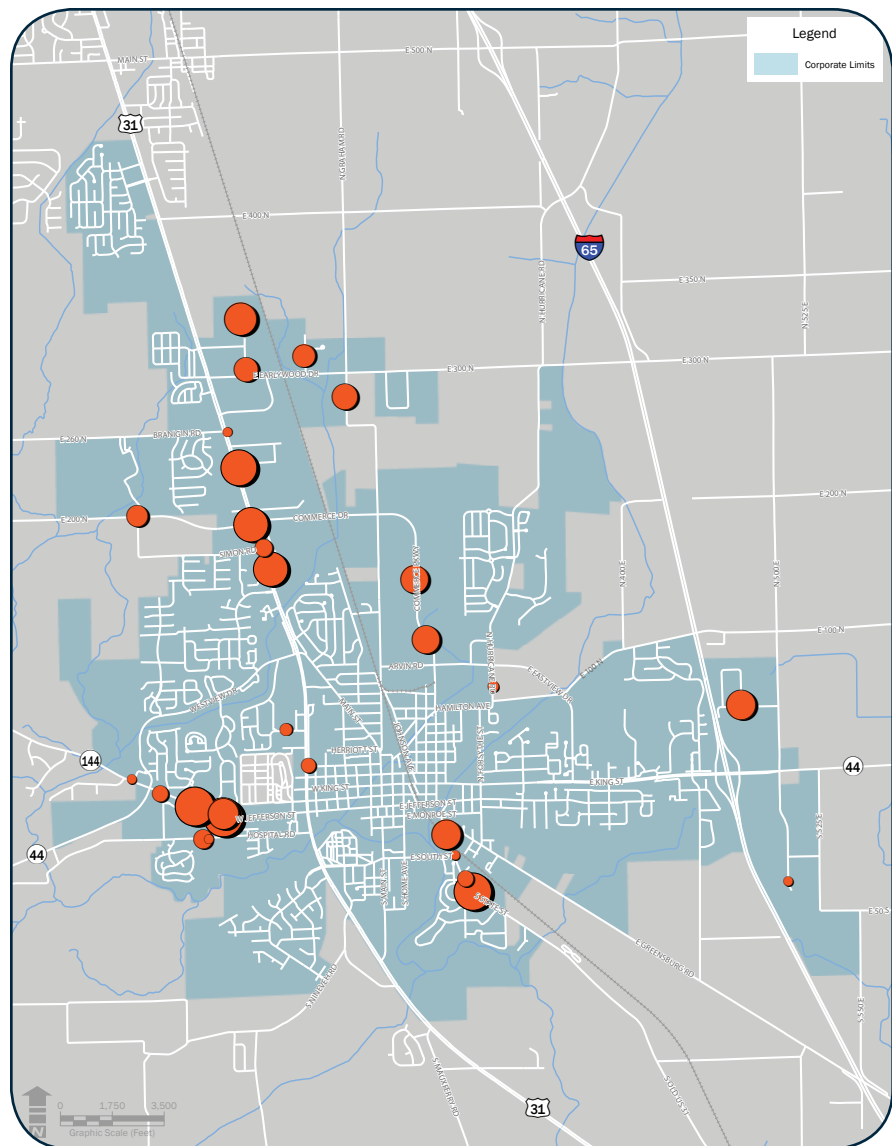
## EMPLOYMENT

There has been an increase in the population with post-secondary education, which has benefited total employment. Twenty-one percent of the population had a bachelor's degree or higher in 2010, compared to 24 percent of the population with a bachelor's degree in 2015. High school graduation rates have also greatly increased, from 85 percent to 94.5 percent.

Total employment also grew by 17 percent between 2000 and 2015. The top five industries by employment in 2015 were:

- Educational services, and health care and social assistance (24.7%)
- Manufacturing (19%)
- Retail trade (11%)
- Arts, entertainment, and recreation, and accommodation and food services (9.9%)
- Professional, scientific, and management, and administrative and waste management services (8.5%)

## MAJOR EMPLOYERS (100+ EMPLOYEES)



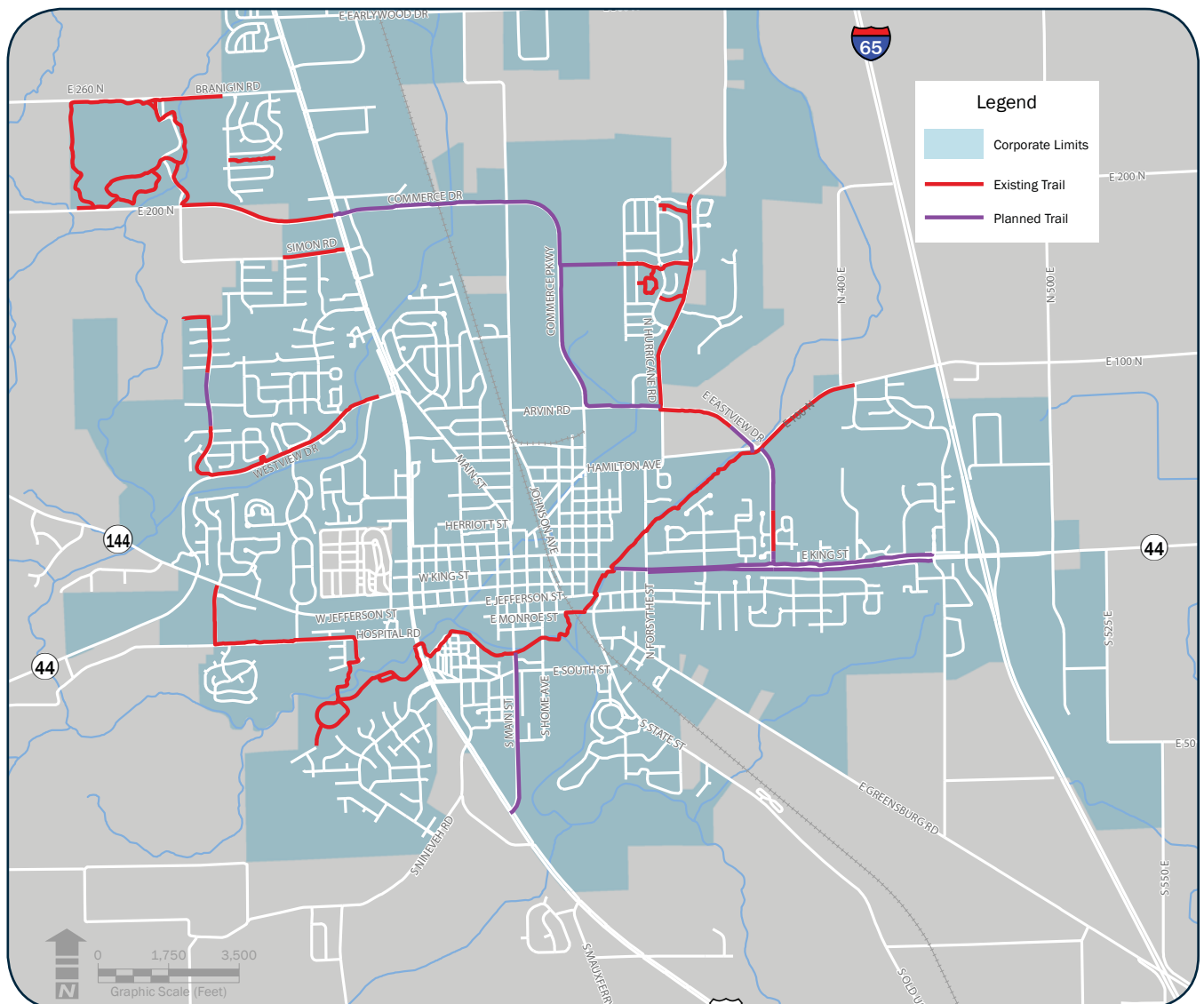
## OTHER MODES OF TRANSPORTATION

### PEDESTRIAN AND CYCLIST

Many of the key themes and top issues raised through public input concerned pedestrian facilities. Franklin currently boasts over 10 miles of trails. This trail network was consistently noted as a positive feature in the community that residents were very proud of. Approximately seven miles of trail are also planned by the city to add to the network, or already under construction.

While the trail network is a popular amenity within the city, public feedback indicated that it isn't always easy to connect to the trails. Safe and easily navigable routes along sidewalks and roadways aren't always available or may be in poor shape. Additionally, pedestrian facilities don't always connect to major destinations in the city, especially along US 31. As Franklin continues to develop the trail network, close attention will also need to be paid to the smaller pedestrian network of sidewalks and bike lanes that tie into the trails.

### EXISTING AND PLANNED TRAIL NETWORK



## PUBLIC TRANSIT

In 2014, the Indiana state legislature enabled Marion, Hamilton, Hancock, Johnson, Delaware and Madison counties to certify referendums, to fund public transportation improvements, provided that Marion County first pass a referendum before any other successful referendums can move into implementation. In November 2016, voters in Marion County supported the referendum and in spring 2017, the City-County Council approved a 0.25 percent income tax hike to help finance bus rapid transit lines.

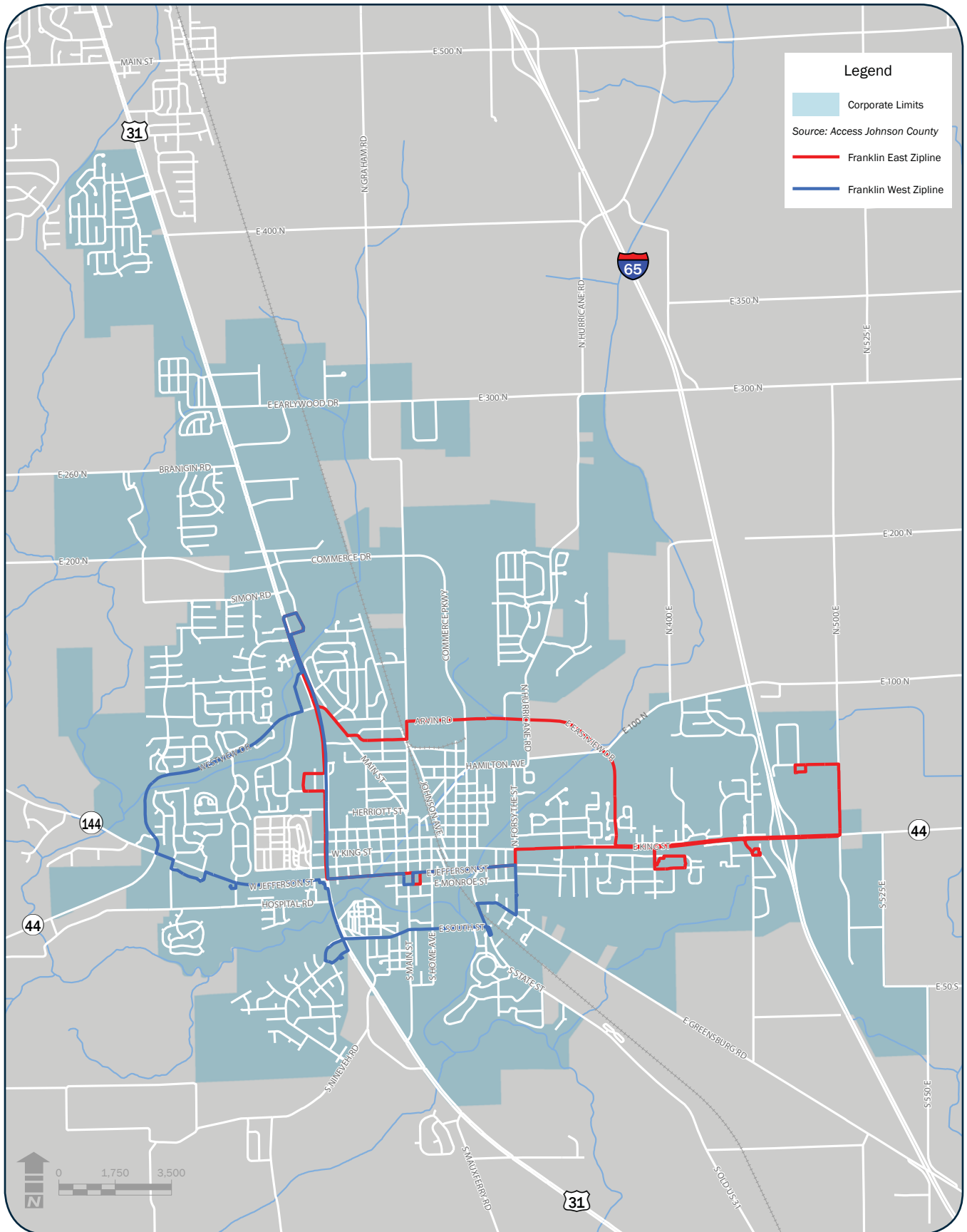
The 2016 Central Indiana Transit Plan from Indy Connect, a partnership of IndyGo, Indianapolis MPO and The Central Indiana Regional Transportation Authority (CIRTA), outlines regional public transportation routes. The first route to move forward after the successful referendum is phase one of the Red Line, an electric bus rapid transit system. Phase one would run from Broad Ripple south to the University of Indianapolis. Plans for the Red Line include a phase two extension to Carmel and Westfield and a phase three extension to Greenwood. The southern extent of phase three of the Red Line is Smith Valley Road and US 31 in Greenwood.

The Central Indiana Transit Plan also calls for additional bus rapid transit lines to radiate out from the downtown transit center in Indianapolis. The Purple Line would extend from downtown to the city of Lawrence. The Blue Line would extend from downtown to the Indianapolis International Airport and the town of Cumberland. The Green Line would extend from downtown to Fishers and Noblesville. All lines, including the Red Line, would connect at the downtown transit center.

The Indy Connect held an online survey from May 1 to July 5, 2017 to solicit input from Johnson County residents regarding preferences and priorities on transit as part of the Central Indiana Transit Plan. Those survey results were not available as of the drafting of this plan, but interested parties may visit [www.indyconnect.org](http://www.indyconnect.org) for updates.

Notwithstanding future opportunities to connect to the bus rapid transit system, public transit for Franklin is currently provided through Access Johnson County, which provides two fixed bus/van routes in Franklin and an on-demand service available Monday through Friday from 9:00 am to 4:00 pm. Johnson County Senior Services, which provides door-to-door transportation for residents age 60 and older, also serves the city and county. Though not available in Franklin, the northern portion of the county, including Greenwood, is also served the Central Indiana Regional Transit Authority (CIRTA). Johnson County and Franklin are also served by the ride-sharing services such as Lyft and Uber, though drivers for those services are not always available.

## PUBLIC TRANSIT ROUTES - ACCESS JOHNSON COUNTY





## AIR

Two airports can be found within close proximity of Franklin. The Franklin Flying Field is a privately owned, public use airport located three nautical miles south of the city. The Indy South Greenwood Airport is a larger general aviation airport north of Franklin, just west of Interstate 65. Interstate 65 access is less than two miles away and leads right to downtown Indianapolis. The airport provides a 5,100 foot runway, 3-acre ramp, 10,000 square foot heated hangar, on-site courtesy and rental cars, and a modern terminal. Three aircraft maintenance facilities and two flight schools with aircraft rental are located on site. The Indianapolis International Airport is located 36 miles from Franklin along Interstate 65 and Interstate 70.



*Franklin Flying Field*

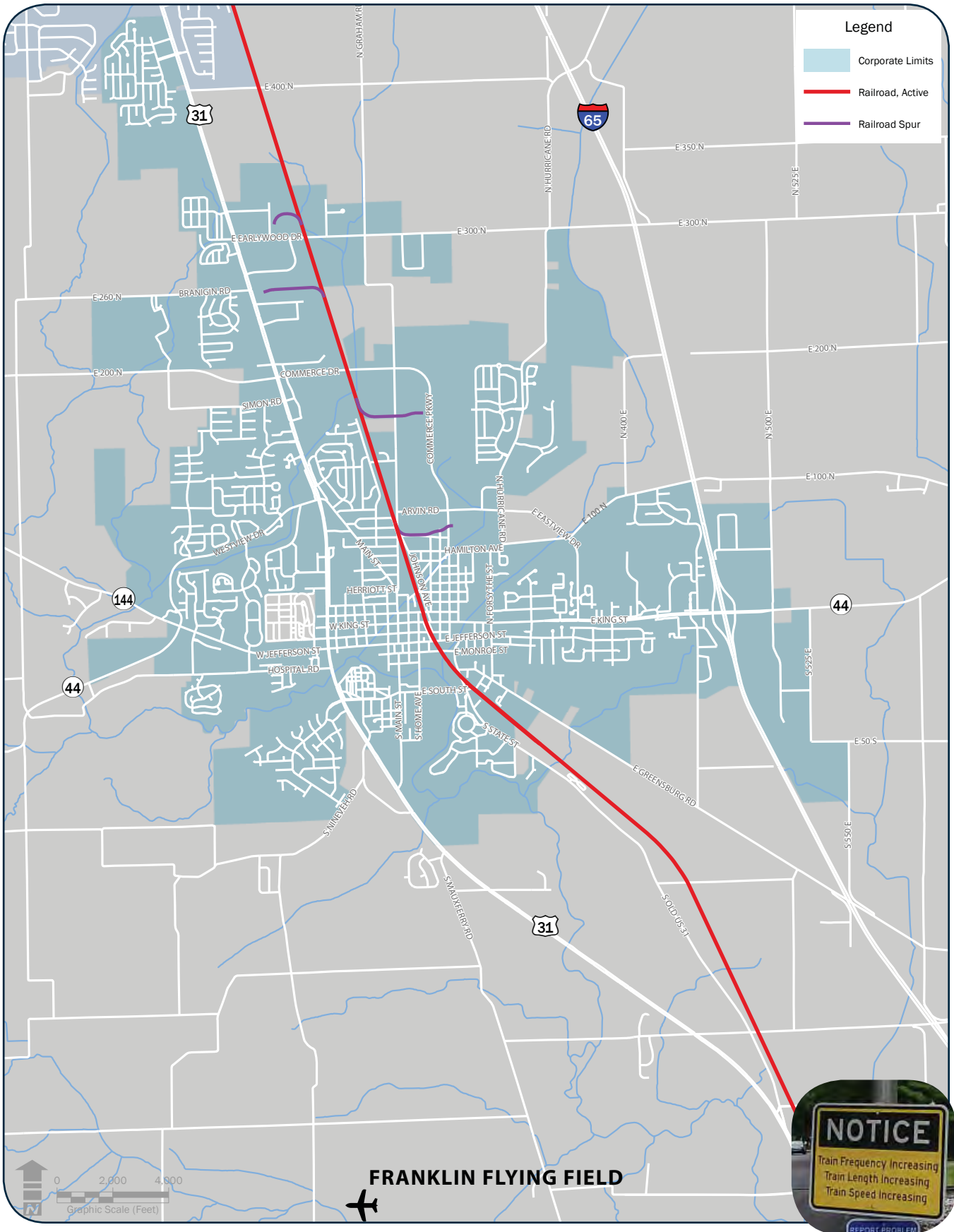
## RAIL

Franklin contains one of the major railroad lines in the county, which Louisville and Indiana Railroad operates. The other major railroad line is operated by Indiana Railroad on the west side of the county, running through Bargersville. This summer, work has started on improving the crossings along the Louisville and Indiana Railroad track to allow for faster and longer trains between Indianapolis and Louisville, Kentucky. The current 25 mph speed limit will gradually be increased to 49 mph on the upgraded tracks and train frequency will increase from two to three trains a day up to 16 trains per day.



*Railroad tracks at Graham Street*

# AIR AND RAIL FACILITIES



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3

# NETWORK ANALYSIS

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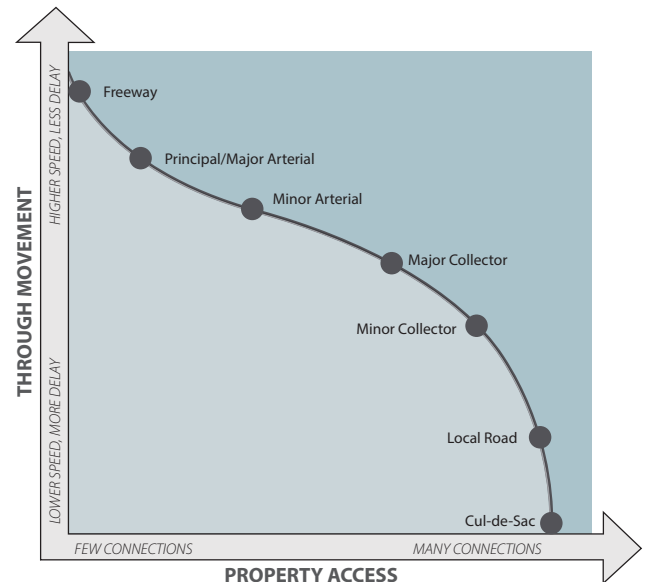
## EXISTING CONDITIONS

### EXISTING ROAD NETWORK

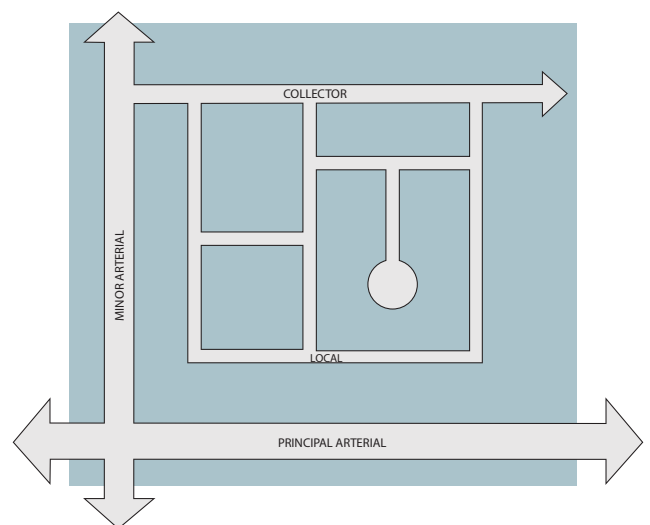
The existing roadway network in Franklin consists of an interstate, several state highways, busy urban streets and low-volume local roads. These different types of roadways serve different purposes; some to carry vehicles at a high speed over a long distance, others to provide access to businesses and residences.



Main Street serves as a minor arterial through Franklin, connecting the downtown to areas north of the city along US 31



Roadway classifications occur along diverging axis of through movement (mobility) and property access (accessibility)



Roadway classifications establish a hierarchy, which serve to create a functioning and efficient roadway network

## CLASSIFICATION DEFINITIONS (FHWA)

The Federal Highway Association (FHWA) defines functional classification designations based on the priority of mobility for through-traffic versus access to adjacent land. In other words, streets are designed along opposing continuums to either connect to destinations or to carry through-traffic. Other important factors related to functional classification include access control, speed limit, traffic volume, spacing of routes, number of travel lanes and regional significance.

**Interstates**, such as I-65, are the highest classification of roadway. They prioritize mobility and have extremely limited access. Interstates are high speed, high volume and have statewide or national significance. They are planned and maintained by state authorities with federal oversight.

**Other Freeways & Expressways** look very similar to interstates, but without the interstate designation. These have regional or statewide significance. SR 37 through Martinsville is an example of this classification; there are none in Franklin or Johnson County at this time.

**Principal Arterials** carry high volumes of regional traffic. They serve major cities from multiple directions, while in rural areas they provide connectivity between cities such as Franklin and Greenwood. Arterials provide direct access to adjacent land, but may limit the number of intersections and driveways in order to give higher priority to through-traffic. Principal arterials are spaced at three to five miles in suburban areas, and farther apart in rural areas. US 31 through Franklin is an example of a principal arterial.

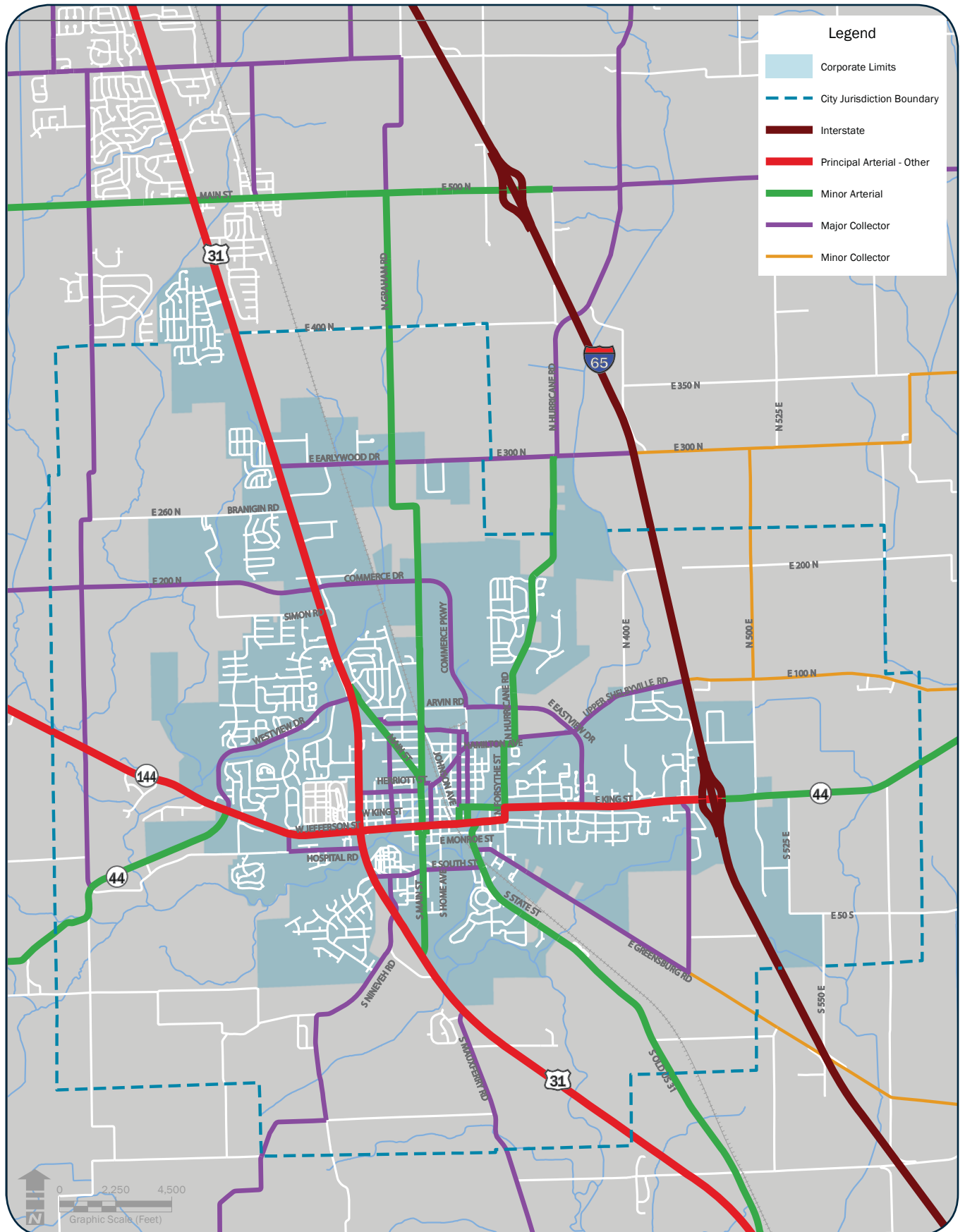
**Minor Arterials** are similar to principal arterials, but are spaced more frequently and serve trips of moderate length. Spacing of minor arterials is two to three miles in suburban areas and less in rural areas. Minor arterials connect most cities and larger towns and provide connectivity between principal arterials. Graham Road in and north of Franklin is a minor arterial.

**Major Collectors** gather traffic from the local roads and connect them to the arterial network. They provide a balance between access to land and corridor mobility. Major collectors provide connectivity to traffic generators not already on the arterial system, such as schools, parks and major employers. Westview Drive is an example of a major collector.

**Minor Collectors** are similar to major collectors, but are used for shorter trips. They provide traffic circulation in lower-density developed areas and connect rural areas to higher-class roadways. County Road 100 N east of I-65 is an example of a minor collector.

**Local Roads** make up the largest percentage of roadways in most networks. Their primary function is to provide access to land. Trips are short, lower speeds prevail, and cut-through traffic may be discouraged. All remaining roads that are not arterials or collectors are considered local roads. Local roads are not part of the system of roads that is eligible for federal funding, in most cases.

# EXISTING FUNCTIONAL CLASSIFICATION MAP



## NETWORK MODELING AND ANALYSIS

### OVERVIEW

The primary purpose of the travel demand analysis was to provide insights into traffic impacts and capacity needs for the City of Franklin as it undergoes large-scale household and employment growth. The traffic analysis was developed by forecasting specific land development, and then using a travel demand model built specifically for this project to generate trips, distribute trips, assign estimated vehicle flows to the various road network scenarios, and then compute performance measures.

This section documents the development of a TransCAD travel demand model for the City of Franklin, and an evaluation of traffic conditions under various transportation and land use scenarios. The project study area includes the city of Franklin, surrounding adjacent areas in Johnson County, and includes I-65, US 31 and SR 144 corridors. Any summary statistics cited within the Network Modeling and Analysis section pertain to the study area highlighted with the light blue dashed boundary in the graphic on the following page. The travel model covers a wider area than the project's study area, such that it can include the entire I-65 corridor within Johnson County and fully include road and traffic zone coverage for Franklin, Needham, Clark, and Pleasant Townships. Greenwood and Whiteland are also included in the modeled area. The design of the modeled area was based on analysis conducted with the 2009 Central Indiana Household Travel Survey, such that it covers more than 90% of the trip destinations reported from city of Franklin households captured in the survey.

Modeling analysis for the Thoroughfare Plan covered multiple alternatives to be tested for 30 year traffic forecasts:

- Base Year 2015 (for model calibration purposes)
- Base Year 2017
- No Build Future (2035 and 2045)
- Several Future Roadway Scenarios (described in detail later)

### TRAVEL DEMAND MODEL

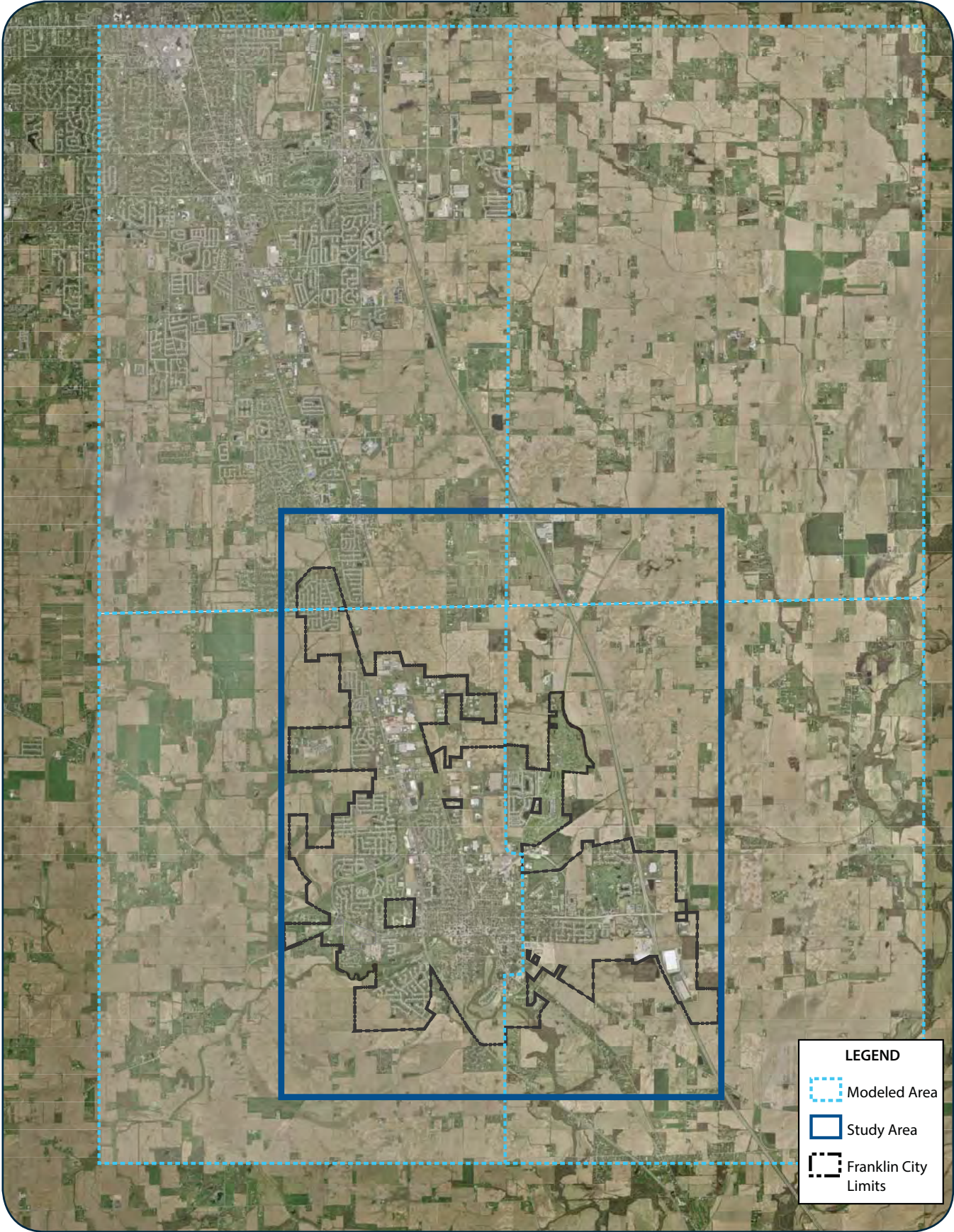
A TransCAD (Version 7.0) travel demand model was developed by Convergence Planning to facilitate travel demand modeling analysis in this project. A separate technical memorandum covers the model, validation, and assumptions in more detail.

### BASIC MODEL COMPONENTS

The Franklin travel model is a conventional travel demand model that is similar in structure and methodology to other current area-wide models used for traffic forecasting, and relies upon the Indianapolis Metropolitan Planning Organization's model and Indiana Statewide Travel Demand Model (ISTDM) for data sources on household and commercial travel behavior. It uses aggregate land use/socioeconomic data and road network data to estimate facility-specific roadway traffic volumes and performance.

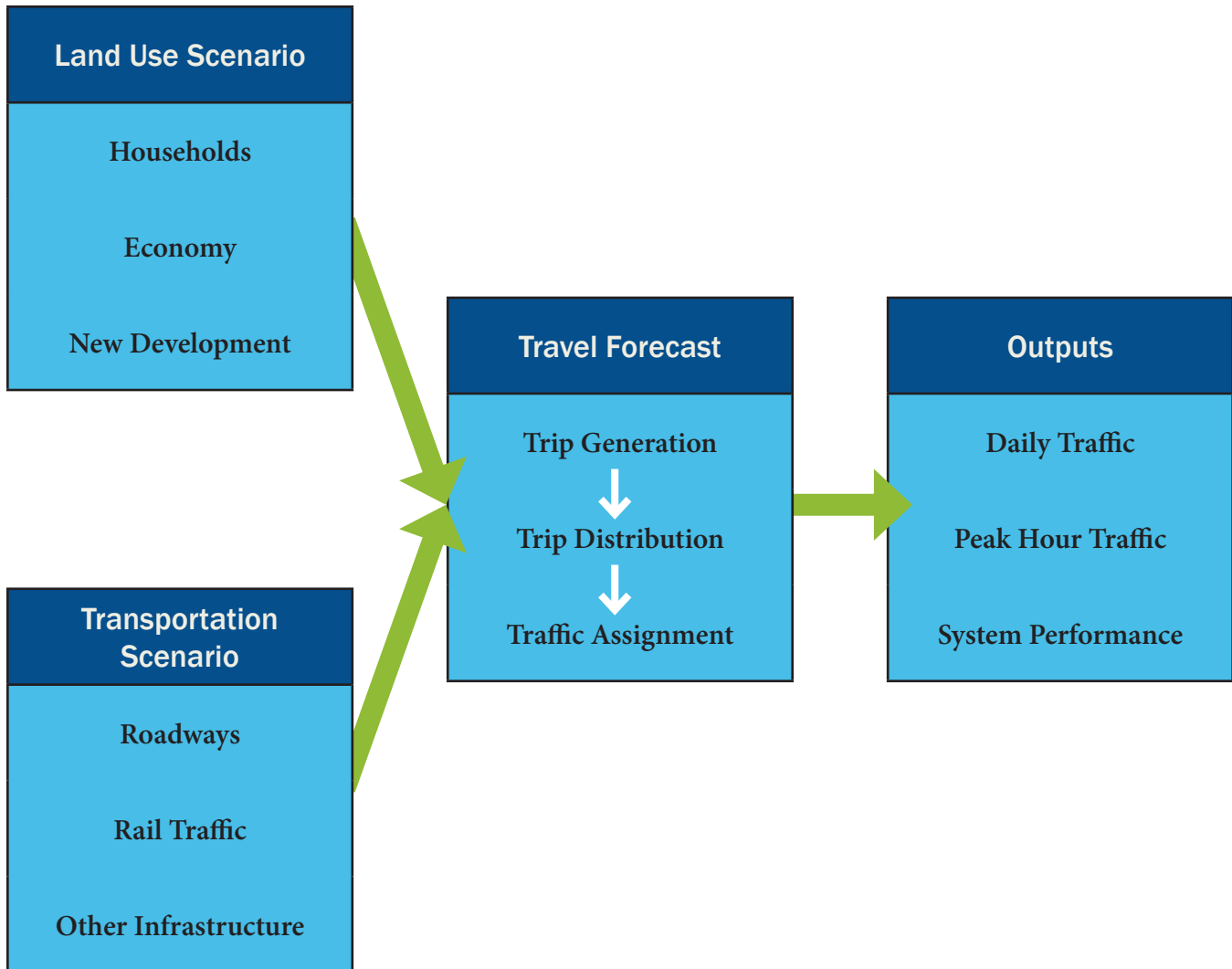


# PROJECT MODEL AND STUDY AREA





## THE MODELING PROCESS



## ROADWAY NETWORK INFORMATION

The Franklin base model roadway network was developed based on a Johnson County road-centerline GIS layer which covers all roadways in the study area. Detailed roadway information is used in the modeling process. The collected information includes:

- Number of lanes
- Posted speed
- Travel direction
- Functional classification
- Intersection types
- At-grade rail crossings
- Grade separated rail crossings
- Traffic counts

Delays due to traffic signals and other traffic controls use the same methods as in the ISTDm model. See the Travel Demand Model Technical Memorandum for assumptions. The model network also includes at-grade railroad crossings and associated travel time delays (dependent upon RR traffic). The graphic on the following page shows the Franklin base model network and TAZ structure.

## TRAFFIC ANALYSIS ZONES

The traffic analysis zones (TAZ) structure directly affects centroid's location and level of detail. In this project, a very detailed sub-block level TAZ was developed according to the land parcel and/or census block boundaries with a total of 1019 internal zones and 17 external connectors. This approach contributes to a better simulation of traffic loading/parking choice in such a compact urban area. Centroid connectors were coded to represent traffic loading and parking options for each zone.

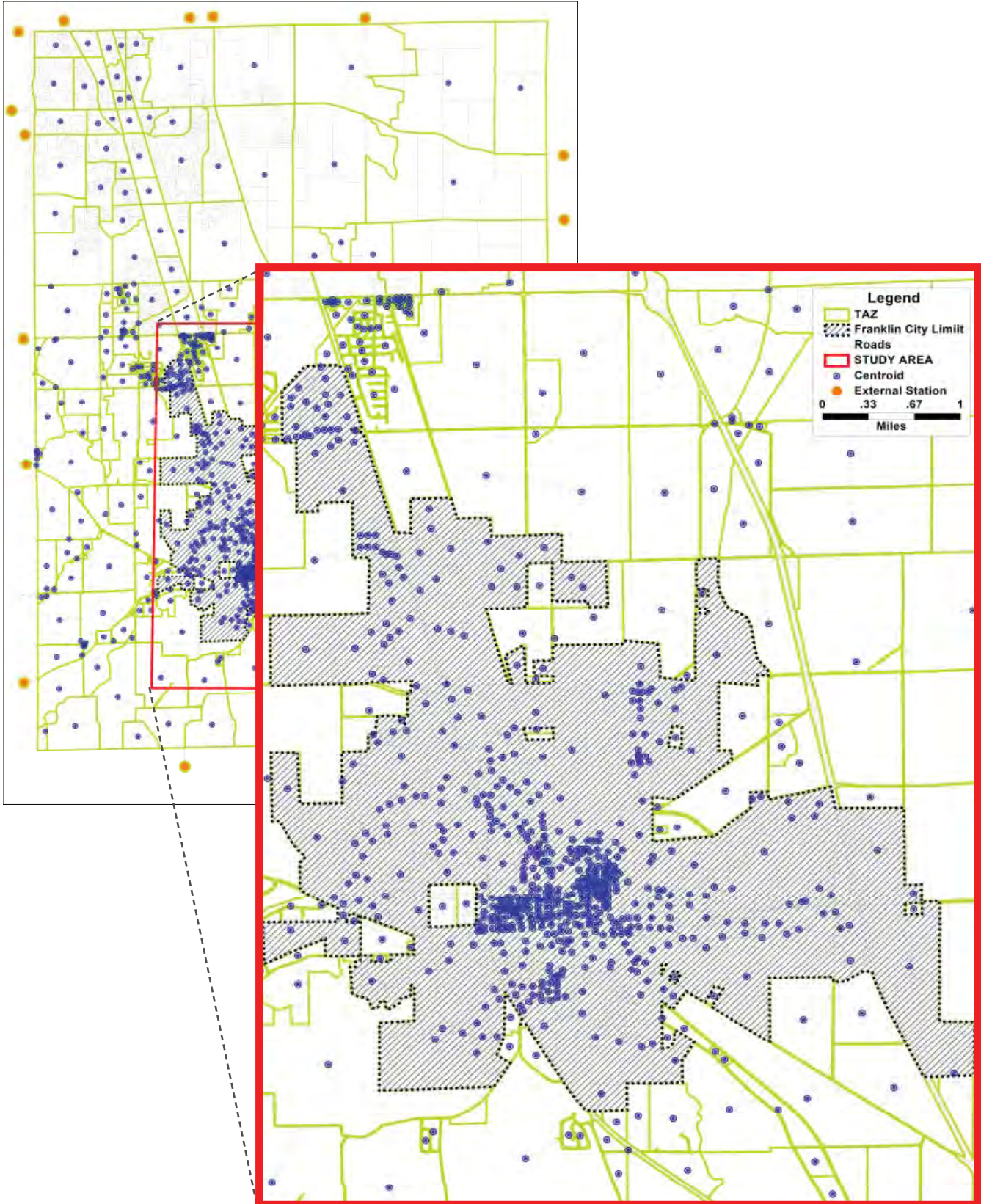
## EXTERNAL TRIPS

External trip patterns and modeled growth rates for external trips were derived from INDOT traffic counts and the ISTDm.

## MODEL VALIDATION

An extensive count database was used to validate the model. Count locations are shown on page 39. The count dataset corresponds to 2013-2015 era counts. Since the added travel lanes on I-65, Worthsville Road Interchange, and King/Jefferson projects were not yet open to traffic and the Franklin truck restrictions were being implemented, the model was initially developed to represent conditions up to year 2015. The overall model validation was 23.4 percent RMSE, which is very good. Additional model validation information is contained in the Model Development Technical Memorandum. After model validation, the base year was moved to represent year 2017 using the calibrated 2015 demand with the 2017 roadway network (current conditions).

## BASE MODEL TAZ AND NETWORK







## SOCIO-ECONOMIC GROWTH FORECASTS

The Franklin travel demand model takes socio-economic data (allocated to each TAZ) and processes this information in the Trip Generation step. The Census Block level base year employment data was obtained from the 2016 Longitudinal Employer-Household Dynamics (LEHD) data via US Census Bureau. Household and population statistics at the Census Block level were also obtained. Forecasts were based on the Indianapolis MPO 2045 TAZ forecasts. The net growth was allocated to individual traffic zones and added to the base data to form a land use forecast. The MPO growth forecasts for the project's study area are summarized in Table D below.

Table D: Socio-Economic Data and Forecasts Used as Inputs to the Analysis		
Franklin Study Area		
	Year	
	2015	2045
<b>Households</b>		
Housing Units	12,345	19,413
Population	31,890	51,454
School Enrollment (K-12)	5,849	8,852
<b>Employment</b>		
Basic (Includes Manufacturing)	4,297	11,771
Service	8,497	20,975
Retail/Food/Hospitality	2,991	7,717
TOTAL	15,785	40,463

## GROWTH ALLOCATION PROCESS

The control totals derived from the Indy MPO 2045 Forecast were allocated to the Franklin model's 1019 internal traffic zones using a technical growth allocation process. For the zones within the Franklin model, but outside the project's study area, the MPO zones and assumptions were used directly. For zones that are internal to the project's study area, a set of growth allocation models were calibrated and applied to predict the likely areas to attract the MPO forecasted growth.

Unique growth allocation models were calibrated for:

- Housing
- Retail Employment
- Service Employment
- Basic Employment (mostly industrial/light industrial)

Within the individual growth allocation models, each vacant parcel is competing for growth using a measure of "Economic Utility". The relative utility for a household or employer to locate in a particular parcel is influenced by:

- Accessibility to Jobs
- Accessibility to Workers
- Accessibility to Retail
- Travel time to nearest interchange
- Travel time to Indianapolis
- Proximity to similar land uses
- Parcel size
- Land cost

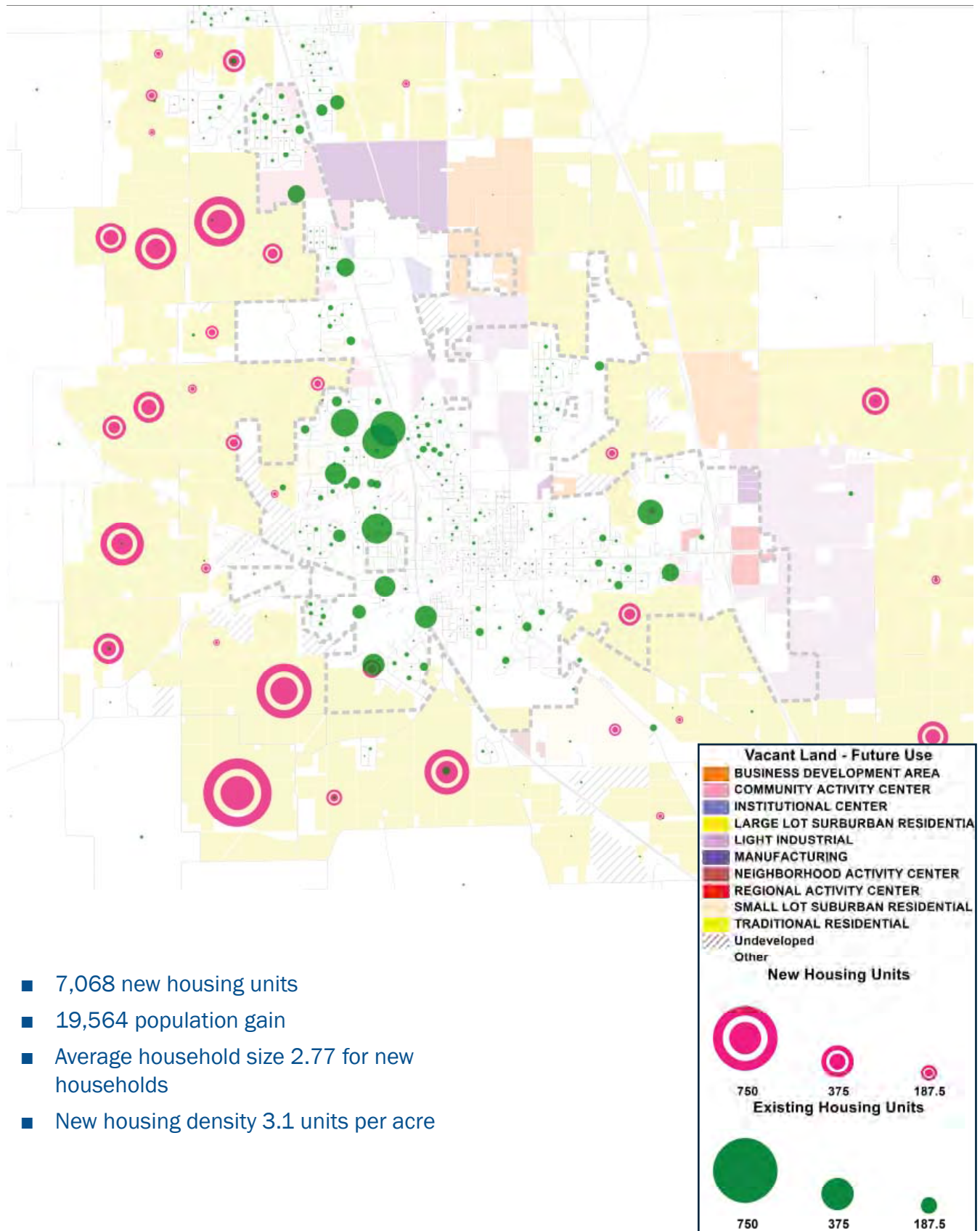
And Constrained by:

- Land uses defined by the Comprehensive Plan
- Maximum densities
- Floodplain

Results of this process are illustrated on the next two pages.

