

RESOLUTION 2009-56

**RESOLUTION AUTHORIZING THE ADOPTION OF
THE GREENWAY AND OPEN SPACE PLAN**

WHEREAS, the City of Franklin has a vision to be a leader in sustainability and proactive planning; and

WHEREAS, the Land Use Plan adopted in 2004 provides guiding principles that include the need for: Open space preservation in concert with environmental protection through the identification of key environmentally sensitive sites; An open-space network connecting neighborhoods, mixed use, office and commercial developments, business districts, parks, schools, and historic sites; and Connections that serve as pathways for people and wildlife by linking greenways, also referred to as linear parks or corridors of open space; and

WHEREAS, the City of Franklin adopted a Zoning Ordinance in 2008 to help implement the Land Use Plan and requires certain developments to dedicate land, or fees in lieu of this land, for park and greenways throughout our community; and

WHEREAS, the City of Franklin's Sustainable Community Action Plan, completed in 2009, states the need to establish a local Greenway and Open Space Plan for the City and Urban Growth Boundary to identify natural characteristics to preserve, protect, and shape future development patterns and environmentally sustainable practices as a priority; and

WHEREAS, the City of Franklin embarked upon the creation of a Greenway and Open Space Plan in 2009 to identify what areas should be preserved as open space and to identify opportunities a for greenway network and key pedestrian connections; and

WHEREAS, this Greenway and Open Space Plan will provide the needed guidance as to where financial resources and human capital should be applied in the preservation of open space, dedication or purchase of park land and construction of a greenway network.

NOW, THEREFORE, BE IT RESOLVED BY the Board of Mayor and Aldermen of the City Franklin upon the endorsement from the Franklin Municipal Planning Commission adopt this resolution authorizing the adoption the Greenway and Open Space Plan:

Approved this ____ day of _____, 20 ____

ATTEST:

CITY OF FRANKLIN, TENNESSEE

BY: _____

ERIC S. STUCKEY
City Recorder/Administrator

BY: _____

JOHN C. SCHROER
Mayor

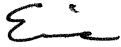


HISTORIC
FRANKLIN
TENNESSEE

MEMORANDUM

December 8, 2009

TO: Board of Mayor and Aldermen

FROM: Eric Stuckey, City Administrator 
Erin Williamson Reinders, Long Range Planning Supervisor

SUBJECT: Resolution 2009-56 Adopting the Greenway and Open Space Plan

Purpose

The purpose of this memorandum is to present information to the Board of Mayor and Aldermen (BOMA) in order to consider Resolution 2009-56 adopting the Greenway and Open Space Plan.

Background

The Greenway and Open Space Plan is a document that is consistent with the 2004 Franklin Land Use Plan's guiding principles stressing the importance of environmental sustainability, greenways and open space networks. The Zoning Ordinance, adopted in 2008 to implement the Land Use Plan, requires certain developments to dedicate land, or fees in lieu of this land, for public parks and greenways throughout our community. The Greenway and Open Space Plan provides the needed guidance as to where resources should be applied in the preservation of open space, dedication or purchase of park land and construction of a greenway and pedestrian network. City of Franklin's Sustainable Community Action Plan, completed in 2009, identifies a clear goal to establish a Greenway and Open Space Plan for the City and Urban Growth Boundary. This document does just that.

This is the culmination of a 10-month planning process to prepare the Greenway and Open Space Plan which helps to make these goals, principles and requirements become a meaningful reality. Public participation was a key component throughout this creative process. The process consisted of five steering committee meetings, three public input sessions, and several meetings with key stakeholders including representatives of neighborhood and homeowners associations, elected and appointed officials, public safety professionals, environmental and transportation organizations, utility providers, bicycle and running groups, members of the development and real estate community, city staff as well as representatives from the Nashville Area MPO and Williamson County.

Key elements of the plan include: general routing plan, classification of greenways, conceptual locations for future parks, suggested cross sections and amenities as well as possible initial projects for implementation. Resolution 2009-56, adopting the Greenway and Open Space Plan, was endorsed by the Franklin Municipal Planning Commission at their November 19, 2009 meeting.

Financial Impact

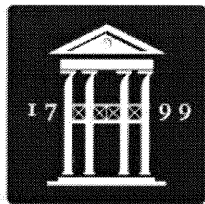
The cost of this study and plan development was just under \$100,000, which was funded by Hotel/Motel tax. There is no additional financial impact at this time.

