



Franklin Village



MASTER PLAN UPDATE 1997



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**Prepared by the
Franklin Village Planning Commission**

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INTRODUCTION

Purpose of the Plan

This General Development Plan, which will be called the Master Plan, or Plan, in the 1997 update serves several purposes, all of which respond to basic concerns held by the residents of Franklin Village. Specifically, there is a growing concern among residents that various development pressures are threatening the basic historical, visual, rural, and environmental character of the Village.

To ensure that the challenge presented by these pressures is successfully met, the following purposes are set forth for this Plan:

- A. First, the Plan clearly identifies the general goals of the Village.
- B. Second, the Plan makes recommendations relative to how the Village's goals can be achieved.
- C. Third, the Plan identifies those areas of the Village which have a distinct character and describes the issues associated with these areas. Specific design and planning recommendations are set forth for each of these areas.
- D. Fourth, the Plan provides a base of information that can be used during local decision-making processes.

In short, this Plan is aimed at providing Franklin Village residents with a means for successfully managing future change in the community. By following the goals and planning recommendations presented in this Plan, effective management of growth and change will be possible and a high quality environment ensured. The beauty and rural nature of the Village will be enhanced, the natural and man-made environments preserved and historical character protected. good

Planning Approach

The process which guided the development of this Plan for Franklin Village in 1977 is called the planning approach. The importance of this approach cannot be overstated because the framework it provided determined the nature of the final product. Each step defined in the process is built on the step preceding it.

Initial planning efforts focused on collecting facts and other local information that were to serve as the basis for Franklin Village's Plan. These efforts were supplemented with an attitude survey ¹ and various analyses of public and private properties.

These information gathering efforts were followed by a series of citizen workshops and meetings with Village officials, whereby matters dealing with the Village Center and land use were discussed. The end result of these efforts was the identification of those issues which confronted the Village in 1977 and were likely to be present in the future.

1. Franklin Village Community Attitude Survey, JJR, 1976.

In addition, resources which could be used when dealing with these issues were identified. These efforts provided a better understanding for all concerned parties relative to what Franklin Village needed to do to adequately prepare itself for the future.

After completing these tasks, the Village Planning Commission prepared and finalized a list of goals and policies. These goals and policies reflected those concerns which were foremost in the minds of the Village's residents. The adoption of these statements provided the basis for the formulation of recommendations put forth in this Master Plan and adopted in 1977.

This plan was updated in 1997, following more than a year of research and work by the Planning Commission, citizen advisory committees and individual citizens. The update was premised on the conclusion that the 1977 plan remained fundamentally sound, but needed refinement to deal with changing circumstances.

The update process began with a well attended futuring town meeting in which residents were asked to list the best and the worst of Franklin, and to describe a desired Franklin twenty years or more into the future.

*Dearborn
model?*

From these observations, a vision statement was drafted, goals and objectives were updated and a list of important planning issue areas was prepared. Four of the issue areas required the assistance of citizen committees for research and recommended policy direction. Updated goals and objectives and vegetation management were topics addressed directly by the Planning Commission.

Citizen advisory committees prepared reports to the Planning Commission on "traffic calming," "Village Center enhancements," "Village character," and "community facilities and open space" with consultant assistance. Reports on each of the four topics were prepared for Planning Commission consideration.

Following approval of the Planning Commission, the key concepts and recommendations of all the reports were then incorporated into the text of the Master Plan. Where necessary, language of the 1977 plan was deleted and new language substituted. In addition, new language was introduced where topics not covered in the 1977 plan were addressed. The updated Master Plan was adopted by the Planning Commission in 1997.

The result of these efforts is a Plan which has three major sections. The first section, "Master Plan," covers the goals of the Village and the Plan which ensues. It also includes specific recommendations which are based on present knowledge of the Village and geared toward the preservation and enhancement of that environment.

The second section, "Implementation Plan," presents implementation strategies. Specifically, this section describes how Village officials can ensure that this Plan will be utilized effectively.

The third and last section, "Inventory and Analysis," presents background materials which support the first two sections. It also includes references which are intended to provide technical information from which a more thorough understanding of the Village can be obtained.