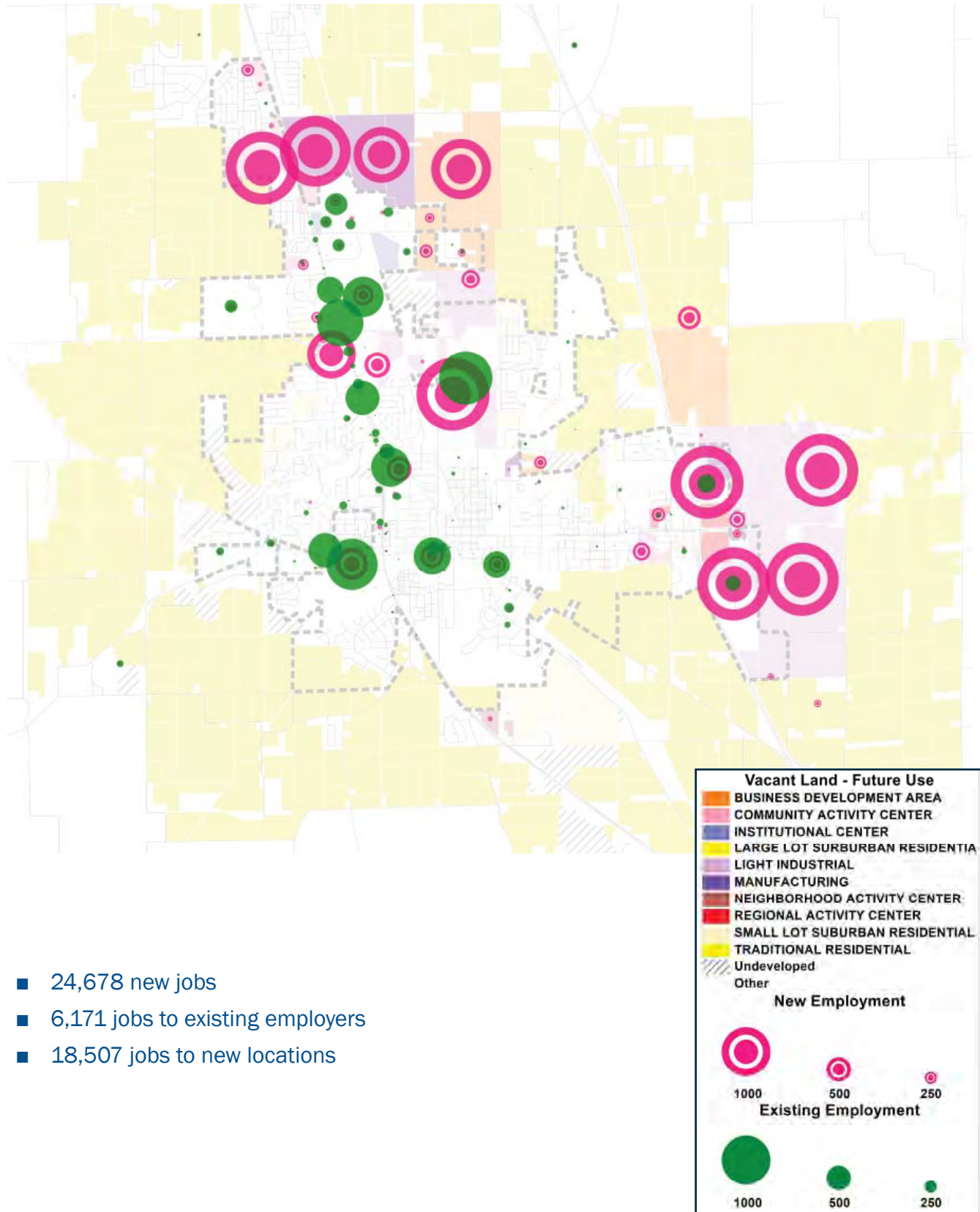


## HOUSING GROWTH 2015-2045



Please refer to the Travel Demand Model technical memorandum for more details on the allocation process and results.

## EMPLOYMENT GROWTH 2015-2045



Please refer to the Travel Demand Model technical memorandum for more details on the allocation process and results.

## MODELING ANALYSIS RESULTS

### NETWORK SCENARIOS

The traffic analysis involved coding and running each of the following roadway scenarios as shown on page 46 and summarized below:

#### Current Conditions, 2017

- I-65 Added Lanes
- Worthsville Road Interchange

#### Future No Build, 2045 (Existing roadway configuration plus committed projects)

- All of 2017 network, plus;
- Brookhaven Drive connection to Commerce Parkway
- King Street improvements
- Near-term roundabout projects

#### Build Scenario 1, 2045

- Future no-build assumptions, plus;
- New I-65 interchange at 300N
- Improvements to Earlywood/300N corridor (remains 2-lanes)

#### Build Scenario 2, 2045

- Future no-build assumptions, plus;
- Graham Road improvement and realignment
- 14th Street and Arvin Drive connection
- Added lanes on Commerce Parkway between Arvin Drive and Graham Street
- New road connection between Westview Drive and CR 100 E
- Improvements to 200 N between SR 144 and US 31
- Long-term roundabout projects

#### Full Build Scenario 3, 2045

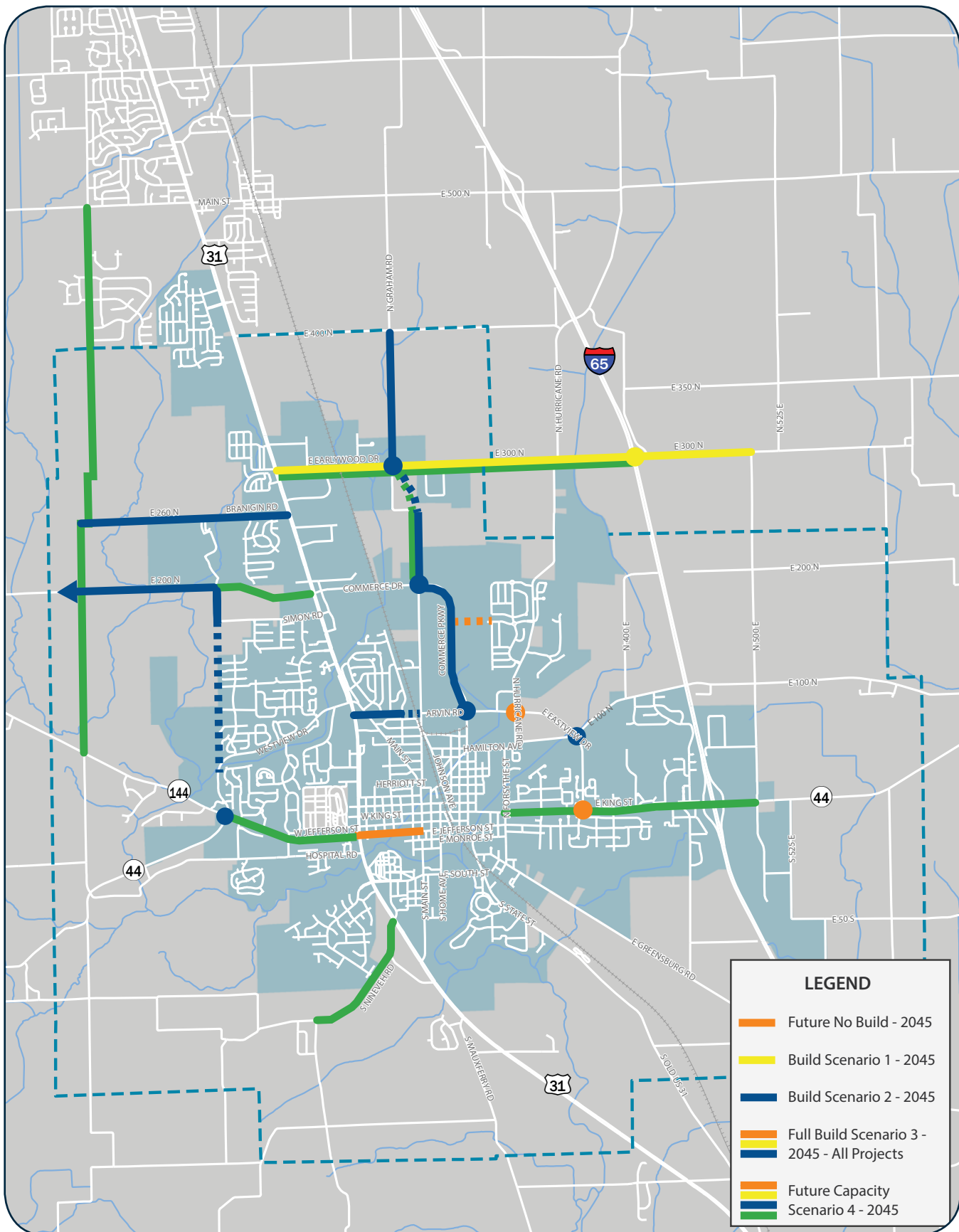
- Future no-build assumptions, plus;
- Build scenario 1 projects
- Build scenario 2 projects

#### Full Build Scenario 4, 2045

- Future no-build assumptions, plus;
- Build scenario 1 and 2 projects
- Additional lanes on King St. from Forsythe St. to Bartram Pkwy
- Additional lanes on Jefferson St. from US 31 to Westview Drive
- Additional lanes on Earlywood/300N from US 31 to I-65
- Additional lanes on Graham from Commerce to Earlywood Drive
- Additional lanes on Commerce Drive from 100 E to US 31
- Additional lanes on Jim Black Road from SR44 to Upper Shelbyville Road
- Additional lanes on Nineveh Road from city limits to US 31
- Upgrade 500 E from Upper Shelbyville Road to CR 300N
- Four lanes on Centerline Rd from SR 44 to Whiteland Road

Modeling results for each scenario are shown on the pages that follow.

## NETWORK SCENARIOS



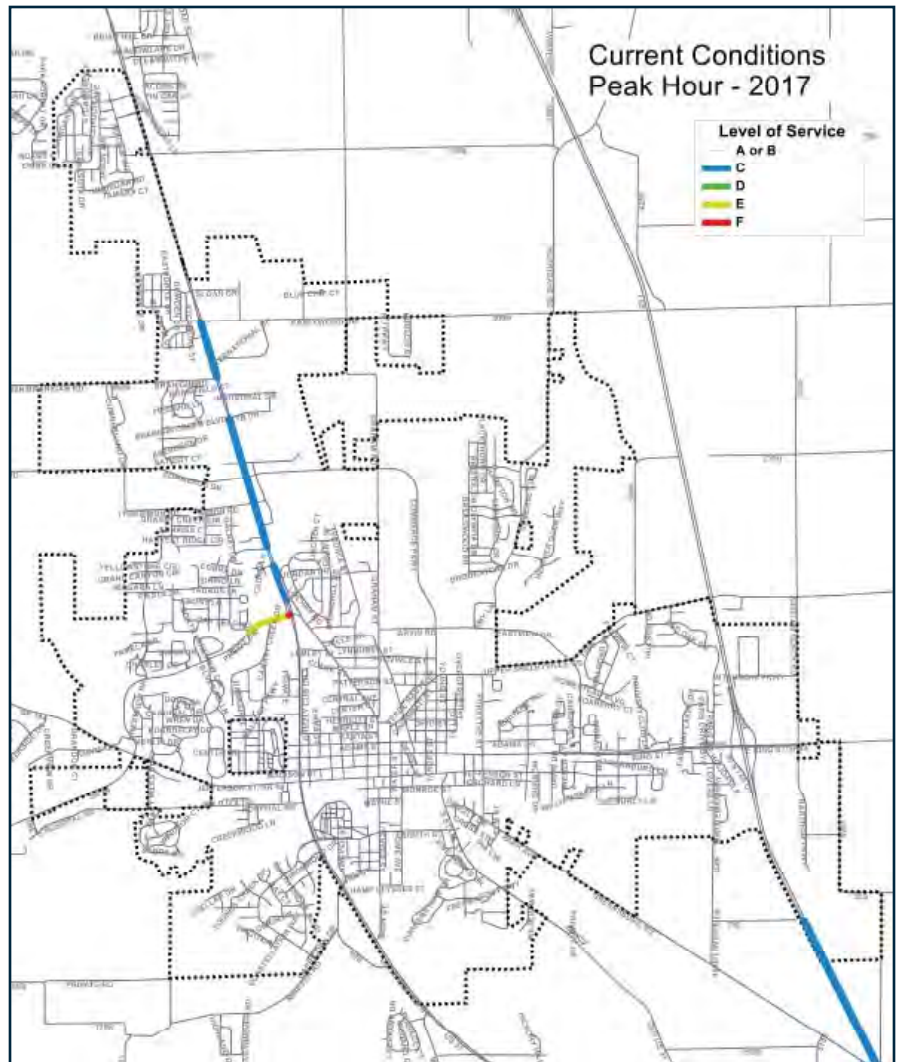


## CURRENT CONDITIONS - PEAK HOUR LEVEL OF SERVICE

Snapshot: Current Conditions	
Daily Vehicle Trips	
Total	208,614
Daily Vehicle Miles Traveled (VMT)	
Total	759,783
Average Trip Length	3.64
Daily Vehicle Hours Traveled (VHT)	
Total	16,990
Average Trip Duration	4.89
Daily Vehicle Delay Hours	
Total	1,447.7
Average Delay Per Vehicle	.42
Average Speed	44.7
Deficient Lane Miles	1.30

Current Conditions Include:

- I-65 Added Lanes
- Worthsville Road Interchange



With recently completed roadway improvements in Franklin and on I-65, traffic is flowing freely on most of the roadway system. Problem areas exist during the peak hours on Westview Drive at US 31. Also, congestion is worsening along the US 31 corridor north of Westview Drive.

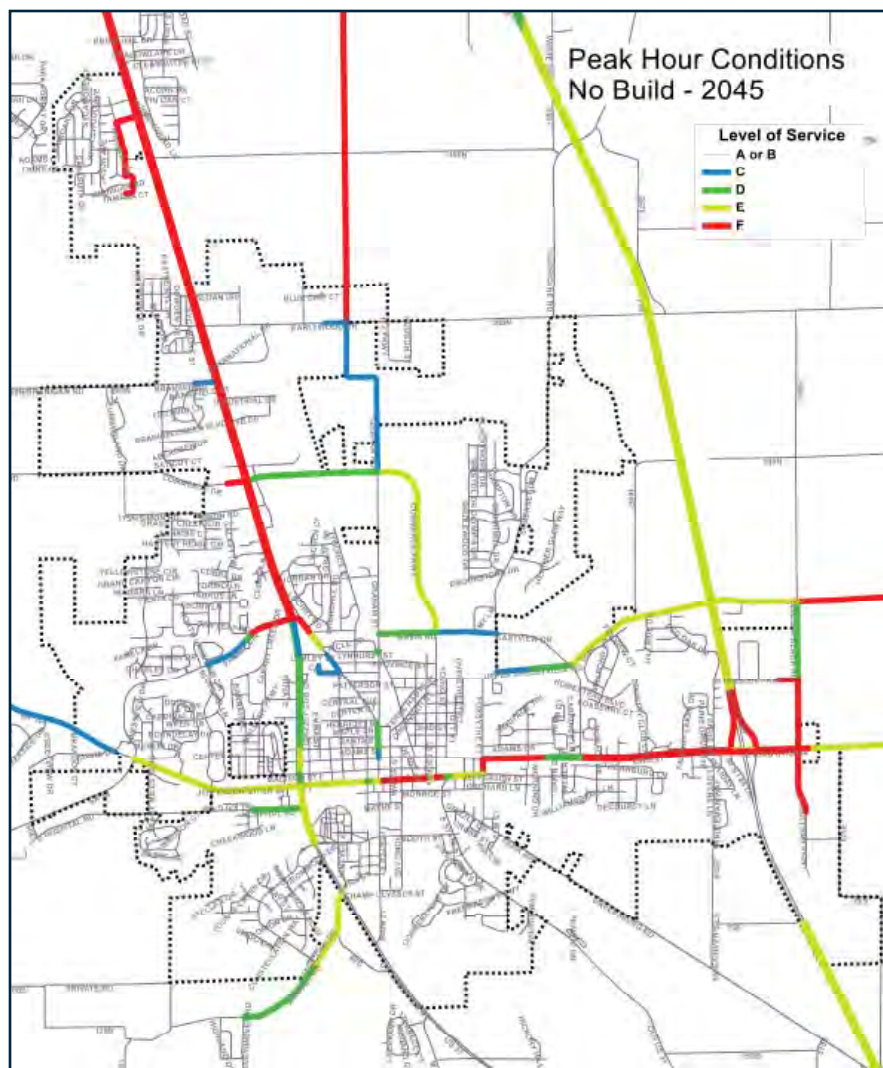


## FUTURE NO BUILD - PEAK HOUR LEVEL OF SERVICE

Snapshot: Future No Build	
Daily Vehicle Trips	
Total	474,244
Daily Vehicle Miles Traveled (VMT)	
Total	1,551,557
Average Trip Length	3.27
Daily Vehicle Hours Traveled (VHT)	
Total	44,499
Average Trip Duration	5.63
Daily Vehicle Delay Hours	
Total	10,408.5
Average Delay Per Vehicle	1.32
Average Speed	34.9
Deficient Lane Miles	38.57

Future No Build Conditions Include:

- All of 2017 network, plus;
- Brookhaven Drive connection to Commerce Parkway
- King Street improvements
- Near-term roundabout projects



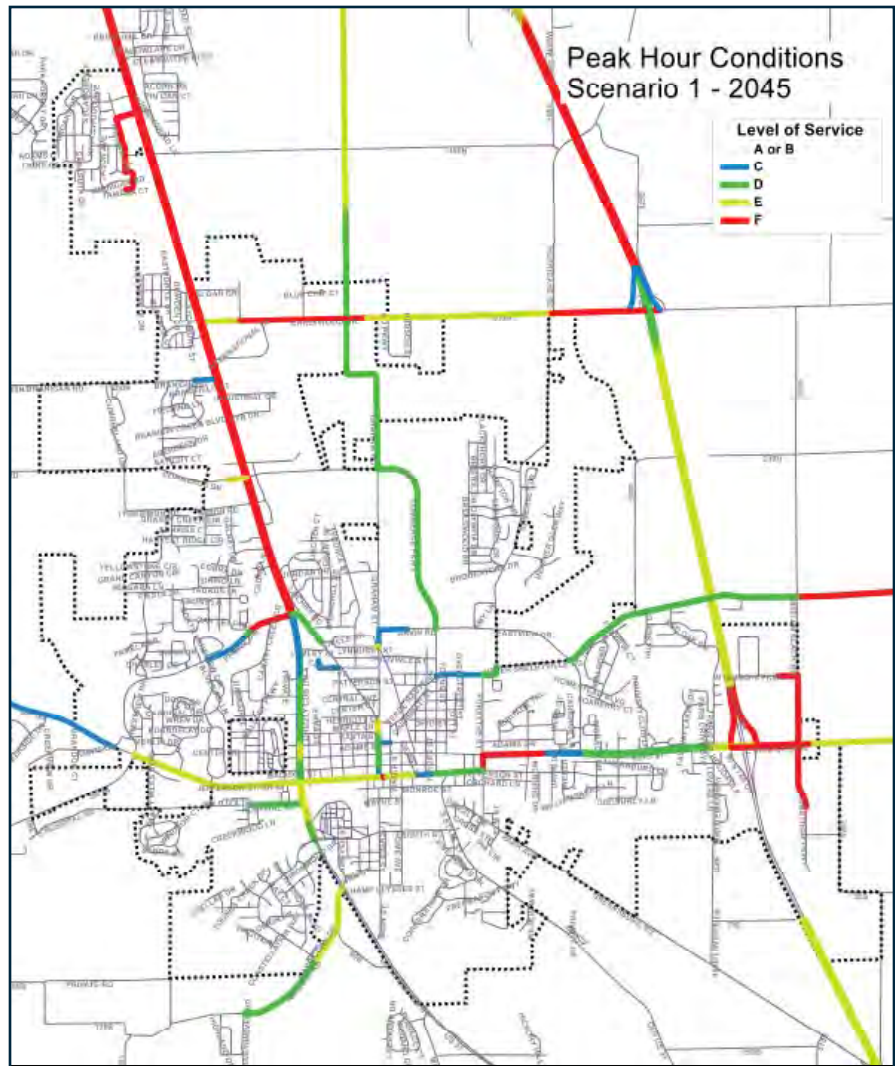
With land development picking up pace again in Johnson County, a tremendous amount of growth is expected in the Franklin area. Housing growth will be very strong on the west side of Franklin and even to the east of I-65. Forecasts show large concentrations of new jobs in the industrial parks on Commerce Dr. and I-65. Significant job growth is expected in the northern areas designated for industrial development in the comprehensive plan. Job growth is expected to catch up with past and future housing growth and will affect commuting patterns. Workers will be commuting into the Franklin area to a much larger degree. The 30 year forecast, without any additional roadway improvements, is for severe congestion on all major corridors.

## SCENARIO I - PEAK HOUR LEVEL OF SERVICE

Snapshot: Scenario 1	
Daily Vehicle Trips	
Total	473,611
Daily Vehicle Miles Traveled (VMT)	
Total	1,547,200
Average Trip Length	3.27
Daily Vehicle Hours Traveled (VHT)	
Total	42,722
Average Trip Duration	5.41
Daily Vehicle Delay Hours	
Total	9,0229.9
Average Delay Per Vehicle	1.14
Average Speed	36.2
Deficient Lane Miles	40.32

Scenario 1 Conditions Include:

- Future no-build assumptions, plus;
- New I-65 interchange at 300N
- Improvements to Earlywood/300N corridor (remains 2-lane)



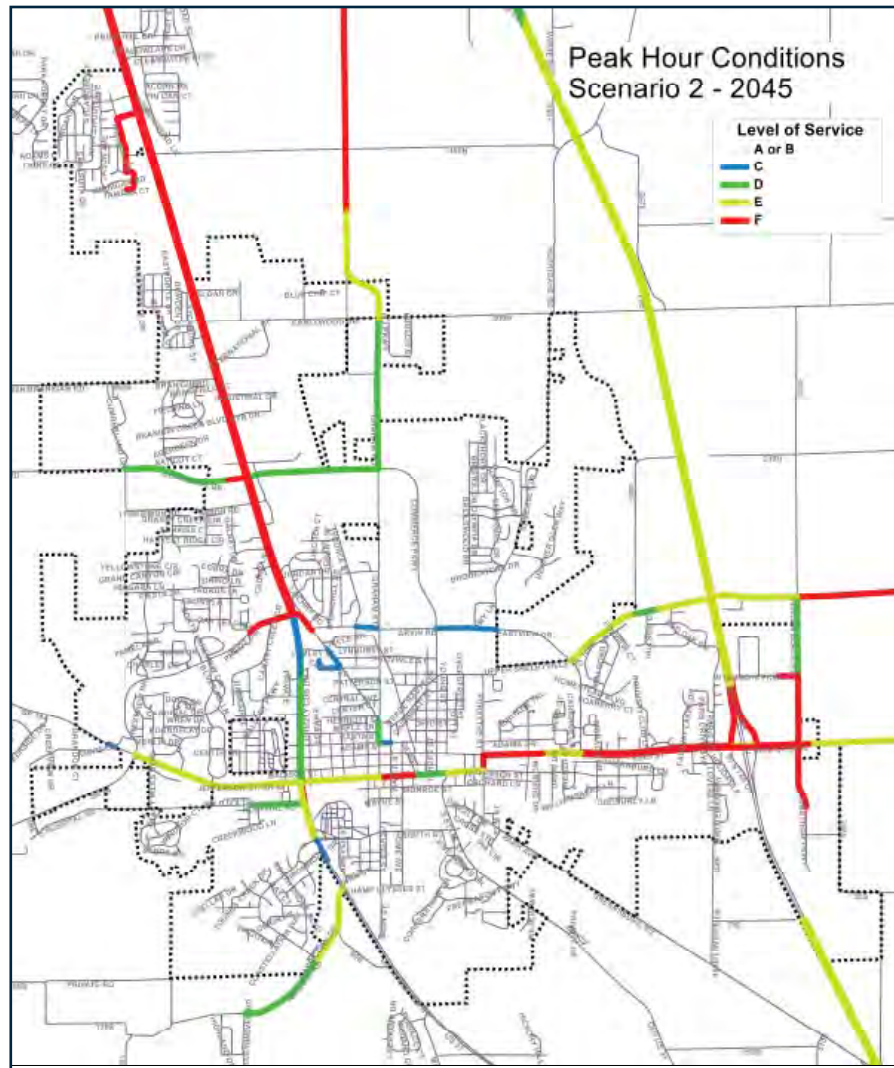
Scenario 1 envisions a new I-65 interchange at 300N and overall corridor upgrades between US 31 and the interstate. Traffic forecasts show very strong demand for this interchange. However, it is clear that there would be many unmet needs elsewhere around the transportation network. When viewed in an economic context, this scenario will provide sufficient user benefits to offset the financial investment by a factor of 5:1 and is estimated to create nearly 1,500 additional regional jobs for the area.

## SCENARIO 2 - PEAK HOUR LEVEL OF SERVICE

Snapshot: Scenario 2	
Daily Vehicle Trips	
Total	472,909
Daily Vehicle Miles Traveled (VMT)	
Total	1,553,048
Average Trip Length	3.28
Daily Vehicle Hours Traveled (VHT)	
Total	43,567
Average Trip Duration	5.53
Daily Vehicle Delay Hours	
Total	9,934.9
Average Delay Per Vehicle	1.26
Average Speed	35.6
Deficient Lane Miles	38.69

### Scenario 2 Conditions Include:

- Future no-build assumptions, plus;
- Graham Road realignment
- 14th Street and Arvin Drive connection
- Added lanes on Commerce Parkway between Arvin Drive and Graham Street
- New road between Westview Drive and CR 100 E
- Improvements to CR 200 N between SR 144 and US 31
- Long-term roundabout projects



Scenario 2 includes a bundle of local roadway upgrades. Traffic forecasts show that these projects will increase average network speeds and reduce overall vehicle hours of delay. A large number of network deficiencies will still be unmet under this scenario. However, economic analysis shows a very favorable benefit-cost ratio of 8.7 and potential to generate over 1,000 additional regional jobs.

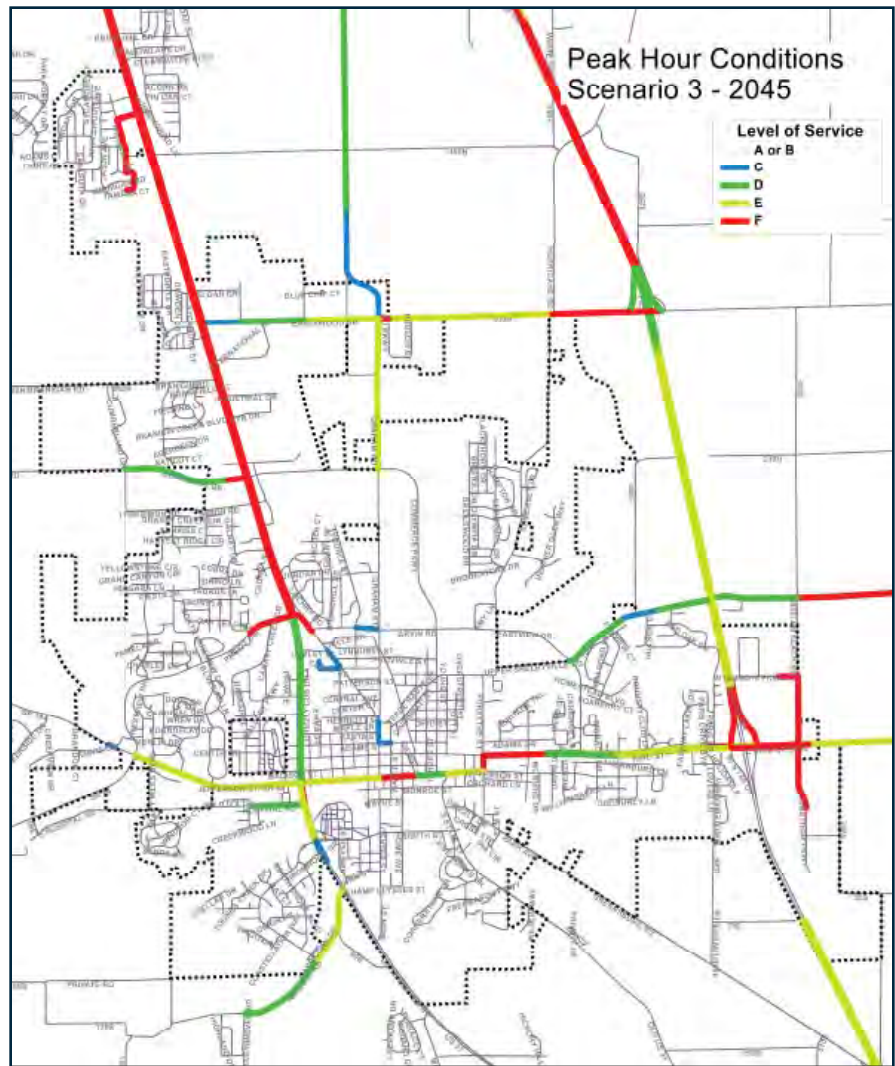


## SCENARIO 3 - PEAK HOUR LEVEL OF SERVICE

Snapshot: Scenario 3	
Daily Vehicle Trips	
Total	472,904
Daily Vehicle Miles Traveled (VMT)	
Total	1,553,940
Average Trip Length	3.29
Daily Vehicle Hours Traveled (VHT)	
Total	41,982
Average Trip Duration	5.33
Daily Vehicle Delay Hours	
Total	8,602.9
Average Delay Per Vehicle	1.09
Average Speed	37.0
Deficient Lane Miles	39.93

Scenario 3 Conditions Include:

- Future no-build assumptions, plus;
- Build scenario 1 projects
- Build scenario 2 projects



Scenario 3 combines all projects from both Scenarios 1 and 2. Analysis shows that this scenario results in the most overall improvement to the transportation system. Due to the synergy between the mix of projects, the user benefits sum to more than when evaluated separately. The benefit-cost ratio exceeds 6.0 and the regional jobs impact is an estimate of just over 2,500 new jobs. As in the previous scenarios, many roadway deficiencies will remain. These deficiencies form the basis for our recommendations on further roadway capacity projects that will be needed.

## SCENARIO 4 - PEAK HOUR LEVEL OF SERVICE

### Snapshot: Scenario 4

#### Daily Vehicle Trips

Total	472,904
-------	---------

#### Daily Vehicle Miles Traveled (VMT)

Total	1,534,096
-------	-----------

Average Trip Length	3.24
---------------------	------

#### Daily Vehicle Hours Traveled (VHT)

Total	39,415
-------	--------

Average Trip Duration	5.00
-----------------------	------

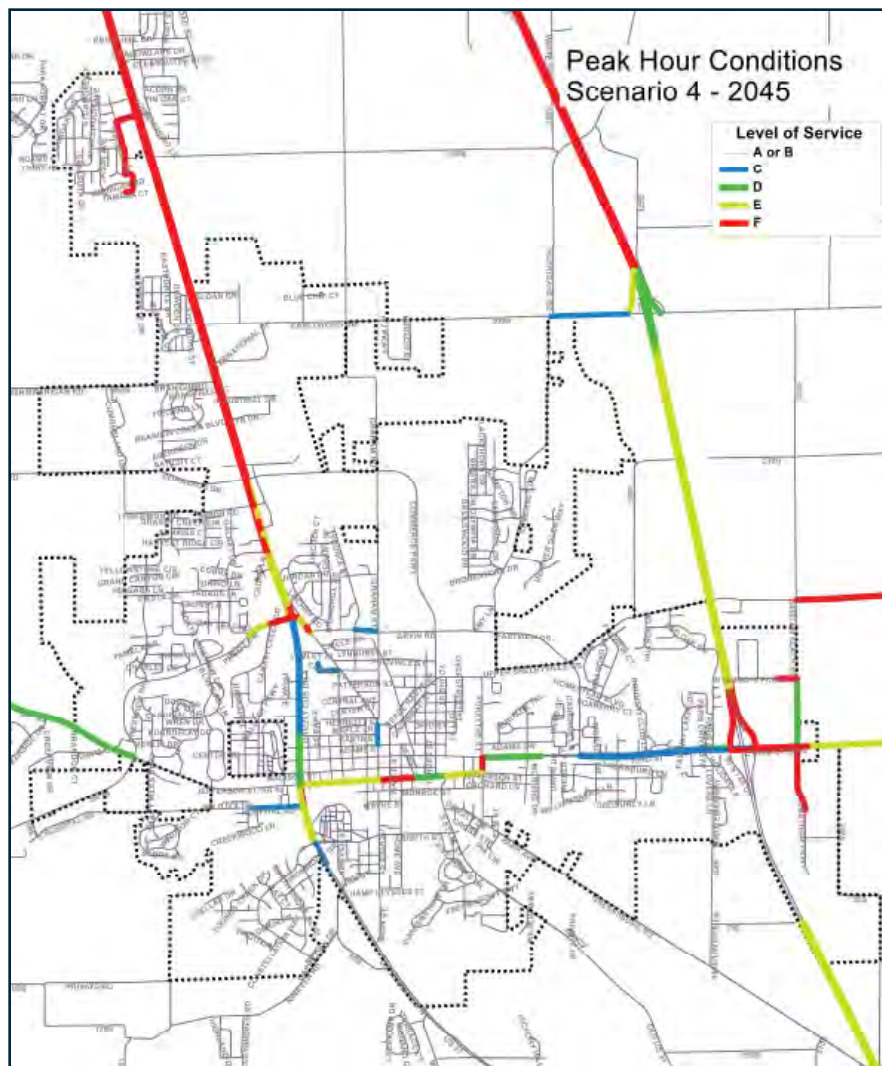
#### Daily Vehicle Delay Hours

Total	6,925.2
-------	---------

Average Delay Per Vehicle	0.88
---------------------------	------

Average Speed	38.9
---------------	------

Deficient Lane Miles	28.02
----------------------	-------



### Scenario 4 Conditions Include:

- Future no-build assumptions, plus;
- Build scenario 1 and 2 projects
- Additional lanes on King St. from Forsythe St. to Bartram Pkwy
- Additional lanes on Jefferson St. from US 31 to Westview Drive
- Additional lanes on Earlywood/300N from US 31 to I-65
- Additional lanes on Graham from Commerce to Earlywood Drive

- Additional lanes on Commerce Drive from 100 E to US 31
- Additional lanes on Jim Black Road from SR44 to Upper Shelbyville Road
- Additional lanes on Nineveh Road from city limits to US 31
- Upgrade 500 E from Upper Shelbyville Road to CR 300N
- Four lanes on Centerline Rd from SR 44 to Whiteland Road

Scenario 4 includes all short, medium (scenarios 1 and 2) and recommended long-term capacity projects. Analysis shows that this scenario results in substantial improvements to system-wide performance statistics versus the no-build conditions. This scenario provides a solution to the remaining local capacity deficiencies shown in Scenario 3, with the exception of downtown Franklin. Scenario 4 does not address capacity deficiencies on INDOT facilities (US 31 and I-65).



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## COMPARISON OF MODELED SCENARIOS

Table E: Comparison of Modeled Scenarios							
Year	2017	2017	2045	2045	2045	2045	2045
Network	Current	Current plus Increased Railroad Traffic	No Build	Scenario 1	Scenario 2	Scenario 3	Scenario 4
Daily Vehicle Trips	208,614	205,909	474,244	473,611	472,909	472,904	472,904
Daily VMT							
Interstate	309,690	205,317	481,405	483,540	478,863	493,743	502,928
Principal Arterial	236,086	227,734	459,097	439,147	456,253	442,584	447,769
Minor Arterial	94,419	105,157	240,376	306,318	263,482	311,427	291,735
Collector	72,788	71,096	219,655	178,793	208,149	170,929	168,800
Local	46,800	46,607	151,024	139,403	146,301	135,258	122,863
Total	759,783	755,910	1,551,557	1,547,200	1,553,048	1,553,940	1,534,096
Average Trip Length	3.64	3.67	3.27	3.27	3.28	3.29	3.24
Daily VHT							
Interstate	4,174	4,110	7,354	7,327	7,297	7,587	7,837
Principal Arterial	5,432	5,239	13,175	12,238	12,446	11,721	11,245
Minor Arterial	2,449	2,678	7,783	8,979	8,295	8,968	7,863
Collector	2,584	2,534	7,853	6,416	7,351	6,124	5,506
Local	2,351	2,352	8,335	7,761	8,177	7,582	6,965
Total	16,990	16,912	44,499	42,722	43,567	41,982	39,415
Average Trip Duration (min.)	4.89	4.93	5.63	5.41	5.53	5.33	5.00
Daily Vehicle Delay Hours							
Interstate	(323.7)	(322.8)	277.9	188.5	258.7	295.5	406.8
Principal Arterial	321.2	322.5	3,117.4	2,622.1	2,811.3	2,363.3	1,746.6
Minor Arterial	254.0	320.5	2,162.6	1,913.3	2,184.8	1,789.1	1,117.6
Collector	408.0	406.8	1,500.8	1,186.8	1,360.2	1,103.4	864.1
Local	788.1	794.4	3,349.8	3,112.2	3,319.9	3,051.6	2,790.1
Total	1,447.7	1,521.4	10,408.5	9,022.9	9,934.9	8,602.9	6,925.2
Average Delay Per Vehicle	0.42	0.44	1.32	1.14	1.26	1.09	0.88
Average Speed	44.7	44.7	34.9	36.2	35.6	37.0	38.9

Table E: Comparison of Modeled Scenarios <i>(continued)</i>							
Year	2017	2017	2045	2045	2045	2045	2045
Network	Current	Current plus Increased Railroad Traffic	No Build	Scenario 1	Scenario 2	Scenario 3	Scenario 4
Daily VMT at LOS							
A or B	675,115	707,601	411,824	420,841	453,437	452,669	603,510
C	60,065	19,904	59,824	57,551	30,119	34,558	91,912
D	1,801	25,248	101,715	189,750	117,166	175,617	105,796
E	22,597	205	514,165	365,063	488,575	343,710	288,274
F	205	2,951	464,029	513,995	463,750	547,387	444,604
Deficient Lane Miles							
Interstate			10.55	10.55	10.53	11.09	11.09
Principal Arterial			16.28	15.15	15.78	16.54	12.49
Collector	1.04	1.04	6.09	10.21	7.73	9.42	3.77
Local	0.26	0.26	5.65	4.41	4.65	2.89	0.68
<i>Total</i>	<i>1.30</i>	<i>1.30</i>	<i>38.57</i>	<i>40.32</i>	<i>38.69</i>	<i>39.93</i>	<i>28.02</i>
Estimated Cost to Fix (Mil)	\$ 1.94	\$ 1.94	\$ 92.06	\$ 93.55	\$ 91.72	\$ 95.29	\$ 73.37
Accidents							
Fatal	0.40	0.40	0.80	0.80	0.80	0.81	0.81
Injury	124.72	124.58	226.59	228.55	228.11	227.39	223.04
Property Damage	801.05	799.95	1483.00	1477.16	1489.14	1472.95	1454.85
Transit							
Households within 1/4 mile	4,392	4,392	4,451	4,451	4,451	4,451	4,451
Jobs within 1/4 mile	6,078	6,078	7,085	7,085	7,085	7,085	7,085

## WALK SCORE/URBAN DESIGN SCORE

Input received from the public meeting and survey conducted in June revealed a strong interest in walkability and pedestrian accessibility. As part of the analysis completed on the road network, a walk score analysis was performed based on existing pedestrian facilities such as trails and sidewalks. The analysis indicated the downtown area bound by Home Avenue, Walnut Street, Wayne Street and Adams Street scored the highest in the city when factors such as density, diversity, design, destination and distance were considered. Detailed analysis of the walk score can be found in the appendix.

## LOCAL CONCERNS

Beyond data driven traffic analysis and modeling, input regarding transportation concerns from personal experience as a daily user was solicited from the working group and from the public via a public survey and public meeting.

### AREAS OF CONCERN FROM WORKING GROUP

- Plan for future growth by supporting with infrastructure – support future land use
- Making connections to key assets in the community
- East – west connectivity
- Think long-range, but be flexible
- Create flexible and workable model
- Create a plan that supports proposed improvements with economic benefit
- Pedestrian connectivity and safety
- Context sensitive solutions and complete streets

### AREAS OF CONCERN FROM PUBLIC SURVEY AND MEETING

- Sidewalks need to connect and be improved in many locations
- Top challenges in the future will be increased traffic/congestion, aging and deteriorating infrastructure and increase freight traffic.
- Creating greater connectivity and safety for walking and biking
- Top criteria for selecting transportation projects included:
  - Improving safety
  - Increasing and improving pedestrian facilities
  - Increasing connectivity from residential areas to areas of employment
  - Improving sidewalks and pedestrian facilities was a very common theme
  - Improving street appearance (trees, lights, landscaping, etc.) was a popular improvement

4



# TRANSPORTATION PLAN & RECOMMENDATIONS



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## TRANSPORTATION PLAN OUTLINE

The standards and classifications presented within the transportation plan recommendations come into play when a private property owner seeks to expand their property rights (through such actions as subdivision or rezoning petitions) or when a public entity seeks to make an improvement to the public right-of-way. The recommendations contained in this section contain several components, including:

- Thoroughfare classifications
- Right-of-way standards
- Context zones
- Flexible design standards and sections
- Priority improvement considerations
- Priority policy considerations



*The elements in this plan address flexible design standards for roads dependent on context zones, such as Home Avenue in the urban context zone.*

## FUTURE THOROUGHFARE PLAN MAP

The Future Thoroughfare Plan Map lays out the envisioned roadway network for the city. One of the primary purposes of the Future Thoroughfare Plan Map is to provide expectations for right-of-way requirements and flexible street design standards for the main thoroughfares through the city. All classified roadways in the Future Thoroughfare Plan Map will be required to provide a minimum right-of-way dedication and meet certain other standards, such as lane widths, curb/gutter and sidewalk standards depending on the classification and context zone. It is recognized that constraints may exist which make it impossible to meet the requirements and standards laid forth in this plan. In those instances, a case-by-case review will need to be made, utilizing this thoroughfare plan as a guide for prioritizing components and functions of main thoroughfares.

The Future Thoroughfare Plan Map utilizes the same terms as the existing INDOT Functional Classification Map (arterials and collectors) in order to ensure continuity for future funding, as roadways shown in the Future Thoroughfare Plan Map may someday be included on the Functional Classification Map. However, the Future Thoroughfare Plan Map is specifically forward-looking, allowing for the city to plan for changes to its transportation network through the year 2045.

The existing functional classification of city roadways was used as the starting point for developing the Future Thoroughfare Plan Map. State routes, such as US 31 and SR 144 were not classified on the thoroughfare map, as these roads, and their right-of-way, are state jurisdiction. Roadways which warranted a change in classification or were included as a new thoroughfare classification were then evaluated and added to create the Future Thoroughfare Plan Map.

As state roads are not included on the thoroughfare map, it is critical that the city require any new development or redevelopment along these routes to be reviewed and/or approved by INDOT to ensure proper right-of-way dedication. If the city obtains control of these corridors in the future, they will need to be added to the Future Thoroughfare Plan Map to ensure recommendations contained in this plan are applied. Even absent full local control of these corridors, the city should still evaluate creating overlay districts along these major routes to address access control and prevent unnecessary or redundant driveway cuts and improve safety.

Roadway alignments and proposed road segments illustrated on the Future Thoroughfare Plan Map are representations only and do not indicate actual alignments. Detailed surveys and studies will be required for any new right-of-way dedication or new road construction.

Efforts have been made to coordinate other jurisdictional thoroughfare plans and designations. However, if the Franklin Thoroughfare Plan classifications differ with those adopted thoroughfare classifications in other jurisdictions, the classification with the more restrictive design standard should prevail.

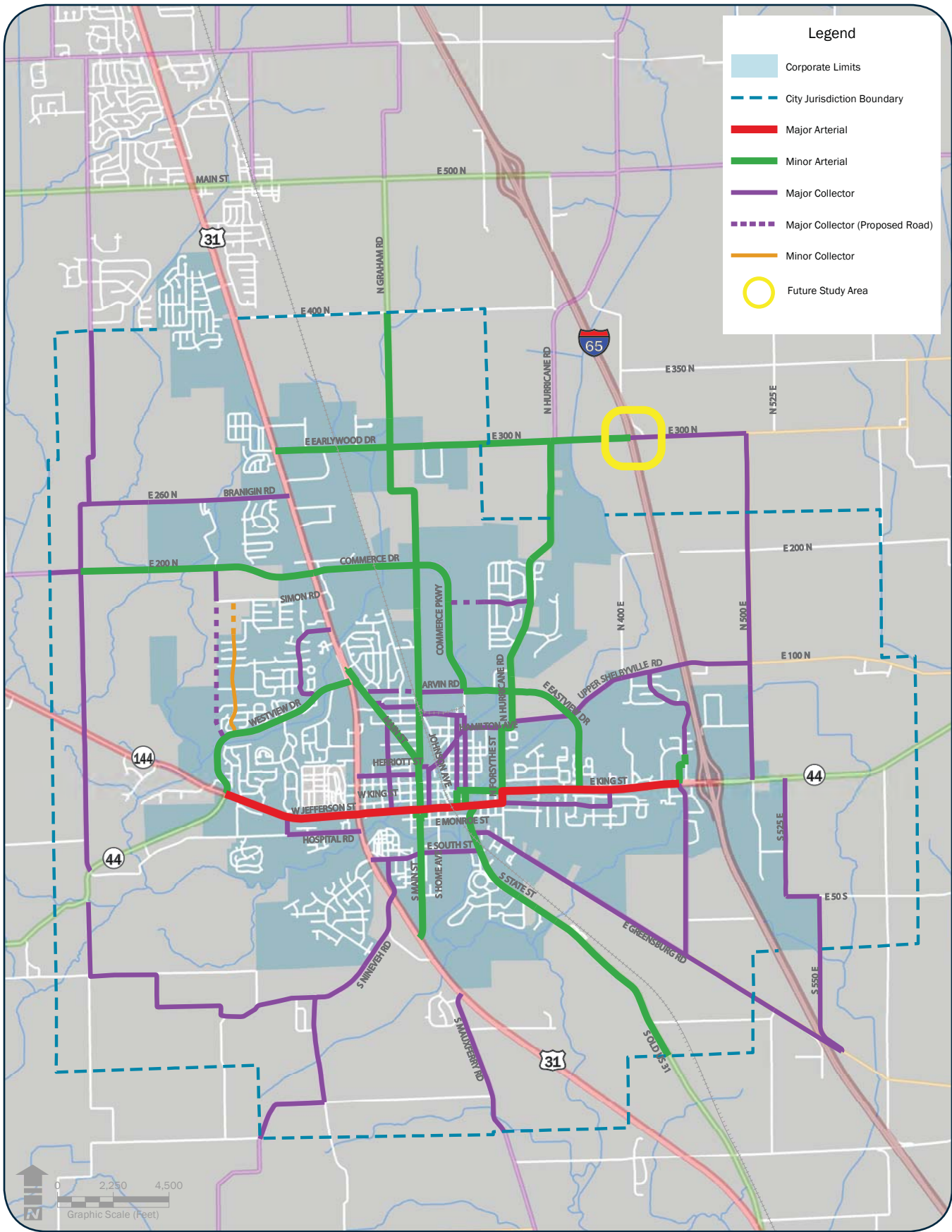
## INTERCHANGE

As part of the modeling and network analysis of this plan, it was determined that a northern interchange to Franklin will likely be beneficial in the future due to growing density of residential and employment areas between Franklin and Whiteland. Thus, the Future Thoroughfare Plan Map indicates a study area around a potential new interstate interchange around CR 300 N and Interstate 65.