Recommendation

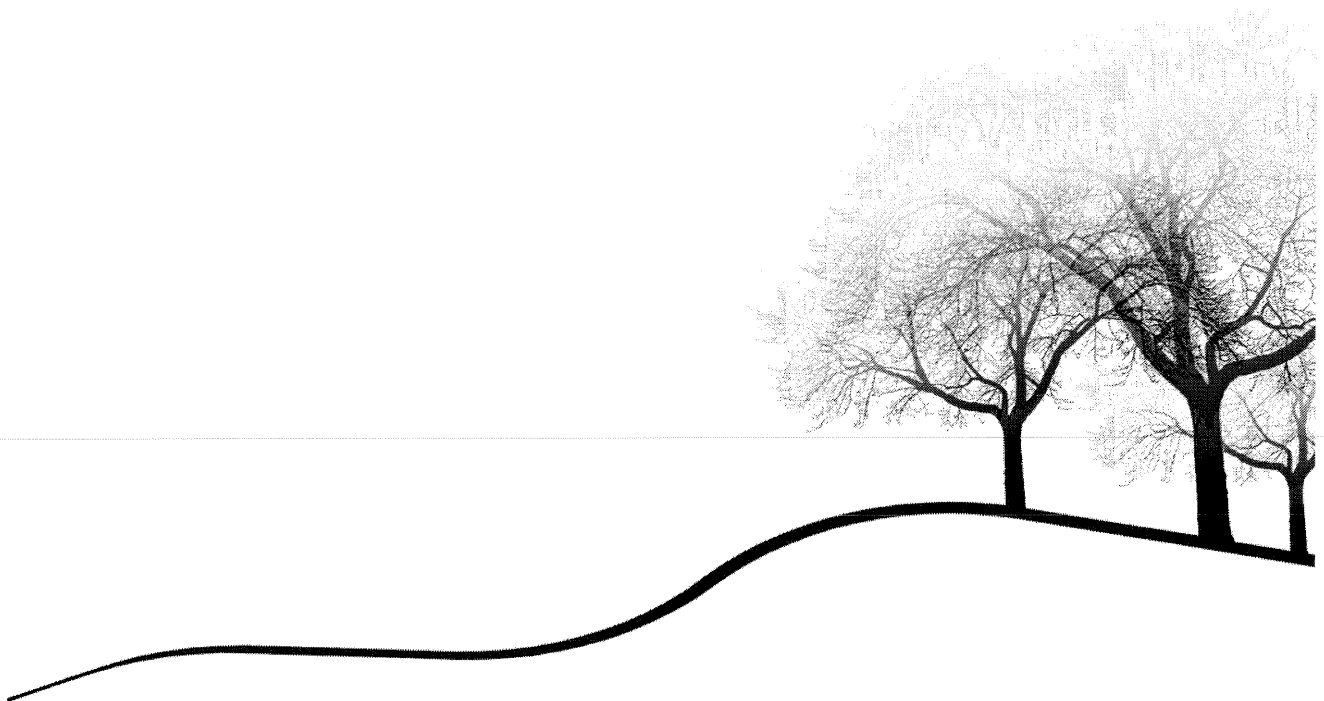
Approval of Resolution 2009-56 adopting the Greenway and Open Space Plan.

FRANKLIN
GREENWAY AND OPEN SPACE MASTER PLAN

Adopted January 2010



HISTORIC
FRANKLIN
TENNESSEE



ACKNOWLEDGEMENTS

CBA, Inc. and LandDesign, Inc. would like to express our appreciation to those individuals who gave their time, knowledge and assistance in the development of the Greenway and Open Space Plan.

Mayor

John Schroer

Steering Committee

Lisa Clayton, Parks Director
Erin Williamson Reinders, Long Range Planning Supervisor
Stacey Brown, Citizen
Ben Crenshaw, Sustainability Task Force Member
Jason Goddard, Citizen
Ken Moore, BOMA Representative
Michael Orr, FMPC Representative
Khris Pascarella, Sustainability Task Force
Ryan Reid, Citizen

Franklin Board of Mayor and Aldermen

John Schroer, Mayor
Clyde Barnhill
Pearl Bransford
Beverly Burger
Dan Klatt
Dana McLendon
Ken Moore
Ann Petersen
Mike Skinner

Franklin Municipal Planning Commission

Mike Hathaway, Chair
Marcia Allen
Clyde Barnhill
Greg Gamble
Scott Harrison
Roger Lindsey
Alma McLemore
Michael Orr
Ann Petersen