Five new reports were prepared as a basis for the 1997 update of this plan. These reports contain background information on the following important issues of concern to the Village as well as maps, tables and graphics pertaining to these issues:

- Village Character
- Village Center Enhancements
- Community Facilities and Open Space
- Traffic Calming
- Vegetation Management

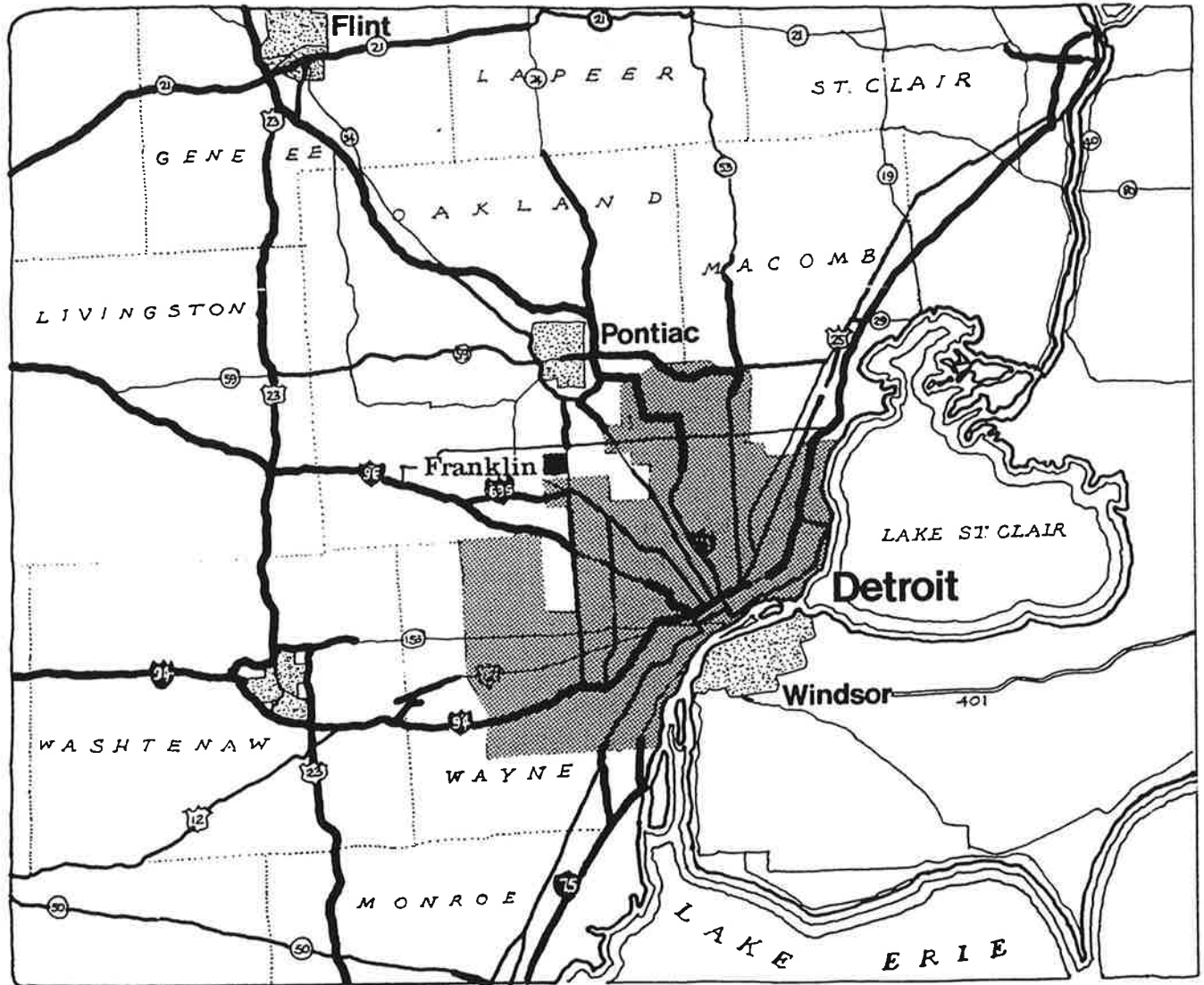
Regional Context

Franklin Village is centrally located in the southern portion of Oakland County and is part of the Detroit Metropolitan Area (see Map 1). Rapid urbanization has been common in Oakland County, and much of the urbanization has been coincident with the construction of freeways and major arteries. Regional access to and from Franklin Village is convenient given the location of Interstate 696 to the south of the Village and Route 24 to the east. Access to areas adjacent to Franklin is also convenient due to the presence of Northwestern Highway, Twelve, Thirteen and Fourteen Mile Road, as well as Route 24. In addition to local communities, regional planning for the entire area is the responsibility of Oakland County and the Southeast Michigan Council of Governments.