A new interchange could have many benefits for Franklin, including:

- Increase in residential development opportunities
- Increase in access to employment opportunities
- Creating a secondary entrance to industrial areas of Franklin for truck traffic

# FUTURE THOROUGHFARE PLAN MAP

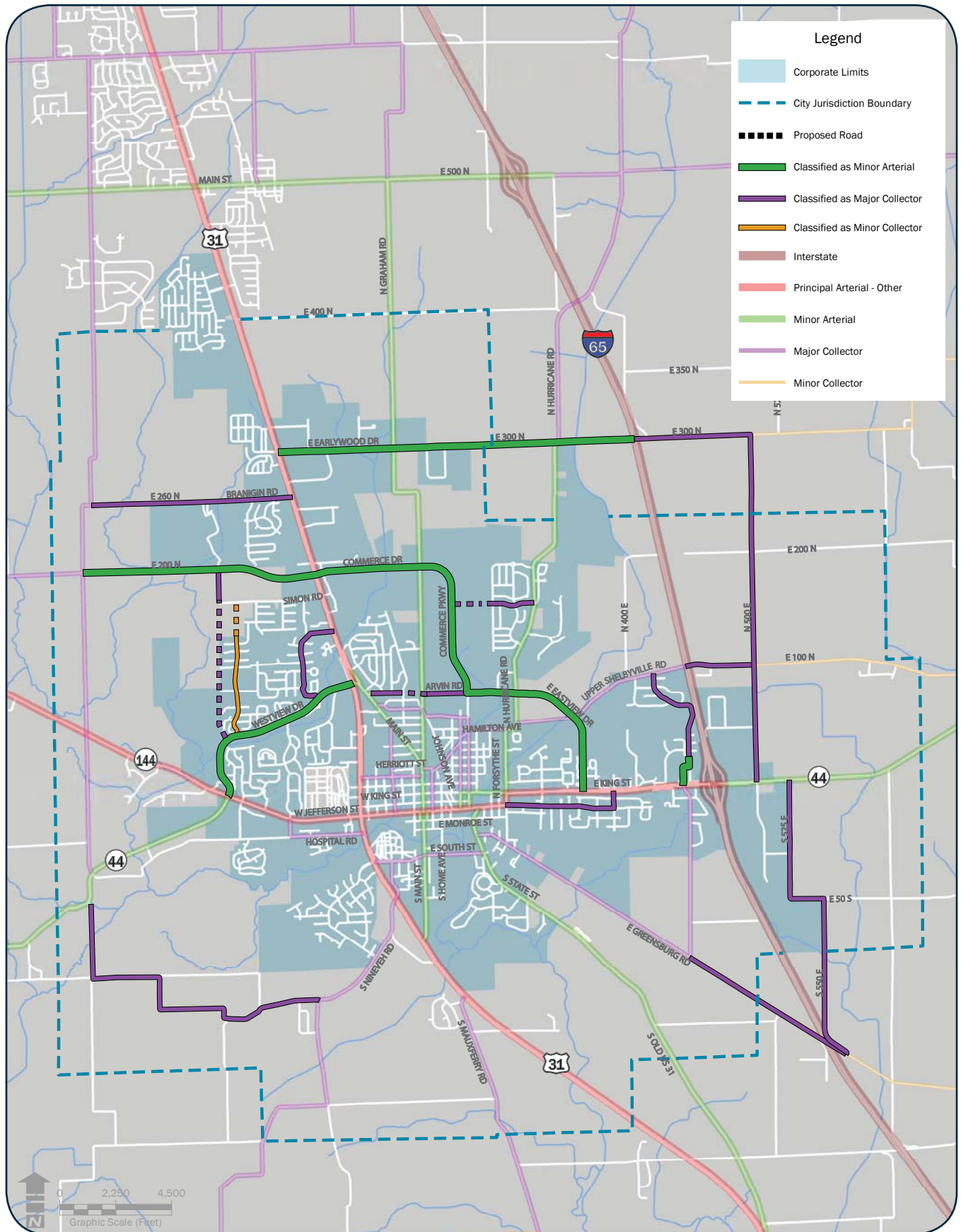


**Table F: Proposed Thoroughfares that Differ from Functional Classification**

Roadway	Location	Current Functional Classification	Proposed Thoroughfare Designation	Approximate Existing ROW
Branigin Road/CR 260 N	Centerline Road to US 31	Local	Major Collector	45'-50'
CR 200 N	Centerline Road to US 31	Major Collector	Minor Arterial	120'
Commerce Drive	US 31 to Commerce Pkwy.	Major Collector	Minor Arterial	60'-100'
Commerce Parkway/Arvin Rd/Eastview Drive	Commerce Drive to East King Street	Major Collector	Minor Arterial	80'-90'
Brookhaven Drive	Hurricane Road to Commerce Parkway	Local/unbuilt	Major Collector	60'
Arvin Drive/Arvin Dr. Extension/14th Street	Graham Road to Main Street	Local/unbuilt	Major Collector	50'
Earlywood Drive	US 31 to I-65	Major Collector	Minor Arterial	30' - 40'
CR 300 N	I-65 to CR 500 E	Minor Collector	Major Collector	40'
CR 500 E	CR 300 N to CR 100 N	Minor Collector	Major Collector	30' - 40'
CR 100 N	I-65 to CR 500 E	Minor Collector	Major Collector	40'
CR 500 E	CR 100 N to SR 44	Local	Major Collector	30' - 40'
CR 525 E	SR 44 to CR 50 S	Local	Major Collector	30'
CR 50 S	R 525 E to CR 550 E	Local	Major Collector	30'
CR 550 E	CR 50 S to Greensburg Road	Local	Major Collector	25' - 30'
Greensburg Road	I-65 to CR 450 E	Minor Collector	Major Collector	40'
Paris Drive	St. Andrews Ct. to Upper Shelbyville Road	Local	Major Collector	50' - 70'
Paris Drive	King Street to St. Andrews Ct.	Local	Minor Arterial	50'-70'
Jefferson Street	Forsythe Road to Milford Drive	Local	Major Collector	50' - 55'
Milford Drive	Jefferson Street to King Street	Local	Major Collector	50'
Westview Drive	Jefferson Street to US 31	Major Collector	Minor Arterial	80' - 100'
Cumberland Drive/Cumberland Dr. Extension	Westview Drive to Simon Rd.	Local/unbuilt	Minor Collector	70'
CR 100 E and Future Extension	CR 200 N to Westview Drive	Local/unbuilt	Major Collector	30'
Acorn Boulevard/Oak Leaf Road	Westview Drive to US 31	Local	Minor Collector	50'
CR 125 S	S. Ninevah road to CR 50 E	Local	Minor Collector	25' - 30'
CR 50 E	CR 50 E to CR 100 S	Local	Minor Collector	30'
CR 100 S	Centerline Road to CR 50 E	Local	Minor Collector	30'
Centerline Road	SR 44 to CR 100 S	Local	Minor Collector	30'



# DEVIATIONS FROM FUNCTIONAL CLASSIFICATION MAP



## RIGHT-OF-WAY STANDARDS

An important function of the thoroughfare plan is to establish right-of-way requirements and standards for the classified thoroughfares in the city. Providing the designated right-of-way allows for the roadway to not only include appropriate design elements for vehicular transportation, but also account for pedestrian and bicycle facilities, buffer zones from traffic and inclusion of utility networks.

The Subdivision Control Ordinance for Franklin already addresses right-of-way and design components for roadways within subdivisions in the city. However, those standards do not extend to all the thoroughfares within the city as identified in this plan. The standards identified within the Subdivision Control Ordinance were used as the starting point and basis for the standards presented in this plan.

It should be noted that the standards below are minimum design standards. The city may require increased standards if necessitated by local conditions.

Table G: Right-Of-Way Requirements			
	No. of Lanes	Minimum Right-of-Way	
		Urban	Suburban
Major Arterial	2-4	70'	110'
Minor Arterial	2-4	70'	100'
Major Collector	2	60'	70'
Minor Collector	2	50-60'	60'
Local Road	2	50'	50'

## CONTEXT ZONES

The approach to roadway and street design is not the same as it was 15 or 20 years ago. It is now recognized that a major roadway, if designed properly, will look and function much differently in an urban center than in the rural landscape outside the city. Roadways and transportation networks should change their appearance and primary function as they move through a city. As the built and environmental context around a road changes, so should the design of the road. The road should respond to density, residential neighborhoods and commercial centers.

To further considerations of contextual design, two context zones have been identified for the city of Franklin to allow for flexible design standards.

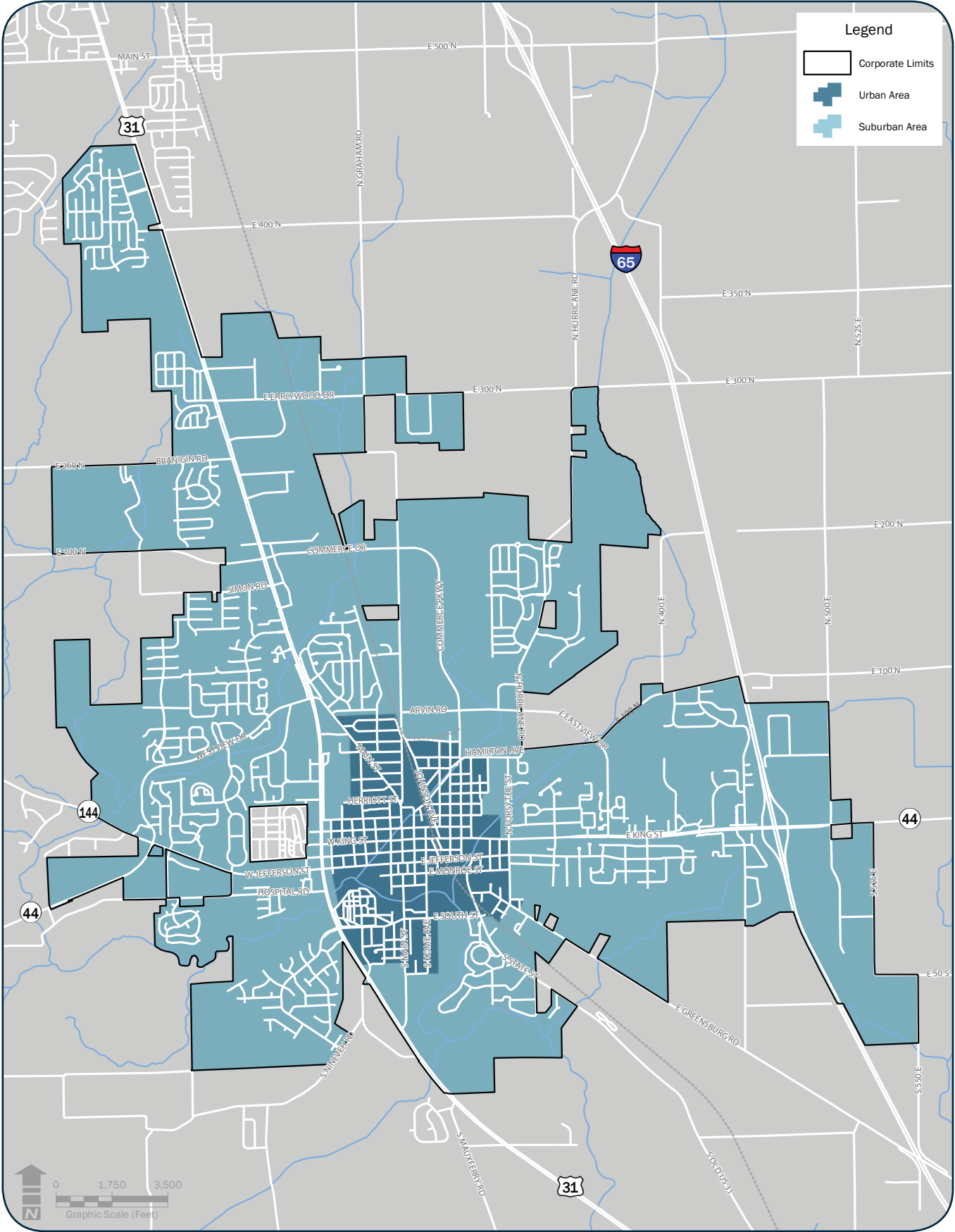
### URBAN CONTEXT ZONE

This area is the heart of Franklin and includes the downtown and the historic neighborhoods and development surrounding the downtown. Right-of-way within this zone is constrained with very little room for any expansion. This zone also contains two- to three-story buildings which comprise the historic downtown of Franklin. Buildings and homes are typically built right up to the right-of-way line or with minimal setback with on-street and rear oriented parking options. Pedestrian connectivity is critical within this zone.

### SUBURBAN CONTEXT ZONE

This zone is comprised of the majority of the remaining developed portions of Franklin, including residential neighborhoods. Commercial development is typically setback from the edge of the road with parking in front, unlike the downtown core. Housing types and densities are mixed within this zone.

## CONTEXT ZONE MAP



FLEXIBLE DESIGN STANDARDS

Today’s transportation networks must take into account much more than just how best to accommodate the automobile and vehicular traffic. As evidenced by the public input response, alternative modes of transportation such as walking and bicycling are becoming more and more important to transportation networks, especially those within cities.

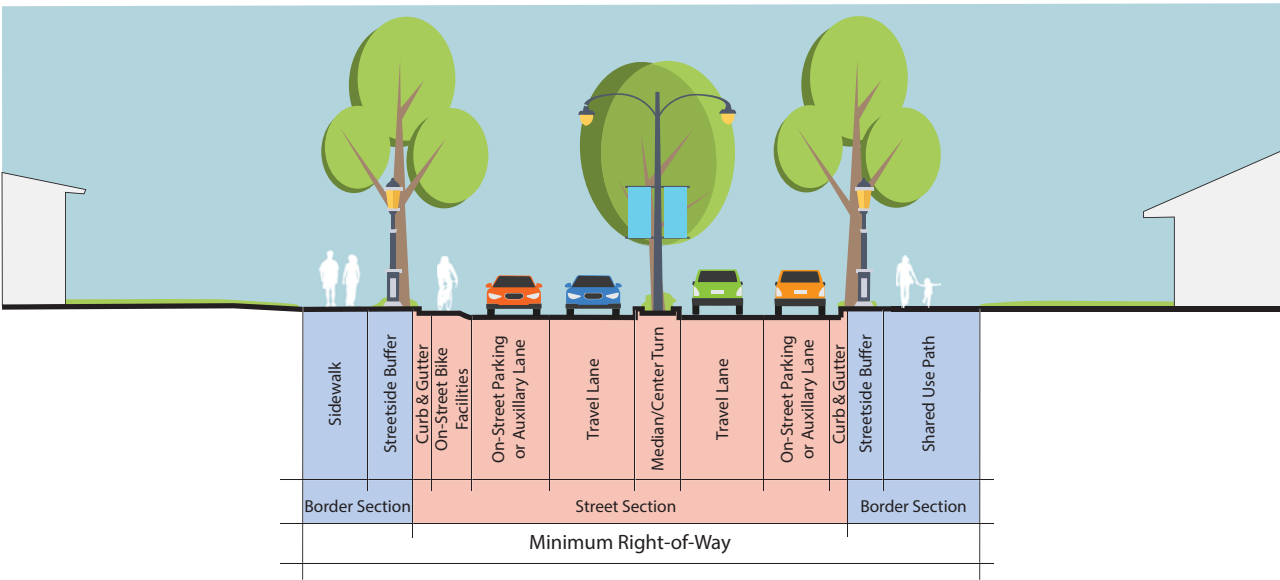
As described previously, a major roadway will function and appear different in a downtown commercial center than in a suburban residential area. Unfortunately, traditional roadway standards and sections do not always account for other users and these context sensitive variations.

The flexible design matrix presented in Table H provides flexible design standards for major thoroughfares in the city of Franklin according to the previously described context zones. This allows each roadway to be designed, built and updated in a way that responds to the surrounding environmental context and addresses the needs of varied users of the transportation network.

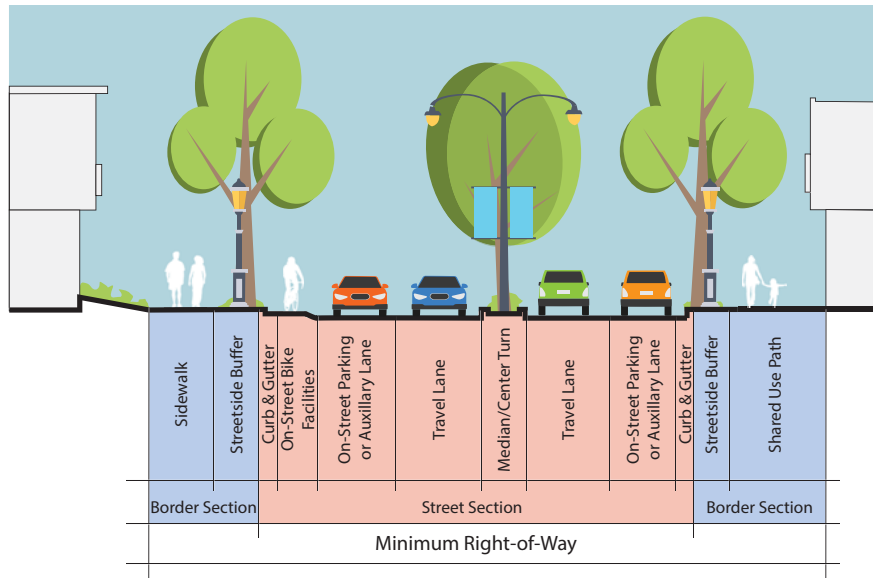
The table is broken into key components, as listed below and illustrated in the two images on the following page.

- Right-of-way
- Border section
- Street section
- On-street bike facilities

ELEMENTS OF AN STREET IN SUBURBAN CONTEXT ZONE



## ELEMENTS OF AN STREET IN URBAN CONTEXT ZONE



**Table H: Flexible Design Matrix**

	Major Arterial		Minor Arterial		Major Collector		Minor Collector		Local
	Urban	Suburban	Urban	Suburban	Urban	Suburban	Urban	Suburban	Urban / Suburban
Minimum Right of Way	70'	110'	70'	100'	60'	70'	50'	60'	50'
Border Section									
Sidewalk Width	8' min.	6' min.	6' min.	6' min.	5' min.	5' min.	5' min.	5' min.	5' min.
Shared Use Path Width (opt.)	8' min.	8' min.	8' min.	8' min.	8' min.	8' min.	8' min.	8' min.	8' min.
Streetside Buffer Width	5' min.	8' min.	5' min.	8' min.	5' min.	5' min.	5' min.	5' min.	5' min.
Street Section									
Travel Lanes	2-4	2-4	2-4	2-4	2	2	2	2	2
Travel Lane Width	11' min.	12' min.	11' min.	12' min.	10' min.	11' min.	10' min.	10' min.	10' min.
Auxiliary Lanes (opt.)	11' min.	12' min.	11' min.	12' min.	10' min.	11' min.			
On-Street Parking (opt.)					7' min.	8' min.	7' min.	8' min.	8' min.
Medians (opt.)		6'-20'		6'-20'		2'-16'			
Center Turn (opt.)	14' min.	14'-16'	14' min.	14' min.	14'-16'	14'-16'			
Center Turn w/ Medians (opt.)		14'-20'		14'-20'		14'-16'			
Curb and Gutter	Vertical	Vertical	Vertical	Vertical	Vertical	Vertical	Vertical/ Rolled	Vertical/ Rolled	Vertical/ Rolled
Target Speed (MPH)	35	35-45	30	30-40	30	30-40	30	30	25
On-Street Bike Facilities (optional)									
Sharrow									Yes
Bike Lane							5'	5'	4'
Bike Lane (with on-street parking)							6'	6'	5'
Buffered Bike Lane			8'	8'	8'	8'	8'	8'	
Protected Bike Lane	11'	11'	11'	11'	11'	11'			

**Note:** Sidewalks and/or shared use paths to be installed on both sides of a street  
 The horizontal gutter pan cannot be included in the required bike lane width  
 The horizontal gutter pan can be included in the required width for on-street parking



## PRIORITY COMPONENTS

While the standards presented in Table H represent ideal minimums for the given context, it is recognized that existing right-of-way constraints may make it impossible to fit every possible design component into every street section. For example, a major collector with an 80 feet of right-of-way will not accommodate two lanes of traffic, two bike lanes, a center median/center turn lane, off-street parking on both sides of the street, a sidewalk, a multi-use path, and a wide streetside buffer. Some of these design components have to be prioritized above others.

Table I below identifies design components that may have differing priorities depending on the type of thoroughfare designation and context zone. Higher priority components are more appropriate for the thoroughfare designation, while lower priority elements may be relinquished in cases of constrained or insufficient right-of-way. This table, in conjunction with the standards in Table H should be used to determine appropriate roadway standards when existing right-of-way or other site constraints prevents full implementation of the standards.

Table I: Priority Components				
	Major and Minor Arterials		Major and Minor Collectors	
	Urban	Suburban	Urban	Suburban
<b>Street Section (curb to curb)</b>				
Number of Travel Lanes	Medium Priority	High Priority	Low Priority	Medium Priority
Width of Travel Lanes	High Priority	High Priority	Low Priority	Medium Priority
Vehicular Capacity	High Priority	High Priority	Medium Priority	Medium Priority
Accommodate Large Vehicles	Medium Priority	High Priority	Low Priority	High Priority
Medians	Low Priority	Medium Priority	Low Priority	Medium Priority
Bicycle Facilities	Medium Priority	Medium Priority	High Priority	High Priority
On-Street Parking	Medium Priority	Medium Priority	High Priority	Low Priority
<b>Border Section (curb to right-of-way line)</b>				
Wide sidewalks	High Priority	Low Priority	High Priority	Low Priority
Multi-use trails	Low Priority	Medium Priority	Medium Priority	High Priority
Site furnishings and amenities	High Priority	Low Priority	High Priority	Low Priority
Street trees	Medium Priority	High Priority	High Priority	High Priority
<b>Other Components</b>				
Access Management	High Priority	High Priority	Medium Priority	Medium Priority
Interconnected Streets	High Priority	High Priority	High Priority	High Priority

 High Priority
  Medium Priority
  Low Priority

## ROADWAY SECTIONS

### EXAMPLE SECTIONS

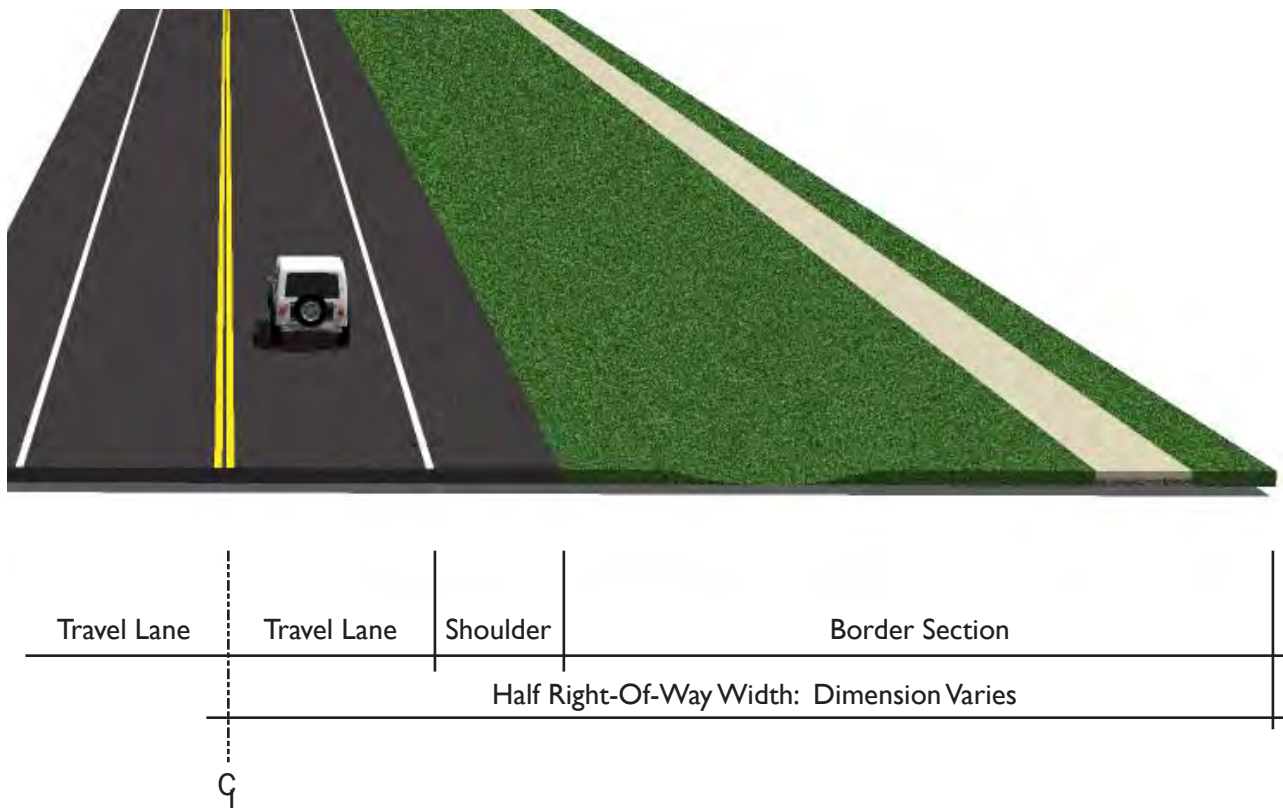
The sections on the following pages correspond to the flexible design standards from Table H on page 67. It is important to note that these sections are not meant to illustrate the typical or minimum required section. These sections illustrate some potential components of the table per each type of thoroughfare. Detailed dimensions have not been provided, except for the minimum right-of-way, which is an established standard as part of this plan. The city of Franklin construction design standards contain the minimum geometric design requirements for roadway construction in the city.

### INTERIM SECTION

It is recognized that the example sections illustrated on the following pages and described in the flexible design standards matrix may not always be feasible dependent on development pressures and fiscal constraints. The interim section illustrates how roadways may initially be constructed in a developing area that does not yet warrant the full section detailed in this plan.

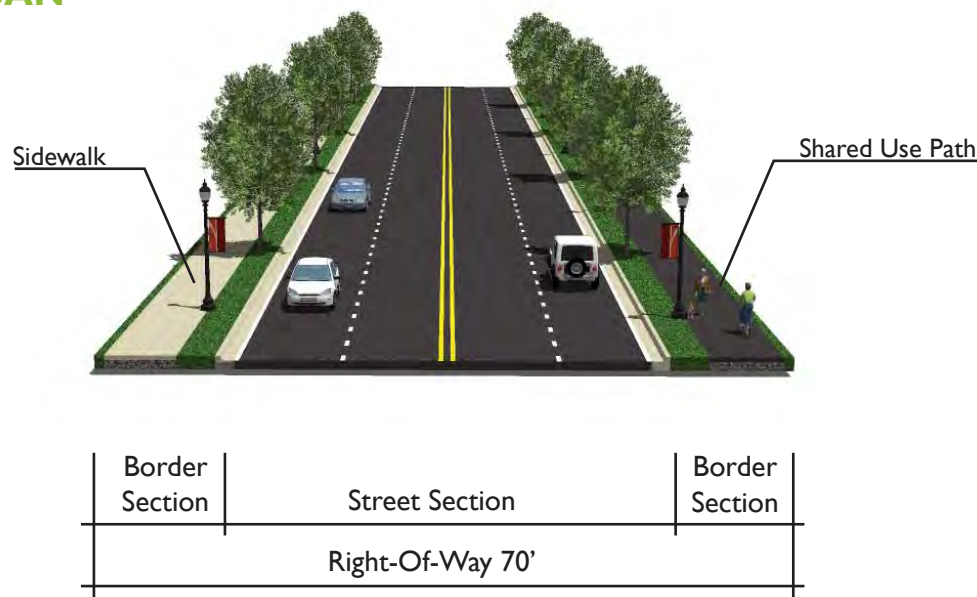
This section essentially allows for temporary construction of a shoulder and drainage swale in lieu of a curb and gutter and stormwater infrastructure. However, this section still preserves the full right-of-way, to allow for the construction of the full section in the future. Pedestrian facilities, such as sidewalks or multi-use paths should also still be constructed in a manner which allows for future conversion of the roadways to the full recommended section.

### INTERIM ROADWAY SECTION

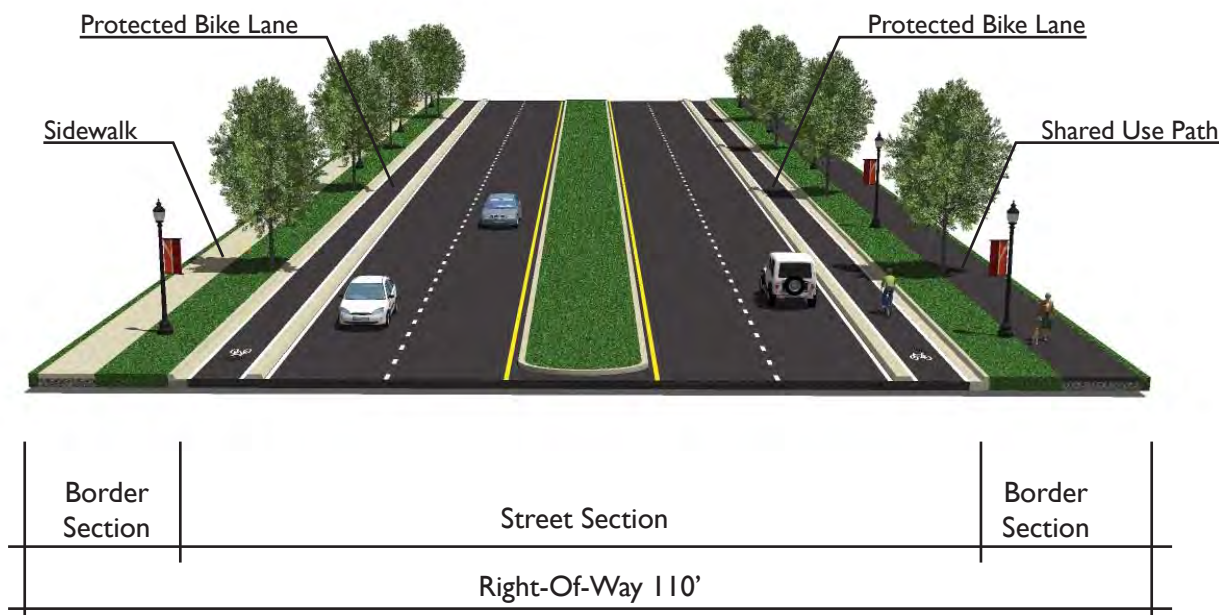


MAJOR ARTERIALS - EXAMPLES

URBAN

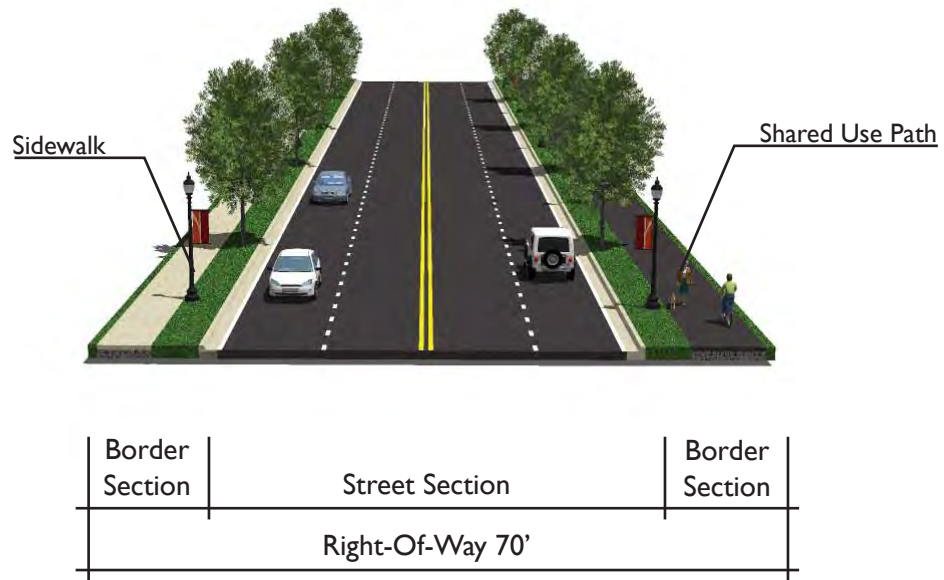


SUBURBAN

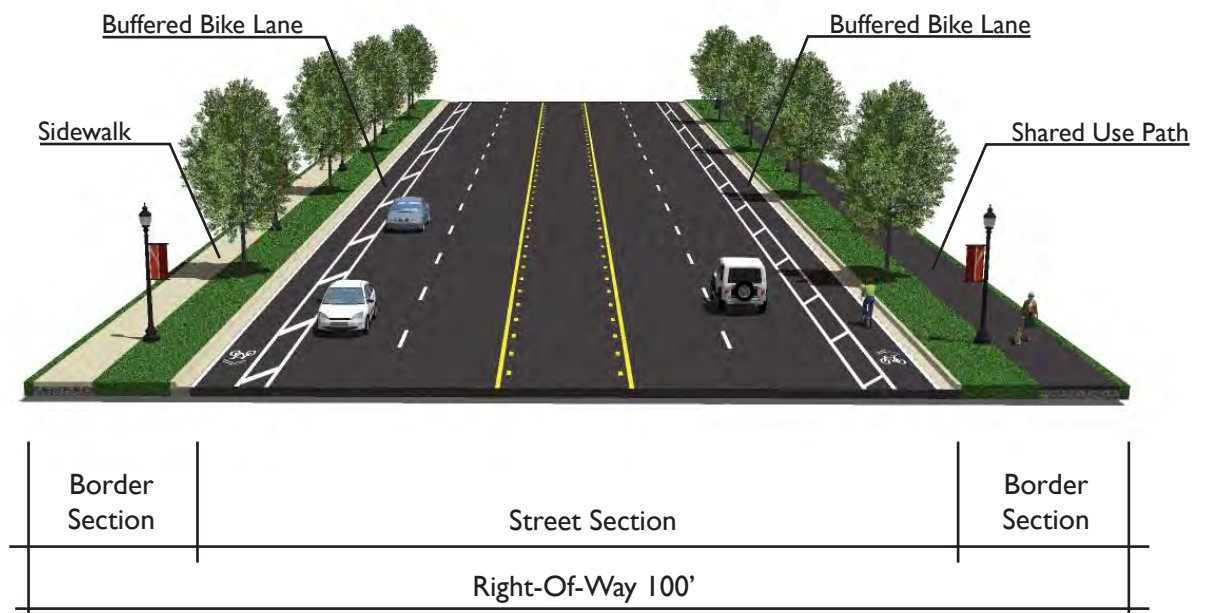


## MINOR ARTERIALS - EXAMPLES

### URBAN

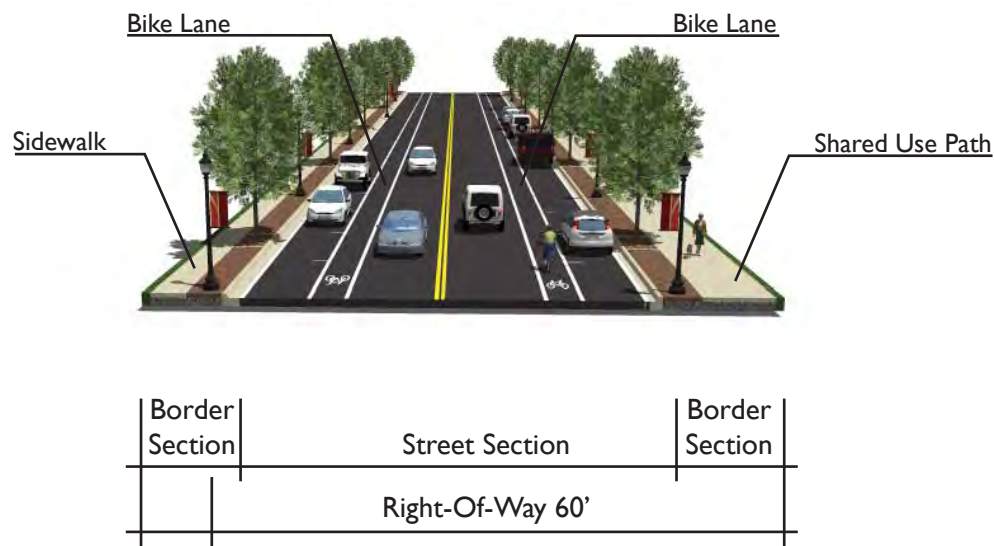


### SUBURBAN

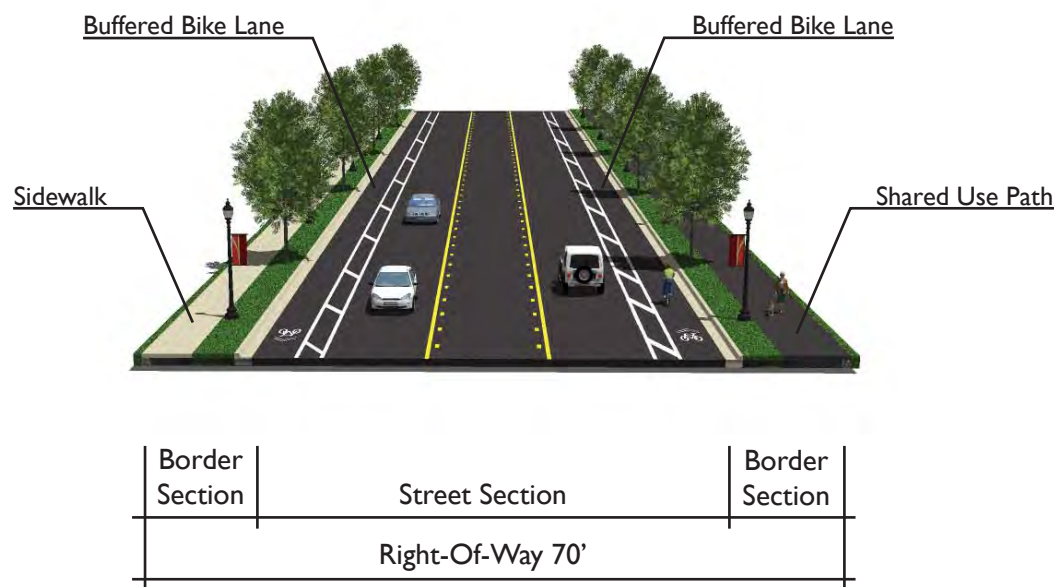


MAJOR COLLECTORS

URBAN



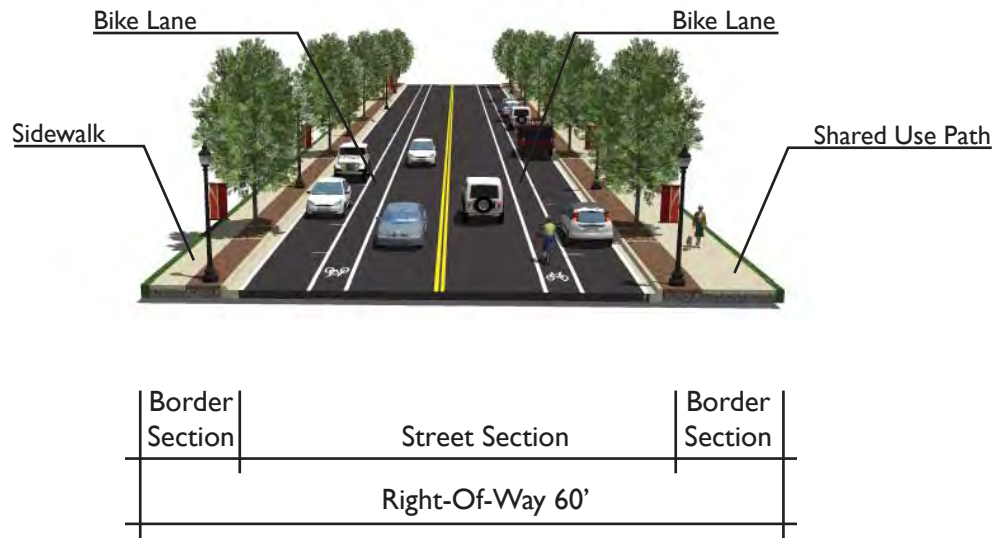
SUBURBAN



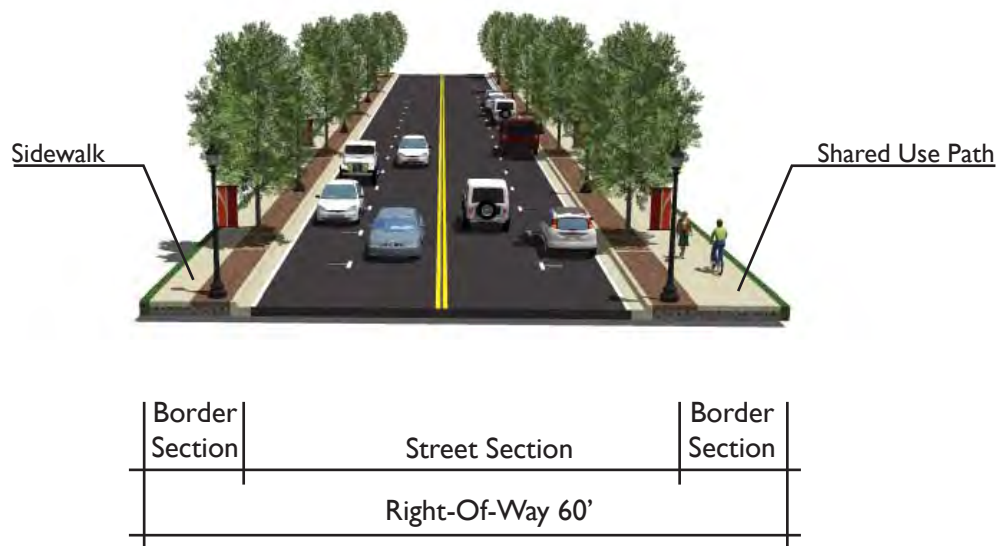


## MINOR COLLECTORS

### URBAN



### SUBURBAN



## POTENTIAL IMPROVEMENTS

Potential improvements for consideration by the city are listed based on evaluation of existing conditions, network analysis, input from the working group, input from stakeholders and review of previous plans. The improvements were then organized into three categories: short-term, medium-term, and long-term. Short-term improvements are those proposed within the next five to ten years, Medium-term improvements are those likely between 10 and 20 years, and long-term improvements are those likely beyond 20 years. Beyond physical improvements, policy changes were also identified.

The Implementation Section identifies some of those improvements as critical path improvements, which will have immediate impacts on the city, or set the stage for additional improvements.

## PASER ROADS WITH POOR RATING

During the development of Franklin's thoroughfare plan, the current Pavement Surface Evaluation and Rating (PASER) for city roads was reviewed. The evaluation was completed in 2017. As part of this evaluation, a maintenance plan was also proposed through 2021 with specific roads targeted for maintenance each year to improve their PASER rating. Roads which had a PASER rating of four or lower at the end of this maintenance plan period, and which are also proposed as main thoroughfares were identified and illustrated in Table J. A rating of four or lower indicates roads in poor condition.

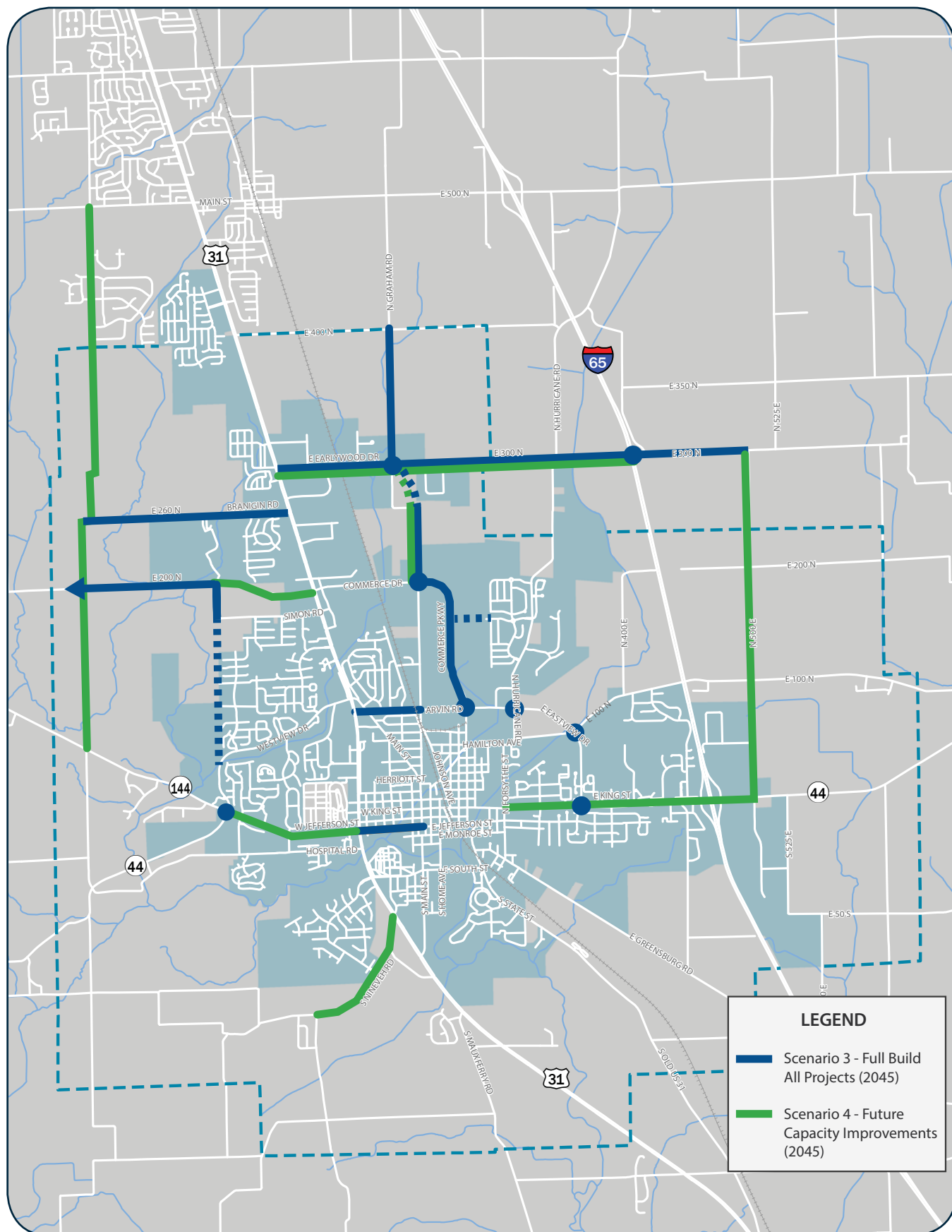
## IMPROVEMENTS IDENTIFIED THROUGH NETWORK MODELING ANALYSIS

Chapter three described the modeling analysis performed as part of this plan. The graphic on the following page highlights the location of improvements utilized within the modeling analysis. These improvements have been incorporated into the short, medium and long-term lists on the following pages as appropriate.

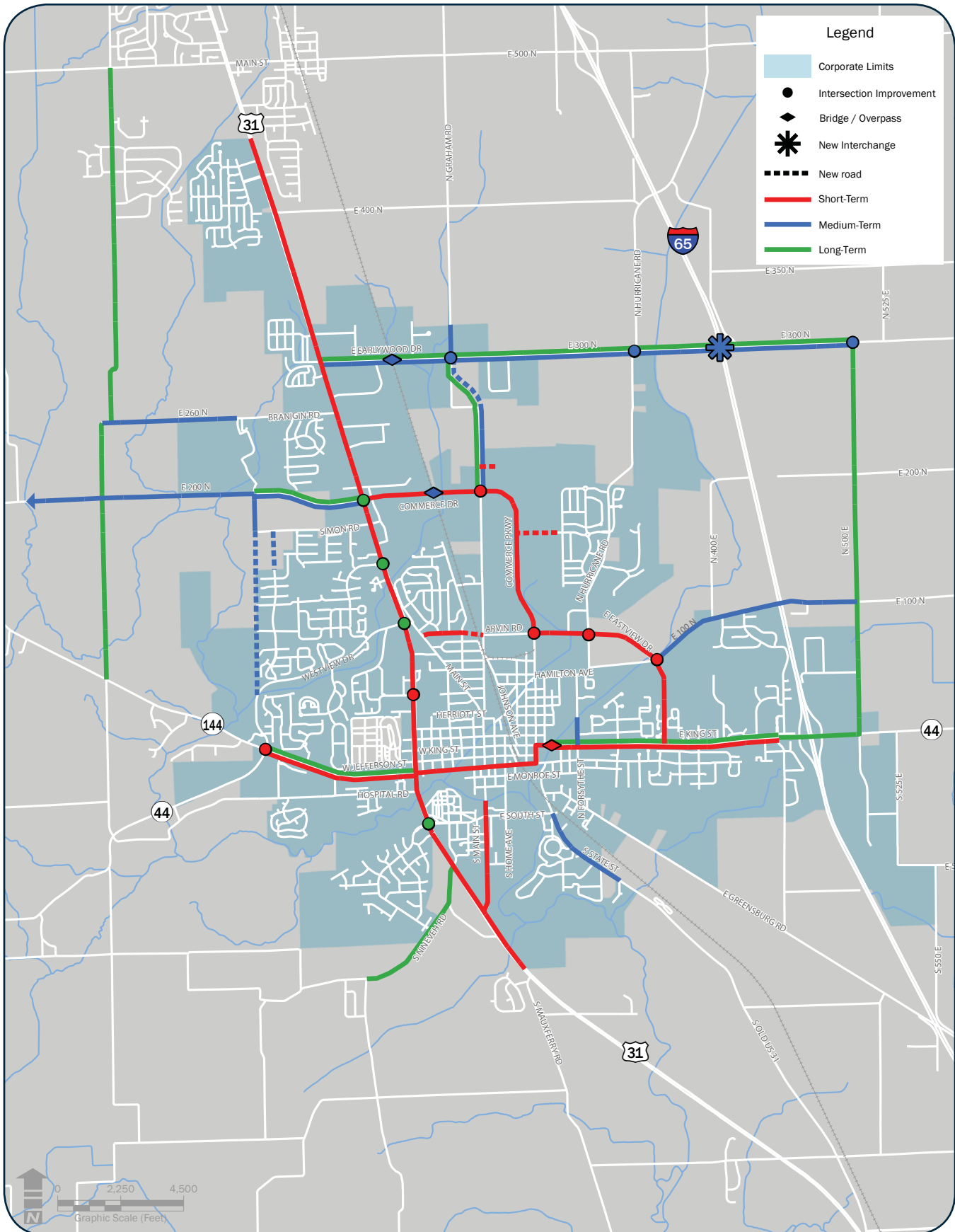
**Table J: Low PASER Thoroughfares - 2022**

Roadway	Location	Proposed Thoroughfare Designation
CR 200 N	Portions west of US 31	Minor Arterial
CR 260 N/Branigin Road	West of Cumberland Drive	Major Collector
CR 300 N/Earlywood Drive	East of Hudson Street	Minor Arterial
CR 100 N/Upper Shelbyville Rd.	East of Eastview Drive	Major Collector
Paris Drive	North of St. Andrews Drive	Major Collector
CR 500 E	North of McClain Drive	Major Collector
Yandes Street	North of Bennett Street	Major Collector
Acorn Road	Between Ebony Lane and Cobra Drive	Major Collector
Cumberland Drive	Between Branigin Road and Simon Road	Major Collector
Jefferson Street	Between Morning Drive and Milford Drive	Major Collector

## PROPOSED IMPROVEMENTS PER MODELING ANALYSIS



## RECOMMENDED COMPREHENSIVE IMPROVEMENTS



### SHORT-TERM IMPROVEMENTS (0-7 years)

- Reconstruction of Jefferson Street between US 31 and Forsythe Street, including pedestrian facilities
- Reconstruction of King Street between Forsythe Street and Fairway Lakes Drive, including pedestrian facilities
- Reconstruction of East Jefferson Street bridge at Hurricane Creek
- Intersection improvements including a roundabout at Eastview Drive and Upper Shelbyville Road
- New roadway to service Linville Business Park off of Graham Road north of Commerce Parkway
- Extension of Brookhaven Drive between Bridlewood Drive and Commerce Parkway
- Intersection improvements including a roundabout at Arvin Drive and Commerce Parkway
- Reconstruction of South Main Street between Young's Creek bridge and US 31, including pedestrian facilities
- Intersection improvements, including a roundabout at Jefferson Street and Westview Drive
- Intersection improvements, including a roundabout at Graham Road and Commerce Drive
- Extension of Arvin Drive between Graham Road and Younce Street
- Improve capacity of Commerce Parkway between Arvin Drive and Graham Street
- Congestion mitigation along US 31 within city limits in partnership with INDOT
- Pedestrian improvements at Mallory Parkway and US 31

- Urban trail and pedestrian improvements along West Jefferson Street between Westview Drive and the Johnson County Fairgrounds
- Pedestrian trail along Eastview Drive, Arvin Drive and Commerce Parkway

### MEDIUM-TERM IMPROVEMENTS (7+ years)

- New I-65 interchange at CR 300N
- Improve capacity of Earlywood Drive/CR 300 N between I-65 and US 31, including roundabouts at Graham Road and Hurricane Road
- Improve capacity of Earlywood Drive/CR 300 N between I-65 and CR 500 E, including roundabout at CR 500 E
- Improve capacity of Graham Road between Commerce Drive and Earlywood Drive
- Realign Graham Road on the north and south of Earlywood Drive
- Extension of CR 100 E between CR 200 N and Westview Drive
- Improve capacity of CR 200 N between SR 144 and US 31
- Provide grade-separated railroad crossing at Earlywood Drive
- Provide grade-separated railroad crossing at Commerce Drive
- Provide pedestrian improvements along Forsythe Street between Franklin Greenway Trail and King Street
- Provide pedestrian improvements along State Street/Old US 31 between Wilson Way and South Street
- Improve roads identified in Table J, Low PASER Thoroughfares - 2022



## LONG-TERM IMPROVEMENTS (20+ Years)

- Add lanes on King Street from Forsythe Street to Bartram Parkway
- Add lanes on Jefferson Street from US 31 to Westview Drive
- Add lanes on Commerce Drive from CR 100 E to US 31
- Add lanes on Jim Black Road from SR 44 to Upper Shelbyville Rd
- Add lanes on Nineveh Road from city limits to US 31
- Upgrade CR 500 E from Upper Shelbyville Rd to 300N
- Create safe pedestrian crossings and facilities to destinations along US 31
  - Main Street
  - Commerce Drive
  - South Street
  - Acorn Road
  - Mallory Parkway

## FUTURE CONCEPTS FOR FURTHER CONSIDERATION:

- Freeway upgrade on US 31 (similar to SR 37 Fishers/Noblesville project)
- A west bypass by implementing a significant upgrade (4 lanes) on Centerline Road from SR 44 to Whiteland Road
- If a west bypass created, also add a connector to US 31 from Centerline Road

## RECOMMENDED POLICY

- Update INDOT roadway classifications as needed to ensure funding eligibility for future roadway projects
- Pursue discussions with INDOT regarding a future interchange at CR 300 N/ Earlywood Drive. Future actions may include a feasibility study and an interchange justification study
- Update city ordinances to reflect the language and standards set forth in this plan
- Evaluate adopting traffic impact fees
- Update city ordinances to require traffic impact studies according to the thresholds and standards of the Indiana Department of Transportation's Applicant's Guide to Traffic Impact Studies
- Create a complete streets ordinance
- Develop a bike and pedestrian plan, incorporating the trail network as a component
- Develop a sidewalk inventory and improvement plan
- Evaluate a formal access management policy for US 31, Earlywood Drive, King Street, CR 500 E and CR 200 N
- Evaluate a formal access management policy for the truck route, including Eastview Drive, Arvin Drive, Commerce Parkway and Commerce Drive
- Pursue discussions with CSX regarding grade separated rail crossings at Commerce Drive or Earlywood Drive
- Evaluate intersection improvements at Cincinnati Street/Johnson Avenue/Ohio Street
- Amend the future land use map in the comprehensive plan

5



**ECONOMIC IMPACT**

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## INTRODUCTION

When evaluating the impact of infrastructure improvements within the area many considerations must be taken into account. These include future travel times, traffic volumes, traffic safety, congestion expectations and impacts to multi-modal travel methods. One other area of interest, however, is the impact that future transportation networks and growth projections will have on the economic conditions of the community. Some of those economic impacts relate directly to planned transportation improvements within the community. Others are related to the projected growth which is a foundational component of the transportation modeling which helps determine what future transportation improvements will be needed to provide an effective transportation network for the community.