City Administrator

Eric Stuckey

Assistant City Administrator of Community and Economic Development

Vernon Gerth

Interim Planning Director

Gary Luffman

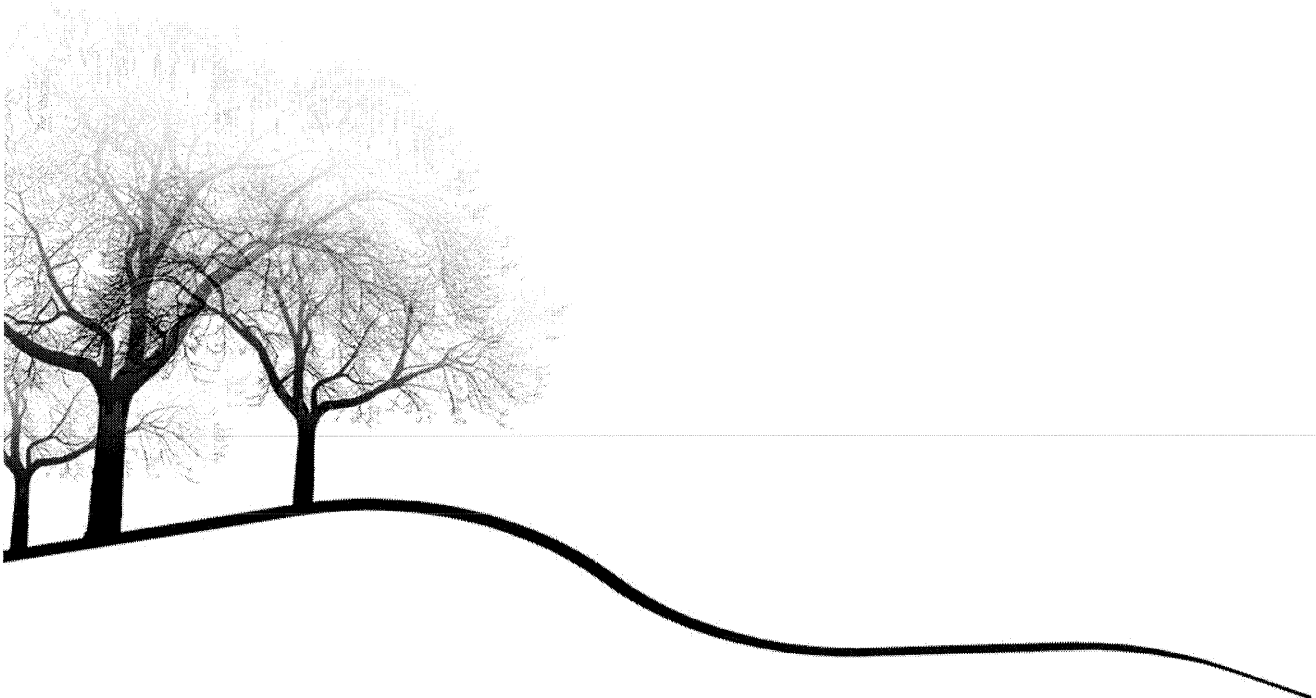
Parks Director

Lisa Clayton



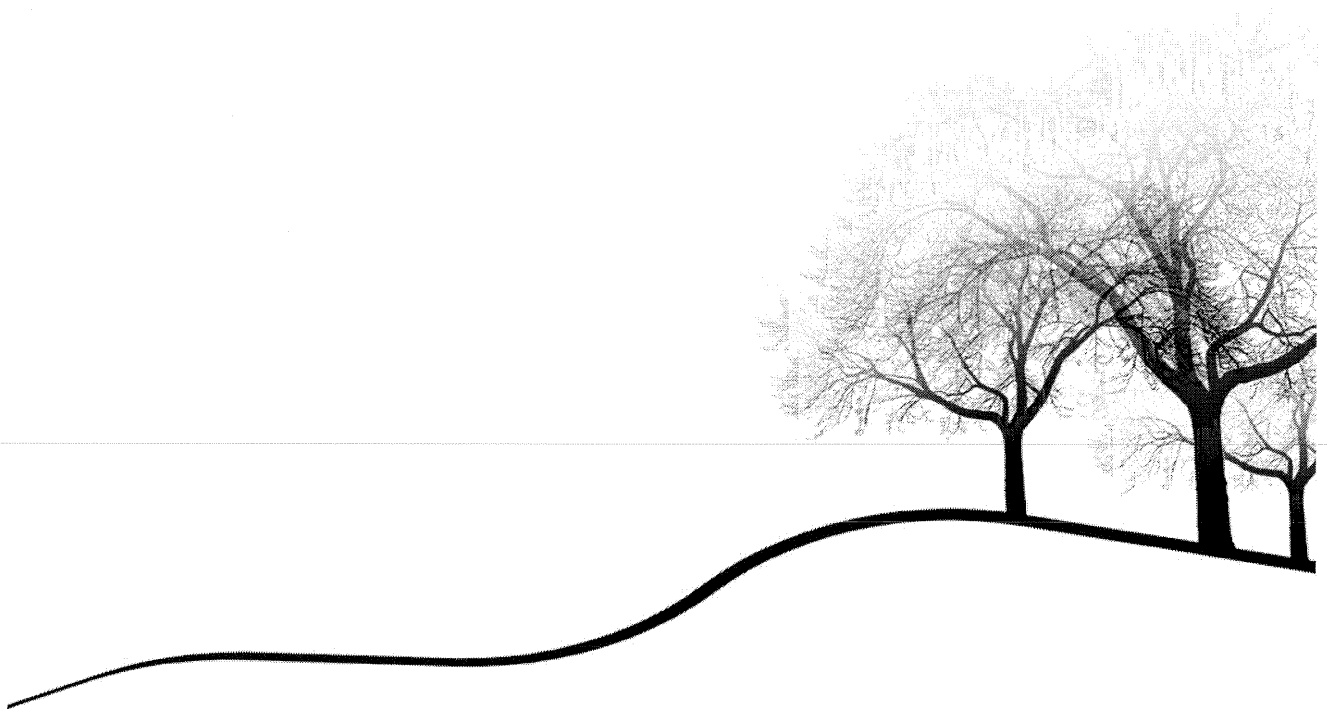
Table of Contents

List of Exhibits.....	7
Appendix Items.....	8
Introduction.....	10
Purpose.....	10
Data Collection and Inventory of Existing Conditions.....	12
Market Assessment.....	13
Public Input.....	16
Master Plan Development.....	17
Data Collection and Inventory.....	17
Framework Plan.....	17
Routing Classifications.....	19
Open Space Plan.....	28
Special Features.....	29
Equestrian Trails.....	31
Sustainability Standards.....	31
Accessibility Standards.....	32
Safety and Security Measures.....	32