Oakland County and other areas in the region are particularly important to the Village because they provide and maintain a number of regional services and employment centers which are important to the residents of the Village. The communities adjacent to the Village provide the major portion of the daily needs of Village residents. Franklin residents commute to Birmingham, Detroit, Southfield, Troy and other places for employment, major services, and goods, such as professional services, entertainment, furniture, clothes and appliance purchases.

Franklin is a green island surrounded by the more typical urban development that has occurred in Oakland County. This urbanization has caused changes that directly affect Franklin Village. New residential homes, businesses and offices are being built in the western half of the County which generate additional vehicular traffic, create new markets for business and interfere with natural resource systems. As a result, the Village receives pressure to widen roads, install sanitary sewers and storm sewers, and rezone land for more intensive uses. The following section addresses these pressures more specifically.

Map 1
REGIONAL CONTEXT



Johnson Johnson & Roy/inc. 1978

SCALE IN MILES

0 5 10 15 25

In the twenty years since this plan was first prepared, Franklin is still a green oasis. However, the "oasis" character of Franklin is in danger due to recent changes. There has been additional development both in and around Franklin. This has added considerably to the traffic on streets in and along the perimeter of Franklin, such as Thirteen Mile Road, Fourteen Mile Road, and especially, on Franklin Road. Franklin installed sanitary sewers in 1995. This has produced additional development along the southern and eastern edges of the village.

Growth Issues

Between 1920 and 1950, recorded land planning efforts were limited to simple subdivision practices by George Wellington Smith.

By 1954, formal incorporation of the Village was concluded and a zoning ordinance adopted which continued zoning controls then in effect in Southfield Township. Additional efforts to manage growth included the completion of a Master Plan in 1969 and the Master Plan in 1977.²

These planning efforts of the 1950s and 1960s were largely in response to major shifts of population which occurred in the Metropolitan Region. At the time of incorporation, less than 1,000 persons resided in the Village. During the next 15 years, the Metropolitan area sought the amenities of the Village. During the 1970s, though, the pace of population growth slowed appreciably. In the 1970s and the 1990s, planning efforts were largely in response to pressures to use undeveloped land within the Village because of public sewers and to stem degradation of Village character.

The same kinds of developments experienced in Franklin Village have also been experienced by adjacent communities. Development in Southfield and Bingham Farms in particular has been rapid and has emphasized commercial, as well as residential, growth. As a result, these developments are placing great pressure on the Village to rezone certain properties to more intensive land uses.

Additional growth pressures were placed on the Village by the requirement to provide sanitary sewers. This made previously undevelopable property more suitable for development from the perspective of physical site constraints.

Further pressures to develop may be placed on the Village in terms of planned regional highway construction. The widening of Telegraph Road and improvements to Northwestern Highway made it even more convenient for commuters to reach major employment centers from Franklin Village. However, it has also increased passage through Franklin by commuters from other communities.

*delete?
conjecture*

² Comprehensive Development Plan, August, 1969 AND GENERAL DEVELOPMENT PLAN, 1977.

Development pressures like these have tremendous implications for the Village relative to future land use, as well as for the maintenance of its existing character. Presently, the distinctive character of the Village is rooted in the history and early Nineteenth Century architecture of the Village Center, in the quality of the Village's abundantly landscaped residential lots, in quiet residential neighborhoods and along the river. Clearly, additional development, and redevelopment, particularly as it has occurred by replacing smaller houses with much larger ones on too small lots, has had an adverse impact on the Village's existing character. } delete?