This chapter begins to look at both the direct economic benefits of different transportation network scenarios outlined in this study and the projected growth model that informed those scenarios. The direct benefit analysis includes a benefit-cost analysis related to travel time, vehicle costs and direct regional economic impact related to those savings. The growth model analysis is based on the Indianapolis Metropolitan Planning Organization's regional growth model that identifies future population and job growth which allows for a projection of the types and sizes of buildings that may be constructed in the future. Ultimately each of these components examine the effect that transportation policy, programming, projects and activities will have on the overall economy for the Franklin area. These impacts were part of the rationale for the recommendations developed as part of this plan.

## BENEFIT-COST ANALYSIS

A benefit-cost analysis examines the effect of a transportation policy, program, project, activity or event on the economy for a given area. The focus of analysis can range from a project-level, a metro area or state level. For the Franklin Thoroughfare Plan an economic impact analysis for scenarios containing bundles of roadway projects has been performed. Benefit-cost analysis differs from economic impact analysis in that it also accounts for non-economic benefits for system users (such as the effects on personal travel time savings, safety and improvements in the quality of life). For the city of Franklin, we have adapted INDOT's Major Corridor Benefit Analysis System (MCIBAS) to provide both an economic impact and benefit-cost analysis resource that can be used to inform decision makers during the planning process. A growing number of transportation agencies are making use of economic analysis in the decision-making process. The hope is that Franklin can use this information at each stage in the transportation planning and decision-making process:

- Vital information for public policy discussions
- Vision, performance measures, performance targets and other strategic planning
- Identification of project needs, selection and prioritization through the MPO's planning process
- Competition for INDOT funding, TIGER grants
- Project-level analysis for determining the most feasible and effective alternatives

## INDIANA'S MCIBAS SYSTEM

Under INDOT's MCIBAS system, user benefits that accrue over the useful life of a project are used to offset cost estimates of infrastructure improvements. Descriptions of long-term benefits, cost-effectiveness and business attraction potential provide model users the ability to evaluate project concepts as a focused set of investments supporting transportation and the Indiana economy. The analysis methodology uses various components of the Major Corridor Investment Benefit Analysis System (MCIBAS). These include a travel demand model (developed for Franklin), NET\_BC, and REMI (an economic model). The MCIBAS system has evolved into a sophisticated, but user-friendly, Excel spreadsheet application. The system works as described on the following page.



## INDIANA'S MCIBAS MODELING DETAILS

- Travel demand model outputs, indicating miles of travel and hours of travel by autos and trucks and trip purpose are used to monetize travel time, operating, accident and vehicle emissions costs.
- Costs (time, operating, accident and emissions) grow as more traffic is generated from new land development. This represents a growing stream of “roadway user” costs into the future.
- The impact of the traffic growth depends on the roadway network capacity added for each scenario. So, scenarios with more roadway capacity will result in less congestion (fewer vehicle hours per vehicle miles traveled) and potentially lower costs for the users.
- The stream of costs for each scenario is compared against the stream of costs for the no-build scenario. The difference between the cost streams represent a “user benefit” when the cost of a build scenario is less than the cost of no-build. The cost streams use a 25 year window.
- User benefits (time, operating, accident and emissions) are split into three categories based on mode: truck, business automobile, and non-business automobile. MCIBAS is especially sensitive to impacts on trucking, since these are direct business costs. The user benefits are also represented as a stream of benefits into the future.
- The user benefits for commercial trip purposes (truck and business auto) are assigned to specific economic sectors based on each industry classification’s sensitivity to transportation costs (manufacturing is more sensitive to transportation costs than medical services) and passed into the Indiana REMI model.
- The REMI model is a sophisticated input-output model that considers the industry structure of a particular region, as well as transactions between industries. Changes that affect industry sectors that are highly interconnected to the rest of the economy will often have a greater economic impact than those for industries that are not closely linked to the regional economy.
- The REMI model output reveals changes in gross regional product, real personal income, and employment for a given network scenario. These are the long-term economic impacts of each of the network scenarios. It should be noted that the economic impacts are regional, so a set of projects in Franklin may benefit the wider region and entire impact will not be in solely Franklin.
- With respect to the employment impact, employment is in terms of job-years, defined as full employment for one person for 2080 hours in a 12-month span. The terms “jobs” and “job years” are used interchangeably in terms of economic modeling. So, a gain of one long term job that lasts 25 years is 25 job-years. Because this may be confusing, we also express this in terms of annual average jobs, which in our example would be one job.
- Construction jobs created directly by the roadway projects are not included in the analysis because they have a very short-term impact.
- In the final step of MCIBAS, the economic impact, combined with direct user benefits, is compared against the project costs for a given scenario, providing a benefit-cost ratio and a net present value.

## GENERAL SUMMARY OF RESULTS

MCIBAS output results for the roadway scenarios tested as part of the Thoroughfare Plan are shown below. Selected economic analysis results are also summarized within each scenario result summary. The benefit-cost ratios are highly dependent on the estimated project costs and the timing of the expenditures. For this analysis, only rough project costs were estimated and it is likely that these will change when a more detailed cost estimate is generated. Costs and benefits are both discounted to 2015 (using a 7 percent discount rate recommended in FHWA guidance) so benefits occurring in distant years will be significantly discounted.

The main conclusion that can be drawn from the analysis is that the roadway scenarios or combinations of scenarios are all viable (benefit/cost ratio greater than one) and economically beneficial to the region. Typically, any roadway improvement scenario where the benefit/cost ratio is higher than 2.0 is considered to be an outstanding public investment. All scenarios considered for the thoroughfare plan exceed this threshold. Scenario 3 emerges with the highest benefit-cost ratio and economic impact, but Scenario 4 has the most overall benefit. It should be noted that all of Scenario 3 projects are included in Scenario 4, and the additional projects included in scenario 4 are assumed to be built near the end of the analysis period. Thus, the standing of Scenario 4 would likely improve if the analysis was expanded to 35-40 years instead of 25.

Table K: Franklin Thoroughfare Plan Model Scenarios Benefit-Cost Analysis Summary					
		Network Scenario			
		1	2	3	4
<b>Costs</b>					
	Estimated Scenario Project Costs	\$29.64	\$33.88	\$63.52	\$130.73
<b>Benefits</b>					
	Time Savings	\$64.51	\$71.39	\$138.61	\$190.05
	Operating Cost Savings	\$14.48	\$37.04	\$52.55	\$40.28
	Accident Cost Savings	\$11.43	\$12.79	\$24.70	\$23.34
	Emissions Cost Savings	\$4.71	\$6.52	\$11.45	\$11.02
	Economic Impact	\$44.59	\$35.02	\$81.20	\$86.34
	Total Benefit	\$139.71	\$162.75	\$308.51	\$351.04
<b>Benefit-Cost</b>					
	Ratio (benefit/cost)	<b>4.71</b>	<b>4.80</b>	<b>4.86</b>	<b>2.69</b>
	Net Present Value (benefit minus cost)	\$110.07	\$128.87	\$244.99	\$220.31
<b>Regional Employment Impact</b>					
	Job-Years (25 year total)	1,496	1,051	2,598	2,467
	Average Annual Job Gain over no-build scenario	60	42	104	99

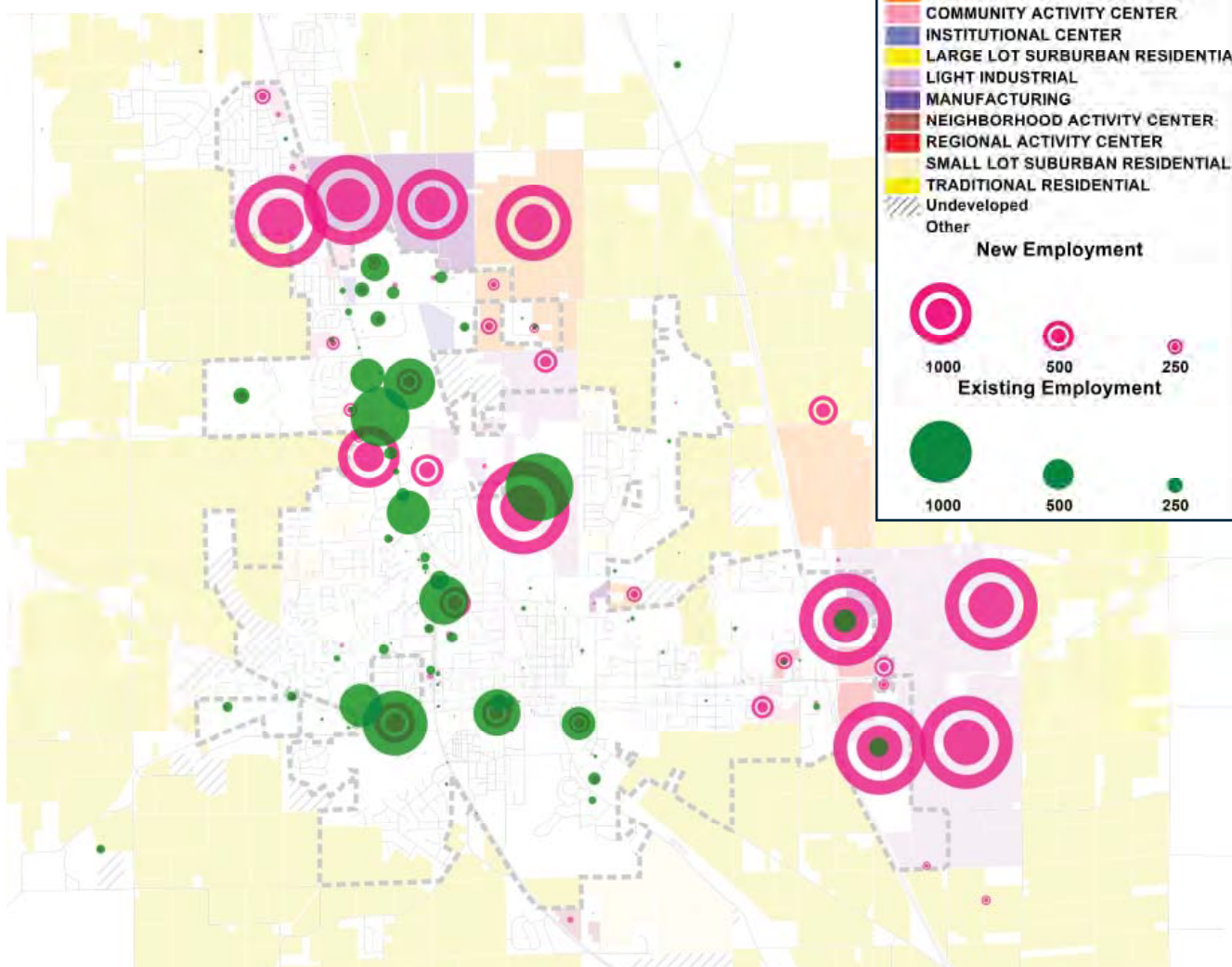
Note: all benefits and costs are expressed as the net present value (millions in 2015 dollars), unless noted otherwise.

## PROJECTED GROWTH MODEL

The Indianapolis Metropolitan Planning Organization (MPO) serves as the regional transportation planning agency for Indianapolis and the surrounding suburban communities (including the city of Franklin). The MPO, as part of its ongoing planning efforts, maintains a growth model for the region that looks at, among other things, projected population and employment growth. These growth projections served as one of the main base assumptions of the modeling work that was completed as part of this study.

In analyzing the MPO's projected employment growth over the 2045 period, there are certain geographic areas that are anticipated to experience the majority of this anticipated growth. Locations of anticipated growth are identified by the red target areas on the Employment Growth 2015-2045 graphic below. Each of the red target areas identifies the magnitude of growth related to the relative geographies on the map. Projected employment growth data was gathered as part of the overall modeling effort which is outlined in further detail in Section 3.

## EMPLOYMENT GROWTH 2015-2045



Please refer to the Travel Demand Model technical memorandum for more details on the allocation process and results.

These areas are related to each other geographically in a manner that allows for the identification of four general employment growth areas within and around the city of Franklin. These areas are identified in the Economic Growth Areas graphic on page 87. Future land uses for these areas are determined by the Long-Term Future Land Use Map from the 2013 Franklin Comprehensive Plan on page 88.

**Growth Area A** includes the area of US 31 around Earlywood Drive. The area primarily contains retail and office development. Much of this area is currently located within the corporate limits of the city of Franklin. However, there are areas north of the corporate limits around CR 400 N which are also included in this boundary. The long-term future land use map identifies the desired future land uses in this boundary as commercial uses along the US 31 corridor and manufacturing uses further east of the US 31 corridor.

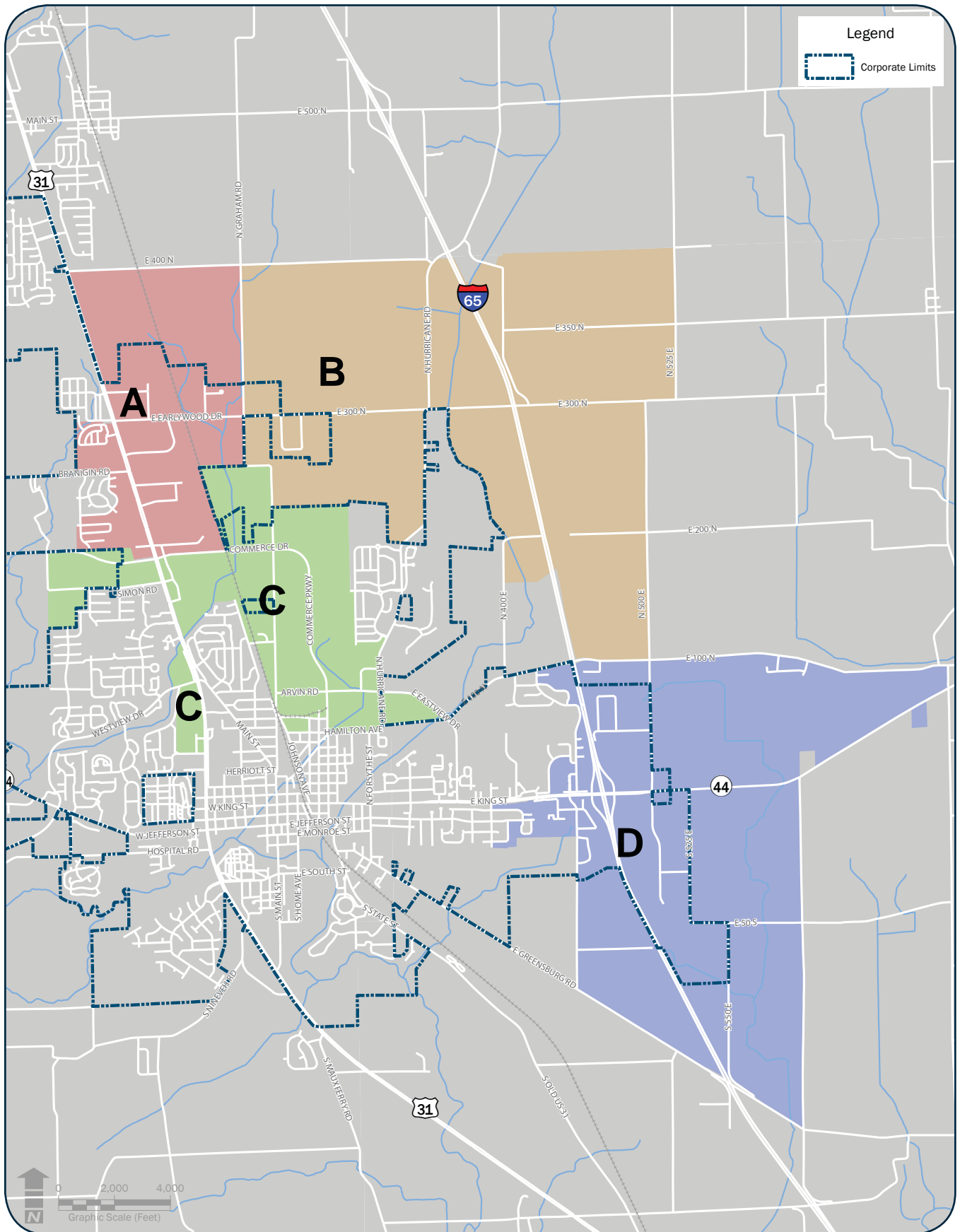
**Growth Area B** includes areas primarily outside the current corporate limits of the city of Franklin. These areas include the northern Interstate 65 corridor as well as projected industrial growth north of the corporate limits along Hurricane Road and CR 300 N. This area is influenced by the Whiteland Road interchange on Interstate 65. It is also influenced by the additional interchange that has been modeled at part of this analysis at CR 300 N. Based on the positive impacts that this potential interchange has on the overall traffic patterns within Franklin, it has been recommended that the addition of this interchange be pursued as a long-term strategy. It is projected that employment growth will occur in areas both east and west of Interstate 65. The western part of this growth area is identified in the comprehensive plan as a mix of office and light industrial areas in the future. The majority of this area, however, falls outside of the area currently contained within the Long-Term Future Land Use Map.

**Growth Area C** looks at the area primarily along the central part of US 31 within corporate limits as well as the existing office and industrial development along Commerce Parkway. There are parts of this area that are outside the current corporate limits, however, the majority of this property exists within the current boundaries of Franklin. The Long-Term Future Land Use Map identifies the area east of US 31 as commercial and those west of US 31 as a blend of office and light manufacturing.

**Growth Area D** is centered around the existing State Road 44/King Street interchange along Interstate 65. It includes the existing mix of uses west of the current interchange as well as the existing and projected growth area east of the current interchange. This is the most diverse of the areas regarding projected long-term future land use in the comprehensive plan. The area around the interchange is projected to be a mix of retail and office uses. The southwest part of the area is identified as residential. The east side of the interstate is mostly light industrial but the eastern most parts of the area are identified as agricultural.



## ECONOMIC GROWTH AREAS





## LONG-TERM FUTURE LAND USE MAP (2013 COMPREHENSIVE PLAN)

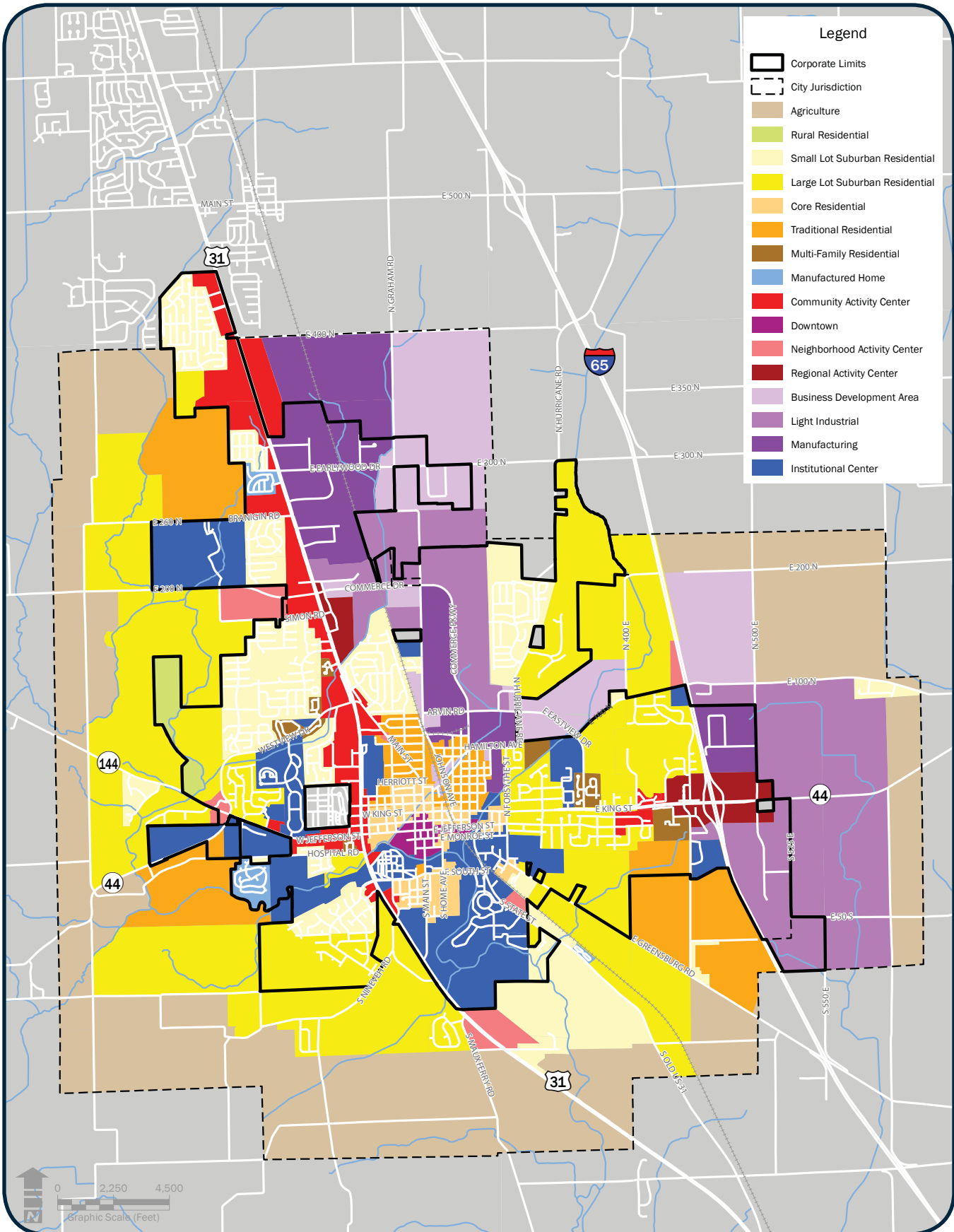


Table L identifies the MPO's projected employment growth within these growth areas between the base year of 2015 and the future interval years of 2035 and 2045. The job growth is broken down by three job type classifications: retail, service and basic. Retail includes the variety of retail sales uses. Service includes commercial services as well as associated office uses including front office manufacturing uses. Basic jobs generally include industrial and light manufacturing uses.

The table identifies that significant growth is anticipated between 2015 and 2035, however, an even greater growth rate is projected between 2035 and 2045. Several factors likely influence the reasoning behind these projections.

One significant factor is the expected continued growth of central Indiana overall. Growth within the region has been significant over the past 40 years, but this growth has not been evenly distributed geographically. A significant amount of this growth has occurred in the northern part of the region. From 1970 to 2016, Hamilton County has grown by over 260,000 people. Marion County has grown by nearly 150,000 people. Hendricks County has grown by approximately 106,000 people and Johnson County has grown by nearly 100,000 people. While slower than other areas, there has been a significant amount of growth within Johnson County. It is worth noting that in 1970 the population of Johnson County was higher than that of Hamilton County. As the region continues to grow in the future, it is possible that annual growth rates as a percent of total population in some regional counties may even outpace Hamilton County. This potential shift may be a result of changing market conditions and demands, more limited development opportunities north of Indianapolis, the cost of development relative to areas around the metro area or the nature of development constraints within areas around the region.

Table L: Projected Future Employment (Based on MPO Growth Model)												
Growth Area	Basic Employment			Retail Employment			Service Employment			Total Employed		
	2015	2035	2045	2015	2035	2045	2015	2035	2045	2015	2035	2045
A	1754	2398	4086	66	157	351	259	527	975	2079	3082	5412
B	137	220	443	0	0	0	10	726	1841	147	946	2284
C	1023	1393	2368	165	394	887	67	940	2312	1255	2727	5567
D	569	1460	3764	177	759	2004	39	1369	3446	785	3588	9214
<b>Totals</b>	3483	5471	10661	408	1310	3242	375	3562	8574	4266	10343	22477

As it relates to non-residential growth, there are several factors which will likely influence the speed and nature of regional development in the future. These can include, but are not limited to; consumer preferences, changing service and product delivery models, automation, advancement in technology and patterns of telecommuting. For this reason, it would be challenging to accurately project job growth 30 years into the future, especially at the local level. These projections remain appropriate for long-term infrastructure planning, especially at a regional level, but are more difficult to use in assessing short-term local community economic impacts. In utilizing projected employment growth for the purpose of assessing community economic impact, it is appropriate to limit the projection to a 10-year period. Table M annualizes the MPO's projected employment growth for 2035 to allow for a 2025 estimate to be created. This 10-year period has a greater likelihood of accurately identifying realistic employment growth patterns for the area around Franklin.

Knowing the projected employment growth for the area, it is possible to translate jobs into potential building square footage for each employment category. In order to do this, a combination of logarithmic equations and average rate multipliers identified in The Institute of Traffic Engineers Trip Generation Manual were utilized. This manual relates daily traffic data for individual use types to the number of employees and the square footage of specific developments and buildings. Table N identifies this translation of employment numbers into an estimated potential building square footage. It is important to note that these are estimates based on estimated data. For this reason, the actual building construction may differ greatly from this projection over the next ten years. Table N is intended only to create an understanding of the potential order of magnitude of construction that might be expected based on the estimated employment growth.

Table M: Estimated 10 Year Employment Growth Projections (2015 to 2025)				
Growth Area	Basic Employment	Retail Employment	Service Employment	Total Employed
A	322	46	134	502
B	42	0	358	400
C	185	115	437	736
D	446	291	665	1402
<b>Totals</b>	994	451	1594	3039

Table N: Estimated 10 Year Non-Residential Building Square Footage Growth Projections (2015 to 2025)				
Growth Area	Basic Employment Square Footage	Retail Employment Square Footage	Service Employment Square Footage	Total Square Footage
A	193,000	22,000	40,000	255,000
B	25,000	0	107,000	132,000
C	111,000	56,000	130,000	298,000
D	267,000	141,000	200,000	608,000
<b>Totals</b>	596,000	219,000	478,000	1,293,000

Using these building square footages, some assumptions can be made about the order of magnitude of the assessed value that may be created as a result of this construction. These calculations are estimates only and take into account factors like base assessment rates. These do not factor in such items as depreciation factors, variable rate adjustments, potential tax abatement and other factors that can impact the actual rate applied for the purposes of creating assessment evaluations for taxing purposes.

Table O identifies the estimated real property assessment values that are related to the square footages identified in Table N. This analysis assumes that land values in the area are already factored into the existing assessed values for properties. This is likely not the case for areas that are not currently served by utilities or are currently used for agricultural purposes. While there will likely be an additional increase as a result of increases in land value based on future development, the majority of assessed value growth will be a result of construction improvements. For that reason, this analysis focuses on the real property improvements only. These estimates are included in Table O.

<b>Table O: Estimated 10 Year Non-Residential Assessed Value Growth Projections (2015 to 2025)</b>				
<b>Growth Area</b>	<b>Basic Employment Improvement Assessed Value</b>	<b>Retail Employment Improvement Assessed Value</b>	<b>Service Employment Improvement Assessed Value</b>	<b>Total Assessed Value</b>
<b>A</b>	\$8,694,000	\$1,760,000	\$2,613,000	\$13,067,000
<b>B</b>	\$1,120,000	\$0	\$6,981,000	\$8,102,000
<b>C</b>	\$4,995,000	\$4,480,000	\$8,512,000	\$17,987,000
<b>D</b>	\$12,028,000	\$11,280,000	\$12,968,000	\$36,276,000
<b>Totals</b>	\$26,838,000	\$17,520,000	\$31,073,000	\$75,431,000

#### *Notes and Assumptions*

*This is a working draft and all numbers are subject to change upon completed review.*

*Assessed Valuation numbers are based on a non-scientific assessment of typical per square foot assessed values of similar existing regional development types.*

*All numbers are based on projected development trends over the next 10 years. Actual development may vary significantly from these estimates based on a variety of factors including, but not limited to, changes in market conditions, development factors in other geographic locations that impact the area of study, the level of aggressiveness of development incentive including the expansion and provision of public utilities, financial incentive packages, etc.*

*Multipliers have been pulled from the assessment tables approved by the Indiana Department of Local Government Finance. They are intended to represent the value of a property based on what it could reasonably sell for in the current market. Assessment numbers identified in this plan are not intended to represent an actual construction cost for the proposed facilities.*

It is useful to compare the projected assessed valuation to the current assessed valuation for each growth area. Following is a list of the increase in assessed valuation in the 10-year period between 2015 and 2025, and the associated percentage increase over the base.

- Growth Area A - \$13,067,000 (12 percent)
- Growth Area B - \$8,102,000 (30 percent)
- Growth Area C - \$17,987,000 (14 percent)
- Growth Area D - \$36,276,000 (28 percent)

While Growth Area B is projected to have the greatest percentage increase over the base, the largest assessed value growth is by far within Growth Area D. Overall, within these areas, it is estimated that as much as \$75 million in assessed value growth may occur within the 10 year period based on the MPO's growth projections. This would represent a 19 percent overall assessed value increase within all growth areas.

Overall, if the projected employment growth numbers identified by the MPO become reality, the city of Franklin stands to experience significant economic development opportunity moving forward. Some of this growth may take place regardless of future transportation improvements in the area, however, having an efficient and safe local and regional transportation network will certainly help the community maximize its considerable economic development potential.



6



# IMPLEMENTATION PLAN

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## PRIORITY STRATEGIES

The Transportation Plan Recommendations section contains a robust list of short, medium and long-term improvements and policy recommendations based on traffic modeling, community input, working group feedback and review of current and previous planning efforts. However, there are several projects and policies which should be considered priority strategies due to their impact on the city or their ability to lay the groundwork for other identified recommendations. Not all of these priority strategies are short-term. Some may be long-term, but require action in the short-term to ensure success. The priority strategies are identified below.

### POLICY

- Update INDOT roadway classifications as needed to ensure funding eligibility for future roadway projects
- Pursue discussions with INDOT regarding a future interstate interchange at CR 300 N/ Earlywood Drive. Future actions may include a feasibility study and an interchange justification study.
- Evaluate adopting traffic impact fees
- Update city ordinances to require traffic impact studies according to the thresholds and standards of the Indiana Department of Transportation's Applicant's Guide to Traffic Impact Studies
- Develop a bike and pedestrian plan, incorporating the trail network as a component

### IMPROVEMENTS

Complete improvements currently funded and scheduled for construction including:

- Reconstruction of Jefferson Street between US 31 and Forsythe Street, including pedestrian facilities
- Reconstruction of King Street between Forsythe Street and Fairway Lakes Drive, including pedestrian facilities
- Reconstruction of East Jefferson Street bridge at Hurricane Creek
- Intersection improvements including a roundabout at Eastview Drive and Upper Shelbyville Road
- New roadway to service Linville Business Park off of Graham Road north of Commerce Parkway
- Extension of Brookhaven Drive between Bridlewood Drive and Commerce Parkway
- Intersection improvements including a roundabout at Arvin Drive and Commerce Parkway
- Reconstruction of South Main Street between Young's Creek bridge and US 31, including pedestrian facilities
- Intersection improvements, including a roundabout at Jefferson Street and Westview Drive
- Intersection improvements, including a roundabout at Graham Road and Commerce Drive
- Pedestrian improvements at Mallory Parkway and US 31
- Urban trail and pedestrian improvements along West Jefferson Street between Westview Drive and the Johnson County Fairgrounds
- Pedestrian trail along Eastview Drive, Arvin Drive and Commerce Parkway

Pursue improvements in partnership with INDOT including:

- Feasibility of a new I-65 interchange at CR 300N
- Congestion mitigation along US 31 within city limits

Pursue targeted pedestrian improvements, including:

- Pedestrian improvements along Forsythe Street between Franklin Greenway Trail and King Street
- Pedestrian improvements along State Street/Old US 31 between Wilson Way and South Street

Plan for the following improvements, as development continues to occur and population continues to increase:

- Improve capacity of CR 200 N between SR 144 and US 31 as a connector to the future I-69 corridor
- Improve capacity of Graham Road between Commerce Drive and Earlywood Drive
- Realign Graham Road on the north and south of Earlywood Drive
- Extend and improve capacity of CR 100 E between CR 200 N and Westview Drive
- Improve capacity of Earlywood Drive/CR 300 N between I-65 and US 31, including roundabouts at Graham Road and Hurricane Road

## IMPROVEMENT ESTIMATES

Probable opinion of project costs have been provided for the identified improvements as a means of assisting the city in allocating resources and planning for future improvements. It is important to note that these are preliminary estimates for planning purposes only. Detailed cost estimates will need to be developed once detailed project scope and requirements are established.

Short-Term Improvements - Probable Construction Costs	
Improvement	Probable Cost
Reconstruction of Jefferson Street between US 31 and Forsythe Street, including pedestrian facilities	-
Reconstruction of King Street between Forsythe Street and Fairway Lakes Drive, including pedestrian facilities	-
Reconstruction of East Jefferson Street bridge at Hurricane Creek	-
Intersection improvements including a roundabout at Eastview Drive and Upper Shelbyville Road	\$1.5 to \$1.7 million
New roadway to service Linville Business Park off of Graham Road north of Commerce Parkway	-
Extension of Brookhaven Drive between Bridlewood Drive and Commerce Parkway	-
Intersection improvements including a roundabout at Arvin Drive and Commerce Parkway	\$1.5 to \$1.7 million
Reconstruction of South Main Street between Young's Creek bridge and US 31, including pedestrian facilities	\$3.5 to \$3.7 mil
Intersection improvements, including a roundabout at Jefferson Street and Westview Drive	\$1.1 to \$1.3 million
Intersection improvements, including a roundabout at Graham Road and Commerce Drive	-
Extension of Arvin Drive between Graham Road and Younce Street	\$1.4 to \$1.6 million
Improve capacity of Commerce Parkway between Arvin Drive and Graham Street	\$6 to \$7 million
Congestion mitigation along US 31 within city limits in partnership with INDOT	-
Pedestrian improvements at Mallory Parkway and US 31	\$750,000 to \$850,00
Urban trail and pedestrian improvements along West Jefferson Street between Westview Drive and the Johnson County Fairgrounds	\$1.7 to \$1.9 million
Pedestrian trail along Eastview Drive, Arvin Drive and Commerce Parkway	\$2.2 to \$2.4 million



Medium-Term Improvements - Probable Construction Costs	
Improvement	Probable Cost
New I-65 interchange at CR 300N	\$30-40 million
Improve capacity of Earlywood Drive/CR 300 N between I-65 and US 31, including roundabouts at Graham Road and Hurricane Road	\$18.5 to \$19.5 million
Improve capacity of Earlywood Drive/CR 300 N between I-65 and CR 500 E, including roundabout at CR 500 E	\$5 to \$5.5 million
Improve capacity of Graham Road between Commerce Drive and Earlywood Drive	\$6 to \$6.5 million
Realign Graham Road on the north and south of Earlywood Drive	\$4.5 to \$5 million
Extension of CR 100 E between CR 200 N and Westview Drive	\$10 to \$10.5 million
Improve capacity of CR 200 N between SR 144 and US 31	\$14 to \$16 million
Provide grade-separated railroad crossing at Earlywood Drive	
Provide grade-separated railroad crossing at Commerce Drive	\$7 to \$8 million
Provide pedestrian improvements along Forsythe Street between Franklin Greenway Trail and King Street	\$600,000 to \$700,000
Provide pedestrian improvements along State Street/Old US 31 between Wilson Way and South Street	\$1 to \$1.3 million
Improve roads identified in Table J, Low PASER Thoroughfares - 2022	Undetermined

Long-Term Improvements - Probable Construction Costs	
Improvement	Probable Cost
Add lanes on King Street from Forsythe Street to Bartram Parkway	\$16 to \$18 million
Add lanes on Jefferson Street from US 31 to Westview Drive	\$9 to \$11 million
Add lanes on Commerce Drive from CR 100 E to US 31	\$6 to \$7 million
Add lanes on Jim Black Road from SR 44 to Upper Shelbyville Rd	\$6 to \$7 million
Add lanes on Nineveh Road from city limits to US 31	\$9 to \$11 million
Upgrade CR 500 E from Upper Shelbyville Rd to 300N	\$11 to \$13 million
Create safe pedestrian crossings and facilities to destinations along US 31 <ul style="list-style-type: none"> <li>■ Main Street</li> <li>■ Commerce Drive</li> <li>■ South Street</li> <li>■ Acorn Road</li> </ul>	\$350,000 to \$400,000 per crossing (\$1.4 to \$1.6 million total)
Freeway upgrade on US 31 (similar to SR 37 Fishers/Noblesville project)	Undetermined
A west bypass by implementing a significant upgrade (4 lanes) on Centerline Road from SR 44 to Whiteland Road	\$37 to \$41 million
If a west bypass created, also add a connector to US 31 from Centerline Road	\$8 to \$10 million



# APPENDIX

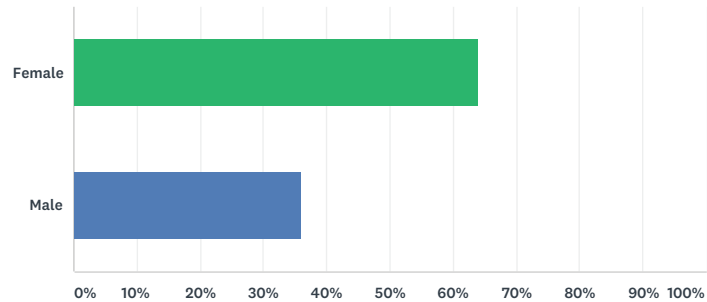
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Q1 What is your gender?

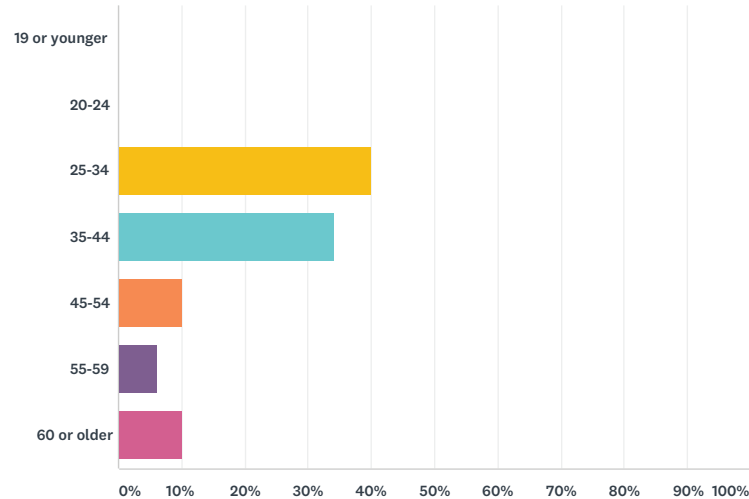
Answered: 50 Skipped: 0



ANSWER CHOICES	RESPONSES	
Female	64.00%	32
Male	36.00%	18
TOTAL		50

Q2 Which category below includes your age?

Answered: 50 Skipped: 0

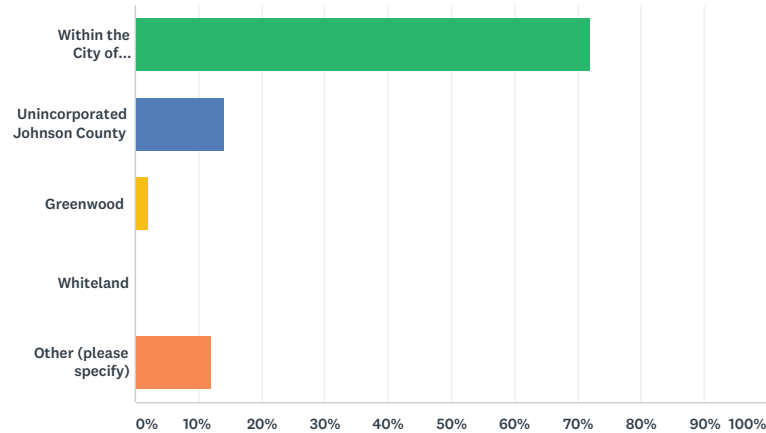


ANSWER CHOICES	RESPONSES	
19 or younger	0.00%	0
20-24	0.00%	0
25-34	40.00%	20
35-44	34.00%	17
45-54	10.00%	5
55-59	6.00%	3
60 or older	10.00%	5
TOTAL		50



### Q3 Where do you live?

Answered: 50 Skipped: 0

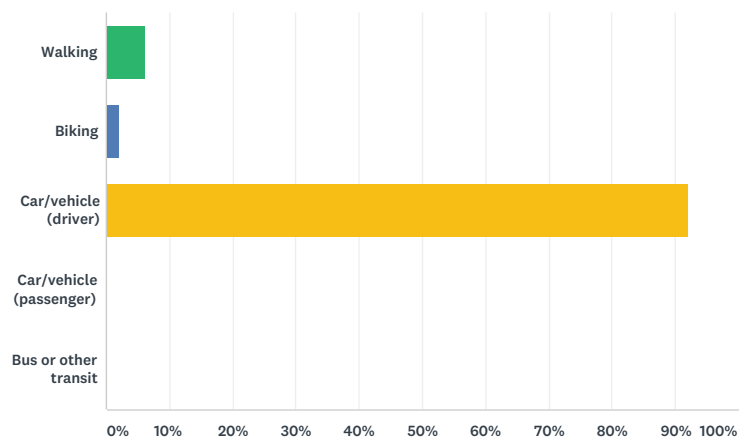


ANSWER CHOICES		RESPONSES	
Within the City of Franklin		72.00%	36
Unincorporated Johnson County		14.00%	7
Greenwood		2.00%	1
Whiteland		0.00%	0
Other (please specify)		12.00%	6
TOTAL			50

#	OTHER (PLEASE SPECIFY)	DATE
1	Bargersville	7/7/2017 9:30 AM
2	Brown County	6/12/2017 5:16 PM
3	Indy, but work in Franklin	6/12/2017 11:46 AM
4	Southern Indianapolis	6/12/2017 11:35 AM
5	Indianapolis	6/12/2017 8:39 AM
6	Mooresville	6/12/2017 8:28 AM

## Q4 What is your primary mode of transportation?

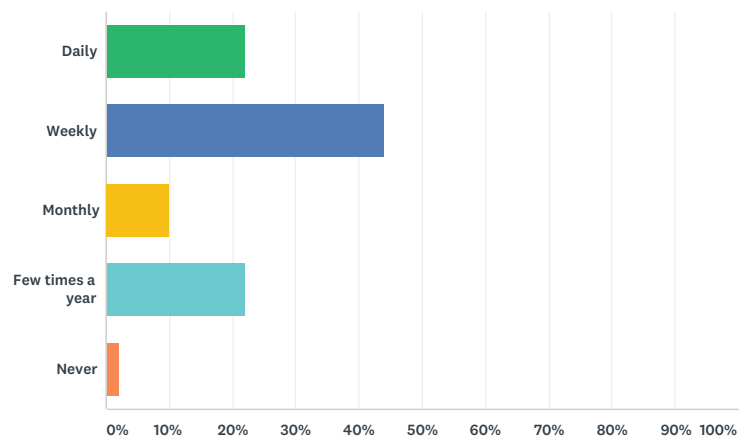
Answered: 50 Skipped: 0



ANSWER CHOICES	RESPONSES	
Walking	6.00%	3
Biking	2.00%	1
Car/vehicle (driver)	92.00%	46
Car/vehicle (passenger)	0.00%	0
Bus or other transit	0.00%	0
<b>TOTAL</b>		<b>50</b>

## Q5 How often do you use the city's trail network?

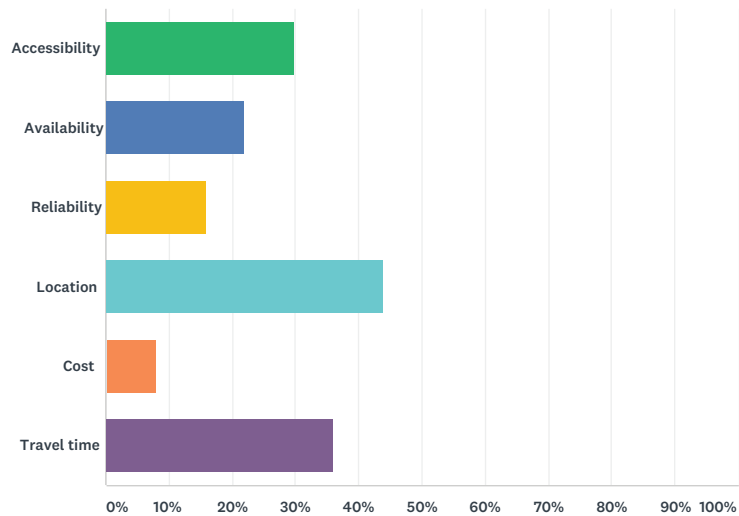
Answered: 50 Skipped: 0



ANSWER CHOICES	RESPONSES	
Daily	22.00%	11
Weekly	44.00%	22
Monthly	10.00%	5
Few times a year	22.00%	11
Never	2.00%	1
<b>TOTAL</b>		<b>50</b>

Q6 What best determines the mode of transportation you use?