Funding Options.....	33
Use of Utility Corridors.....	33
Phasing and Implementation of Phase 1.....	34
Appendix.....	36



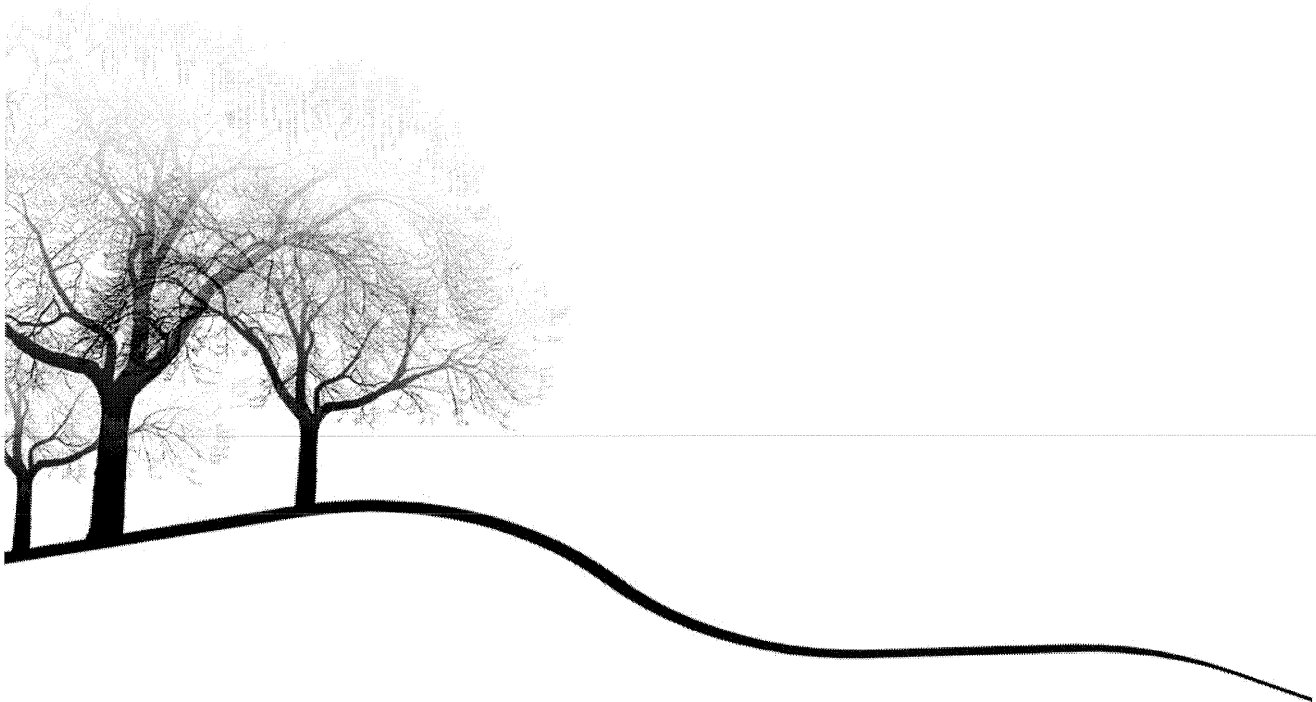
List of Exhibits

Greenways Master Plan.....	20A
Central Franklin Primary Routes.....	20B
Greenways and Open Space Matrix.....	21
Section 1: Shared multi-use path.....	23
Section 2: Separated bicycle lane.....	23
Section 3: Sharrow and marked bike lanes.....	24
Section 4: Shoulder bike lanes.....	25
Section 5: Shared multi-use path adjacent to blueway.....	27
Future Open Space Plan.....	28A
Option A: Harlinsdale / Bicentennial / High School Connection.....	34A
Option B: Jim Warren / Downtown Connection.....	34B
Option C: Pinkerton Park / Eastern Flank Battlefield Connection.....	34C
Option D: West Main Street Connection.....	34D