With regard to just the Village Center, the potential for problems and change also exists as evidence of the historic or essential character of early settlement remains in this area. Reflecting this early settlement character are a mix of residential and commercial uses which are in close juxtaposition to each other. The residential lots have even greater setback from the roadway than the commercial buildings, and their landscaped, enclosed lawns and mature trees make major desirable contributions to the environment of the Village Center. Traffic and parking pressures, as well as a lack of routine maintenance, has led to a reduced visual quality of the Village Center. } revise

Because Village residents prize these qualities so highly, it is essential that their basic nature remain unchanged. Recommendations regarding future planning efforts should reflect this inherent pride and serve to protect and enhance the Village's existing environment as much as possible.

GOALS, OBJECTIVES AND POLICIES

This Master Plan is based upon a vision and a set of twelve goals. These goals reflect the desires and attitudes of the Village residents, as discerned and stated by the Planning Commission and as adopted by both the Planning Commission and the Village Council.

These goals were reviewed and updated, and goals eleven and twelve were added in 1997 during a focused effort directed by the Planning Commission to update the 1977 General Plan. The Planning Commission, with the assistance of the citizens of Franklin Village, the Village Council, and other citizen committees, will develop strategies to bring the goals and objectives of this updated plan to realization. delete/modify

Visioning Process

Achieving a common vision for the future of the Village of Franklin was a critical part of the planning update. The visioning process began with statements made by Franklin Village residents at a futuring town meeting in January of 1996. Residents were asked to imagine themselves living in Franklin Village twenty years into the future. Residents then talked about what they imagined which pleased them. These statements were recorded and compiled into a draft vision, which was reviewed and refined by the Planning Commission.

When reading this vision it is necessary to mentally “*transport*” yourself twenty years into the future. The text is written presuming the year is 2016. This approach is intended to give a clear sense of direction, focusing community efforts toward achieving the future described in the vision.

Vision Statement

Despite the impacts of massive suburbanization in Southeast Michigan, the Village of Franklin has moved into the 21st century as one of the most desirable places to live within Michigan. Residents and businesses in Franklin Village enjoy a rich quality of life and are reaping the benefits of commitments made years ago. The visual, social and economic characteristics that initially attracted residents to the Village have not only been maintained over time, but enhanced.

Beginning in 1996, proactive initiatives were undertaken which went well beyond common practice of the day in order to retain the quality of life in the Village. The results of this hard work are obvious to visitors and residents alike. The buzz word of planning in the 1990’s was “sustainability” (meeting the needs of the present generation without compromising the ability of future generations to meet their own needs). The Village of Franklin has become a true reflection of sustainability, as evidenced by the qualities and conditions described below:

Franklin Village is a tree-covered residential community of single family homes, and possesses a charming, historic, rural character in the midst of bustling suburbia. There is a sense of entry to the Village due to unique signs that reflect the historic flavor of Franklin Village and its unique character of well-maintained, attractive homes on large, tree covered lots. Franklin Village is different in appearance from surrounding communities, because of a rural character comprised of more trees, homes which are farther apart and many dead-end and winding streets. There is also more wildlife. Horses and other animals are kept in some of the larger yards with paddocks and small barns, some of which are more than one hundred years old. Franklin Village is more peaceful and has less stressful traffic conditions than surrounding communities.

Many homes reflect a period of prior centuries, while others are contemporary to the early, middle or late twentieth century. All homes sit comfortably on their lots among a mix of bright flowering ornamental trees and shrubs and plants with a more naturally occurring appearance than most communities in Southeast Michigan.

Residents appreciate and take care of the natural environment, protecting wetlands and floodplains from encroachment and from siltation or dumping. Villagers plant and maintain buffer vegetation that help increase water quality by filtering runoff and cooling flowing water. The extensive ravines and creeks are protected and flourish with natural vegetation and clean flowing water. A wide range of species contribute to both plant and animal diversity. As a result, Franklin is a model of residential resource protection, a haven for wildlife and a lush view for the eye. Each generation learns about being stewards of their community from spending time with the previous generation via walks along the trails and natural areas of the Village.

The Village has a small, thriving, historic commercial area of various types of businesses. Residents of the Village can shop, bank, put gas in their cars, stop for coffee or to go to a restaurant in the Village Center. Parking is largely out of view and pedestrians are delighted by architectural and landscape beauty. There are spring flowers, brick walks and attractive buildings of scale, colors and architectural detailing that remind people of the nineteenth century. Traffic is slow through the Village Center.