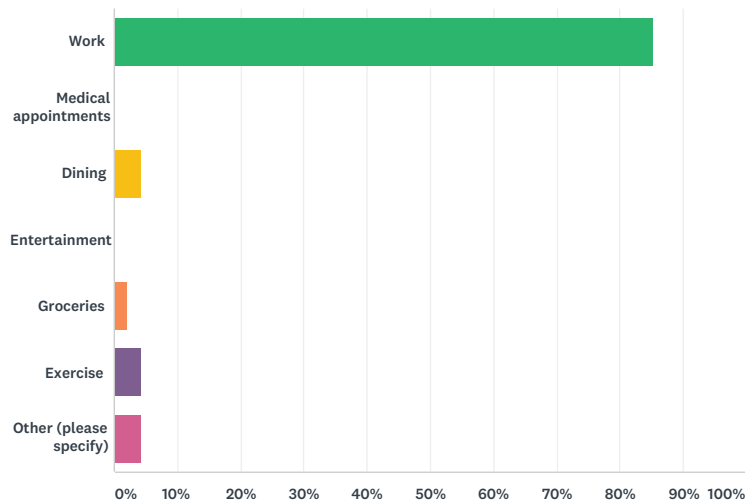
Answered: 50 Skipped: 0



ANSWER CHOICES	RESPONSES	
Accessibility	30.00%	15
Availability	22.00%	11
Reliability	16.00%	8
Location	44.00%	22

## Q7 What is your PRIMARY destination for daily and/or weekly transportation from your home?

Answered: 47 Skipped: 3

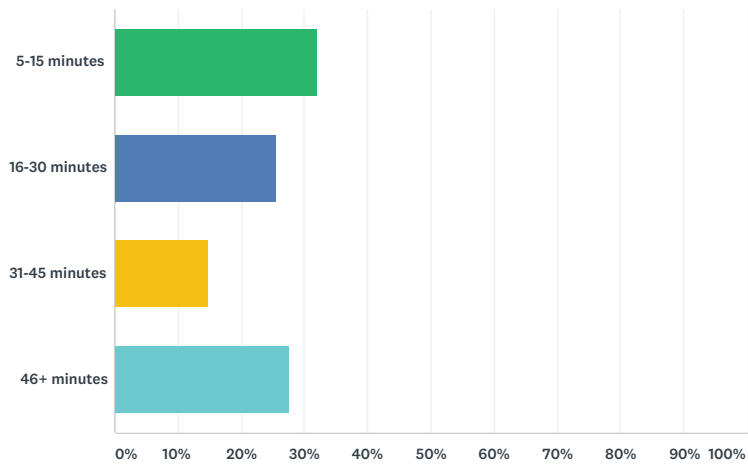


ANSWER CHOICES		RESPONSES	
Work		85.11%	40
Medical appointments		0.00%	0
Dining		4.26%	2
Entertainment		0.00%	0
Groceries		2.13%	1
Exercise		4.26%	2
Other (please specify)		4.26%	2
TOTAL			47

#	OTHER (PLEASE SPECIFY)	DATE
1	Errands	6/12/2017 5:18 PM
2	library and parks	6/12/2017 8:53 AM

## Q8 Approximately how much TOTAL TIME (in minutes) do you spend traveling to and from your PRIMARY destination?

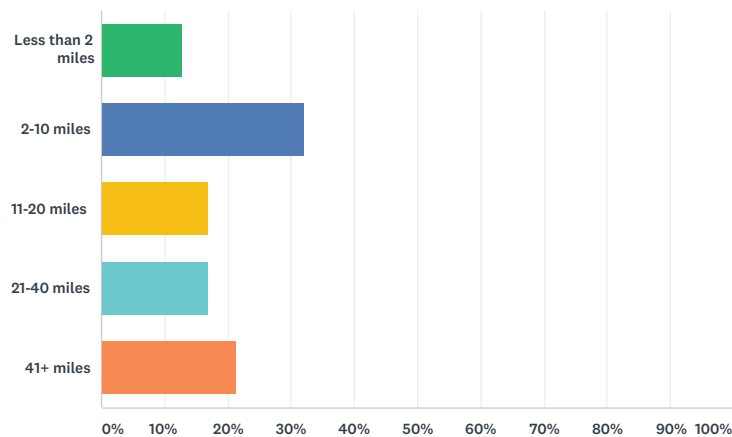
Answered: 47 Skipped: 3



ANSWER CHOICES	RESPONSES	
5-15 minutes	31.91%	15
16-30 minutes	25.53%	12
31-45 minutes	14.89%	7
46+ minutes	27.66%	13
TOTAL		47

## Q9 Approximately how many TOTAL MILES do you travel to and from your PRIMARY destination?

Answered: 47 Skipped: 3

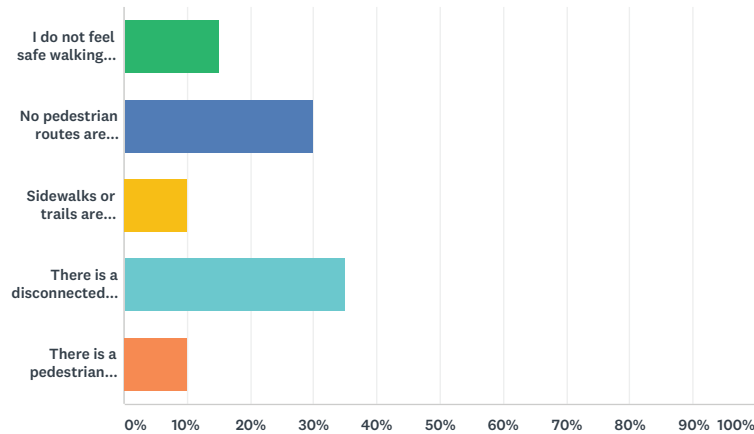


ANSWER CHOICES	RESPONSES	
Less than 2 miles	12.77%	6
2-10 miles	31.91%	15
11-20 miles	17.02%	8
21-40 miles	17.02%	8
41+ miles	21.28%	10
TOTAL		47



**Q10 If you travel less than two (2) miles to and from your PRIMARY destination, please indicate your perception of the pedestrian route(s) available to you.**

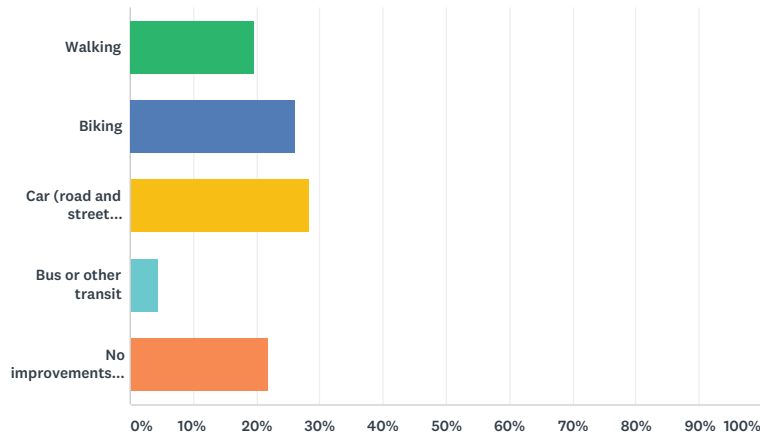
Answered: 20 Skipped: 30



ANSWER CHOICES	RESPONSES	
I do not feel safe walking or biking	15.00%	3
No pedestrian routes are available to my destination	30.00%	6
Sidewalks or trails are nearby, but no comfortable route to my destination	10.00%	2
There is a disconnected, but comfortable pedestrian route	35.00%	7
There is a pedestrian route which completely connects to my destination	10.00%	2
<b>TOTAL</b>		<b>20</b>

**Q11 Which mode of transportation do you wish were available and/or improved to reach your PRIMARY destination?**

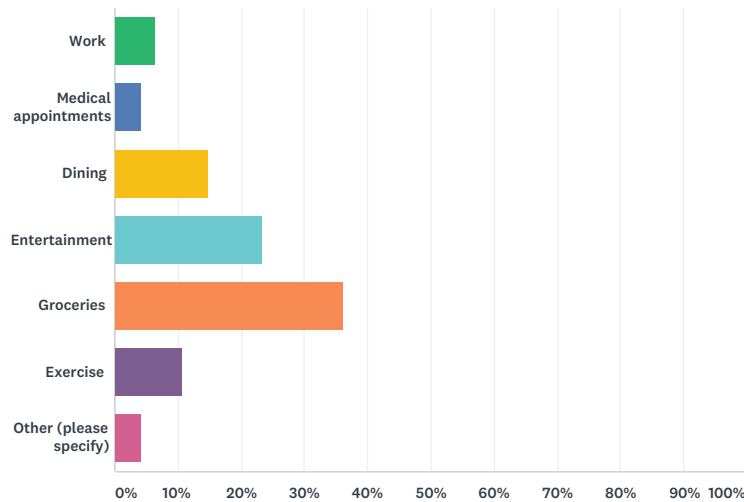
Answered: 46 Skipped: 4



ANSWER CHOICES	RESPONSES	
Walking	19.57%	9
Biking	26.09%	12
Car (road and street improvements)	28.26%	13
Bus or other transit	4.35%	2
No improvements necessary	21.74%	10
<b>TOTAL</b>		<b>46</b>

## Q12 What is the most common SECONDARY destination for your daily and/or weekly transportation from your home?

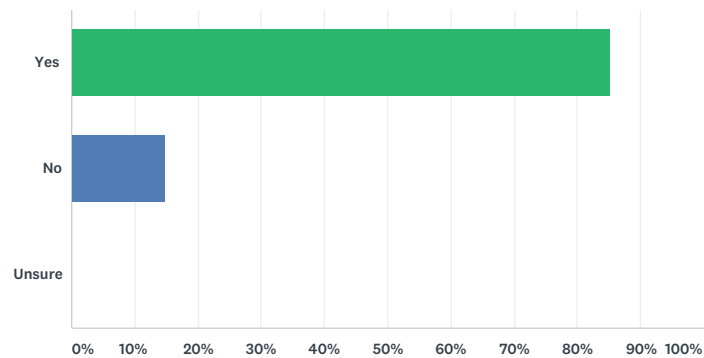
Answered: 47 Skipped: 3



ANSWER CHOICES	RESPONSES	
Work	6.38%	3
Medical appointments	4.26%	2
Dining	14.89%	7
Entertainment	23.40%	11
Groceries	36.17%	17
Exercise	10.64%	5
Other (please specify)	4.26%	2
TOTAL		47

## Q13 Would you ride a bicycle and/or walk more to your PRIMARY or SECONDARY destinations if bicycle/pedestrian pathways were available or improved to your destination?

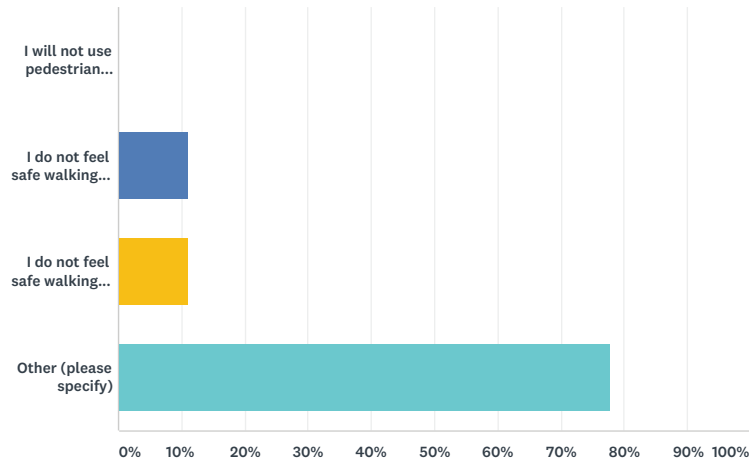
Answered: 47 Skipped: 3



ANSWER CHOICES	RESPONSES	
Yes	85.11%	40
No	14.89%	7
Unsure	0.00%	0
TOTAL		47

## Q14 If you answered no to question 13 above, please indicate why.

Answered: 9 Skipped: 41



ANSWER CHOICES		RESPONSES	
I will not use pedestrian routes due to medical condition, distance or personal preference		0.00%	0
I do not feel safe walking or biking due to potential crime		11.11%	1
I do not feel safe walking or biking due to proximity to traffic		11.11%	1
Other (please specify)		77.78%	7
TOTAL			9

#	OTHER (PLEASE SPECIFY)	DATE
1	I live close enough. Walkways are sufficient	6/20/2017 10:18 AM
2	I need to transport either my child or groceries--car is needed.	6/12/2017 11:50 AM
3	Answered yes	6/12/2017 9:37 AM
4	i don't have a basket on my bike to carry groceries	6/12/2017 8:58 AM
5	I have to take several items with me and would not be able to take them on a bike or carry them walking.	6/12/2017 8:48 AM
6	I live close enough. Walkways are sufficient.	6/9/2017 9:44 AM
7	N/A	6/9/2017 7:30 AM

## Q15 Please name any specific intersections or roadway segments you avoid. Please state why you avoid these areas.

Answered: 28 Skipped: 22

ANSWER CHOICES	RESPONSES	
Area/Intersection 1	100.00%	28
Area/Intersection 2	53.57%	15
Area/Intersection 3	17.86%	5
Area/Intersection 4	10.71%	3

#	AREA/INTERSECTION 1	DATE
1	North Main/North Morton - not enough lanes for traffic and lights are poorly timed	6/20/2017 10:27 AM
2	Main St/US 31 - Congestion	6/20/2017 10:22 AM
3	Sidewalks along Adams/east side of Water - sidewalks are bumpy and crumbling	6/20/2017 10:19 AM
4	44 and Forsythe - so dangerous!	6/20/2017 10:16 AM
5	State Street/Old 31 - no sidewalks	6/20/2017 10:14 AM
6	King St. Sidewalk - no sidewalk buffer	6/20/2017 10:08 AM
7	Lovers lane and 44	6/13/2017 7:49 AM
8	Directly in front of Jeff Street Pub - racist/aggressive patrons	6/12/2017 4:40 PM
9	US 31 and Main St	6/12/2017 10:20 AM
10	Arvin Rd & Upper Shelbyville Rd - needs a light and trail on Arvin Rd in this stretch	6/12/2017 9:22 AM
11	Main Street and US 31	6/12/2017 9:02 AM
12	144 west of 31. i feel like the sidewalks could use some help.	6/12/2017 9:02 AM
13	Crossing US 31 - very few cross walks/side walks	6/12/2017 8:58 AM
14	cross over in front of Lowe's, no one understands how to use it	6/12/2017 8:53 AM
15	31 and Eastview (by the old Kroger) - people run lights all the time	6/12/2017 8:51 AM
16	I cross 31 b/c I am a cyclist but it does feel dangerous to me even with stop lights	6/12/2017 8:49 AM
17	Jefferson Street and 31- back ups at light during peak traffic between 4 and 5:30 pm and 7:30 and 9 am. often sit through 3-4 light	6/12/2017 8:33 AM
18	Centerline Road/144	6/12/2017 8:32 AM
19	US 31 pretty much everywhere	6/12/2017 8:12 AM
20	N Main and N Morton. Not enough lanes for traffic and lights are poorly timed.	6/9/2017 9:54 AM
21	Main St north across 51. Congesetion.	6/9/2017 9:48 AM
22	Sidewalks along Adams/East side of Water. Sidewalks bumpy, crumbling	6/9/2017 9:45 AM
23	44 & Forsyths. So dangerous!	6/9/2017 9:41 AM
24	State Street/Old 31. No sidewalks.	6/9/2017 9:37 AM
25	King St sidewalk. No sidewalk buffer.	6/9/2017 7:32 AM
26	King & Forsythe streets Traffic backup	6/7/2017 11:16 AM
27	US31 and Westview Dr, congestion	6/6/2017 9:57 PM
28	31 & Main Street	6/6/2017 8:39 PM
#	AREA/INTERSECTION 2	DATE
1	Yandes St. (bricked section) - not smooth and narrow	6/20/2017 10:27 AM
2	Yandes north of Jeff. St - bricks and bumps	6/20/2017 10:22 AM
3	Monroe and Jackson - nobody stops!	6/20/2017 10:16 AM
4	US 31 through Franklin - too many stoplights	6/20/2017 10:08 AM
5	31 - cannot walk or bike, which means no access to groceries without a car	6/12/2017 4:40 PM
6	US 31 and Jefferson St	6/12/2017 10:20 AM
7	Near the old police station and Johnson County Community Foundation - no shoulder and very busy 4 way stop	6/12/2017 9:22 AM
8	W Jefferson and US 31	6/12/2017 9:02 AM
9	31 between the old kroger and jefferson. congested, and the lights that are close together at the old kroger are usually a mess going home from work.	6/12/2017 9:02 AM
10	Yandes St (bricked section). Not smooth and narrow.	6/9/2017 9:54 AM
11	Yandeas north of Jeff St. Bricks and bumps.	6/9/2017 9:48 AM
12	Monroe & Jackson. Nobody stops!	6/9/2017 9:41 AM
13	31 through Franklin. Too many stoplights.	6/9/2017 7:32 AM
14	Jefferson & Forsythe streets Traffic backup	6/7/2017 11:16 AM
15	31 & Schoolhouse	6/6/2017 8:39 PM

#	AREA/INTERSECTION 3	DATE
1	Alleys between Jeff and E. Madison, Hurricane and Yandes - bad condition, traffic due to business	6/20/2017 10:22 AM
2	Jefferson St. sidewalk from Walnut - no buffer to 31	6/20/2017 10:08 AM
3	Jefferson street into downtown - unsupervised groups of young people catcalling or shouting racist epithets	6/12/2017 4:40 PM
4	Alley b/w Jeff & E Madison, Hurricane & Yandeas. Bad condition, traffci due to business	6/9/2017 9:48 AM
5	Jeff St. sidewalks from Walnut to 31. No sidewalk buffer.	6/9/2017 7:32 AM
#	AREA/INTERSECTION 4	DATE
1	Graham Road - 90 degree turns	6/20/2017 10:08 AM
2	Jefferson headed out toward 65/Grace UMC (no bike/pedestrian lanes)	6/12/2017 4:40 PM
3	Graham Rd. 90deg turns	6/9/2017 7:32 AM

## Q16 Please rate the overall quality of each of the existing transportation infrastructure systems in the city of Franklin:

Answered: 38 Skipped: 12

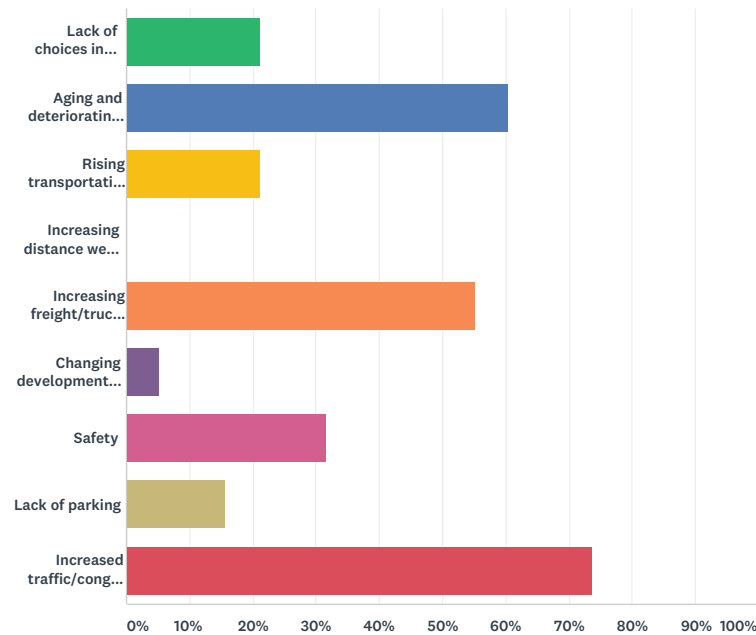
	POOR	FAIR	GOOD	EXCELLENT	TOTAL
Roads and streets	5.26% 2	28.95% 11	63.16% 24	2.63% 1	38
Public transportation	38.89% 14	47.22% 17	13.89% 5	0.00% 0	36
Pedestrian facilities (sidewalks, crosswalks, multi-use paths, etc.)	13.16% 5	31.58% 12	55.26% 21	0.00% 0	38
Bicycle facilities (on/off street bike lanes, multi-use paths, etc.)	18.42% 7	47.37% 18	31.58% 12	2.63% 1	38
Traffic control (signs and signals)	5.41% 2	59.46% 22	35.14% 13	0.00% 0	37

#	ADDITIONAL COMMENTS?	DATE
1	Trails are great, but sidewalks are poor condition, causing people to walk in streets	6/20/2017 10:27 AM
2	Synchronization	6/20/2017 10:11 AM
3	Public transportation connecting to an IndyGo bus would make this so much better of a place to live	6/12/2017 4:40 PM
4	I live in a neighborhood with side walks but they are not all ada accessible - steps or uneven surface make it difficult to travel on wheels	6/12/2017 8:58 AM
5	not all sidewalks connect, need sidewalks along 31	6/12/2017 8:53 AM
6	you could do better labeling where trails cross the roads so out of town drivers are more aware.	6/12/2017 8:33 AM
7	Trails are great but sidewalks are poor condition causing people to walk on streets.	6/9/2017 9:54 AM
8	Syncronization	6/9/2017 7:35 AM



## Q17 In your opinion, what will be the three (3) MOST significant transportation challenges in our city in the next 25 years?

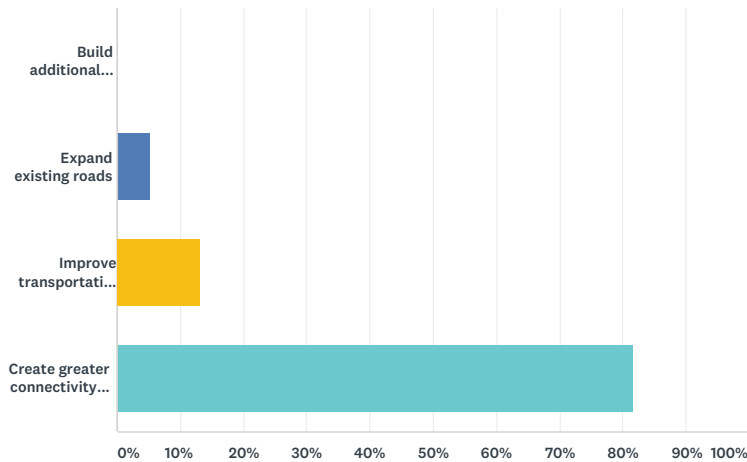
Answered: 38 Skipped: 12



ANSWER CHOICES	RESPONSES	
Lack of choices in destinations served	21.05%	8
Aging and deteriorating infrastructure	60.53%	23
Rising transportation costs	21.05%	8
Increasing distance we have to travel	0.00%	0
Increasing freight/truck traffic on our roadways	55.26%	21
Changing development patterns	5.26%	2
Safety	31.58%	12
Lack of parking	15.79%	6
Increased traffic/congestion/delay	73.68%	28
Total Respondents: 38		

## Q18 Which of the following options do you feel is the best to increase the overall quality of life in the community?

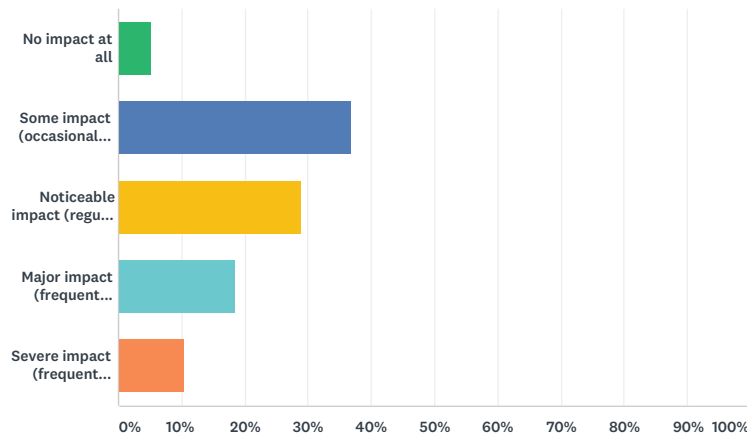
Answered: 38 Skipped: 12



ANSWER CHOICES	RESPONSES	
Build additional roads	0.00%	0
Expand existing roads	5.26%	2
Improve transportation options	13.16%	5
Create greater connectivity and safety for walking and biking	81.58%	31
<b>TOTAL</b>		<b>38</b>

## Q19 Future railroad traffic is expected to increase through the city; how big of an impact do you think the railroad traffic will have on YOUR travel through the city?

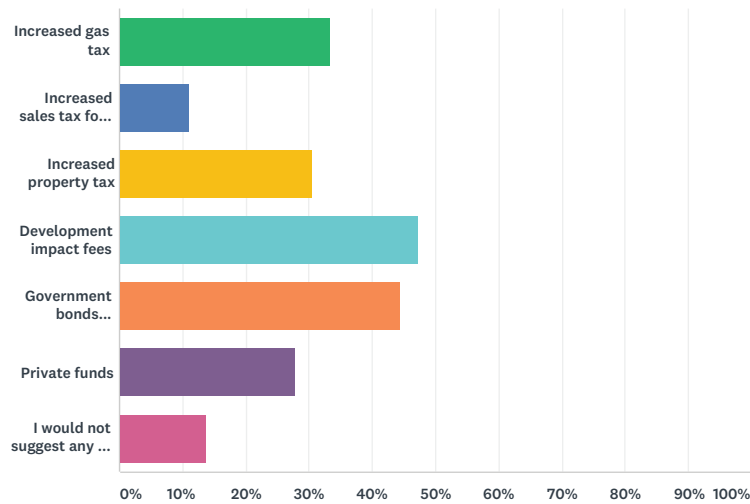
Answered: 38 Skipped: 12



ANSWER CHOICES	RESPONSES	
No impact at all	5.26%	2
Some impact (occasional delays)	36.84%	14
Noticeable impact (regular delays, but not alternate route sought)	28.95%	11
Major impact (frequent delays with alternate routes sought)	18.42%	7
Severe impact (frequent delays with no alternate routes possible)	10.53%	4
<b>TOTAL</b>		<b>38</b>

## Q20 If additional funding for transportation improvements were needed, would you support any of the following?

Answered: 36 Skipped: 14



ANSWER CHOICES	RESPONSES	
Increased gas tax	33.33%	12
Increased sales tax for transportation projects	11.11%	4
Increased property tax	30.56%	11
Development impact fees	47.22%	17
Government bonds (borrowing money)	44.44%	16
Private funds	27.78%	10
I would not suggest any of the above	13.89%	5
Total Respondents: 36		

## Q21 Given limited funding, which criteria do you think should be a priority when selecting transportation projects?

Answered: 38 Skipped: 12

	NOT IMPORTANT	SOMEWHAT IMPORTANT	IMPORTANT	VERY IMPORTANT	TOTAL
Supports economic development	2.70% 1	18.92% 7	45.95% 17	32.43% 12	37
Improves safety	0.00% 0	2.63% 1	28.95% 11	68.42% 26	38
Reduces congestion	5.56% 2	16.67% 6	44.44% 16	33.33% 12	36
Increases capacity for vehicular traffic	11.43% 4	45.71% 16	31.43% 11	11.43% 4	35
Increases bicycle facilities (bike lanes, paths)	0.00% 0	19.44% 7	41.67% 15	38.89% 14	36
Increases and improves pedestrian facilities (sidewalks, paths)	0.00% 0	5.26% 2	34.21% 13	60.53% 23	38
Improves travel choices	0.00% 0	30.56% 11	52.78% 19	16.67% 6	36
Increases connectivity and access to the places we live and work	0.00% 0	5.26% 2	55.26% 21	39.47% 15	38
Reduces energy consumption/pollution	0.00% 0	18.42% 7	34.21% 13	47.37% 18	38
Improves freight movement	2.78% 1	47.22% 17	38.89% 14	11.11% 4	36

#	ADDITIONAL COMMENTS?	DATE
1	the environmental impact is so important - please consider this!	6/12/2017 9:01 AM

## Q22 If you only had \$100 to invest on funding transportation improvements, how would you allocate your funds to the following projects? (please indicate a dollar amount from 0-100 for each item. The total amount for all items should total \$100)

Answered: 38 Skipped: 12

	\$0	\$10	\$20	\$30	\$40	\$50	\$60	\$70	\$80	\$90	\$100	TOTAL
Sidewalk	9.38% 3	37.50% 12	40.63% 13	6.25% 2	0.00% 0	6.25% 2	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	32
On street bike lanes	35.71% 10	42.86% 12	14.29% 4	3.57% 1	0.00% 0	0.00% 0	3.57% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	26
Greenways/multi-use paths	6.90% 2	48.28% 14	31.03% 9	10.34% 3	0.00% 0	0.00% 0	0.00% 0	0.00% 0	3.45% 1	0.00% 0	0.00% 0	29
Public transportation	29.63% 8	33.33% 9	29.63% 8	0.00% 0	0.00% 0	3.70% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	3.70% 1	27
Maintaining existing facilities	0.00% 0	53.85% 14	26.92% 7	7.69% 2	3.85% 1	7.69% 2	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	26
Building new streets and roadways	66.67% 14	23.81% 5	9.52% 2	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	21
Safety improvements on existing streets	3.85% 1	46.15% 12	30.77% 8	15.38% 4	0.00% 0	0.00% 0	3.85% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	26
Improvements in street appearance (trees, lights, landscaping, etc.)	10.00% 3	60.00% 18	10.00% 3	0.00% 0	0.00% 0	6.67% 2	0.00% 0	3.33% 1	0.00% 0	3.33% 1	6.67% 2	30
Above grade railroad crossings (overpasses)	29.17% 7	50.00% 12	8.33% 2	4.17% 1	4.17% 1	4.17% 1	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	24
Greater access to Interstate 65	62.50% 15	37.50% 9	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	0.00% 0	24

## Q23 Think of a time you have visited another town or city. Did you notice anything transportation related that you would like to see in Franklin?

Answered: 25 Skipped: 25

#	RESPONSES	DATE
1	Warning light at ped crossing. Light flashes when ped gets close to warn drivers (especially when visibility is low at crossing)	6/20/2017 10:28 AM
2	Wider, safe paths - look good - roundabouts	6/20/2017 10:24 AM
3	I've seen public art on trails and near streets. Also more room for bikes on streets.	6/20/2017 10:16 AM
4	Appearance - Public Art!! Mural, sculpture, landscape, local	6/20/2017 10:13 AM
5	Brick streets, charm, safe sidewalks with buffer	6/20/2017 10:10 AM
6	Actual stop light at pedestrian and bike crosswalks	6/13/2017 7:52 AM
7	Consistent affordable public transportation (not an Access Johnson County shuttle that runs infrequently and is difficult to use)	6/12/2017 4:43 PM
8	more roundabouts	6/12/2017 2:59 PM
9	Access side roads on 31 to keep turns to a minimum, more roundabouts at intersections	6/12/2017 9:04 AM
10	bike lanes for days.	6/12/2017 9:04 AM
11	Bike lanes and better ability to access town as a pedestrian.	6/12/2017 9:01 AM
12	More bike lanes	6/12/2017 8:53 AM
13	More Roundabouts - keep traffic moving!	6/12/2017 8:52 AM
14	more safe pedestrian crosswalks	6/12/2017 8:45 AM
15	More flashing lights and yellow paint at cross walks (similar to bloomington, in and iowa city, ia area	6/12/2017 8:36 AM
16	Public transportation and connectivity for sidewalks and trails	6/12/2017 8:34 AM
17	Bike share in the downtown area	6/12/2017 8:16 AM
18	Warning light at ped crossing. Light flashes when ped gets close to warn drivers (especially when visibility is low at crossing)	6/9/2017 9:56 AM
19	Wider, safer paths. Look good. Round-a-bouts	6/9/2017 9:50 AM
20	I've seen public art on trails and near streets. Also more room for bikes on streets.	6/9/2017 9:42 AM
21	Appearance - Public Art!! Mural, sculpture, landscape; local	6/9/2017 7:38 AM
22	Brick streets, charm, safe sidewalks with buffer	6/9/2017 7:34 AM
23	Taxis, über, or some type of public transport even if only available on the weekends.	6/6/2017 10:01 PM
24	"Michigan-left" turning movements for 31 with limited access to improve traffic flow & safety.	6/6/2017 9:11 PM
25	Limited access on 31	6/6/2017 8:50 PM



## Q24 What other comments or suggestions do you have related to transportation within the City of Franklin?

Answered: 16 Skipped: 34

#	RESPONSES	DATE
1	People who have sidewalks in front of homes must maintain property to not obstruct sidewalks	6/20/2017 10:28 AM
2	Overgrown, abandoned homes restricting sidewalks!	6/20/2017 10:24 AM
3	Shouldn't make street appearance improvements at expense of mature trees and structures	6/20/2017 10:19 AM
4	Public art, landscaping, limited commercial signage, general appearance - not limited to eastside. Use of local companies and individuals to accomplish this.	6/20/2017 10:13 AM
5	Keep Yandes St. Brick - Preserve our historical charm	6/20/2017 10:10 AM
6	More green space	6/12/2017 5:24 PM
7	We need a better way in to Indianapolis, especially through public transportation	6/12/2017 4:43 PM
8	Public transportation is complicated for a smaller town, but it gives accessibility to so many - a great opportunity to be creative to maximize ability for those who live in Franklin to get around town	6/12/2017 9:01 AM
9	get trails that run out to the country so the small surrounds towns are not forgotten (health issues are usually greater in rural populations)	6/12/2017 8:36 AM
10	Would love to see art incorporated into crosswalk design (paint), unique benches, etc. to foster placemaking	6/12/2017 8:16 AM
11	People who have sidewalks in front of home must maintain property to not obstruct sidewalks.	6/9/2017 9:56 AM
12	Overgrown, abandoned homes restricting sidewalks	6/9/2017 9:50 AM
13	Public art, landscaping, limited commercial signage, general appearance - not limited to eastside. Use of local companies and ?? to accomplish this	6/9/2017 7:38 AM
14	Keep Yandres St. brick. Preserve our historical charm.	6/9/2017 7:34 AM
15	The US31 corridor looks awful, specifically the north end. Needs improvement as this is one of the main corridors into town.	6/6/2017 10:01 PM
16	Close Schoolhouse road- make it a Michigan left	6/6/2017 8:50 PM

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## WALK SCORE/URBAN DESIGN SCORE

Input received from the public meeting and survey conducted in June revealed a strong interest in walkability and pedestrian accessibility. Identifying essential qualities of urban places that contribute to the reduced reliance on auto travel has been a popular research topic. Planners now have a good understanding of how these urban design elements contribute and how they can be described by way of various “D” elements. This section is dedicated to identifying the appropriate set of “D” elements that are relevant to the City of Franklin and then find practical variables to describe each element. Selection of variables to describe each of the “D” elements was done by first reviewing what other areas have used and then adapting those to match the unique situation of the Franklin area and the modeling data available. The selected 5D elements are listed here:

- Density - dwellings or jobs per acre
- Diversity - mix of land uses in an area
- Design of the urban environment
- Destinations - proximity to area activity centers
- Distance to Transit stations and services

Consideration was given to the availability of data, ability of each variable to describe the D element, presumably with relevant effect on vehicular trip making, and the ability to make a connection to the travel demand model data. The following section describes each of the variables that were chosen as the result of this process.

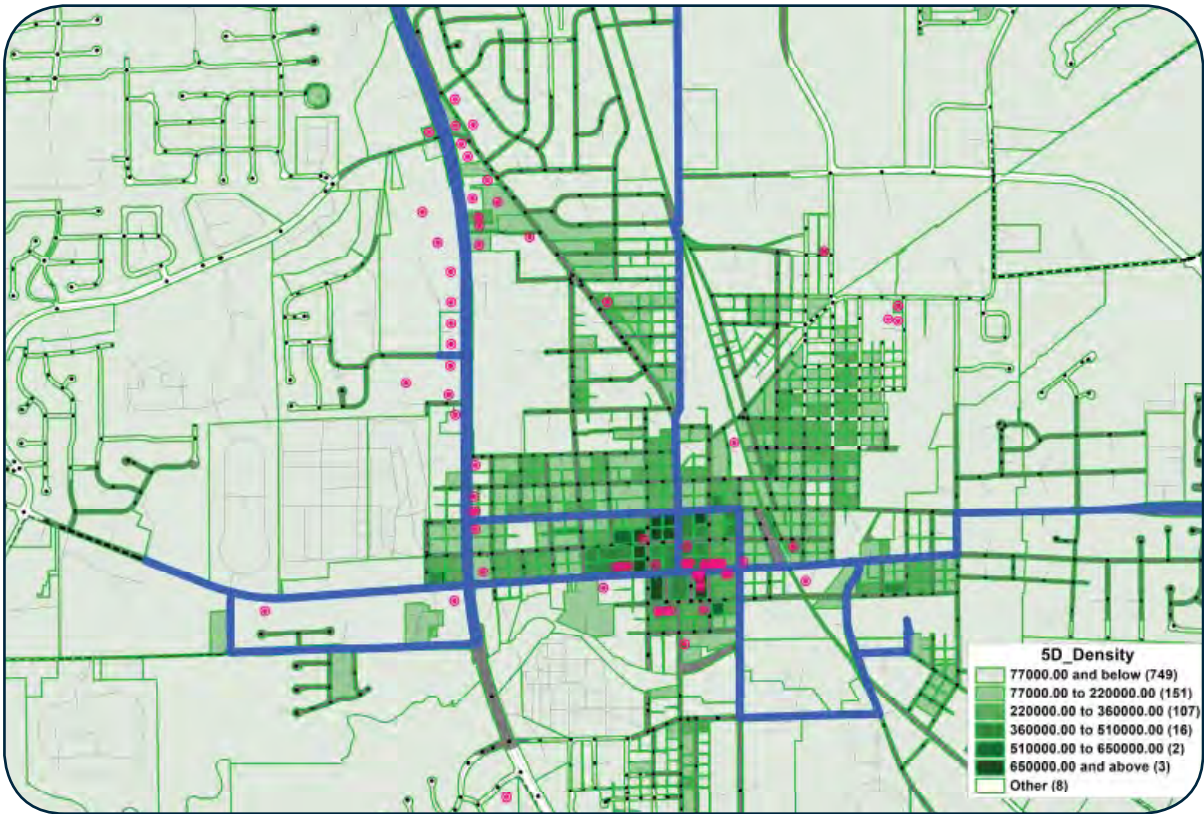
## DENSITY VARIABLES

Density variables are used to measure the intensity of activity within a certain geographic space. Areas with higher levels of density and intensity are thought to make vehicular travel more costly (time and parking cost) and more conducive to transit or non-motorized travel. Typical variables used to measure this quality of an area are household density and employment density. Both are readily computed for a given TAZ, and use simple variables of households per square mile and employment per square mile. These are computed directly from TAZ variables, and results for the Franklin area are shown in the density, household and employment graphic on the following page. Results for each variable show increasing density values in areas that would be described as “traditional”, “neo-traditional”, or are in places where “smart growth” has been promoted.

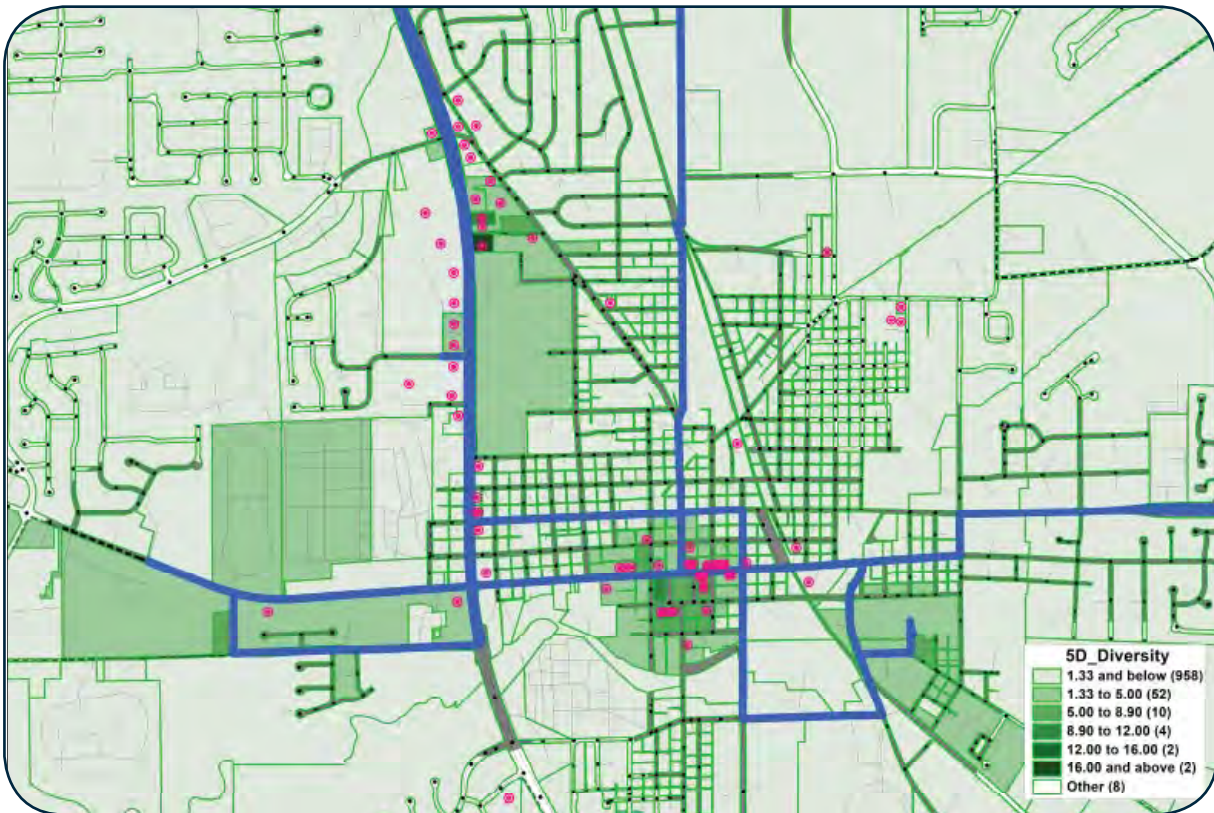
## DIVERSITY VARIABLES

Diversity variables measure the degree to which land uses are segregated. Urban design elements which promote the mixing of residential and employment are known to contribute to shorter and potentially fewer vehicular trips. The level of diversity is often measured using a jobs/housing ratio. In places where there is a large degree of land use segregation, the ratio is either very low or very high. For the Franklin area, jobs/housing ratio was judged to be a legitimate variable which is simple to compute using model data for any scenario. Results for the Franklin area are shown in diversity graphic on the following page.

5D VARIABLE - DENSITY, HOUSEHOLDS AND EMPLOYMENT



5D VARIABLE - DIVERSITY





## DESIGN VARIABLES

Design variables describe aspects of the urban network. These measures describe the degree to which the urban network is interconnected, grid-like, and more conducive or inviting to walking/bicycling. Development of the right mix of design variables, and the practical aspects of producing them was extensive. In the end, three variables emerged:

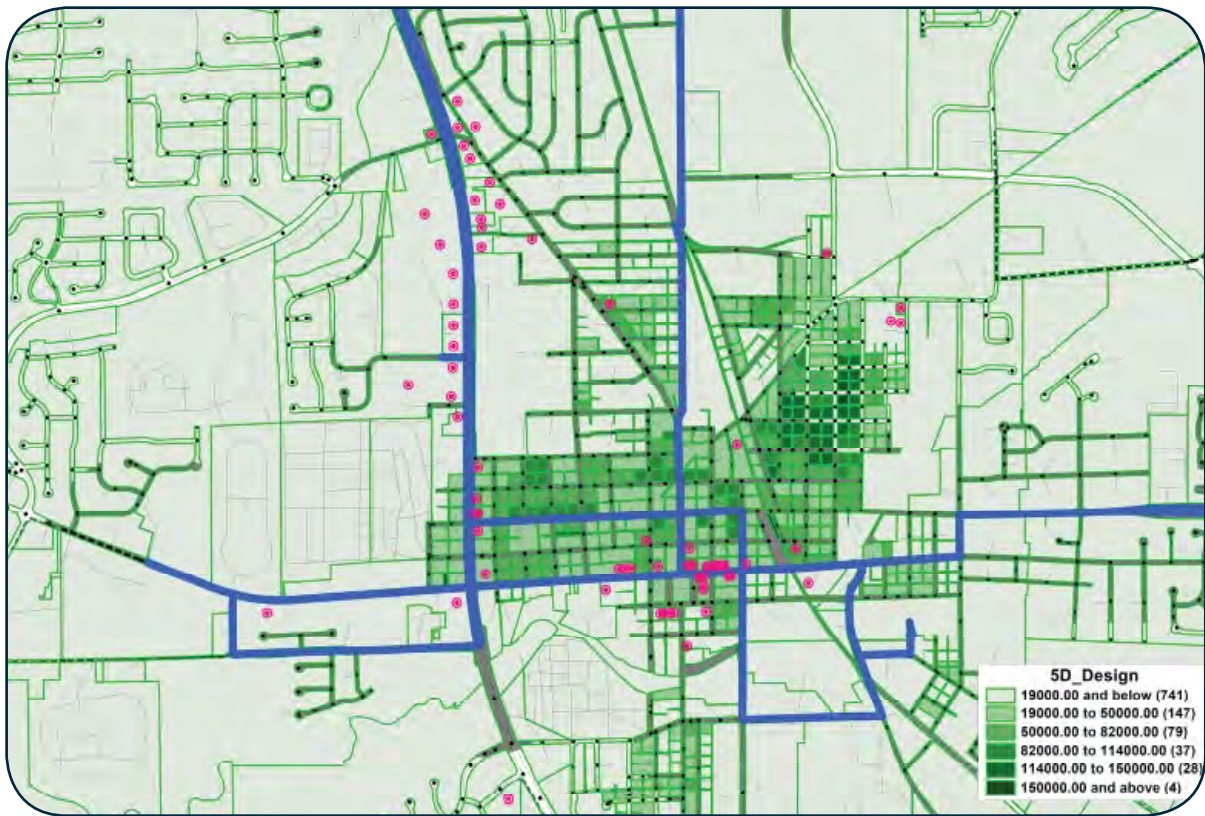
- **Walkability** – which is described as the percentage of streets within a TAZ that are walkable. “Walkable” links are identified with a selection set of low functional class, low speed, low volume roads. Then a ratio is computed using walkable link distances vs. the sum for all links in a TAZ.
- **Blockface** – this is a geometric measure of the average blockface size within a zone. Average blockface is a very good measure of how grid-like the street network is. A tight urban street grid pattern will yield blockface values that are very low. A more open, and less connected, street pattern will yield blockface values that are much higher. The more connected the network, the presumption is that walk or bike trips can be more efficient. This same arrangement has the opposite effect on vehicular travel, adding intersection delays, so it serves as a deterrent to auto travel.
- **Street Density** - this is another geometric measure that is simply the centerline miles of streets within a given TAZ divided by the land area of the TAZ in square miles. The street density variable complements the other two design variables

The three sub-elements are combined into a single design score. Results from applying these measures for the Franklin area are shown in the design graphic on the following page.

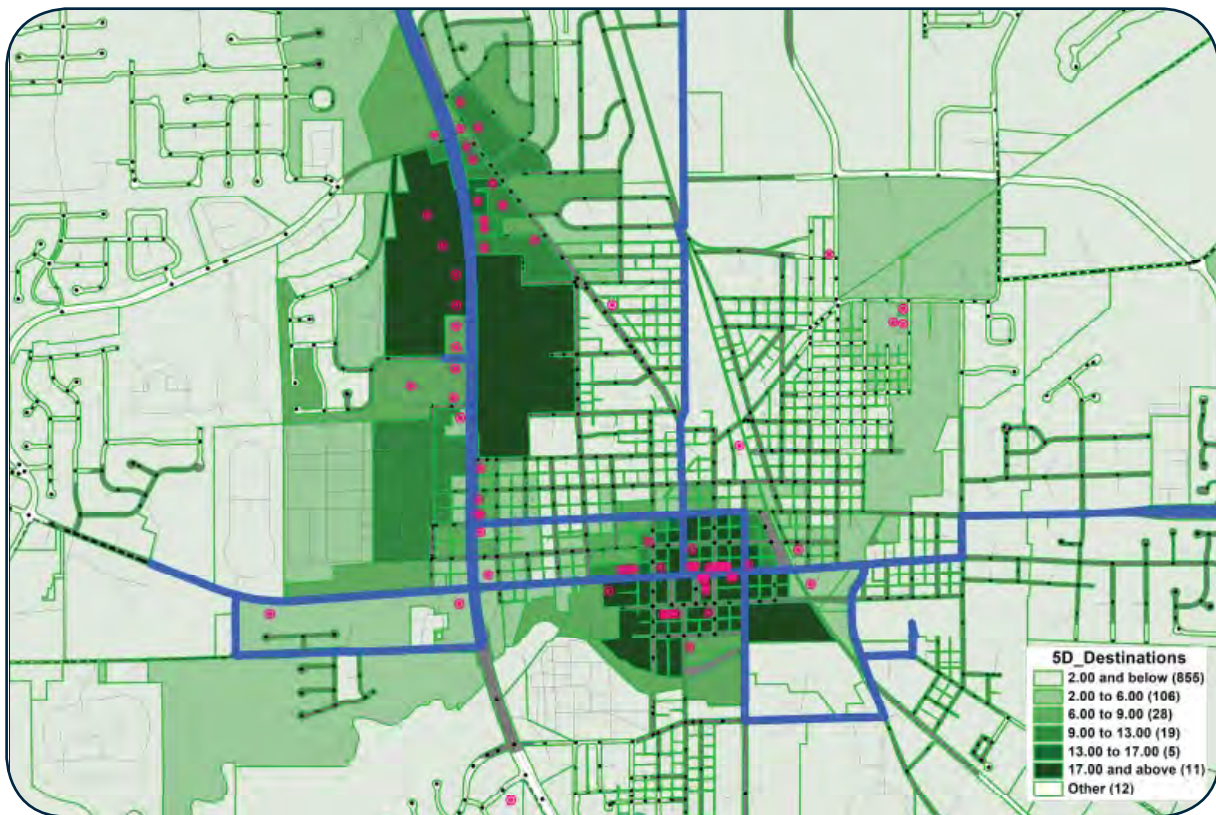
## DESTINATION VARIABLES

Destination variables describe the level of vibrancy of an area. In other words, is there somewhere to go or something to do via a walking trip? If so, then many trip purposes (e.g. work, shopping, or entertainment) can be accomplished without a car trip. The variable must be sensitive to the types of land uses that are close enough for a non-motorized trip to be more likely chosen over an auto trip. For this effort, destinations were measured using two variables; 1) number of commercial establishments within a 1/4 mile walk, 2) the number of retail jobs within a 1/4 mile walk. Both are ways of describing the vibrancy of an area. Initially, these variables were tested using different distance thresholds of 1/2 mile and 1/3 mile, but the 1/4 mile threshold allowed for a more realistic differentiation among the TAZs. Results for the Franklin area are shown in the destination graphic on the following page.