Appendix Items

A1 - Bibliography.....	37
A2 - Agendas.....	See Enclosed CD
A3 - Meeting Notes.....	See Enclosed CD
A4 - Powerpoint Presentations.....	See Enclosed CD
A5 - Public Input Mailers.....	See Enclosed CD
A6 - Stakeholder List.....	See Enclosed CD
A7 - Report Resources.....	See Enclosed CD
A8 - Internet Links to City Sites / Reports.....	See Enclosed CD



Introduction

In keeping with their goal to become one of the top 25 sustainable cities in the country, the City of Franklin, Tennessee identified the need to expand the Land Use Plan's guiding principles relating to environmental sustainability by recognizing the need to utilize and expand their existing open space and greenways, other trails and public right-of-ways within their Urban Growth Boundary. These principals include:

- Open-space preservation in concert with environmental protection through the identification of key environmentally sensitive sites
- Connection between an open-space network, neighborhoods, mixed use, office and commercial developments, business districts, parks, schools, historic sites and other neighborhoods.
- Provisions for people and wildlife by linking greenways, also referred to as linear parks or corridors of open space

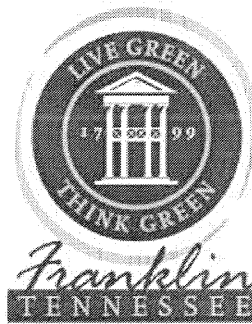
The city embarked on a 10-month planning process to prepare a greenway and open space plan applying these principals.



Purpose

The purpose of the Greenway and Open Space Plan is to serve as a guide for incorporation of new and existing pedestrian facilities as vacant property is developed and current plans are implemented. A primary goal of the community, as identified in Franklin's Sustainable Community Action Plan and City of Franklin Parks Department's outline of 5-year Performance Measures for Green Initiatives, states the need to "establish a local Greenway / Open Space Master Plan for the City and entire Urban Growth Boundary to identify natural characteristics to preserve, protect, and shape future development patterns and environmentally sustainable practices as a priority". The City of Franklin's Municipal Service Alternative Fuel and Energy Task Force identified the need to "Incorporate funding within the capital improvement projects for alternative transportation avenues set forth by the Bike/Pedestrian Plan and Greenway and Open Space Plan."¹

The secondary goal of the study was the preparation of a phased implementation plan for development of a contiguous, functional,



sustainable, recreational, educational open space and greenway network as an alternative mode of transportation and to provide pedestrian connectivity within Franklin's Urban Growth Boundary.

The process involved significant data collection and review of pertinent reports, surveys, master plans, zoning ordinances, traffic studies and GIS mapping coupled with extensive field reconnaissance efforts.

A community engagement program was developed early in the process. Stakeholders were identified and interviewed and two public meetings were held to garner community-wide input and obtain consensus.



Constructed wetlands on the corner of Franklin Rd. and Moores Ln.

Data collection, field reconnaissance and public input was analyzed and synthesized into the final Greenway and Open Space Plan. The plan identifies existing and proposed alignments for trails, greenways, blueways and bicycle routes. Suggested widths, finishes, surface pavements and alignments were categorized and identified for all proposed routes. Potential opportunities for future open spaces were identified and illustrated as part of the network plan.

As a final step, four options for first-phase implementation were identified and analyzed and a preferred option selected. Preference was based on maximizing the use of existing trails, proximity to downtown Franklin, potential for connectivity between residential neighborhoods, private, commercial and public destinations, available funding and opportunities to implement a variety of trail types to respond to a broad user group.

This report of the Greenway and Open Space Plan:

- Summarizes the planning process
- Illustrates recommendations for trail and greenway routes, alignments and design standards
- Provides the City of Franklin with a tool to be used in conjunction with the current 2008 Zoning Ordinance for determination of appropriate placement, alignment and design for new trails, bike routes, greenways and open space based on new development requests and funding availability
- Identifies a comprehensive list of considerations for trail, green way & bicycle route implementation



Data Collection and Inventory of Existing Conditions

The City of Franklin provided the Planning Team with extensive background information relative to GIS mapping including:

- Master Plans, completed reports and those underway
- 2008 Zoning Ordinance
- Current aerial photography
- 2006 household survey on greenways, open space and parks
- Available demographics
- Proposed development
- Central Franklin Area Plan
- 2003 City of Franklin Bicycle and Pedestrian Plan Update
- Proposed thoroughfare improvements
- Parks Plans