People are comfortable and secure while shopping or participating in community events such as Holly Days and the Labor Day Round-Up. Parents enjoy watching their children play on the Village green and in other neighborhood parks. *} which of these exist?*

The Village Center is connected to all the residential areas by open spaces, pedestrian and bike paths and narrow, winding two-lane streets. Open spaces and paths follow natural features such as woods and the Franklin River. Near the Village Center is a community center which provides activities for a diverse spectrum of residents, and a Village hall.

The Historic District abuts the Village Center and has many authentic period homes, public and commercial buildings with special lights, street pavement, signs and plantings that contribute to an attractive, unified appearance.

Franklin Village has moved from an all-volunteer administrative structure, to a modern, efficiently-run Village with a Village Manager and administrative staff complemented by volunteers and elected and appointed officials. Its public services, previously housed in cramped quarters, are in a new administrative building, which fits with the Village character. *revise?*

Definition: Franklin Village character -- a visual appearance comprised of widely spaced houses with large lawns, thickly planted tree lined streets, extensive naturally vegetated ravines and protected wetlands, curvilinear streets without curbs, and a small, compact commercial center with buildings no taller than three stories, in part comprised of and surrounded by historic structures. The Village appears to be a small rural town that stands out as an oasis in the suburbs of Southeast Michigan. It is locally known with pride, as "The town that time forgot".

Goals, Objectives, And Policies

Each of the adopted goals provides general guidance for the selection and direction of Village actions to implement the plan. Recommended objectives and policies for implementing the goals are a key part of the plan and are also described below.

GOAL 1

Preserve and promote the rights of the individual property owner, while enhancing property values and maintaining simple, rural Village character.

Objectives:

- Develop an illustrated guide that defines the Franklin Village character so that residents can develop, remodel and manage their properties in a manner that protects and enhances that character.
- Develop design guidelines to help protect the rural character of the Village.
- Develop a list of zoning elements that need updating to reflect standards and techniques to protect Village character.
- Develop and implement traffic calming strategies to minimize the effects of traffic on the Village.

Policies

- A. Land use and environmental preservation regulations which are adopted will ensure the preservation of the rural character of the Village.
- B. Enforcement of Village ordinances and regulations will be conducted so as to promote and preserve individual property owner rights as well as public interests inherent in preservation of the rural character of the Village.

GOAL 2

Conduct day-to-day Village business through a small, professional staff while relying on volunteer and elected officials for policy decisions.

Objectives:

- Adopt the administrative and funding mechanisms necessary to support a professional Village Administrator or Manager.
- Hire a professional Village Administrator or Manager.
- Build or purchase adequate space for Village police and administrative staff.

Policies

- A. The Village Council and Village Commissions will utilize citizen committees to assist in carrying out their responsibilities.

- B. Village officers will encourage open communication and discussion of governmental policies and proposed actions.
- C. The Village Council will encourage volunteer citizen participation in Village activities.

GOAL 3

Preserve and promote the historic identity of the Village in terms of its heritage and its physical appearance as a Nineteenth Century Michigan Village.

Objectives:

- Develop illustrated design guidelines for protecting historic character in the Historic District of the Village.
- Provide training for Historic Commission members in preservation techniques and zoning procedures.
- Update zoning elements pertaining to the Historic District to protect historic character.

Policies

- A. Encourage the preservation of historic structures and spaces still remaining in the Village Center and Historic District.
- B. Provide residents with information on assistance programs for preserving and restoring historic properties.
- C. Site development in the Village Center should relate to and be compatible with adjacent buildings, land uses and the rural and historic character of the Village.
- D. The use of architectural materials, trees and shrubbery in the Village Center should emulate and improve the Village's Nineteenth Century rural and historic character.
- E. Ensure the safe movement of pedestrians within the Village Center by reducing pedestrian and automobile conflicts.
- F. Proposed land use changes in the Village Center should be submitted to the Planning Commission and the Historic Commission for review and approval as may be provided for by ordinance.
- G. Encourage the creation of Historic Districts within the Village and the creation and use of special designations of roadways or properties which further the Village's historic context and maintain its rural character.

GOAL 4

Preserve and promote the predominately large lot, single-family residence characteristic of the Village.