5D VARIABLE - DESIGN



5D VARIABLE - DESTINATION





## DISTANCE TO TRANSIT VARIABLES

Distance to transit variables are used to describe the degree to which the area is served by transit. Two measures were selected for this D element. The first is a walk access to transit variable which is literally a measure of how easy it is to walk to transit. This is computed by summing up the “walkable” road miles within a 10 minute walk radius of each transit stop and computing a ratio of that mileage to the total centerline mileage of the TAZ. The easier it is to walk to transit service, the more likely it is that a trip will be made by transit instead of by auto. The second variable is an accessibility via transit measure. This is computed by calculating the transit accessible destinations using the same definition of “destinations” used in the previous variable. It is intended to be used as a simple indicator of what other locations can be accessed via transit. The underlying assumption is that transit can be a competitive substitute for auto travel with increasing levels of accessibility. Results for the Franklin area are shown in the distance to transit graphic on the following page.

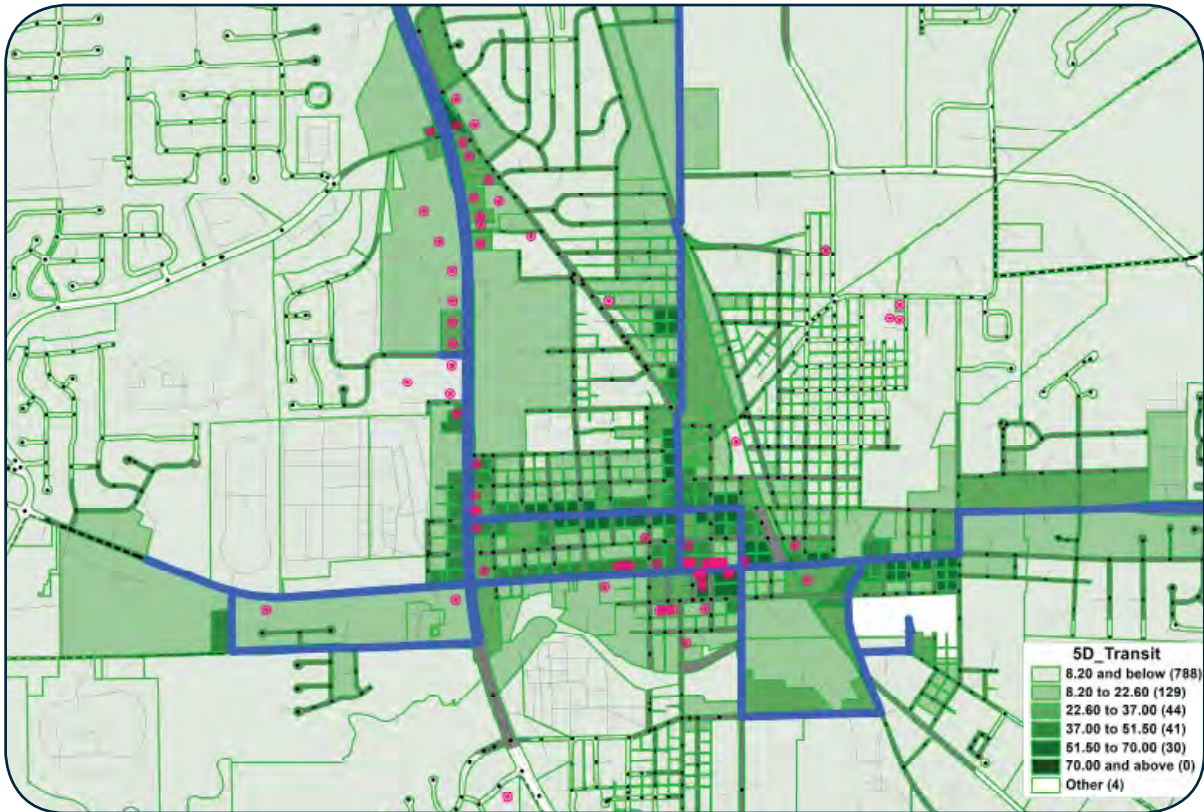
## PUTTING IT ALL TOGETHER

The variables chosen to describe the 5D elements are consistent with those being used elsewhere, and are practical to compute using the Franklin travel demand model. When taken together, they appear to provide an accurate representation of places around the Franklin area that have more traditional or smart growth features. When the scores are aggregated and normalized, the result is an overall “Walk Score” as illustrated in the final walk score graphic on the following page.

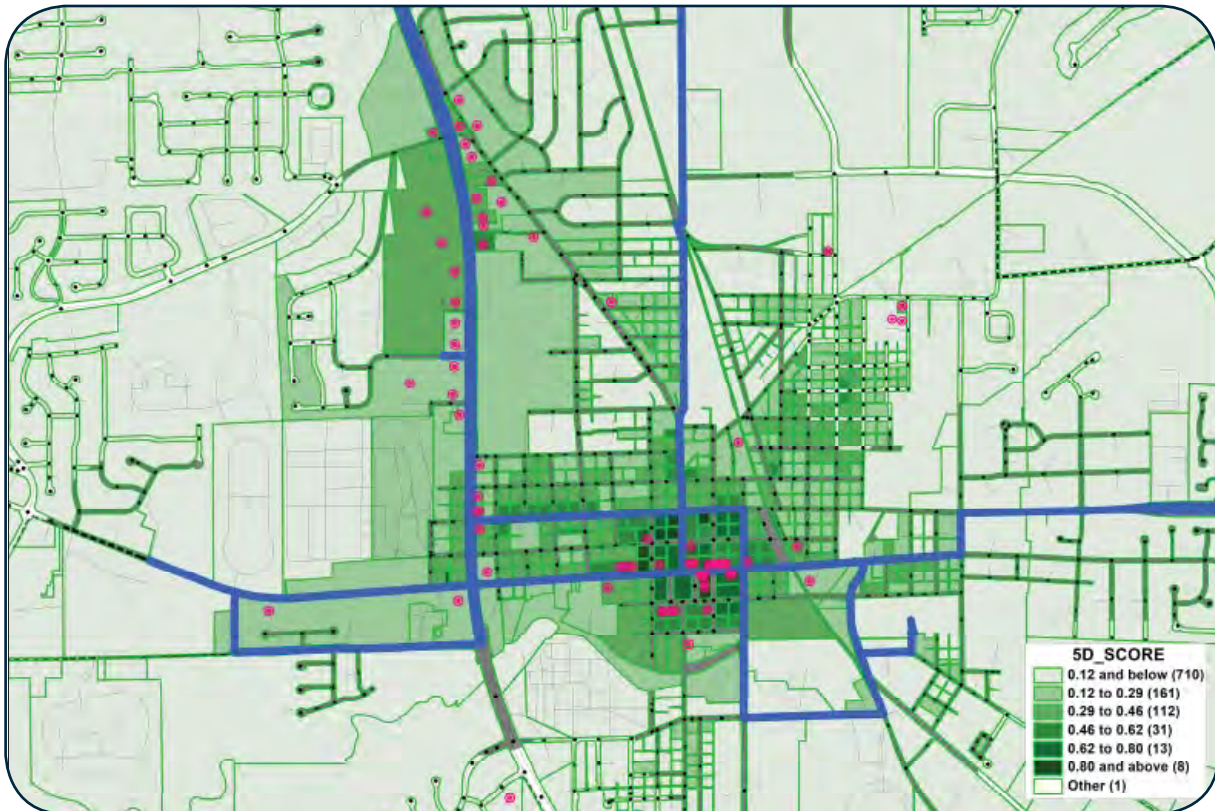
## CONCLUSIONS

The 5D post-processor used in conjunction with the travel model can be used to compare growth scenarios for an entire study area, city jurisdiction areas, or specific development areas on multiple development sites scattered throughout an analysis area. Area-wide analyses include comprehensive assessments of development patterns over a large, relatively homogeneous area, or a large area consisting of multiple communities. “Growth scenarios” can comprise comparisons of existing versus future conditions, comparisons of “trend” versus “smart-growth” scenarios, and/or comparisons of several alternative community plans or specific plans. The Thoroughfare Plan project did not evaluate alternative development policies and their effect on transportation infrastructure, thus each of the scenarios tested to date have yielded nearly identical Walk Scores for each TAZ. However, this toolkit can be used in subsequent Comprehensive and specific planning exercises in the future.

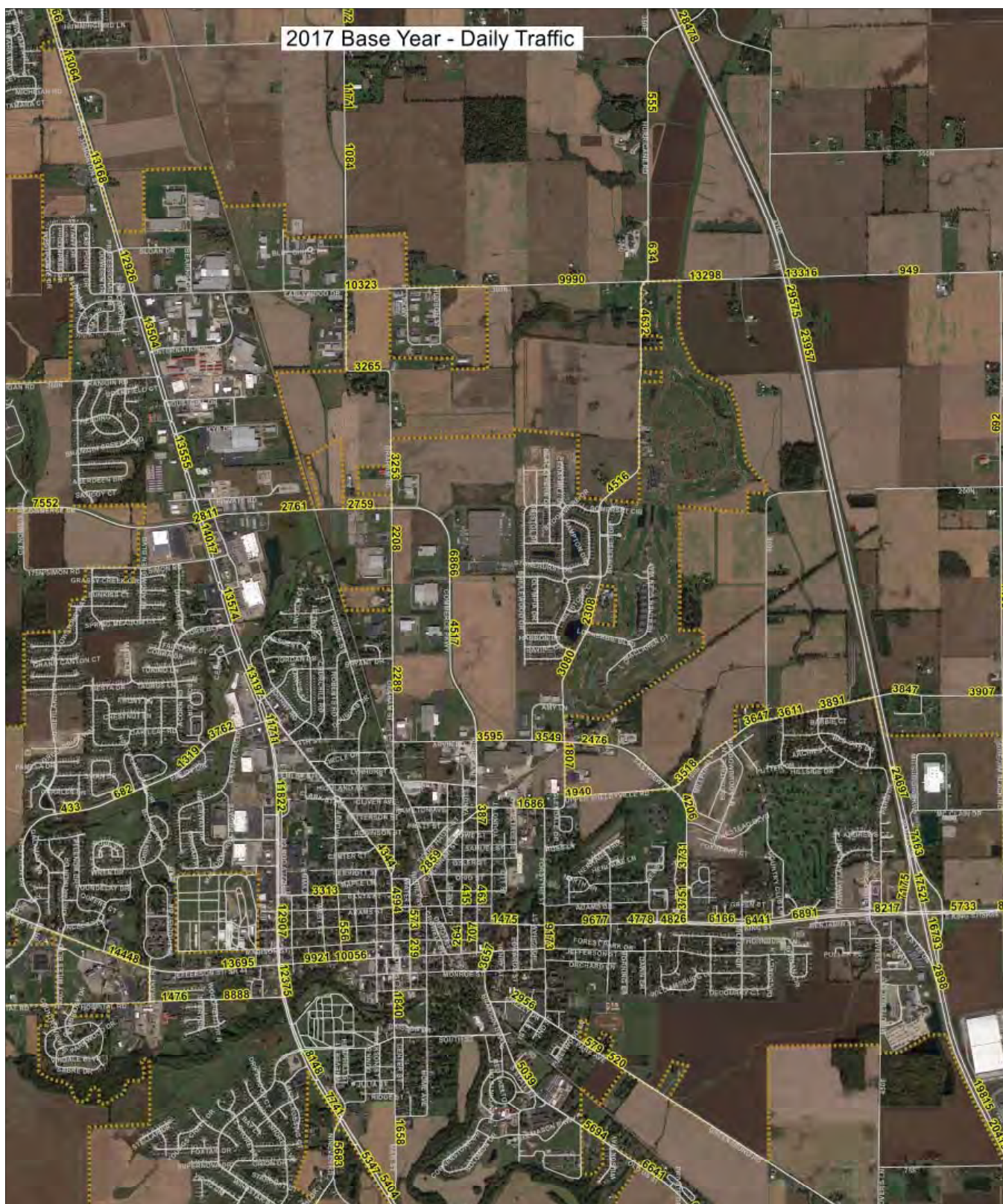
5D VARIABLE - DISTANCE TO/VIA TRANSIT



5D VARIABLE - FINAL WALK SCORE RESULTS

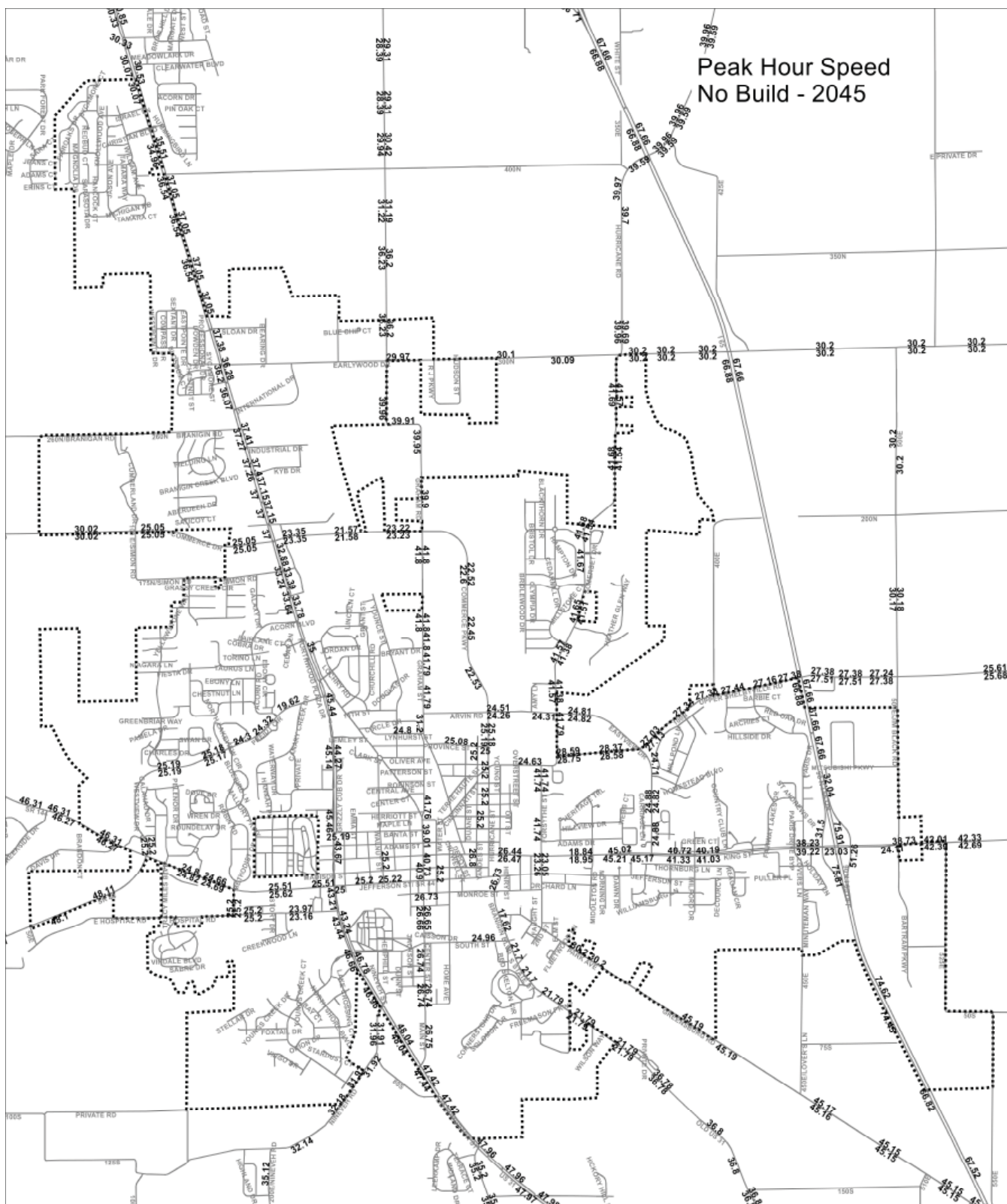




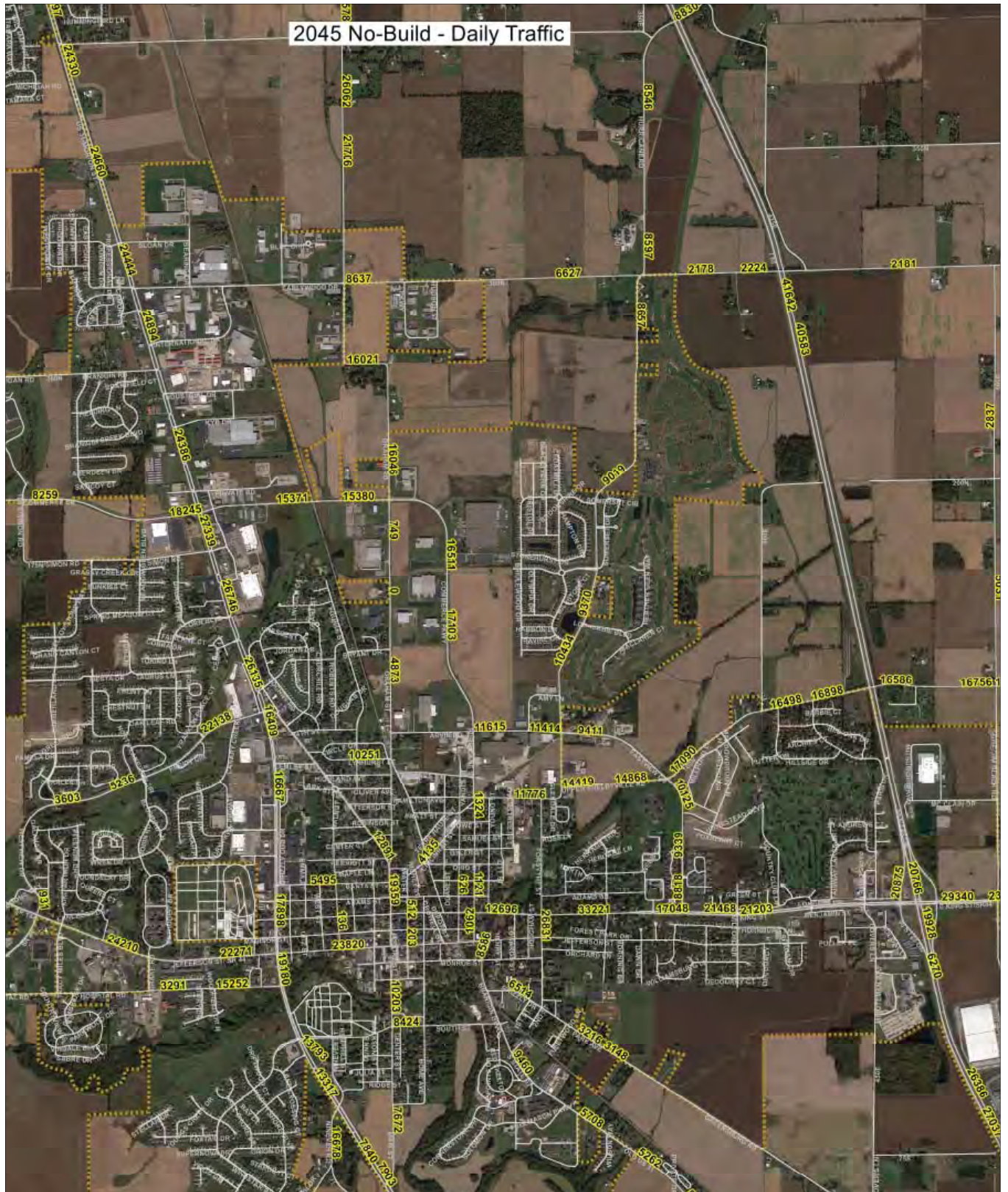




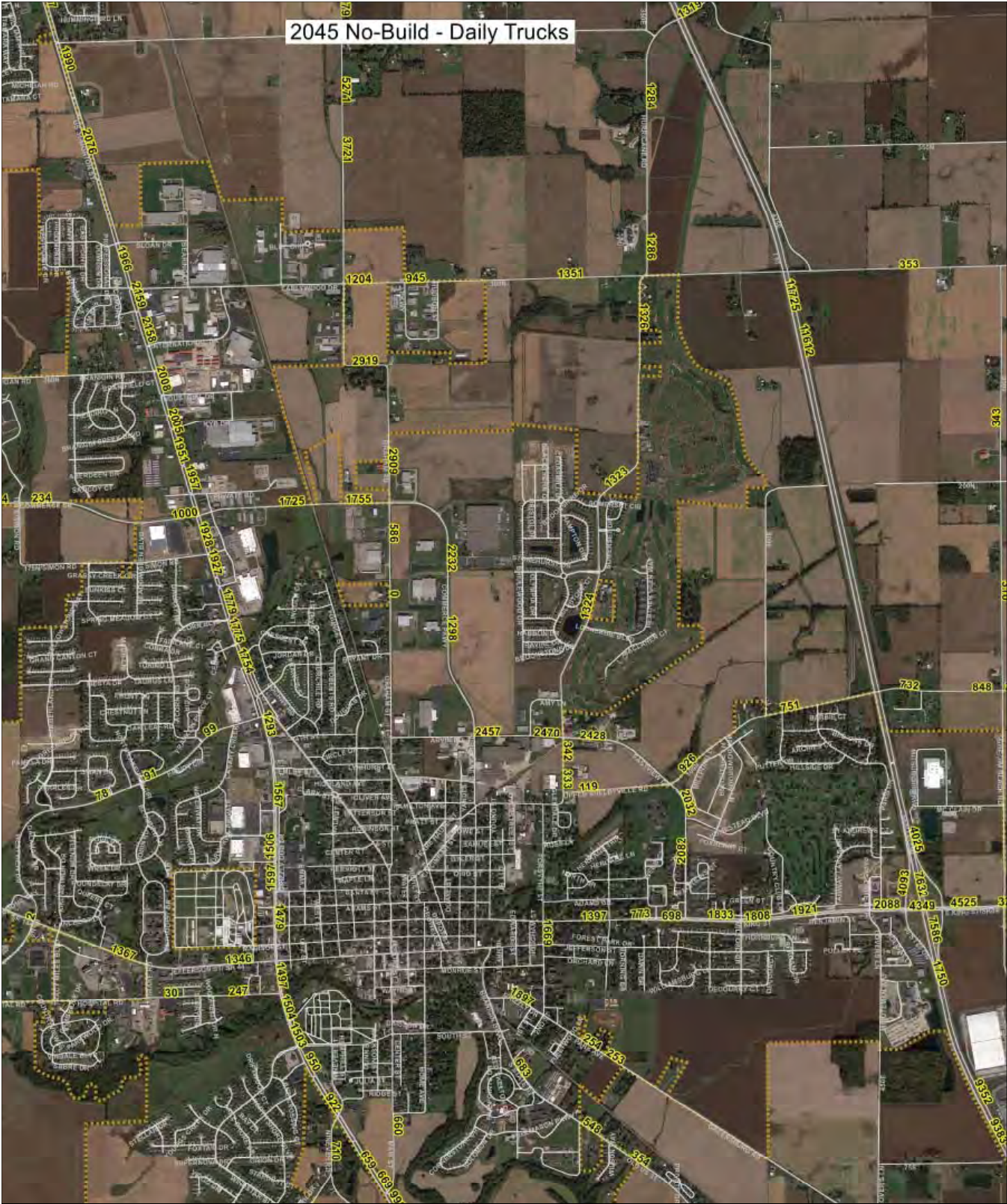


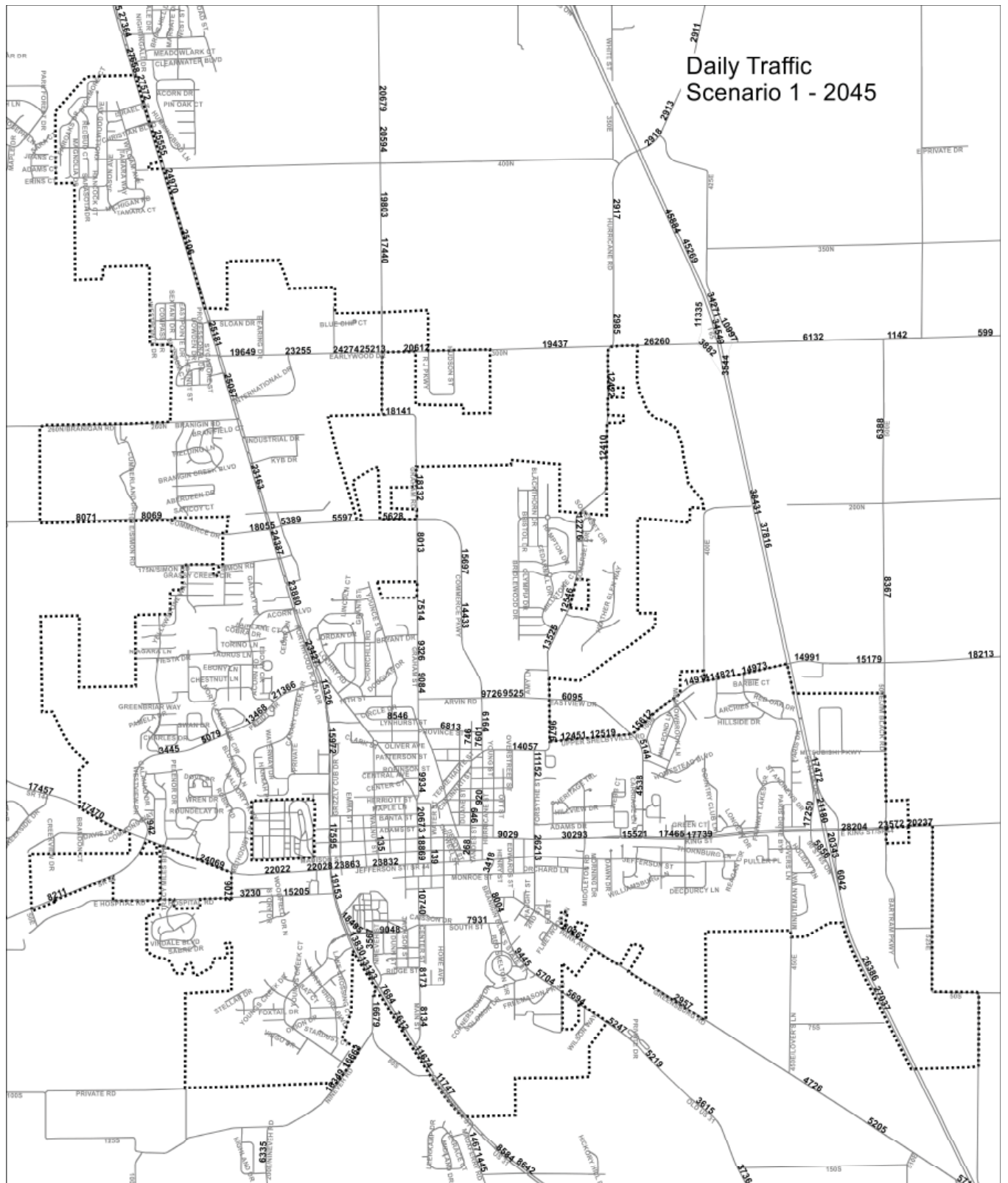




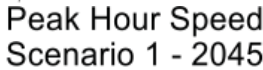


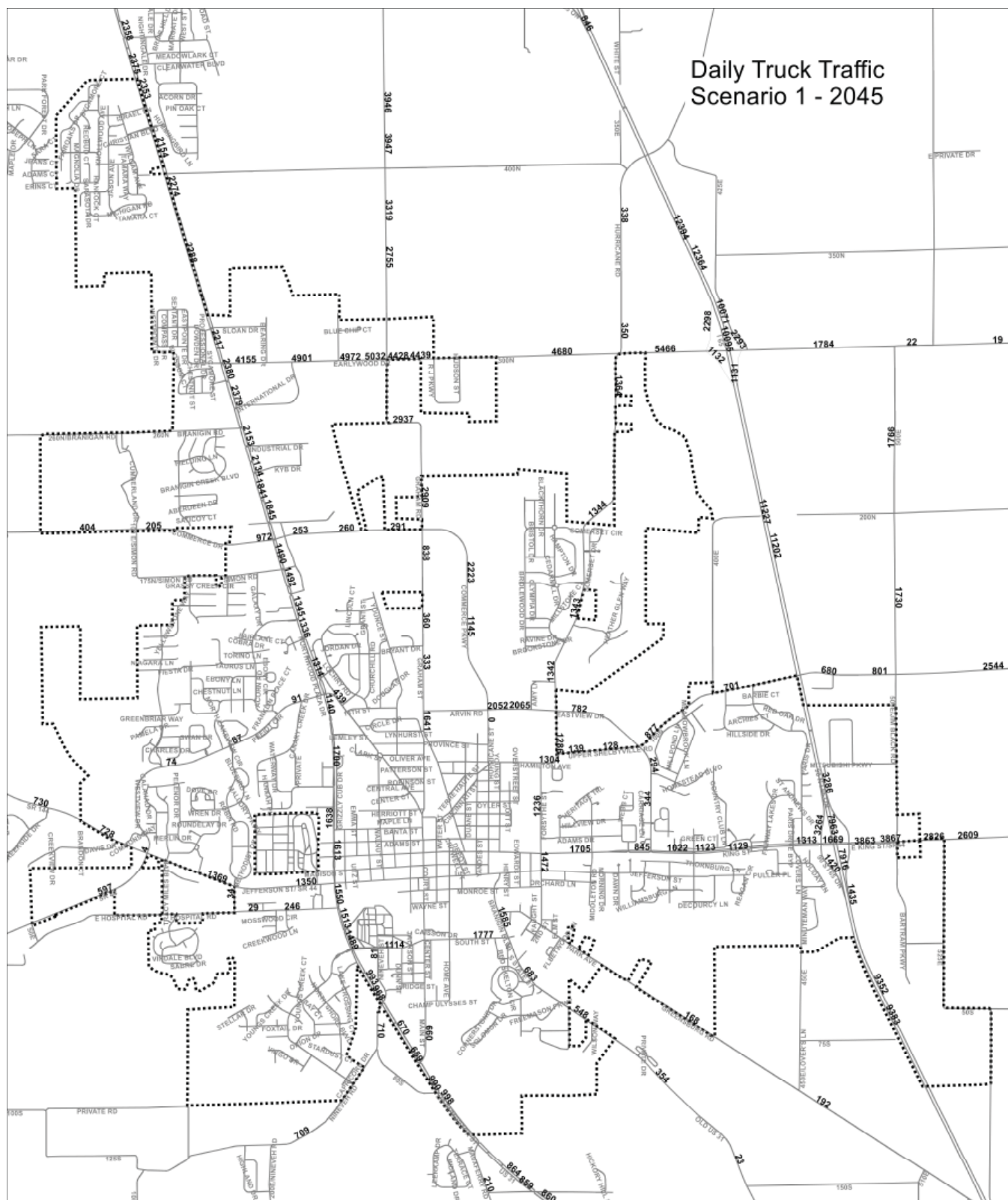




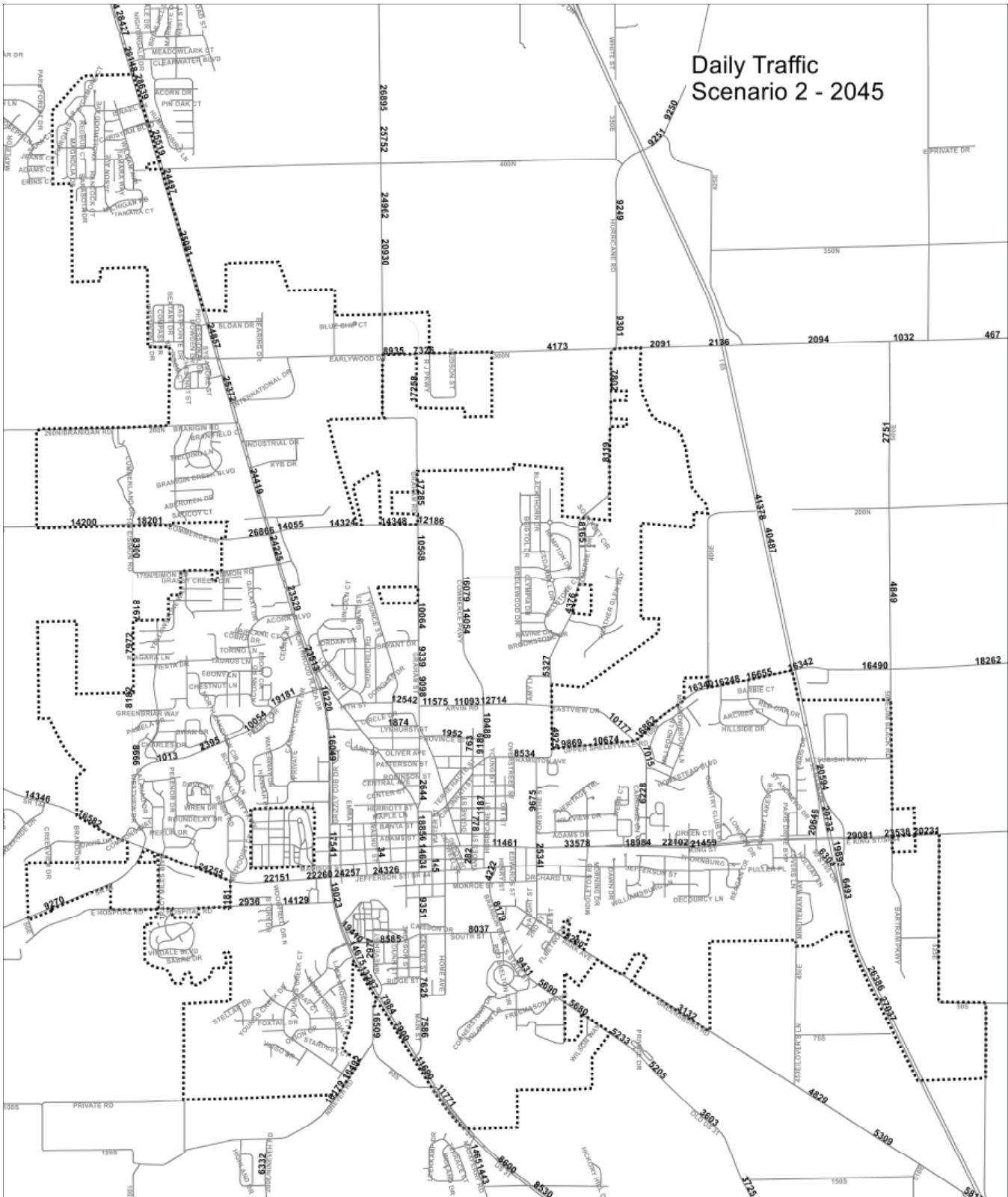


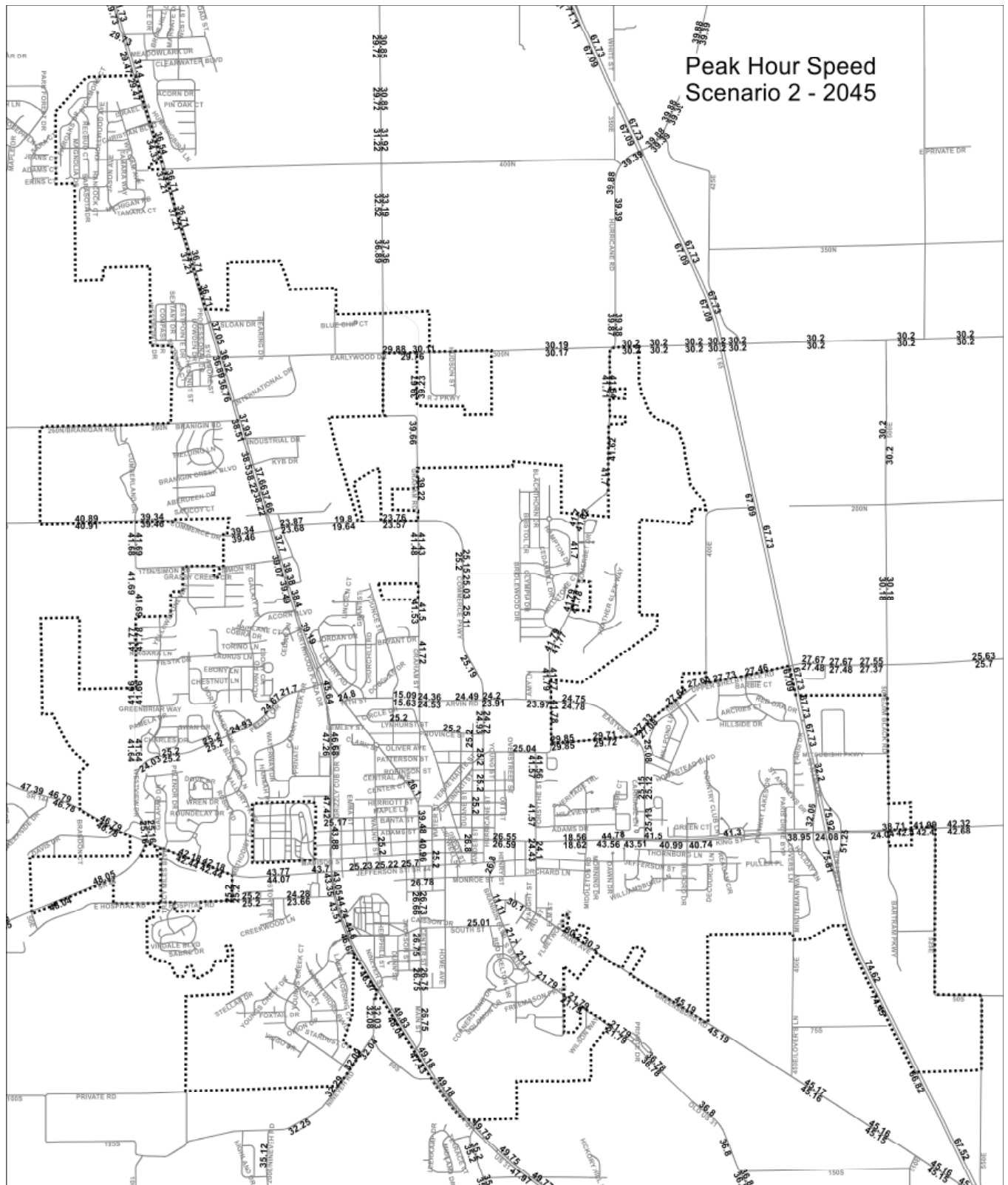




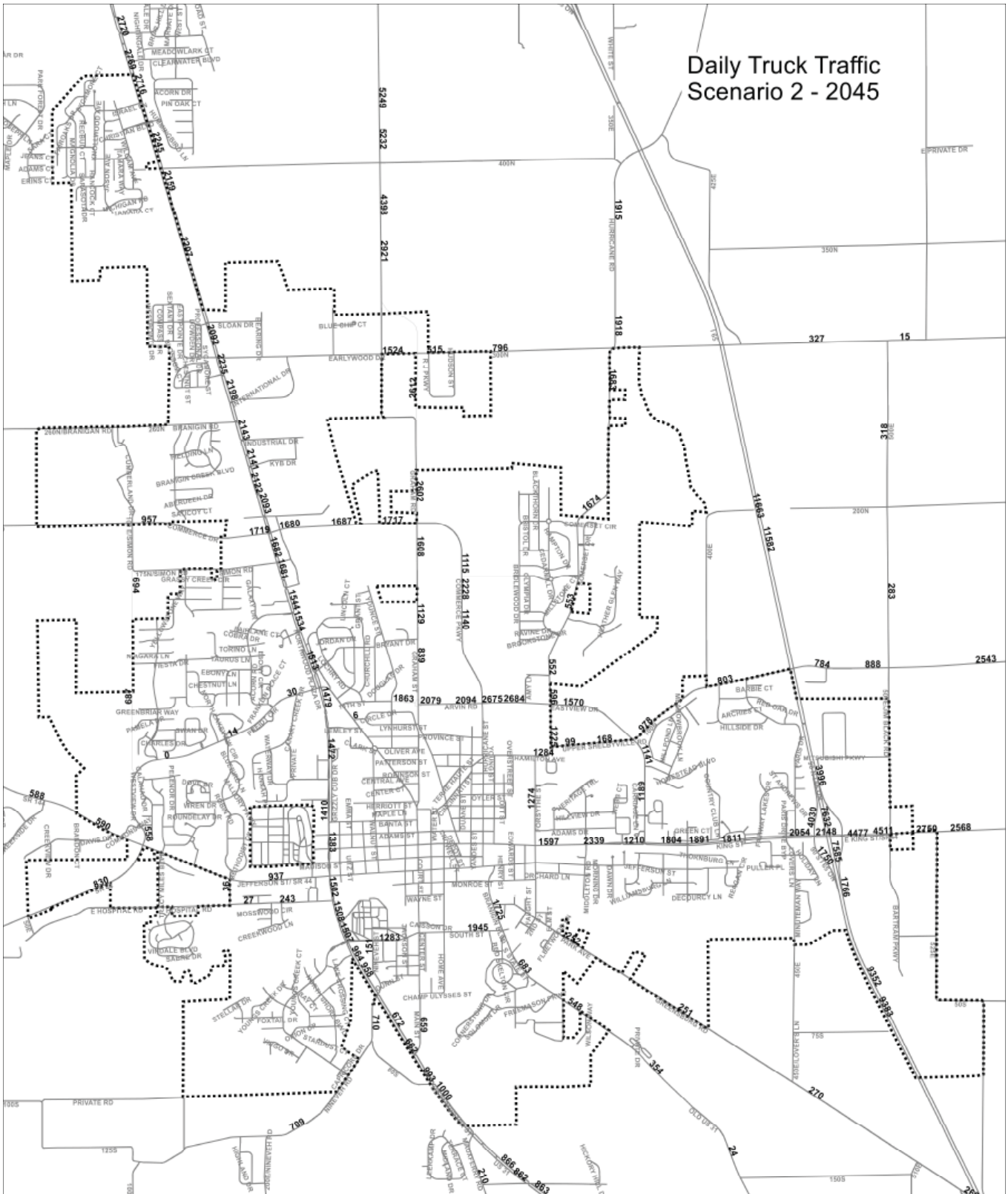




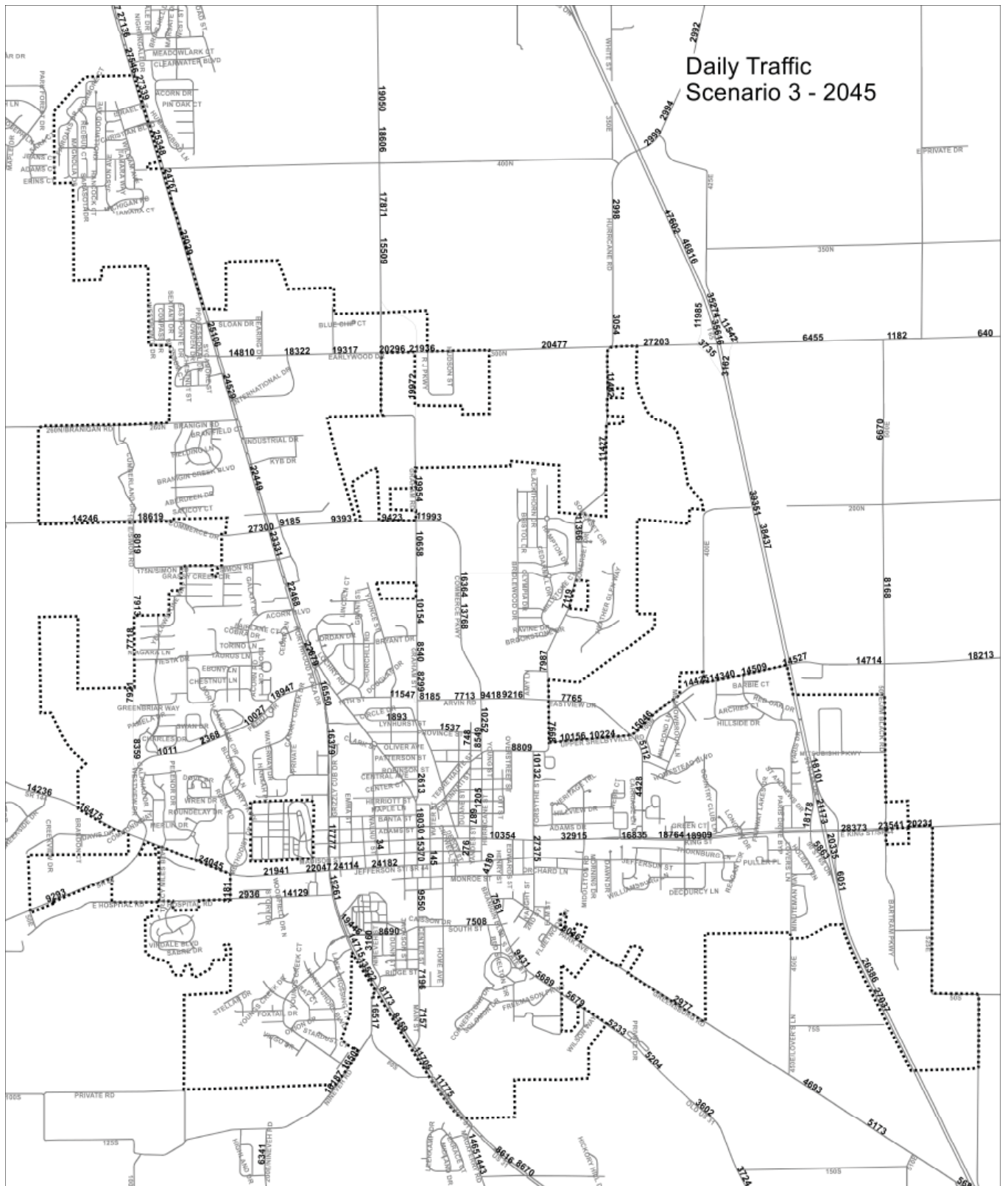




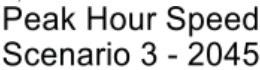
## Daily Truck Traffic Scenario 2 - 2045