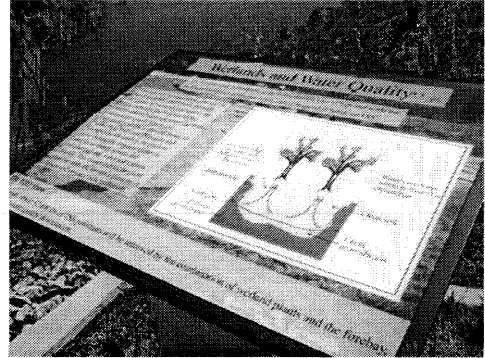
The current Franklin Land Use Plan is an important reference for the greenways and open space planning & implementation. Through application of its guiding principles, the Land Use Plan stresses the need for open space and greenways in Franklin.

Other pertinent data collected and reviewed:

- Existing utilities
- Floodways and floodplains
- Soils
- Property/boundary lines
- Wetlands
- Slopes
- Inventory of cultural and historic sites
- Tourism attractions
- Neighboring trail and greenway systems
- Mass transit facilities

Additional resources were collected and used as reference and included:

- Local requirements
- Demographics
- Past local and national studies relative to trends, standards, guidelines and impacts on real estate property values and economic development



Interpretive sign at constructed wetlands

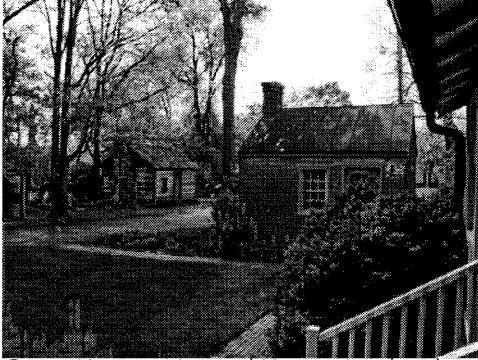


Lake at Westhaven



These resources are listed in the front of this report and available for review as part of the Appendix section.

Extensive field work was conducted beginning with an initial day-long tour of the City of Franklin and the Urban Growth Boundary. City representatives guided the tour and included visits to existing parks, historic sites, trails, significant commercial and retail areas, housing developments, and sites along the Harpeth River. Subsequently, the Planning Team revisited many of the areas to prepare a photo inventory, and collected detailed information on existing conditions, to clarify potential pedestrian connection opportunities and constraints. Roadways, street intersections, setbacks, existing walkways, trails, riparian corridors and tributaries were also identified and photographed for reference purposes.



Carter House - National Historic Landmark

Particular attention was paid to the location of schools, cultural and historic sites, utility easements, churches, parks, existing trails, and commercial and retail facilities. Existing roadways and those slated for improvements were identified for potential inclusion of bikeways and separated, multi-use trails.

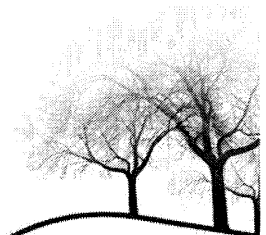
Market Assessment

A brief market assessment was prepared as a parallel activity to the initial inventory and analysis work.

An initial observation recognized the City of Franklin is in an ideal position to capitalize on the positive recreational and economic benefits associated with an established Greenway and Open Space Plan due to the lack of existing, contiguous trails and greenways, thus creating a blank canvas for a focused, meaningful and creative connectivity planning effort.

Initial observations included:

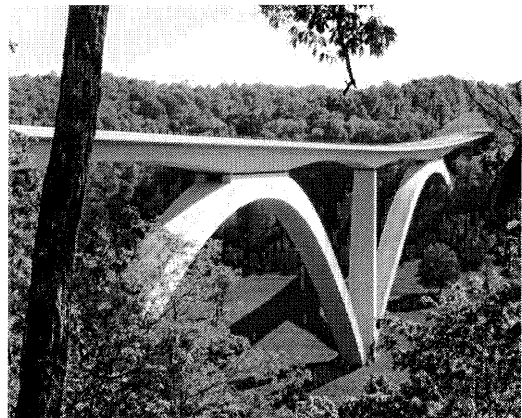
- Trail / Greenway Developments are engines of economic growth.
 - Adjacent property values rise at an increased rate due to proximity to green edge and trail connections. Buyers desire these amenities
 - Past research and planning in and around Franklin has shown residents strongly desire trails and greenway connections



- Commercial uses along trails become destinations for trail users - Maryville, TN recently landed the corporate headquarters of Ruby Tuesday because the CEO specifically wanted a city with an active network of trails so his employees could use bike and pedestrian transportation
- Users of the new trails and greenways will spend money on and off the trail
- The bicycle industry in the US is thriving as the price of fuel rises
- Trail development has proven to re-energize development in areas with limited connectivity
- Trails are physical and psychological connections that wire the community together. The heart of Franklin - its beautiful downtown - needs the arterial connectivity to its limbs via a comprehensive trail network. Those limbs are the neighborhoods, public facilities (library, schools, etc) and recreation areas (parks, historic sites, etc). Connectivity between downtown, residential neighborhoods and the Cool Springs commercial and retail areas in the long term is critical
- As implementation of the Greenway and Open Space Plan occurs, it is important to recognize and consider the following:
 - Leveraging developer activity to fund and/or develop and construct sections of the trails, greenways, bike routes and lanes, based on local approval requirements
 - Trade available non-trail land for easements and acquisition of trail / greenway sections
 - Engagement of a funding manager on a 'contingent' compensation basis to assist with securing and administering funding for future development and implementation

Other benefits for Franklin derived from trail & greenway development:

- Expanding walkability and bicycle routes lessens dependence upon the automobile, reduces fuel emissions and expenditure, improves health and encourages safe connectivity between



The Natchez Trace Parkway Bridge





Example of a multi-use path

downtown Franklin, surrounding residential neighborhoods, parks, schools, libraries, cultural and historical destinations, office and retail businesses and special events

- If planned, designed and implemented creatively and uniquely, the greenway and trail network could ultimately serve as a major tourism destination for Franklin, offering a multitude of trail and greenway options (greenways, blueways, bicycle routes and multi-use paths.) Incorporation of interpretive education elements and connecting the numerous significant historic destinations are just two ways increased tourism could be achieved

National research shows a strong connection between trails and economic development. The Rails to Trails Conservancy in Washington D.C. reports the following:

- "Trails build strong, economically vital communities. Trails, according to a National Association of Homebuilders study cited by The New York Times, are the number one amenity potential homeowners cite when they are looking at moving into a new community."²
- "Trails provide communities with a valuable amenity that translates into increased housing values. In Indianapolis, for example, the increased property value of trails was more than \$140 million."²
- Transit Oriented Design expert Robert Cervero notes that "Studies over the past two decades show average housing value premiums associated with being near a trail.....are 6.4 % in Philadelphia, 6.7% in Boston, 10.6% in Portland, 17% in San Diego, 20% in Chicago, 24% in Dallas, and 45% in Santa Clara County."²
- "Builders say having a project on the Katy Trail has become money in the bank. Some builders say there is a 25% premium for having their product back up against the Katy Trail."
-----Dallas Morning News, December 2006.²



Public Input

To maximize local public input, a variety of methodologies were organized and facilitated by the Planning Team during the process. These included:

- Stakeholder interviews
- Public official interviews
- Advertised Steering Committee Meetings open to the general public
- Advertised Community Input and Public Presentation Meetings open to the general public
- Establishment of a project specific email address for on-going public input
- Creation of pre-addressed forms for mailing in written comments, questions and concerns
- Posting of notifications, agendas, minutes, planning recommendations and power point presentations on the City of Franklin website for on-going review and comment
- Email notifications from the City to individuals who registered to receive information on upcoming public meetings
- City Cable Channel 10 Public Notices
- Posted signs at parks announcing the development of the plan and requesting input

Stakeholder Interviews. On April 20 & 21, 2009 a series of stakeholder interviews were organized and facilitated by the Planning Team. City of Franklin representatives identified a list of stakeholders; local leaders, environmental, cycling, transit non-profits and other special interest groups, local government department representatives, consultants involved in local, similar projects, and local developers. For the list of stakeholders and results of these meetings see Appendices A3 and A6.

First Public Meeting. The first public meeting was held on April 21, 2009. The purpose of the meeting was to introduce the project, planning team, process, the schedule and results of the initial data collection and analysis findings. Participants asked questions, communicated concerns, ideas and spoke with members of the Planning Team and the Steering Committee. One concern expressed on behalf of some residents regarded the planning and implementation of greenways on private property. The Planning Team and Steering Committee members indicated the intent of the plan will be to stay within public property and rights-of-way as much as possible.



Public notice for Greenway and Open Space Plan





Waterfall on the Harepth River - Lewisburg Pike

Pre-addressed forms were distributed and each participant was encouraged to send further ideas, questions and concerns via mail or email to the Planning Team. Minutes of the public meeting and subsequent comments can be found in Appendix A3.

Second Public Meeting. The second public meeting was held on July 29, 2009. The Primary and Secondary Routing Plan was presented to the public for their review and input. Trail classifications were also presented indicating locations and types of recommended greenways and trails. Some questions were asked but the plan as presented was publicly accepted.

Pre-addressed forms were also distributed to the audience if questions or concerns arose subsequent to the public meeting. The Planning Team encouraged the public to contact them with any further questions, concerns or input.