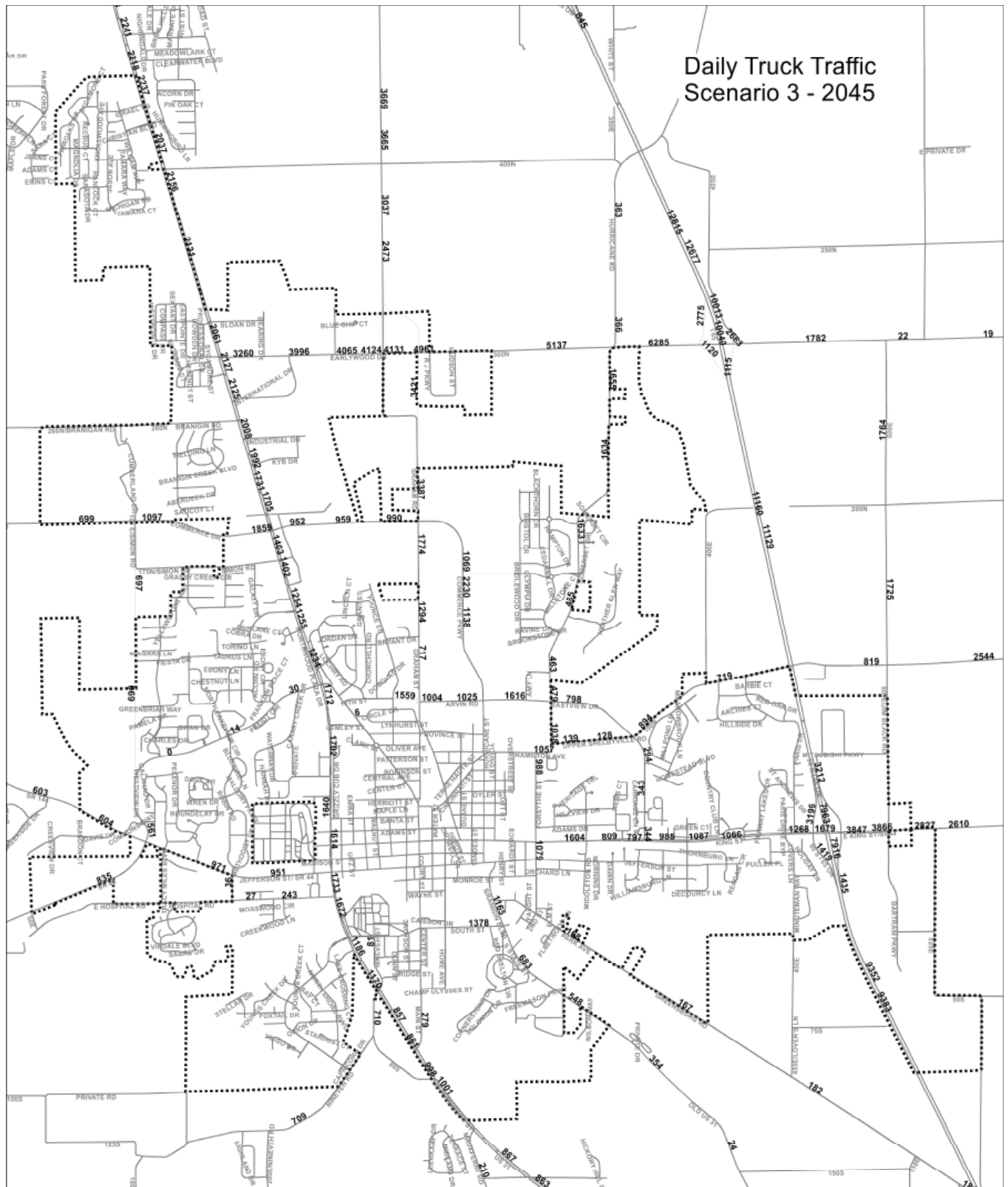


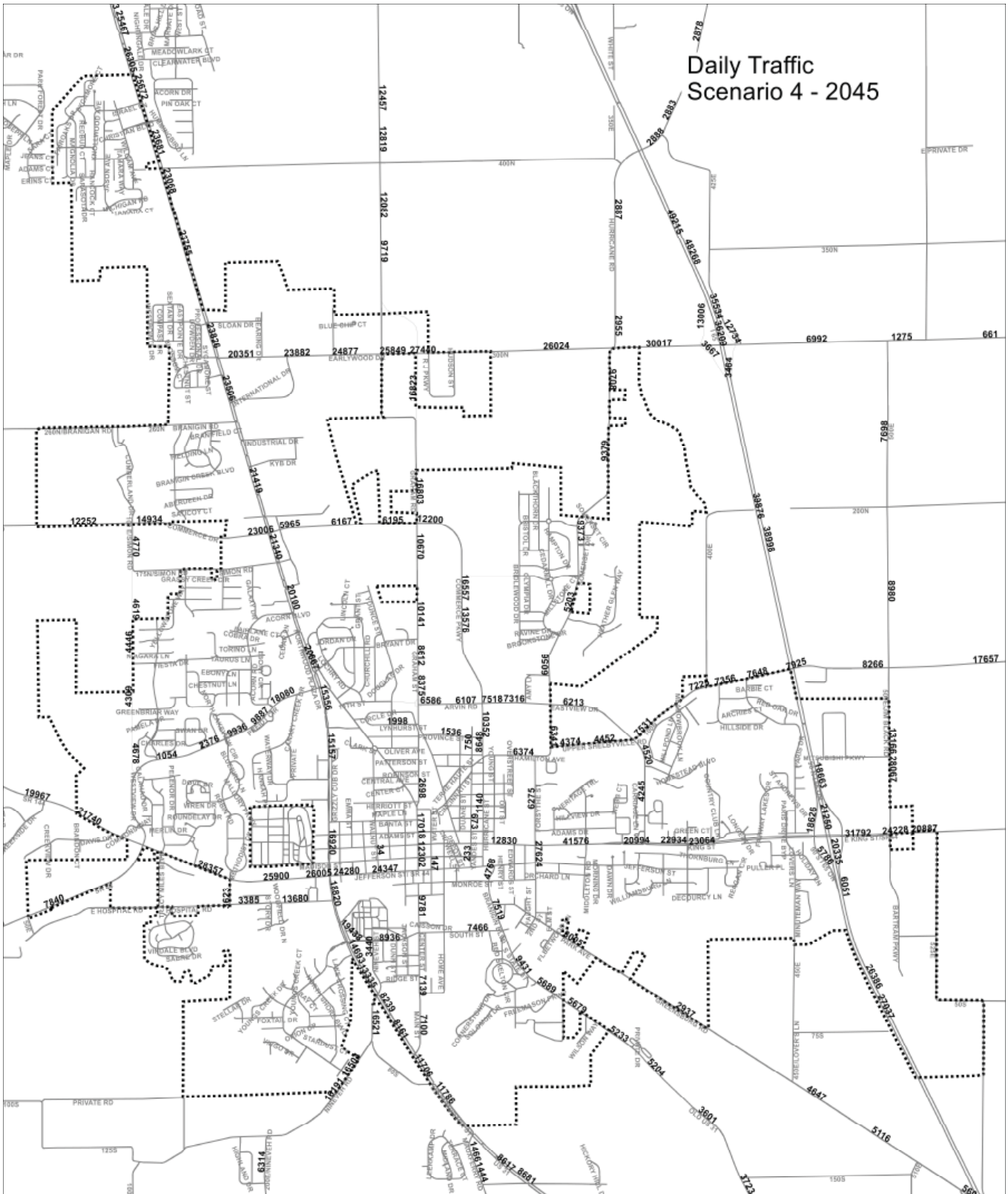


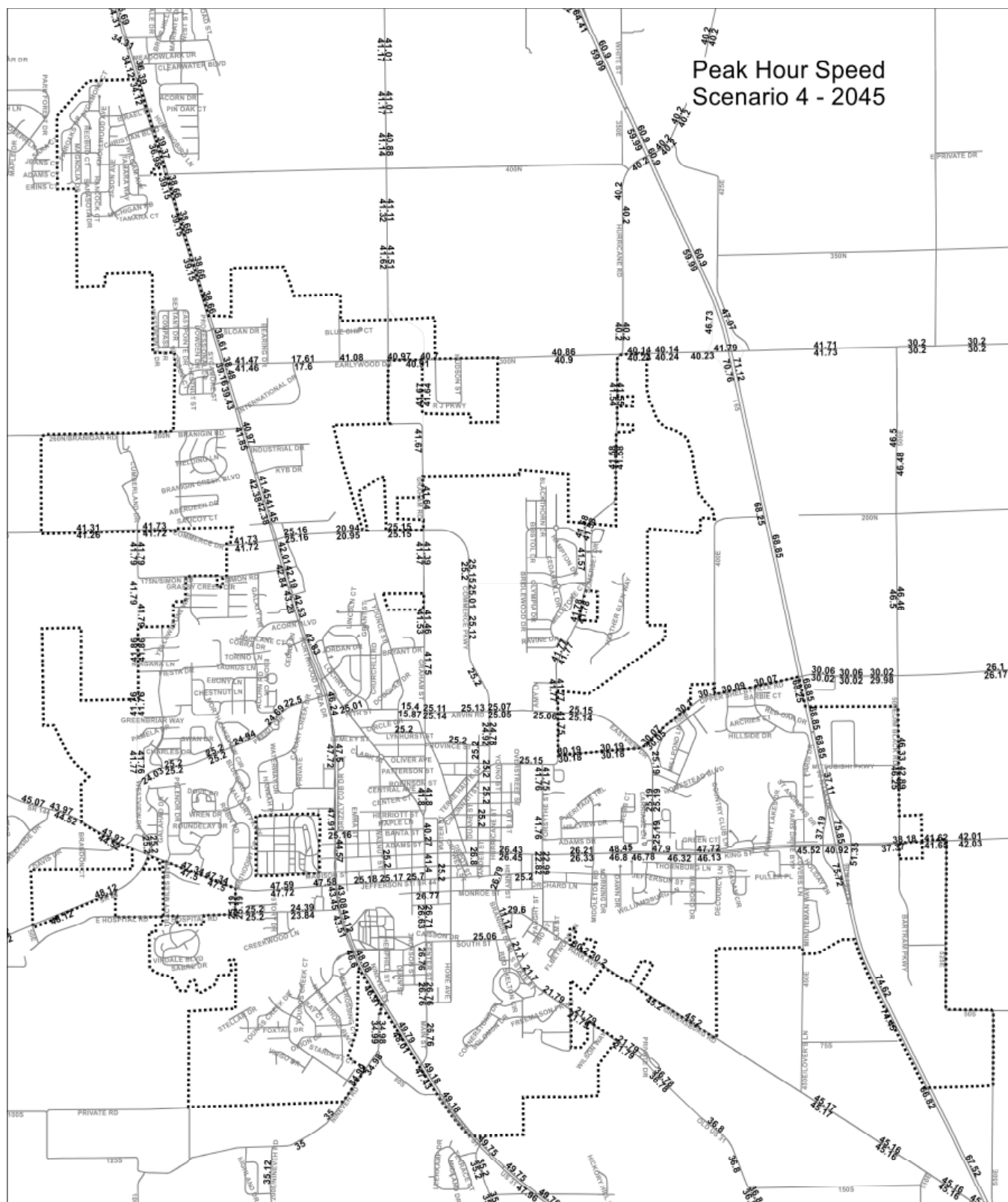
Daily Traffic  
Scenario 3 - 2045





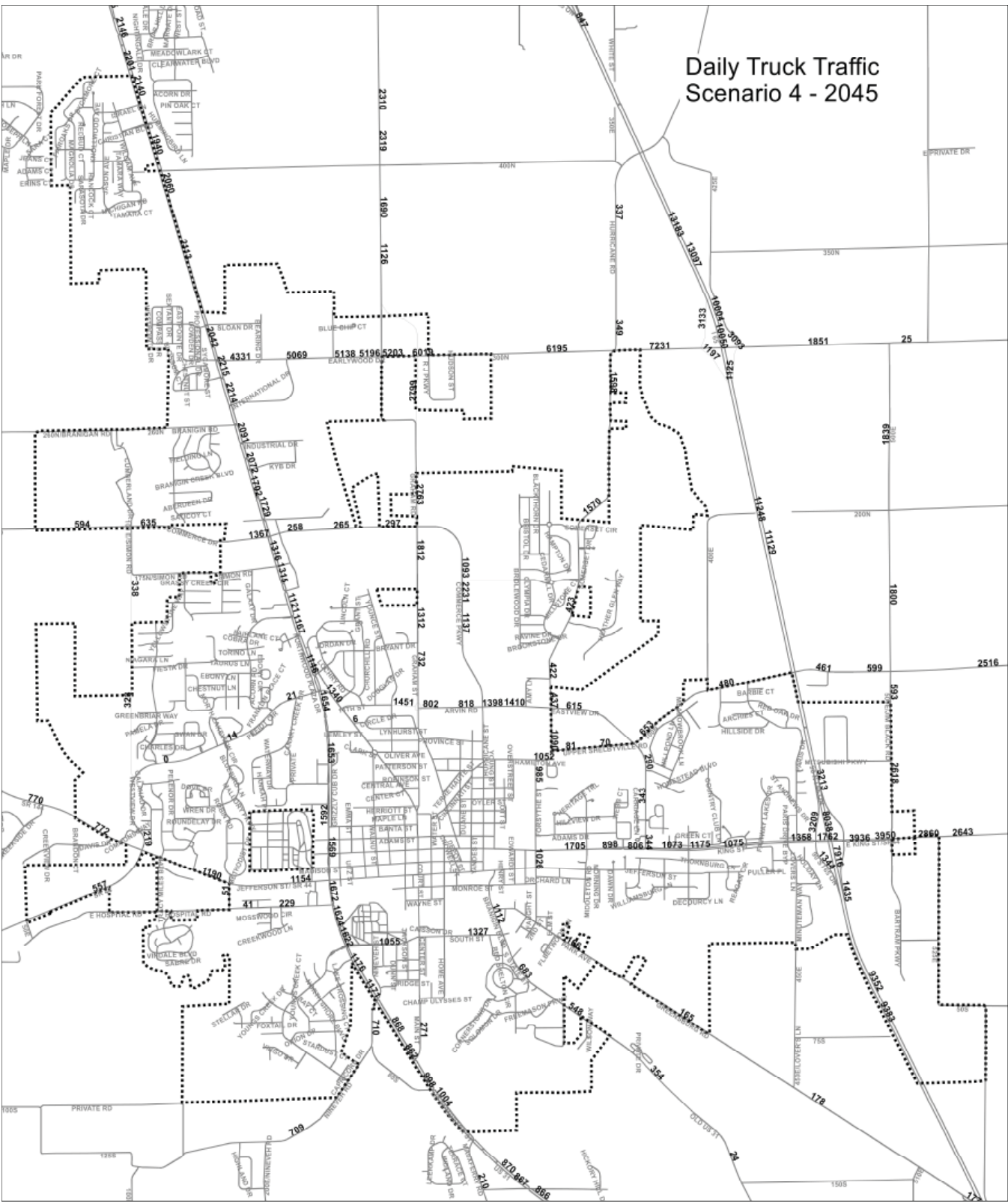








# Daily Truck Traffic Scenario 4 - 2045



# SIMPLIFIED ECONOMIC ANALYSIS TOOL PROJECT ANALYSIS RESULTS SUMMARY



**Project:** Economic impacts of Franklin Thoroughfare Plan Projects  
**Analyzer Name:** Dean Munn, Convergence Planning LLC  
**Analysis Date:** 8/14/2017  
**Run Date:** 8/14/2017  
**Model Run File Name:** 2045 Build Network Scenario 1

## PROJECT PERFORMANCE

### OTHER PERFORMANCE MEASURES

Daily Vehicle-Hours of Delay (DVHD) Savings	1,502
Annual Reduction in Total Accidents	13
Annual Reduction in Fatal Accidents	0

### A: NON-BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$64.5	\$2.6
Vehicle Oper Cost Savings (Non-Business)	\$14.5	\$0.6
Acc Cost Savings (Non-Bus & Non-Economic)	\$11.4	\$0.5
Emissions Cost Savings	\$4.7	\$0.2

### B: BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Business)	\$20.8	\$0.8
Vehicle Oper Cost Savings (Business)	\$4.8	\$0.2
Accident Cost Savings (Business)	\$1.6	\$0.1

### C = A + B DIRECT USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings	\$85.4	\$3.4
Vehicle Operating Cost Savings	\$19.3	\$0.8
Accident Cost Savings	\$13.0	\$0.5
Emissions Cost Savings	\$4.7	\$0.2

Residual Value at End of Analysis \$0.0

### TOTAL DIRECT USER BENEFITS

\$122.3

### USER BENEFIT-COST RATIO

4.1

### NET PRESENT VALUE (mil. 2015\$)

\$92.7

### D: LONG-TERM ECONOMIC IMPACTS

	25-Year Total	Annual Average
Gross Regional Product (mil. 2015\$)	\$135.1	\$5.4
Real Personal Income (mil. 2015\$)	\$133.2	\$5.3
Employment (job-years)	1,496	60

Notes: Economic Impacts do not include short-term effect of construction and are calculated using simplified method.

### E = A + D USER AND ECONOMIC BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$64.5	\$2.6
Vehicle Oper Cost Savings (Non-Business)	\$14.5	\$0.6
Acc Cost Savings (Non-Bus & Non-Economic)	\$11.4	\$0.5
Emissions Cost Savings	\$4.7	\$0.2
Real Per Income (Bus Cost Savings & Attract)	\$44.6	\$1.8
Residual Value at End of Analysis	\$0.0	

### TOTAL USER AND ECONOMIC BENEFITS

\$139.7

### BENEFIT-COST RATIO with economic benefits

4.7

### NET PRESENT VALUE (mil. 2015\$)

\$110.0

# SIMPLIFIED ECONOMIC ANALYSIS TOOL PROJECT ANALYSIS RESULTS SUMMARY



**Project:** Economic impacts of Franklin Thoroughfare Plan Projects  
**Analyzer Name:** Dean Munn, Convergence Planning LLC  
**Analysis Date:** 8/14/2017  
**Run Date:** 8/14/2017  
**Model Run File Name:** 2045 Build Network Scenario 2

## PROJECT PERFORMANCE

### OTHER PERFORMANCE MEASURES

Daily Vehicle-Hours of Delay (DVHD) Savings	1,566
Annual Reduction in Total Accidents	10
Annual Reduction in Fatal Accidents	0

### A: NON-BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$71.4	\$2.9
Vehicle Oper Cost Savings (Non-Business)	\$37.0	\$1.5
Acc Cost Savings (Non-Bus & Non-Economic)	\$12.8	\$0.5
Emissions Cost Savings	\$6.5	\$0.3

### B: BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Business)	\$12.9	\$0.5
Vehicle Oper Cost Savings (Business)	\$6.7	\$0.3
Accident Cost Savings (Business)	\$1.6	\$0.1

### C = A + B DIRECT USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings	\$84.3	\$3.4
Vehicle Operating Cost Savings	\$43.7	\$1.7
Accident Cost Savings	\$14.4	\$0.6
Emissions Cost Savings	\$6.5	\$0.3

Residual Value at End of Analysis \$0.0

### TOTAL DIRECT USER BENEFITS

\$148.9

### USER BENEFIT-COST RATIO

4.4

### NET PRESENT VALUE (mil. 2015\$)

\$130.2

### D: LONG-TERM ECONOMIC IMPACTS

	25-Year Total	Annual Average
Gross Regional Product (mil. 2015\$)	\$88.9	\$3.6
Real Personal Income (mil. 2015\$)	\$91.0	\$3.6
Employment (job-years)	1,051	42

Notes: Economic Impacts do not include short-term effect of construction and are calculated using simplified method.

### E = A + D USER AND ECONOMIC BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$71.4	\$2.9
Vehicle Oper Cost Savings (Non-Business)	\$37.0	\$1.5
Acc Cost Savings (Non-Bus & Non-Economic)	\$12.8	\$0.5
Emissions Cost Savings	\$6.5	\$0.3
Real Per Income (Bus Cost Savings & Attract)	\$35.0	\$1.4
Residual Value at End of Analysis	\$0.0	

### TOTAL USER AND ECONOMIC BENEFITS

\$162.8

### BENEFIT-COST RATIO with economic benefits

4.8

### NET PRESENT VALUE (mil. 2015\$)

\$128.9



# SIMPLIFIED ECONOMIC ANALYSIS TOOL PROJECT ANALYSIS RESULTS SUMMARY



**Project:** Economic impacts of Franklin Thoroughfare Plan Projects  
**Analyzer Name:** Dean Munn, Convergence Planning LLC  
**Analysis Date:** 8/14/2017  
**Run Date:** 8/14/2017  
**Model Run File Name:** 2045 Build Network Scenario 3

## PROJECT PERFORMANCE

### OTHER PERFORMANCE MEASURES

Daily Vehicle-Hours of Delay (DVHD) Savings	4,141
Annual Reduction in Total Accidents	19
Annual Reduction in Fatal Accidents	0

### A: NON-BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$138.6	\$5.5
Vehicle Oper Cost Savings (Non-Business)	\$52.5	\$2.1
Acc Cost Savings (Non-Bus & Non-Economic)	\$24.7	\$1.0
Emissions Cost Savings	\$11.5	\$0.5

### B: BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Business)	\$30.4	\$1.2
Vehicle Oper Cost Savings (Business)	\$10.5	\$0.4
Accident Cost Savings (Business)	\$2.3	\$0.1

### C = A + B

#### DIRECT USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings	\$169.0	\$6.8
Vehicle Operating Cost Savings	\$63.0	\$2.5
Accident Cost Savings	\$27.0	\$1.1
Emissions Cost Savings	\$12.2	\$0.5

Residual Value at End of Analysis	\$0.0
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#### TOTAL DIRECT USER BENEFITS

	\$271.2
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#### USER BENEFIT-COST RATIO

	4.3
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#### NET PRESENT VALUE (mil. 2015\$)

	\$208.8
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### D: LONG-TERM ECONOMIC IMPACTS

	25-Year Total	Annual Average
Gross Regional Product (mil. 2015\$)	\$85.3	\$3.4
Real Personal Income (mil. 2015\$)	\$81.2	\$3.2
Employment (job-years)	2,598	104

Notes: Economic Impacts do not include short-term effect of construction and are calculated using simplified method.

### E = A + D

#### USER AND ECONOMIC BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$138.6	\$5.5
Vehicle Oper Cost Savings (Non-Business)	\$52.5	\$2.1
Acc Cost Savings (Non-Bus & Non-Economic)	\$24.7	\$1.0
Emissions Cost Savings	\$11.5	\$0.5

Real Per Income (Bus Cost Savings & Attract)	\$81.2	\$3.2
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Residual Value at End of Analysis	\$0.0
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#### TOTAL USER AND ECONOMIC BENEFITS

	\$308.5
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#### BENEFIT-COST RATIO with economic benefits

	4.9
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#### NET PRESENT VALUE (mil. 2015\$)

	\$245.0
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# SIMPLIFIED ECONOMIC ANALYSIS TOOL PROJECT ANALYSIS RESULTS SUMMARY



**Project:** Economic impacts of Franklin Thoroughfare Plan Projects  
**Analyzer Name:** Dean Munn, Convergence Planning LLC  
**Analysis Date:** 9/7/2017  
**Run Date:** 9/6/2017  
**Model Run File Name:** 2045 Build Network Scenario 4

## PROJECT PERFORMANCE

### OTHER PERFORMANCE MEASURES

Daily Vehicle-Hours of Delay (DVHD) Savings	4,241
Annual Reduction in Total Accidents	41
Annual Reduction in Fatal Accidents	0

### A: NON-BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$190.0	\$7.6
Vehicle Oper Cost Savings (Non-Business)	\$40.3	\$1.6
Acc Cost Savings (Non-Bus & Non-Economic)	\$23.3	\$0.9
Emissions Cost Savings	\$11.0	\$0.4

### B: BUSINESS USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Business)	\$42.5	\$1.7
Vehicle Oper Cost Savings (Business)	\$6.8	\$0.3
Accident Cost Savings (Business)	\$3.1	\$0.1

### C = A + B

#### DIRECT USER BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings	\$232.6	\$9.3
Vehicle Operating Cost Savings	\$47.1	\$1.9
Accident Cost Savings	\$26.4	\$1.1
Emissions Cost Savings	\$11.0	\$0.4

Residual Value at End of Analysis	\$0.0
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#### TOTAL DIRECT USER BENEFITS

	\$317.1
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#### USER BENEFIT-COST RATIO

	2.4
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#### NET PRESENT VALUE (mil. 2015\$)

	\$176.9
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### D: LONG-TERM ECONOMIC IMPACTS

	25-Year Total	Annual Average
Gross Regional Product (mil. 2015\$)	\$210.8	\$8.4
Real Personal Income (mil. 2015\$)	\$214.5	\$8.6
Employment (job-years)	2,467	99

Notes: Economic Impacts do not include short-term effect of construction and are calculated using simplified method.

### E = A + D

#### USER AND ECONOMIC BENEFITS (mil. 2015\$)

	25-Year Total	Annual Average
Travel Time Savings (Non-Business)	\$190.0	\$7.6
Vehicle Oper Cost Savings (Non-Business)	\$40.3	\$1.6
Acc Cost Savings (Non-Bus & Non-Economic)	\$23.3	\$0.9
Emissions Cost Savings	\$11.0	\$0.4

Real Per Income (Bus Cost Savings & Attract)	\$86.3	\$3.5
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Residual Value at End of Analysis	\$0.0
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#### TOTAL USER AND ECONOMIC BENEFITS

	\$351.0
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#### BENEFIT-COST RATIO with economic benefits

	2.7
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#### NET PRESENT VALUE (mil. 2015\$)

	\$220.3
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### Socio-economic Growth Forecasts

The Franklin travel demand model takes socio-economic data (allocated to each TAZ) and processes this information in the Trip Generation step. The Census Block level base year employment data was obtained from the 2016 Longitudinal Employer-Household Dynamics (LEHD) data via US Census Bureau. Household and population statistics at the Census Block level were also obtained. Forecasts were based on the Indianapolis MPO 2045 TAZ forecasts. The net growth was allocated to individual traffic zones and added to the base data to form a land use forecast. The MPO growth forecasts for the project's study area are summarized below.

#### Socio-Economic Data and Forecasts Used as Inputs to the Analysis

##### Franklin Study Area

HOUSEHOLDS	Year	
	2015	2045
HOUSING UNITS	12,345	19,413
POPULATION	31,890	51,454
SCHOOL ENROLLMENT (K-12)	5,849	8,852

EMPLOYMENT	2015	2045
BASIC (Includes Manufacturing)	4,297	11,771
SERVICE	8,497	20,975
RETAIL/FOOD/HOSPITALITY	2,991	7,717
TOTAL	15,785	40,463

#### Growth Allocation Process

The control totals derived from the Indy MPO 2045 Forecast were allocated to the Franklin model's 1019 internal traffic zones using a technical growth allocation process. For the zones within the Franklin model, but outside the project's study area, the MPO zones and assumptions were used directly. For zones that are internal to the project's study area a set of growth allocation models were calibrated and applied to predict the likely areas to attract the MPO forecasted growth.

Unique growth allocation models were calibrated for:

- Housing
- Retail Employment
- Service Employment
- Basic Employment (mostly industrial/light industrial)

Within the individual growth allocation models, each vacant parcel is competing for growth using a measure of “Economic Utility”. The relative utility for a household or employer to locate in a particular parcel is:

Influenced by:

- Accessibility to Jobs
- Accessibility to Workers
- Accessibility to Retail
- Travel time to nearest interchange
- Travel time to Indianapolis
- Proximity to similar land uses
- Parcel size
- Land cost

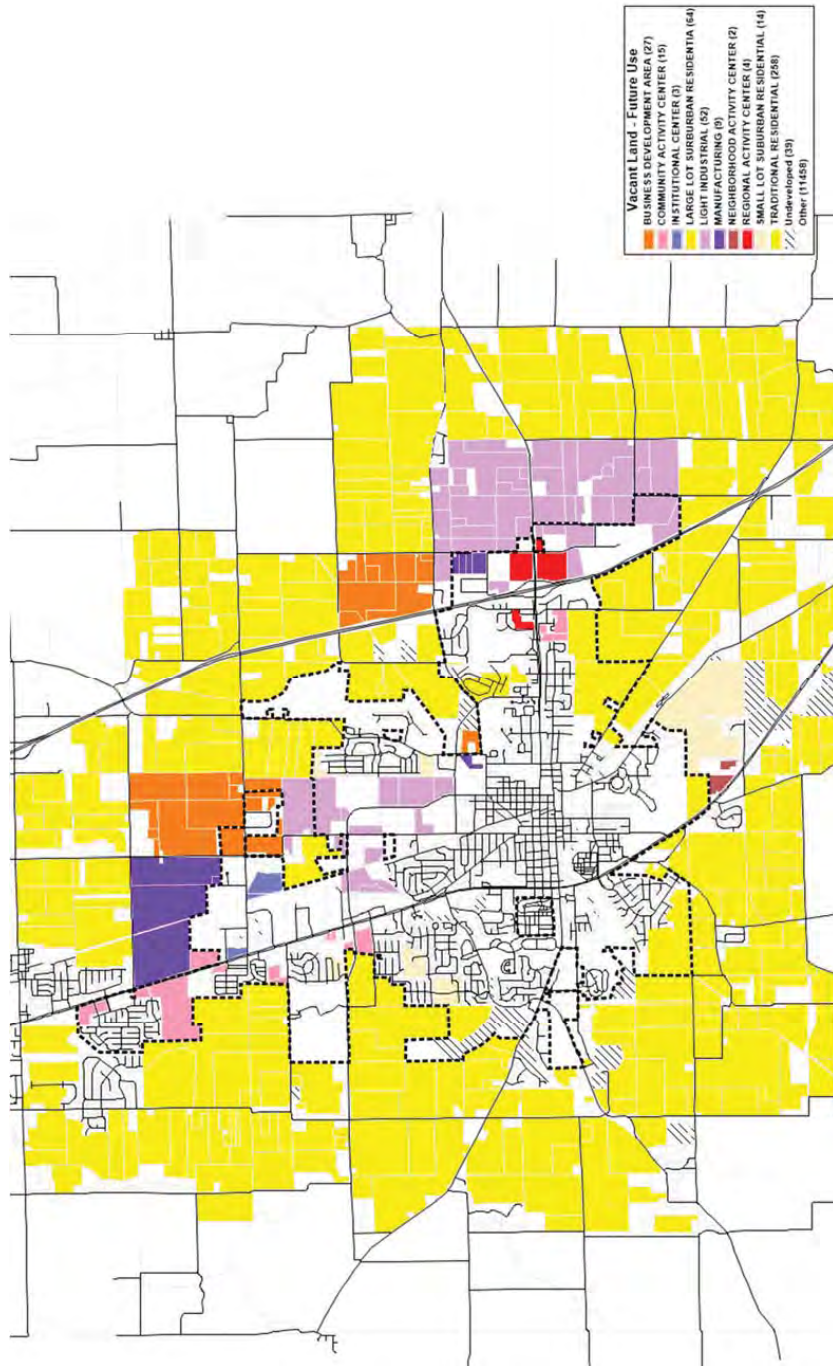
And Constrained by:

1. Land uses allowed by the Comprehensive Plan
2. Maximum densities
3. Floodplain

Each of the abovementioned items were developed from local GIS data resources; such as the Johnson County Assessor Parcel layer, the MPO model network and TAZ files, or the Franklin model network.

After the economic utility is computed for each parcel, then growth is allocated to parcels using a probability (or growth share) using the following:

Parcel’s Share of Total Growth = Parcel’s economic utility for a particular land use / Sum of all economic utility for a particular land use.



*Future Land Uses Identified by the Comprehensive Plan*

### Technical Procedure for Weighting Economic Utility Elements

The Franklin growth allocation process used a Neural Network technique for estimating the relative importance of each of the variables (via numerical weights) used in the computation of the economic utility for a given land parcel for a given land use. Neural network techniques are a form of artificial intelligence that identify patterns in data that are useful for forecasting. Neural networks are commonly used in the business world for a wide range of applications; from credit worthiness of customers, to marketing analyst to predict future sales, to economic cycles and stock market prices. Neural networks have the ability to learn by example, they can be trained to recognize the image a face by showing it many examples of a face or to predict future stock prices by feeding it historical stock prices.

Neural networks perform these particular tasks by using the following procedure:

- I. We present the network with training examples, which consist of a pattern of activities for the input units together with the desired pattern of activities for the output units.
- II. We determine how closely the actual output of the network matches the desired output.
- III. We change the weight of each connection so that the network produces a better approximation of the desired output.

Neural networks are very effective when lots of examples must be analyzed, or when a structure in these data must be analyzed but a single algorithmic solution is impossible to formulate. Neural networks are used as computational tools for examining data and developing models that help to identify patterns or structures in the data. The data used to develop these models is known as training data. Once a neural network has been trained, and has learned the patterns that exist in that data, it can be applied to new data. The training data must contain numeric information on both the inputs and the outputs to generate a model. The model is then repeatedly trained with this data until it learns to represent these relationships correctly. For a given input pattern or data, the network produces an output (or set of outputs), and this response is compared to the known desired response of each neuron. Correction and changes are made to the weights of the network to reduce the errors before the next pattern is presented. The weights are continually updated in this manner until the total error across all training patterns is reduced below some pre-defined tolerance level. We call this learning algorithm as backpropagation.

Process of a backpropagation

- I. Forward pass, where the outputs are calculated and the error at the output units calculated.
- II. Backward pass, the output unit error is used to alter weights on the output units. Then the error at the hidden nodes is calculated (by back-propagating the error at the output units through the weights), and the weights on the hidden nodes altered using these values.

The main steps of the back propagation learning algorithm are summarized below:



Step 1: Input training data.

Step 2: Hidden nodes calculate their outputs.

Step 3: Output nodes calculate their outputs on the basis of Step 2.

Step 4: Calculate the differences between the results of Step 3 and targets.

Step 5: Apply the first part of the training rule using the results of Step 4.

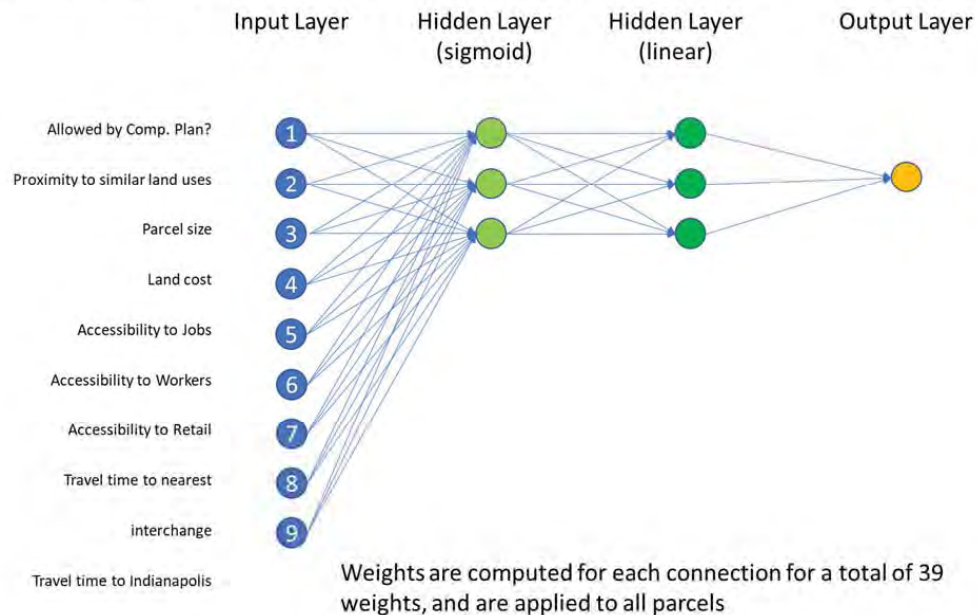
Step 6: For each hidden node,  $n$ , calculate  $d(n)$ . (derivative)

Step 7: Apply the second part of the training rule using the results of Step 6.

Steps 1 through 3 are often called the forward pass, and steps 4 through 7 are often called the backward pass. Hence, the name: back-propagation. For each data pair to be learned a forward pass and backwards pass is performed. This is repeated over and over again until the error is minimized.

The neural network structure used in the Franklin growth allocation model is illustrated below.

Economic Utility for a given Land Use, computed for each parcel

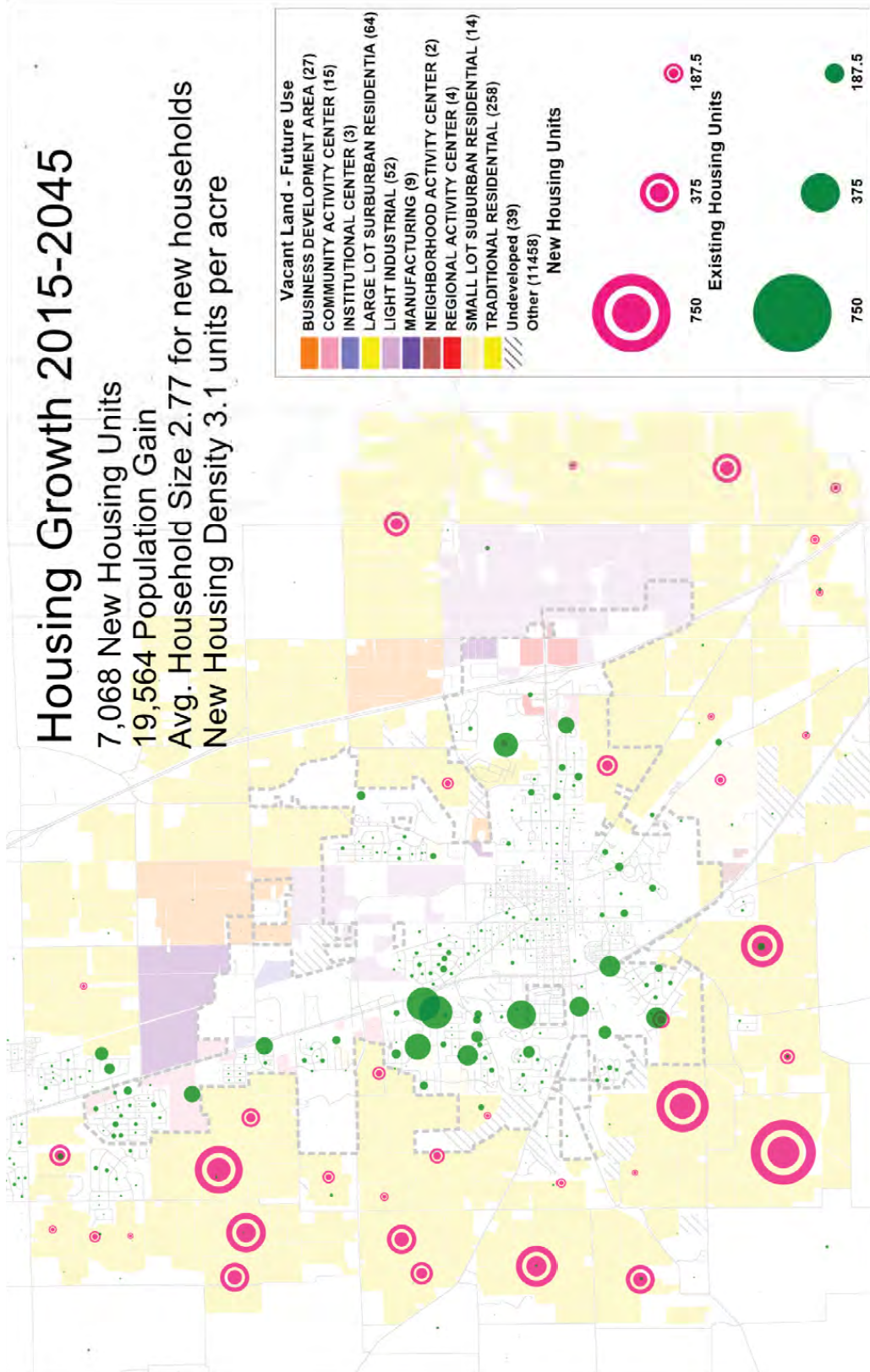


Initial weights were set to random values, then four neural network models were trained using existing land use patterns for housing, retail employment, service employment, and basic employment separately. The other training inputs were obtained from the travel model

network or other local GIS layers mentioned previously. The neural network training process involved thousands of iterations until a final set of weights emerged. Once each of the neural network model's weights were estimated, then they were used in the computation of economic utility for each parcel for a given land use type. The economic utility values were then used to compute the share of growth that each parcel is predicted to receive. Summarized housing and employment growth allocation results are shown in the next two pages.

# Housing Growth 2015-2045

7,068 New Housing Units  
 19,564 Population Gain  
 Avg. Household Size 2.77 for new households  
 New Housing Density 3.1 units per acre

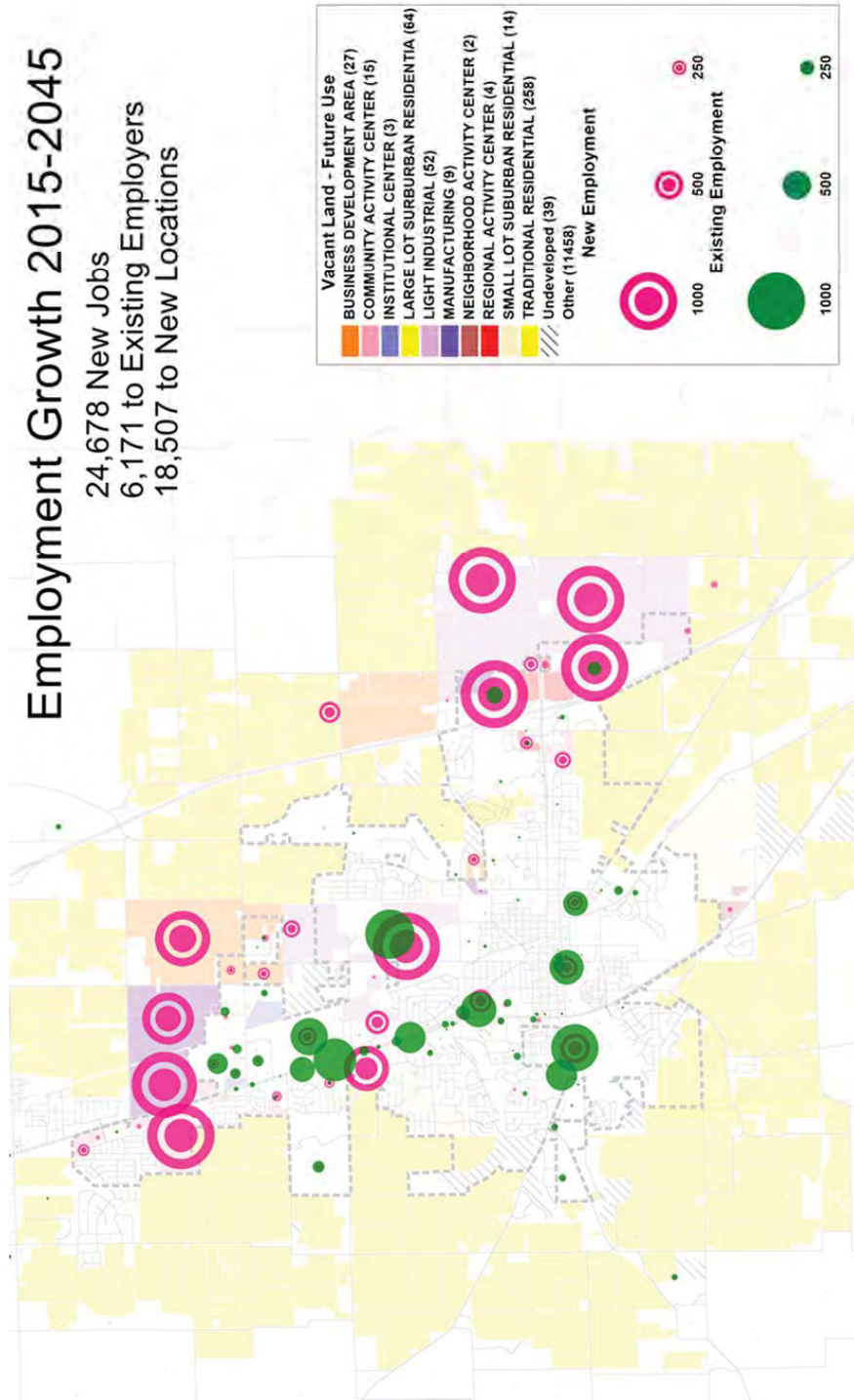


# Employment Growth 2015-2045

24,678 New Jobs

6,171 to Existing Employers

18,507 to New Locations





## Network Modeling and Analysis

### Overview

The primary purpose of the travel demand analysis was to provide insights into traffic impacts and capacity needs for the City of Franklin as it undergoes large-scale household and employment growth. The traffic analysis was developed by forecasting specific land development, and then using a travel demand model built specifically for this project to generate trips, distribute trips, assign estimated vehicle flows to the various road network scenarios, and then compute performance measures.

This section documents the development of a TransCAD travel demand model for the City of Franklin, and an evaluation of traffic conditions under various transportation and land use scenarios. The project study area (see **Figure 1**) includes the City of Franklin, surrounding adjacent areas in Johnson County, and includes I-65, US 31, and SR144 corridors. Any summary statistics cited within the Network Modeling and Analysis section pertain the study area highlighted with the red boundary in Figure 1. The travel model actually covers a wider area, such that it can include the entire I-65 corridor within Johnson County and fully includes road and traffic zone coverage for Franklin, Needham, Clark, and Pleasant Townships. Greenwood and Whiteland are included in the modeled area. The design of the modeled area was based on analysis conducted with the 2009 Central Indiana Household Travel Survey, such that it covers more than 90% of the trip destinations reported from City of Franklin households captured in the survey.

**Figure 1: Project Model and Study Area**



The Thoroughfare Plan's modeling analysis covered multiple alternatives to be tested for 30 year traffic forecasts:

- Base Year 2015 (for model calibration purposes)
- Base Year 2017
- No Build Future (2035 and 2045)
- Several Future Roadway Scenarios (described in detail later)

### **Base Model Development**

A TransCAD (Version 7.0 travel demand model was developed by Convergence Planning to facilitate travel demand modeling analysis in this project. This section introduces the base model development.

#### **Basic Model Components**

The Franklin travel model is a conventional travel demand model that is similar in structure and methodology to other current area-wide models used for traffic forecasting, and relies upon the Indianapolis Metropolitan Planning Organization and Indiana Statewide Travel Demand Model (ISTDM) for data sources on household and commercial travel behavior. It uses aggregate land use/socioeconomic data and road network data to estimate facility-specific roadway traffic volumes and performance.

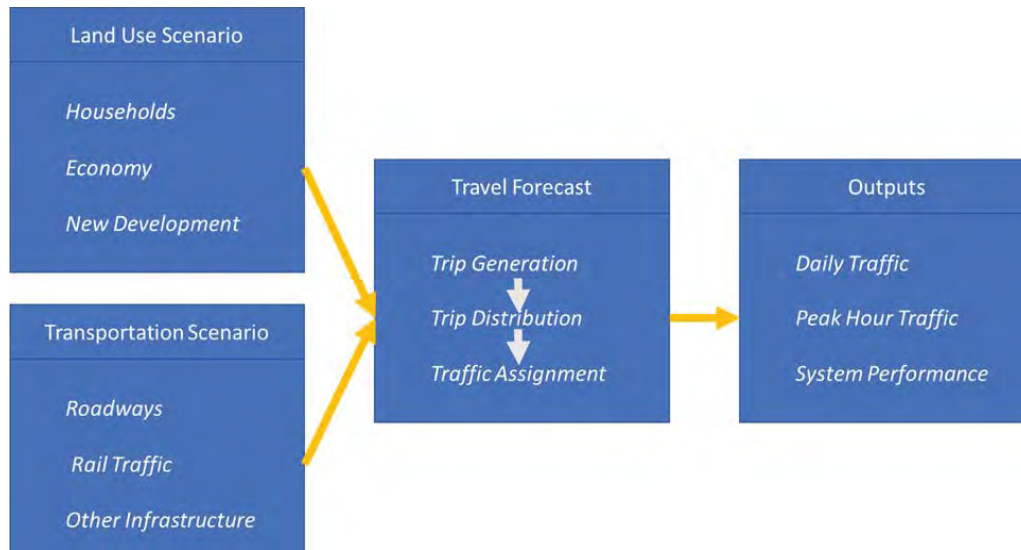
The model applies sequential steps:

- **Trip Generation.** This initial step translates household and employment data into person trip ends using trip generation rates established during model calibration. Household and commercial vehicle trip generation rates were derived from the Indy MPO model data sources.
- **External Trips.** This step accounts for trips that pass through the study area without making a stop. For the Franklin Thoroughfare Plan, I-65, US 31, and SR 144 trips (and other combinations with other major roads) are of particular interest. External trips are discussed in a section below.
- **Trip Distribution.** The second general step estimates how many trips travel from one subarea of the region (defined as "transportation analysis zones") to any other zone. The distribution is based on the number of trip ends generated in each of the two zones, and on factors that relate the likelihood of travel between any two zones to the travel time between the two zones. Household and commercial vehicle trip distribution is driven by a set of friction factor curves. The friction factors are borrowed directly from the ISTDM model.
- **Trip Assignment.** In this final step, vehicle trips from one zone to another are assigned to specific travel routes between the zones. The assignments to roads consider the effects of traffic congestion. The model steps listed above are conducted at the daily time scale, and then AM and PM factors are used to forecast trips by purpose and time of day. AM and PM hourly factors were derived from the INDOT's 2009 NHTS Add-On household survey, and from local traffic count data.

A feedback loop is used to pass congested speeds back through the modeling steps so that the trip distribution component produces results that are consistent with modeled congestion for a given scenario.



**Figure 2: Modeling Process**



### Network & Traffic Analysis Zones (TAZ)

The roadway network is an essential element in a network model. The Franklin base model network was developed based on a Johnson County road-centerline GIS layer which covers all roadways in the study area. To have a thorough knowledge of roadway attributes, Convergence Planning reviewed Indy MPO and INDOT data sources and aeriels to collect detailed roadway information which have been coded into the network. The collected information includes:

- number of lanes
- posted speed
- travel direction
- functional classification
- intersection types
- at-grade rail crossings
- grade separated rail crossings
- traffic counts

The traffic analysis zones (TAZ) structure directly affects centroid's location and level of detail. In this project, a very detailed sub-block level TAZ was developed according to the land parcel and/or Census Block boundaries with a total of 1019 internal zones and 17 external connectors. This approach contributes to a better simulation of traffic loading/parking choice in such a compact urban area. Centroid connectors were coded to represent traffic loading and parking options for each zone.