Master Plan Development

1. Data Collection and Inventory.

The initial step in the process involved collecting available information and extensive field work. Local GIS mapping of the UGB (parks, utilities, roads, vegetation, wetlands, soils, slopes, floodways, floodplains, land uses, cultural destinations, schools, churches, trails) current planning studies, parks plans, reports, proposed developments, transportation projects and public transportation information were collected and analyzed. The Planning Team spent a total of four days in the field noting existing conditions and opportunities for future trails and greenways. Photographs were taken to assist with the inventory of existing conditions and for future reference.

2. Framework Plan.

Subsequent to the data collection and inventory effort, the Planning Team developed an initial framework plan to begin to identify an approach and hierarchy for the development of the Greenway and Open Space Plan. The GIS mapping of the existing site conditions and attributes were overlaid and analyzed relative to trail and greenway development potential. After extensive deliberation and analysis it was determined the most appropriate, initial development approach would utilize existing and available public property.



McGavock Confederate Cemetery
Canton Plantation



Existing roadways and associated right-of-ways, public walks, trails and available easements along the Harpeth River and its tributaries served as the “skeletal” framework for the master plan. The approach utilized a strategy similar to the one used for vehicular transportation and thoroughfare planning, by initially identifying primary routing options and following up with recommendations for secondary routing as the collector portion of the system or the “connective tissue”.

Using available public lands for the development of trails and greenways in Franklin will serve to expedite implementation by limiting the need to acquire property. The potential for local, state and federal funding is also maximized.

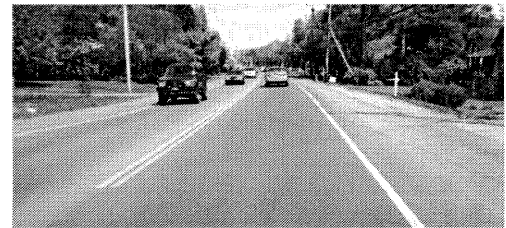
The framework plan was divided into two categories consisting of primary and secondary routing. Primary routing addressed the potential of utilizing a combination of existing road pavement for bicycle lanes and undeveloped property within the right-of-way for separated multi-use trails, extensions of existing trails and widening of existing walks.

The framework plan consisted of the following primary routes:

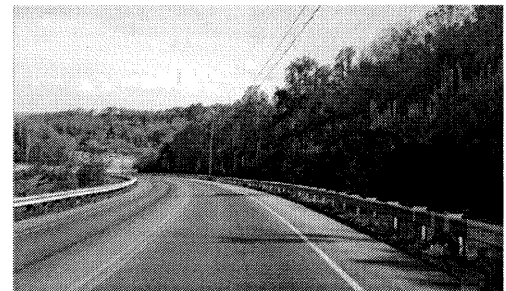
- Harpeth River
- Existing Mack Hatcher and proposed plans for extension
- Franklin Road
- Murfreesboro Road (Highway 96)
- New Highway 96 West
- Hillsboro Road
- Columbia Avenue
- Cool Springs Boulevard
- Carothers Parkway
- Mallory Lane
- Wilson Pike
- Carters Creek Pike
- Liberty Pike
- McEwen Drive
- Lewisburg Avenue
- Goose Creek Bypass
- Peytonsville Road
- Downs Boulevard



Hillsboro Rd. looking North



Murfreesboro Rd. looking East



Lynwood Way looking East



Secondary routes were identified and generally consisted of existing collector right-of-ways, wide enough to incorporate or expand bike lanes, bike routes, sidewalks and separated, multi-use trails. Tributary routes were also categorized as potential secondary routes.

The recommendations for the initial framework plan were presented to the Steering Committee for their review and approval. Input was received and modifications were made in anticipation of the next step in the planning process.

- ⓔ Existing Multi-Use Paths
- ⓔ Proposed Multi-Use Paths
- ⓔ Existing Bike Lanes
- ⓔ Proposed Bike Lanes
- ⓔ Existing Bike Routes
- ⓔ Proposed Bike Routes
- ⓔ Existing Sidewalks
- ⓔ Proposed Sidewalks

3. Routing Classifications

Using the framework plan as the basis, eight classifications of bicycle/ pedestrian facilities were identified within the UGB included:

- Existing Multi-Use Paths
- Proposed Multi-Use Paths
- Existing Bike Lanes
- Proposed Bike Lanes
- Existing Bike Routes
- Proposed Bike Routes
- Existing Sidewalks
- Proposed Sidewalks

See page 20A, Greenways Master Plan and page 20B, Central Franklin Primary Routes.

Selection of classification for proposed greenways and trails was based on the following criteria:

- Location of existing and planned greenway facilities
- Availability of public right-of-way
- Potential for connectivity between parks, commercial and retail facilities, cultural and historic destinations, transit and park and ride stops, residential neighborhoods and schools
- Location and availability of future open space