Delays due to traffic signals and other traffic controls use the same methods as in the ISTDm model. The model network also includes at-grade railroad crossings and associated travel time delays (dependent upon RR traffic). Road delays at each rail crossing are estimated using the following method:

- Likelihood of encountering a train during each hour at each crossing (rail traffic, train length, train speed)
- Road vehicle traffic during each hour at this location
- Two classes of vehicles – no delay, delayed and wait. Based on the probability of encountering a train
- Estimate the impact on delayed vehicles using train characteristics. Aggregate vehicle hours and then compute an average delay
- A link travel time penalty (average delay per vehicle per day) is added to the model network for each crossing

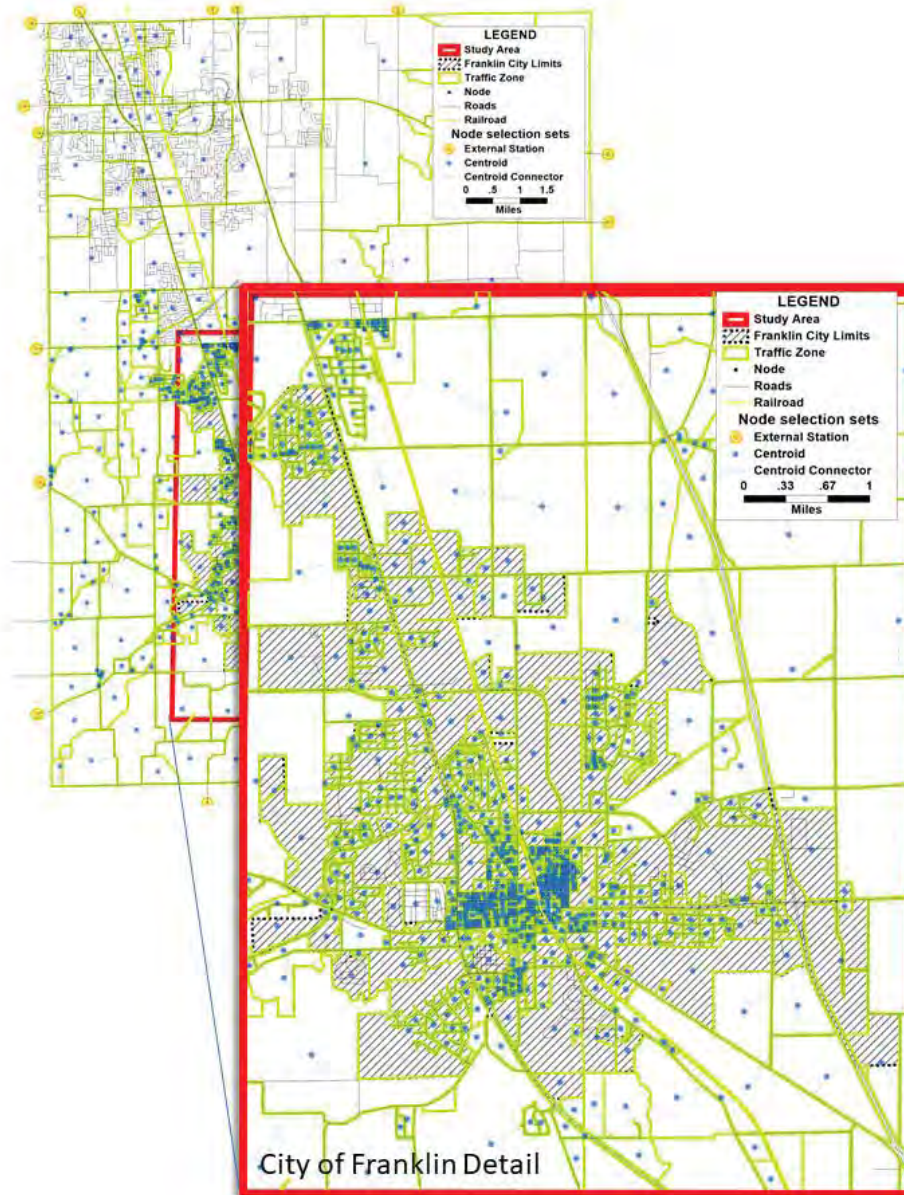
The base year model assumes 6 trains per day. Each future year assumes that this will grow to 16 trains per day, keeping all other train characteristics the same as in the base year (train speeds and lengths).

### Roadway Speeds and Capacities

Network capacities vary by the functional classification and number of lanes. The Franklin model's capacities are shown below. These were derived from the ISTDM capacity methodology, but simplified so that roadway geometric inputs were not required. Likewise for travel speeds, these were based on the ISTDM methodology and were applied using an adjustment to the posted speeds. The speed adjustments account for the actual travel times on roadway links after accounting for impacts of intersections and mid-block driveways on travel speeds.

Classification	FC	FHWA FC	AB Hourly per Lane	AB Daily per Lane	Speed Adj
Interstate	1	11	2100	16000	6.57
Other Freeway	2	12	2000	15000	5.42
Principal Arterial	3	14	1400	11000	-1.81
Minor Arterial	4	16	1300	10000	-3.19
Major Collector	5	17	1250	9900	-4.02
Minor Collector	6	17	1250	9600	-4.83
Local	7	19	1125	8600	-9.65
Centroid Connector	99	99	20000	200000	0.00

Figure 3: Base Model TAZ and Network



## External Travel

External stations are shown in Figure 3 above (orange dots). Each corresponds to a link in the ISTDM model, and a sub-area analysis process was used to extract the External Station trips for the base year and forecast years. Forecasts were interpolated from the INDOT forecasts to derive 2015, to 2035 and 2045 growth rates.

External trips are added to the internal-internal and internal-external/external-internal trip tables created directly with the Franklin model trip distribution structure.

**Table 1: 2017 External Station Vehicle Base 2015 Trips**

External TAZ	Location	Autos	Trucks
2000	I-65 at Johnson/Bartholomew Line	25050	17000
2001	US 31 at Johnson/Bartholomew Line	25524	1726
2002	Mauxferry Rd	807	89
2003	Nineveh Rd	2161	240
2004	SR 44 West	1509	168
2005	SR 144 West	12600	1400
2006	Whiteland Rd West	8820	980
2007	Smith Valley Rd	17703	1967
2008	Main St. Greenwood	6120	680
2009	County Line Rd West	27000	3000
2010	US 31 at Johnson/Marion Line	36656	4072
2011	Emerson Ave	16566	1840
2012	I-65 at Johnson/Marion Line	37219	26687
2013	E. Rocklane Rd	786	87
2014	Clark School Rd	576	64
2015	SR 44 East at Johnson/Shelby Line	1575	175
2016	N. Franklin Rd at Johnson/Marion Line	265	29

### Trip Generation and Distribution

The Franklin model's trip generation procedure uses household trip generation rates taken from the Indianapolis MPO travel demand model, but collapses the trip purposes and market segmentation into a simplified format. The MPO trip generation rates are derived from the 2009 Central Indiana Household Travel Survey. Truck trip rates (and external truck trips) are taken directly from the Indiana Statewide Travel Demand Model. Household trip generation rates are shown below.

Franklin Trip Generation Rates					
Trip Purpose	Household Auto Ownership	Household Size			
		1 Person	2 Persons	3 Persons	4 Persons
Home Based Work	0 Vehicles	0.14	0.48	0.67	0.81
Home Based Work	1 Vehicle	0.71	0.98	1.09	1.23
Home Based Work	2 Vehicles	0.81	1.62	2.00	1.91
Home Based Work	3+ Vehicles	0.99	2.03	2.38	2.79
Home Based Other	0 Vehicles	1.78	3.27	5.38	8.83
Home Based Other	1 Vehicle	1.87	3.91	5.51	8.97
Home Based Other	2 Vehicles	1.89	3.75	5.48	10.55
Home Based Other	3+ Vehicles	1.98	3.54	5.18	8.71
Non-Home Based	0 Vehicles	0.96	1.55	1.20	1.53
Non-Home Based	1 Vehicle	0.97	1.56	1.31	2.76
Non-Home Based	2 Vehicles	1.08	1.64	2.00	3.17
Non-Home Based	3+ Vehicles	1.22	1.77	2.16	2.79
Note: Home Based Other includes Shopping, K-12 School, and University Trips					



The Franklin model uses a gravity type trip distribution model and is based on friction factor tables calibrated by trip purpose. The friction factors are derived from the 2009 National Household Travel Survey, Indiana Add-on. Friction factors are shown in the table below.

#### Gravity Model Parameters

Travel Time in Minutes	HBW	HBO	NHB	Truck
0	1606942	853462	157035	8809
1	1621942	859462	168042	9657
2	1636942	861462	177233	10612
3	1647970	861962	184836	12288
4	1650640	861800	190797	14303
5	1639527	850499	195644	16204
6	1610682	828174	197496	17978
7	1581554	781350	195675	19690
8	1525249	719836	191168	21018
9	1442543	614632	178400	22559
10	1275589	449000	143391	23177
11	1039155	322797	105142	23432
12	760262	228383	73548	23608
13	448614	159019	57855	23637
14	258182	108965	45057	23505
15	160961	73481	34741	22970
16	121956	48766	26521	22714
17	102121	31850	20044	21972
18	85086	20471	14998	20969
19	70539	12949	11111	19955
20	58187	8061	8149	19197
21	47759	4938	5918	18565
22	39004	2977	4928	17863
23	31695	1767	4087	17049
24	25627	1032	3377	16388
25	20618	593	2779	15593
26	16505	335	2277	15023
27	13147	187	1859	14417
28	10419	102	1511	13909
29	8217	55	1224	13409
30	6634	29	987	12835

Note: this table is truncated at 30 minutes, but the model allows for times up to 120 minutes

## Model Validation

The ultimate test of a travel demand model is its ability to accurately predict traffic volumes on the transportation system. Therefore, in many areas traffic counts are the primary data parameter used for model validation. As discussed below, a number of checks are used to compare the model's simulated link values with the traffic counts.

Error statistics reported and used for diagnosing the possible sources of model errors include:

- percent root mean square errors (% RMSE),
- systemwide average error,
- mean loading errors and percentage errors, and
- total VMT errors and percentage errors.

Actual traffic counts available for the Franklin study area are shown in Figure 5. The base year network model for Franklin was validated by comparing the differences between observed daily traffic counts and assigned model daily volumes on the network links. System-wide validation statistics were broken out by roadway functional classification and volume-group range. The process resulted in a well-validated model, that complies with FHWA and INDOT guidelines regarding goodness of fit. See table and figure below.

Functional Classification	%RMSE	%Error	%VMT error	FHWA Error Standard
Interstate	17.7%	4.2%	0.2%	7.0%
Major Arterial	12.3%	-0.5%	0.7%	15.0%
Minor Arterial	25.1%	-2.9%	-3.3%	15.0%
Collector	31.5%	3.1%	1.3%	25.0%
Local	135.1%	-51.9%	-37.4%	50.0%
Volume Group (Daily)	%RMSE	%Error	%VMT error	FHWA Error Standard
Under 1000	53.3%	11.6%	-0.5%	47%
1000 to 2500	30.6%	5.2%	-1.4%	36%
2500 to 5000	25.6%	0.6%	5.2%	30%
5000 to 10000	19.6%	3.1%	1.9%	24%
10000 to 15000	15.7%	-0.9%	-0.9%	20%
15000 to 25000	16.7%	-2.5%	-2.7%	15%
25000 to 50000	24.5%	-5.7%	-0.7%	10%
<b>Overall Model</b>	<b>23.4%</b>	<b>-1.1%</b>	<b>-0.4%</b>	

Table 2 – Model Validation Statistics

Figure 4 Percent error by link volume compared to FHWA standard

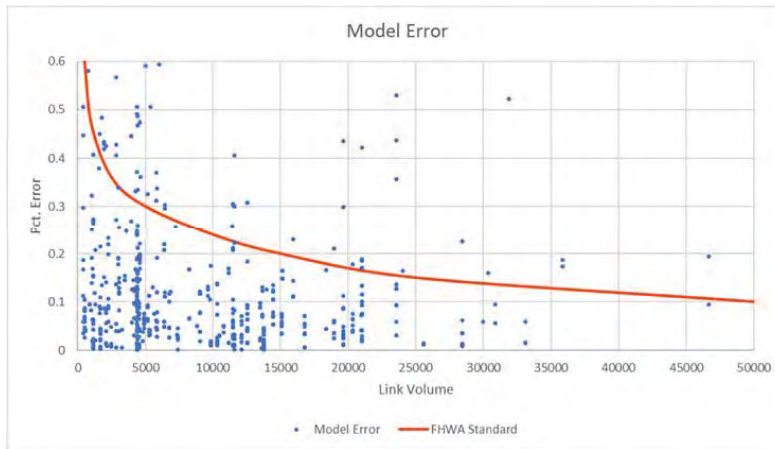
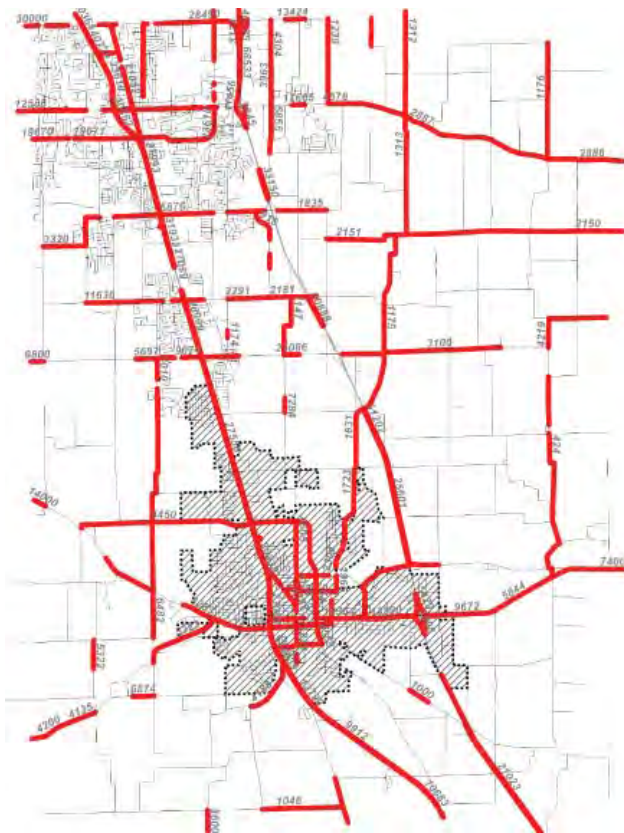


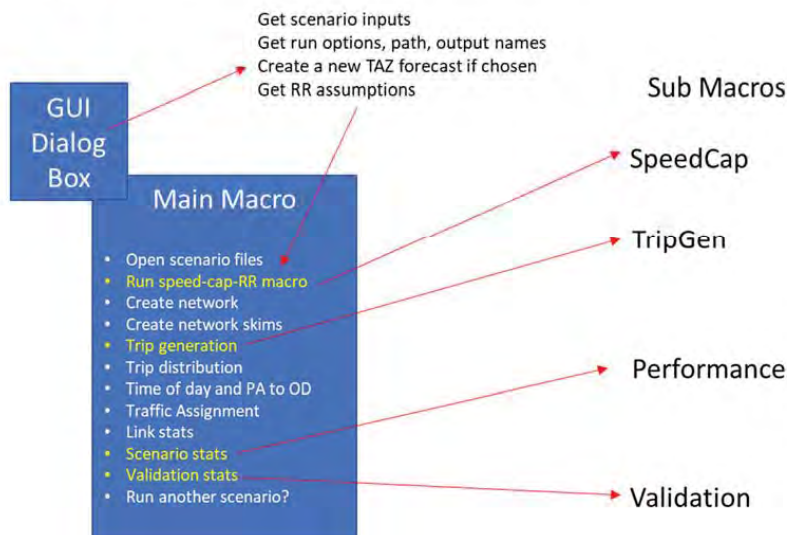
Figure 5 – Model Links with Traffic Data for Model Validation



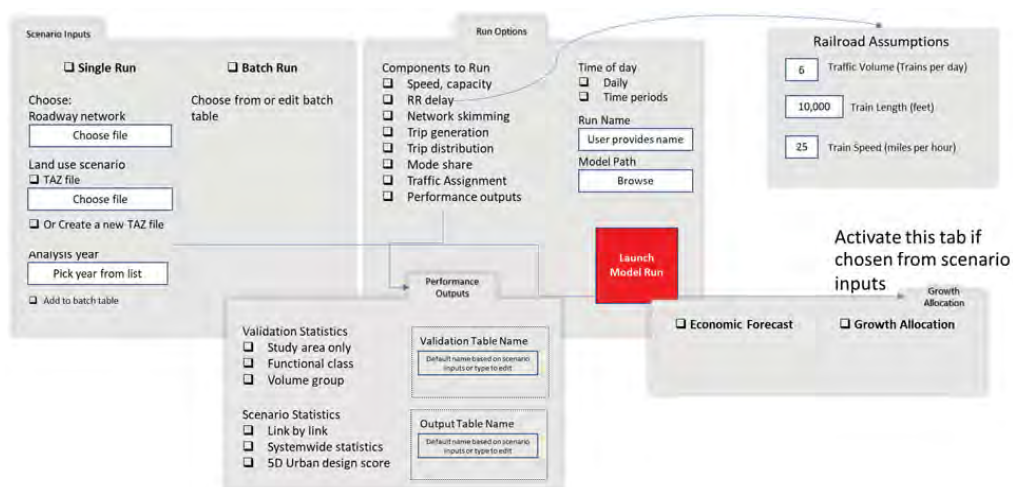
## Model Implementation

The Franklin model is implemented in an automated script and graphical interface within TransCAD using the GIS Developer Kit scripting language. The model procedures are run in sequence to estimate travel demand, roadway traffic, and system performance. The model's main macros are shown in the flow chart below, as well as the main tabs within the graphical user interface (GUI). The GUI allows the model user to choose inputs and conduct model runs without needing knowledge of the underlying scripting environment.

### Model Flowchart



### Graphical User Interface (GUI)





## 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



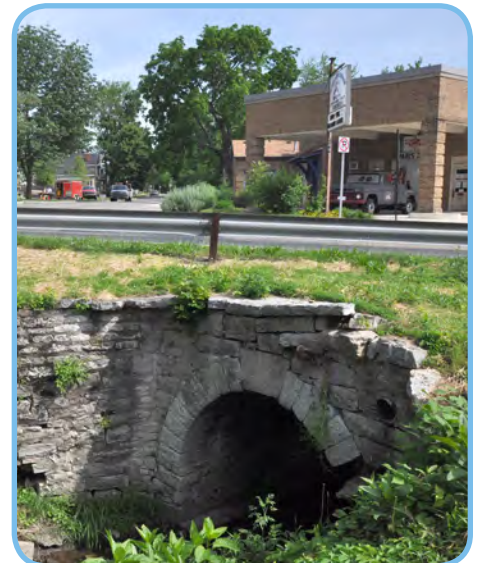
Investment in wastewater and stormwater infrastructure is needed to meet Franklin's growing population.

- 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.

- 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.



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

- 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.

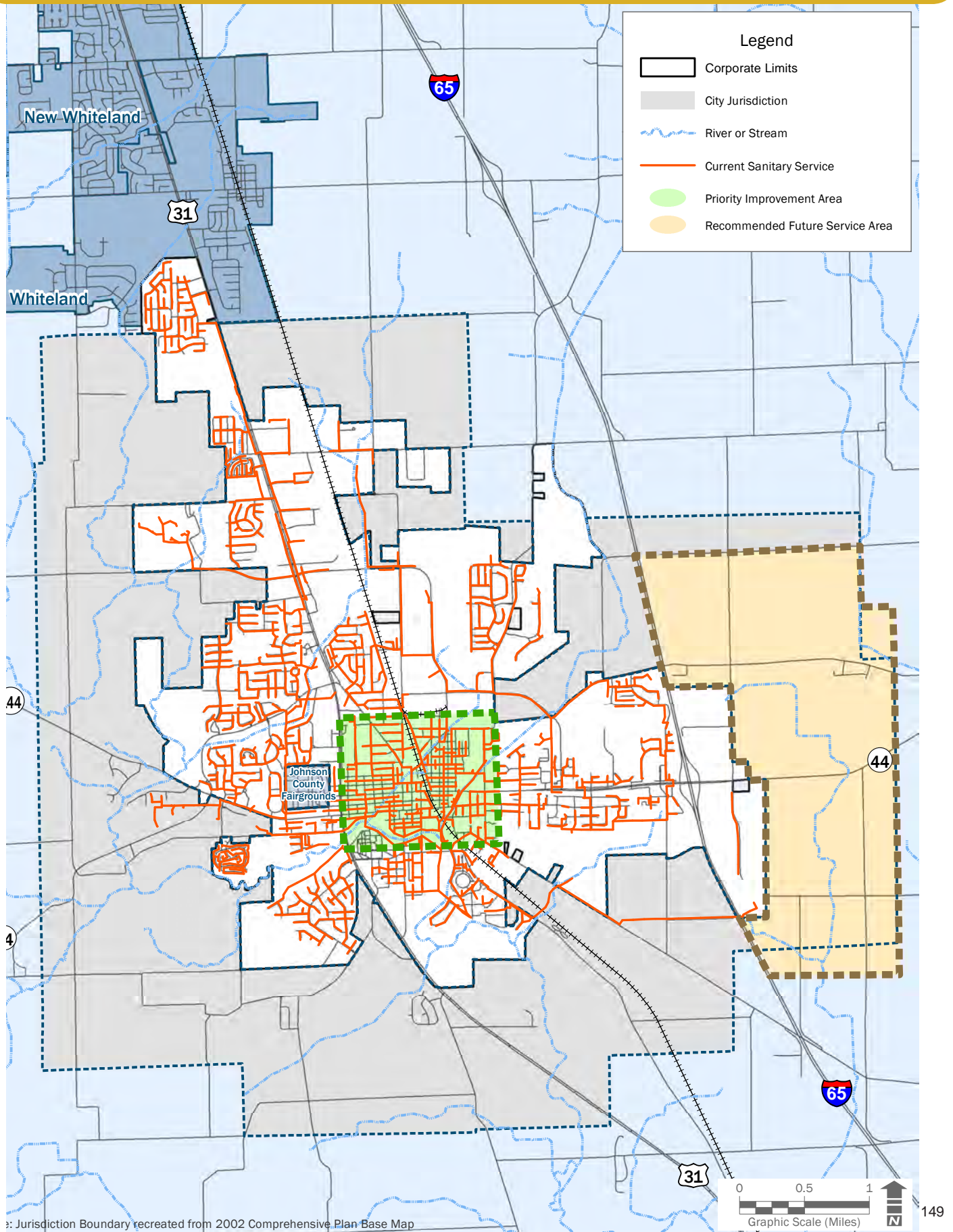
### General Utility Issues

- 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.

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





## INFRASTRUCTURE GOALS &amp; 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.

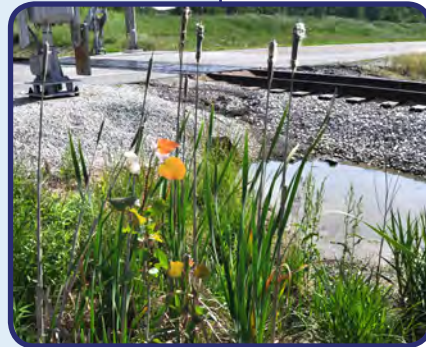
**INFRASTRUCTURE GOAL 3:** Proactively work to reduce stormwater volume while also improving stormwater quality.

**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.



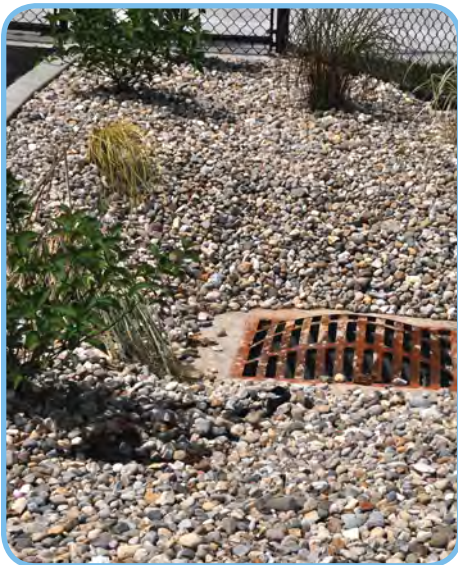
**INFRASTRUCTURE GOAL 4:** Strategically expand wastewater system to accommodate employer site growth.

**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.





New stormwater drains installed around the new aquatic center.

## 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/departments/division.php?fDD=1-77](http://www.franklin.in.gov/departments/division.php?fDD=1-77)







## CRITICAL SUB-AREAS

# 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 neighborhoods are primed for revitalization.



## 156





# 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.

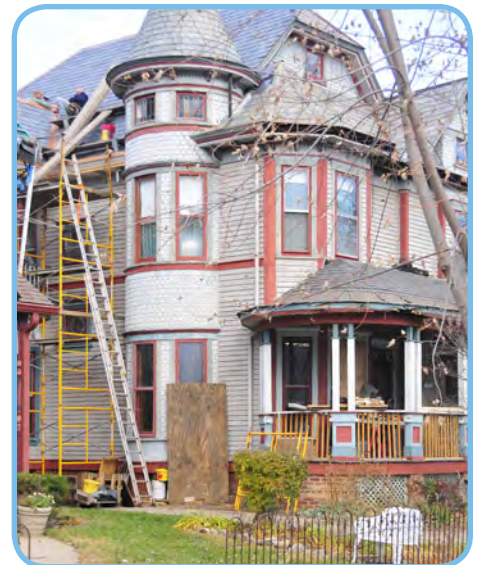
These neighborhoods, along with downtown, create big impressions on visitors and are keys to the continued growth of the city.

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 District 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.

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



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

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 Governor Paul V. McNutt.





Many homes are in various stages of repair.

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.

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

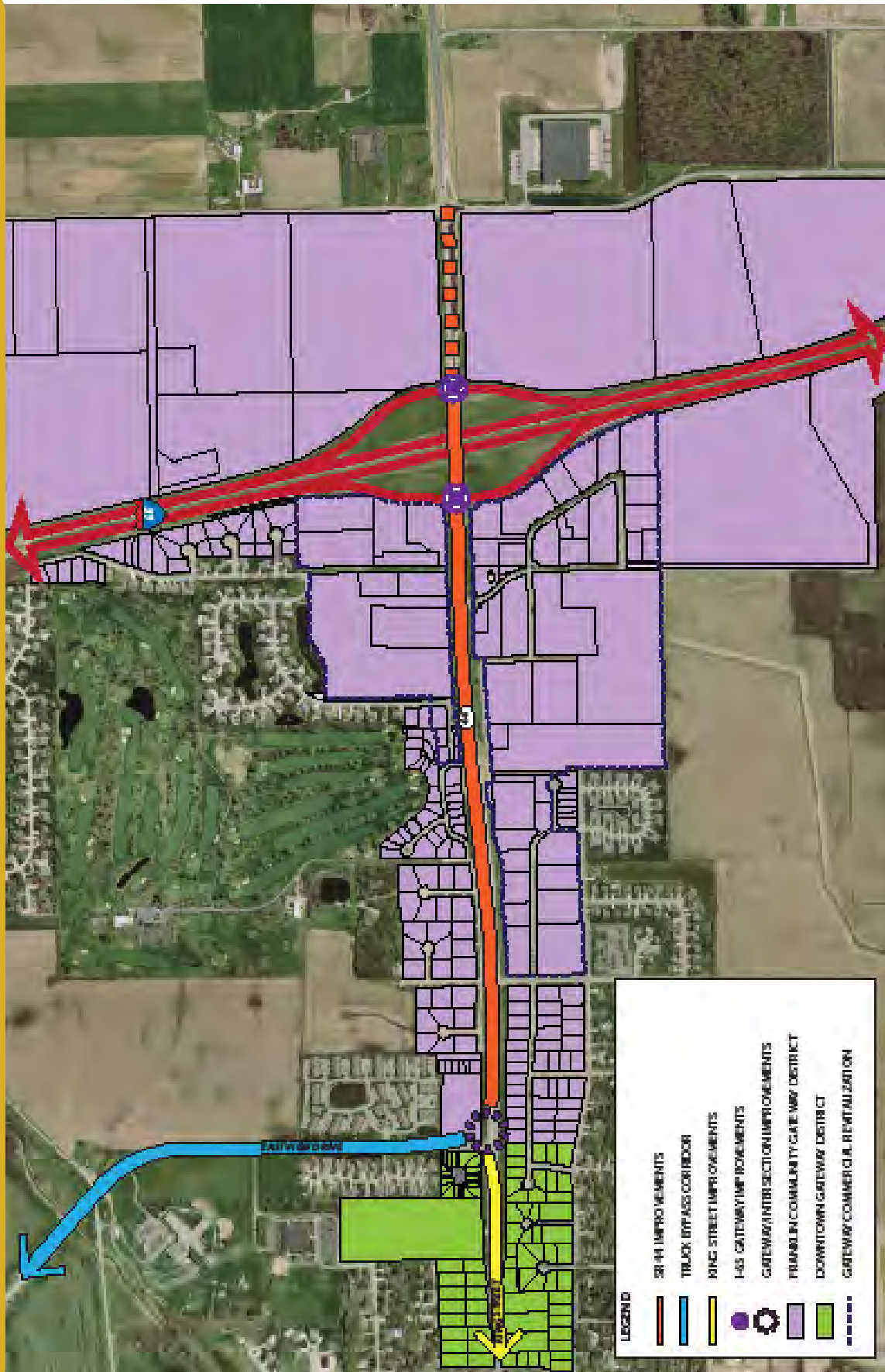
Johnson County has an interchange for I-65 at SR 44, within the Franklin city limits. Several basic employers have located in the past few years near SR 44 on the west side of I-65. It is also home to the Franklin Tech Park on the east side.

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





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

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.

### 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.



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

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.

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.

## 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.



Infrastructure improvements increase the appeal of downtown.



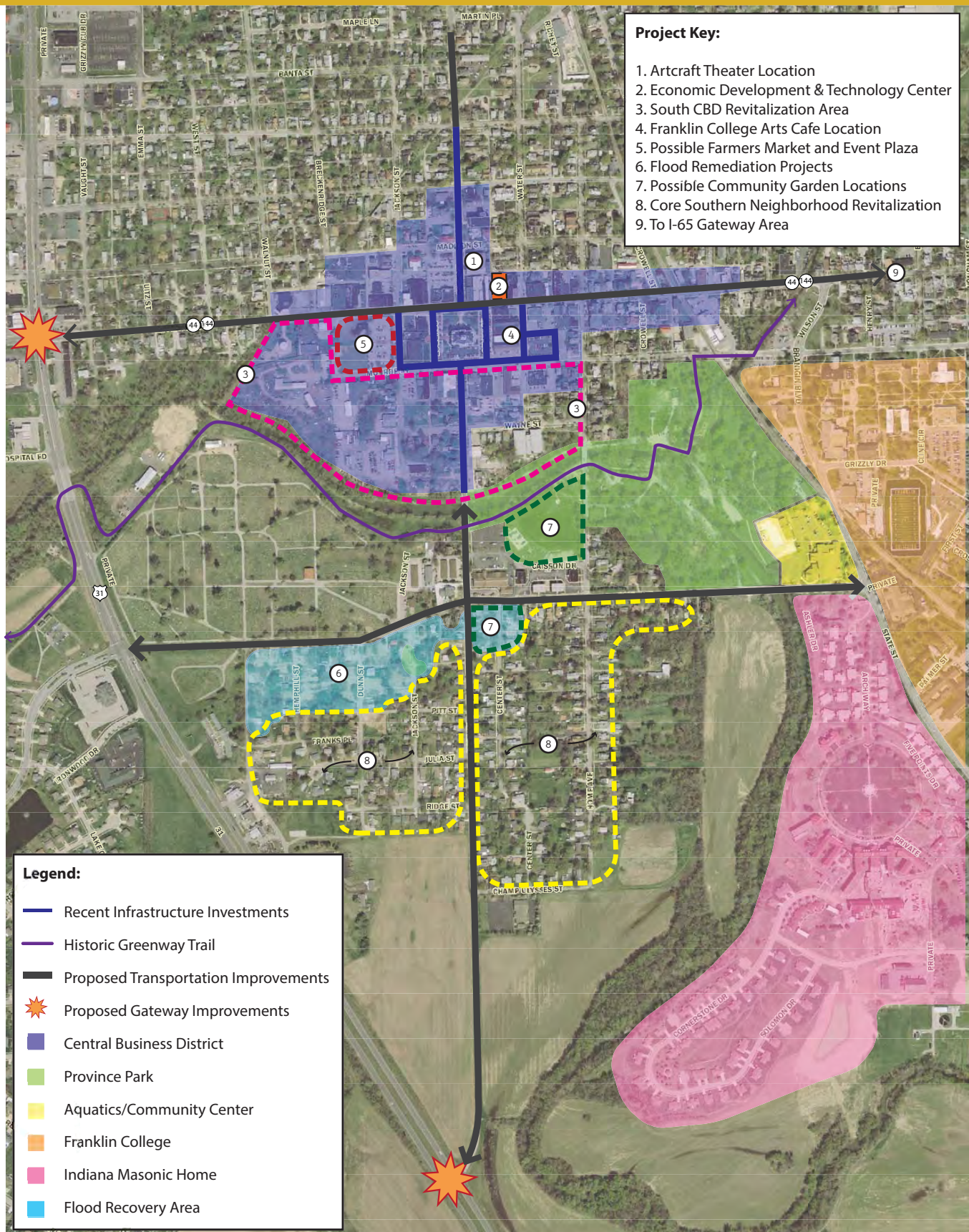


Franklin College Arts Cafe during remodeling.

### Next Steps Continued

- Enhance physical connections to important community destinations with the development of multi-modal corridors to key locations such as:
  - o Franklin College
  - o U.S. 31
  - o Province Park
  - o Franklin Cultural Arts and Recreation Center (CARC)
  - o Neighborhoods south of Youngs Creek
- Promote a more diverse environment in downtown by actively recruiting and encouraging the following types of business expansion:
  - o Small grocery and other convenience type businesses
  - o Commercial businesses which will support the daily needs of nearby residents
  - o Mixed-use residential and commercial developments
  - o 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.



Public officials have many opportunities for additional education about municipal planning at [www.indianapanning.org](http://www.indianapanning.org).

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](http://www.planning.org)
- Take advantage of the Indiana Chapter of the American Planning's INDIANA CITIZEN PLANNER'S GUIDE free online at [www.indianapanning.org](http://www.indianapanning.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.

## 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	<b>GOAL: Encourage build-out of existing residential parcels and redevelopment of existing neighborhoods as a priority over new land development.</b>				
	<ul style="list-style-type: none"> <li>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.</li> <li>Implement the recommendations contained in the Housing Chapter of this plan.</li> <li>Reevaluate existing ordinances to reflect more favorable in-fill development requirements and to reflect current best practices.</li> </ul>				
	<b>GOAL: Protect and define Franklin's urban/rural boundary for future growth needs.</b>				
	<ul style="list-style-type: none"> <li>Develop a neighborhood revitalization plan which coordinates critical transportation and utility infrastructure improvements in conjunction with neighborhood redevelopment efforts.</li> <li>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.</li> <li>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.</li> </ul>				

## 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	<b>GOAL: Direct resources toward reusing and infilling existing buildings and land downtown.</b>				
	<ul style="list-style-type: none"> <li>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.</li> </ul>				
	<b>GOAL: Ensure that Franklin has an adequate supply of appropriately located industrial land ready for development.</b>				
	<ul style="list-style-type: none"> <li>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.</li> </ul>				
	<b>GOAL: Update code regulations to accommodate changes made to state law.</b>				
	<ul style="list-style-type: none"> <li>Eliminate Writ of Certiorari.</li> <li>Enable combined hearings.</li> <li>Update vested rights.</li> <li>Update the written commitments procedure.</li> </ul>				

## 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	<b>GOAL: Adjust rules and procedures for the plan commission and BZA to comply with Indiana Code.</b> <ul style="list-style-type: none"> <li>Require that all new appointees complete an in-house orientation with planning staff before they can vote.</li> <li>Implement peer training by inviting board and commission members from other successful citizen planning groups in Indiana to present in Franklin.</li> <li>Create a Notice of Future Action “sign-up” sheet for every planning decision.</li> <li>File ordinances in the office of the city clerk as both are now required to be available to the public.</li> <li>Expand pool of board and commission candidates by using an application process to select from appointments to the BZA and plan commission.</li> <li>Make sure any temporary conditions are compiled before issuing permits.</li> <li>Use written commitments with plan commission and BZA cases for any long-term conditions.</li> </ul>				
	<b>GOAL: Update the city’s zoning ordinance.</b> <ul style="list-style-type: none"> <li>Create multiplan agricultural zoning districts and put more limits on allowing residential uses in the agricultural district.</li> <li>Reduce the number of single-family zoning districts from the current nine.</li> <li>Consider requiring a second septic site for un-sewered residential lots.</li> <li>Consider setting a maximum floor area for mixed-neighborhood center zoning district.</li> <li>Reconsider whether three different industrial districts are necessary</li> <li>Consider setting some minimum standards (such as open space) with PUDs.</li> <li>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.</li> </ul>				

## 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	<ul style="list-style-type: none"> <li>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.</li> <li>Consider adding an “average” setback provision for infill and redevelopment.</li> <li>For landscape regulations, discourage mono-cultural plantings.</li> <li>Review temporary sign standards and better enforce the use of temporary signs and consider using ticketing.</li> <li>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.</li> <li>Consider developing detailed and unique criteria for special exceptions.</li> <li>For violations, consider changing to a less cumbersome and more effective ticketing system.</li> </ul>				
	<p><b>GOAL: Update the city’s subdivision control ordinance.</b></p> <ul style="list-style-type: none"> <li>For sewage disposal, consider requiring a second septic site on lots that are using septic systems.</li> <li>Consider referencing the code that now allows for the plan commission to grant waivers in the subdivision control ordinance.</li> <li>Add standards for new development, such as traffic calming in the ordinance.</li> <li>Identify areas where sensitive lands should be protected from development and require an easement on the plat.</li> <li>Consider infrastructure capacity issues and coordinate with non-municipal providers like Indiana American Water.</li> <li>Consider an adequate public facility ordinance for subdivisions, possible above a certain size.</li> <li>Better connect subdivisions, either by prohibiting or restricting the use of cul-de-sacs.</li> </ul>				



## 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	<p><b>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.</b></p> <ul style="list-style-type: none"> <li>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.</li> </ul>				
	<p><b>GOAL: Take advantage of lost opportunities to capture more of Indiana’s multi-billion-dollar tourism industry.</b></p>				
	<ul style="list-style-type: none"> <li>Endorse county-wide efforts to institute an innkeeper’s tax for tourism development and promotions.</li> </ul>				
	<p><b>GOAL: Begin budgeting now for investment in industrial growth areas, such as the land east of I-65 interchange.</b></p>				
	<ul style="list-style-type: none"> <li>Working with the JCDC, use a capital investment plan to plot out funding and time lines for infrastructure improvements to growth areas.</li> <li>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).</li> <li>Develop a scorecard for the plan commission to use when evaluating proposed development for growth, including the availability and level of services.</li> </ul>				

## FRANKLIN COMPREHENSIVE PLAN IMPLEMENTATION GUIDE

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Economic Development	<b>GOAL: Avoid undesirable or incongruous land uses, as can be found around the current I-65 interchange.</b> <ul style="list-style-type: none"> <li>Use the future land use map, zoning maps and zoning ordinance to clarify and strictly guide types of development in key opportunity areas.</li> <li>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.</li> </ul>				
Housing	<b>GOAL: Use a data-driven approach to assessing, prioritizing and assisting neighborhoods where city-led investments can pave the way for revitalization.</b> <ul style="list-style-type: none"> <li>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.</li> <li>Utilize public-private partnerships in order to help homeowners make much needed repairs and address abandoned properties.</li> </ul>				
	<b>GOAL: Take the lead in forming neighborhood associations in core areas, particularly those surrounding downtown and along major thoroughfares.</b> <ul style="list-style-type: none"> <li>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.</li> </ul>				

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Housing	<ul style="list-style-type: none"> <li>Create a listing of neighborhoods on the City of Franklin website with contact information.</li> <li>Assist neighborhood associations with accessing city help to launch neighborhood revitalization (see the following goal).</li> </ul>				
	<b>GOAL: Show the city's commitment to neighborhood revitalization by creating and promoting low-cost, easy access assistance programs.</b>				
	<ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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.</li> </ul>				
	<b>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.</b>				
	<ul style="list-style-type: none"> <li>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.</li> </ul>				
	<b>GOAL: Engage landlords to emphasize the importance of maintaining safe, livable, affordable properties for Franklin residents, particularly vulnerable ones who cannot afford other options.</b>				

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Housing	<ul style="list-style-type: none"> <li>Revisit existing housing standards to ensure they are updated and adequate.</li> <li>Create as a priority systematic code enforcement of minimum housing standards.</li> <li>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).</li> <li>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.</li> </ul>				
	<b>GOAL: Encourage affordable rental housing in upper floors of downtown housing</b>				
	<ul style="list-style-type: none"> <li>Incentivize building owners to build out upper units through grants or low-interest loans.</li> </ul>				
	<b>GOAL: Focus on planning livable places for all ages and abilities</b>				
	<ul style="list-style-type: none"> <li>Survey and take action on how well basic needs are met.</li> <li>Promote social and civic engagement. Make sure meaningful paid and voluntary work is available. Institute a community priority for aging issues.</li> <li>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.</li> <li>Maximize independence for frail and disabled citizens. Provide access to transportation, support for caregivers, and other resources for aging in place.</li> </ul>				

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources & Recreation	<b>GOAL: Inventory, manage and protect the city's natural resources to guard the environment and promote quality of life.</b> <ul style="list-style-type: none"> <li>Conduct a formal inventory and evaluation of the quality and amount of remaining wetlands, woodlands and wildlife habitat within the city.</li> <li>Using data from the evaluation, develop a preservation plan prioritized by the vulnerability of remaining parcels of woodlands and wetlands.</li> <li>Develop local policies which clearly define the city's position on the value of ecologically sensitive lands.</li> <li>Develop management tools to promote the restoration, preservation and addition of woodlands, wetlands and native ecosystems in future development plans.</li> <li>Build partnerships with local and regional conservation organizations to increase public awareness of the value of woodlands, wetlands and native habitats within Franklin.</li> </ul>				
	<b>GOAL: Identify and protect the highest quality farmland surrounding the city.</b> <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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.</li> <li>Work with local cooperative extension programs and educational providers to develop programs and practices to build public awareness on the value of agriculture.</li> </ul>				



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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources & Recreation	<p><b>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.</b></p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> <li>• 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.</li> <li>• 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.</li> <li>• 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.</li> </ul>				
	<p><b>GOAL: Take specific steps toward improving the city's overall air quality, including reduction of the fine particulate pollution associated with fuel combustion.</b></p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• Participate in Know-Zone action alert days by informing residents and creating an educational campaign.</li> </ul>				

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Natural Resources & Recreation	<ul style="list-style-type: none"> <li>Develop Idle-Free Policies for all city fleet vehicles, including construction and maintenance equipment.</li> <li>Create a task force to study and provide recommendations on specific policies the city can implement to contribute to local air quality improvements.</li> </ul>				
	<b>GOAL: Continue to take steps toward improving the overall quality and quantity of urban canopy cover within the city</b>				
	<ul style="list-style-type: none"> <li>Complete a comprehensive city tree inventory which includes the species, size, and condition of all trees on public property and update yearly.</li> <li>Provide additional capital resources toward the completion and expansion of the urban forest project developed as part of the 2008 flood recovery program.</li> <li>Allocate additional funding resources for maintenance of existing city trees and to the infill tree gaps within city right of way.</li> <li>Adopt stricter parking lot, commercial and industrial tree planting regulations.</li> </ul>				
	<b>GOAL: Develop policies and practices consistent with, and complementary to, the support of the Five-Year Parks and Recreation Master Plan.</b>				
	<ul style="list-style-type: none"> <li>Support the Franklin Five-Year Parks and Recreation Master Plan updates by amending the city's comprehensive plan to include the parks plan.</li> <li>Reserve land for new parks west of U.S. 31 and north of Jefferson Street/SR 144.</li> <li>Work with developers to include parks, open space, natural areas and trails within all new development plans.</li> </ul>				

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	<b>GOAL: Plan for the future transportation needs of the community by adopting a predictable and measured process for identifying and completing projects.</b> <ul style="list-style-type: none"> <li>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.</li> <li>Work with other city departments and private utilities to coordinate anticipated utility infrastructure upgrades with anticipated transportation improvements.</li> <li>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.</li> </ul>				
	<b>GOAL: Improve the functionality and access of the transportation network by including multiple modes of transportation in future planning and construction projects.</b> <ul style="list-style-type: none"> <li>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.</li> <li>Define and adopt the city's approach toward human-scaled design provisions and/or complete streets policy in transportation improvements.</li> <li>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.</li> </ul>				
	<b>GOAL: Protect and preserve the character of historic streets in Franklin's core neighborhoods.</b>				

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	<ul style="list-style-type: none"> <li>Develop an inventory of historic streets in Franklin, including a system to classify them according to the current level of preservation.</li> <li>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.</li> <li>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.</li> </ul>				
	<p><b>GOAL: Support efforts to develop a regional transit plan and take proactive steps toward the implementation of more transit-friendly design within the city.</b></p> <ul style="list-style-type: none"> <li>Develop a task force to investigate and recommend transit supportive transportation policies and practices which are appropriate for Franklin.</li> <li>Preserve and protect the existing rail corridor and potential transit center sites from incompatible development proposals.</li> <li>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.</li> <li>Work with Indy-Go to develop expanded bus service options to key points within Franklin, including the central business district and Franklin College.</li> <li>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.</li> <li>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.</li> </ul>				

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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	<p><b>GOAL: Improve local east-west travel corridor options.</b></p> <ul style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>Make improvements to King Street and South Street to relieve congestion on Jefferson Street within the central business district.</li> <li>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.</li> </ul>				
	<p><b>GOAL: Convey a positive image and defined community character for visitors to Franklin.</b></p> <ul style="list-style-type: none"> <li>Focus future improvement efforts on the enhancement of the critical community gateways identified in the City of Franklin Gateways, Greenways and Redevelopment Study.</li> <li>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.</li> <li>Complete South Main Street reconstruction efforts from the Youngs Creek Bridge south to the Main Street/US 31 intersection.</li> </ul>				
	<p><b>GOAL: Promote community connectivity and health by supporting the expansion of the local trail and sidewalk network.</b></p> <ul style="list-style-type: none"> <li>Provide a dedicated funding source for future trail improvements through the redevelopment commission or other viable city sources.</li> </ul>				



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		Short Term (1-5 Years)	Mid Range (5-12 Years)	Long Term (13-20 Years)	
Transportation	<ul style="list-style-type: none"> <li>Complete a comprehensive Trails and Greenways Master Plan, an inventory of existing facilities and a schedule for future improvements.</li> <li>Focus on closing gaps in the trail and sidewalk network and making accessibility and universal access improvements.</li> <li>Consider city development standards to require 6 foot minimum sidewalk width in all new residential and commercial developments.</li> <li>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.</li> </ul>				
	<p><b>GOAL: Proactively address wet weather flows into the sanitary sewer collection system.</b></p> <ul style="list-style-type: none"> <li>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.</li> <li>Using the results of the assessment, develop a phased sewer improvements plan which addresses necessary improvements on a prioritized implementation schedule.</li> <li>Evaluate the capacity of the existing flow equalization basin based on the results of the SSES.</li> </ul>				
Infrastructure & Utilities	<p><b>GOAL: Make regular updates to wastewater collection and treatment systems to address needs and plans for growth.</b></p> <ul style="list-style-type: none"> <li>Upgrade/replace the SCADA system for the wastewater system.</li> <li>Upgrade/replace undersized and deteriorated sanitary sewer mains throughout the system, especially in the downtown area.</li> </ul>				

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Infrastructure & Utilities	<b>GOAL: Proactively work to reduce stormwater volume while also improving stormwater quality.</b>				
	<ul style="list-style-type: none"> <li>Complete a comprehensive stormwater master plan for the entire city.</li> <li>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.</li> <li>Develop specific low impact development performance goals for all new development and infrastructure improvements within the city.</li> <li>Continue to study sources and volumes of flow into the City. Build upon the Roaring Run Study and develop recommended implementation steps.</li> </ul>				
	<b>GOAL: Strategically expand wastewater system to accommodate employer site growth.</b>				
	<ul style="list-style-type: none"> <li>Develop a master plan for service to areas east of I-65. Take necessary steps to implement the plan.</li> </ul>				
	<b>GOAL: Strategically plan to make infrastructure improvements in the most cost effective manner.</b>				
Critical Sub Areas	<ul style="list-style-type: none"> <li>Develop and maintain a capital improvements plan. The plan should look out 4-5 years, and be updated annually.</li> </ul>				
	<b>GOAL: CSA Neighborhood Revitalization Next Steps</b> <ul style="list-style-type: none"> <li>Target areas for revitalization efforts: Jefferson Street from U.S. 31 to Forsythe Street and residential areas in the older, industrial parts of town.</li> <li>Along Jefferson Street, install identity-creating projects, such as signage</li> </ul>				

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Critical Sub Areas	<b>GOAL: CSA I-65 Area Next Steps</b>				
	<ul style="list-style-type: none"> <li>• Work with JCDC on preparing land for new industrial development.</li> <li>• Revitalize the existing commercial node off the interstate, using new PUD standards to ensure attractive commercial development.</li> <li>• Recruit a new anchor tenant, such as a hotel to re-establish the area</li> <li>• Create a gateway and better signage to entice visitors downtown</li> </ul>				
	<b>GOAL: CSA Downtown Next Steps</b>				
	<ul style="list-style-type: none"> <li>• Develop plans to expand revitalization efforts beyond the courthouse square.</li> <li>• Develop plans for underutilized buildings and land in the southern district between Monroe Street and Youngs Creek.</li> <li>• Enhance connections and revitalization of neighborhoods south of Youngs Creek.</li> <li>• Use the proximity of Province Park and Franklin Historic Trails system to downtown to create a more appealing live/work/play environment downtown.</li> <li>• Support the expansion of existing festivals and the farmers market with development of event-specific space.</li> <li>• Enhance physical connections to important community destinations with the development of multi-modal corridors to key locations such as: <ul style="list-style-type: none"> <li>• Franklin College</li> <li>• U.S. 31</li> <li>• Province Park</li> <li>• Franklin Cultural Arts and Recreation Center</li> <li>• Neighborhoods south of Youngs Creek</li> </ul> </li> </ul>				

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Critical Sub Areas	<ul style="list-style-type: none"> <li>Promote a more diverse environment in downtown by actively recruiting and encouraging the following types of business expansion:               <ul style="list-style-type: none"> <li>Small grocery and other convenience type businesses</li> <li>Commercial businesses which will support the daily needs of nearby residents</li> <li>Mixed-use residential and commercial developments</li> <li>Upper story loft-style housing above first floor commercial/retail/restaurant space.</li> </ul> </li> <li>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.</li> <li>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.</li> <li>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.</li> <li>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.</li> </ul>				

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