Objectives:

- Evaluate and refine as needed, the Franklin Village Lot Split Ordinance to ensure that density and lot coverage are not improperly increased. *Done*
- Provide training for the Planning Commission in enforcement of ordinances.
- Evaluate and refine as needed the zoning ordinance as it pertains to setback and area coverage of buildings on lots.

Policies

SEE GOAL 6

GOAL 5

Enhance and maintain a unique, coherent Village visual, social and jurisdictional identity, distinct and separate from surrounding communities.

Objectives:

- Develop a unified street and public facility sign system that reflects the character of the Village.
- Develop distinctive entry signs for major road entries into the Village.
- Develop and maintain a tree management program that ensures a continuous tree canopy throughout the Village and especially along public streets.

Policies

SEE GOAL 6

GOAL 6

Enhance and support the economic vitality and attractive appearance of the Village Center within its present boundaries.

Objectives:

- Refine the existing plan for the Village Commercial (businesses/shops) Center and implement the recommendations.
- Provide design guidelines that protect and enhance the historic visual character, and improve auto and pedestrian circulation within the Village Center.

Policies (Policies for Goals 4 through 6)

- A. Encourage residential development that provides a harmonious relationship between the natural landscape and waterscape and man's use of the land and water. A harmonious relationship is one in which residential development and recreational use fosters the continued biological and physical health of water, plant

and animal communities and appreciation of the beauty people derive from natural landscapes.

- B. Encourage creative design and planning for both housing structures and land development that will produce visual harmony without monotony, preserve special physiographic features, and protect vital natural resources as established in design guidelines and zoning standards.
- C. Encourage the design of residential development that will contribute to the character, identity, diversity and individuality of the Village.
- D. Encourage the preservation of the simple rural atmosphere of Franklin by enhancing and preserving the rural scenic nature of roadways, enhancing and protecting large open areas and planting and maintaining vegetation along roadways and in public areas that contributes to a rural visual character.
- E. Discourage the further subdivision of remaining platted lots.
- F. Limit new residential development to detached single family housing, except in the Village Center, or to redevelopment of other nonresidential property where lot size is adequate.
- G. Encourage the maintenance of the present commercial and office land uses together with related vehicular parking in the Village Center, but discourage the use of land in the Village devoted to expansion of these commercial and office uses.
- H. Maintain and ensure continuance of the Village Police and Fire Departments, Library and other institutions.

GOAL 7

Maintain the integrity of the periphery of the Village so as to prevent intrusion or encroachment of intense development, such as commercial, multi-family residential or highway development, into the Village.

Objectives:

- Develop design guidelines and zoning standards to preserve low intensity development at the Village periphery.
- Monitor the status of subdivision deed restrictions and alert owners two years before expiration dates.

Policies

- A. Encourage the maintenance and updating of private deed restrictions and plat restrictions on minimum lot size and area.

- B. Periodically evaluate the public acquisition of environmentally sensitive undeveloped and available properties, such as wetlands, ravines and floodplains, located within the Village and along its periphery.
- C. Encourage the construction of land and vegetative buffers to shield residential properties from adjacent non-residential development.

GOAL 8

Preserve the natural resources of the Village, including its open spaces, woodlands, wetlands, the Franklin River Valley and floodplain, and visual resources along thoroughfares to prevent environmental damage or harm to these resources.

Objectives:

- Develop a vegetation management plan for Franklin Village that provides direction for Franklin Village residents in protecting and perpetuating its tree canopy and other vegetation that contributes to rural character.
- Acquire easements (where possible) for public open space to the banks of the Franklin River and to wetlands, including buffers along edges of wetlands.
- Develop design guidelines for sensitive natural areas for use by private property owners in managing their properties to protect natural resources.
- Develop pedestrian and bicycle links between the residential neighborhoods and the commercial center and public buildings and parks.

Policies

- A. Encourage the development of single-family, grouped housing at large lot densities in buildable portions of sensitive environmental lands and open spaces where such development can result in the preservation of the sensitive portions of these lands in an undeveloped state.
- B. Preserve the natural waterbodies and drainageways, flora and fauna, and unique physiographic and geologic land forms which give Franklin Village its natural character.
- C. Prohibit development of floodplains and wetlands, and avoid disrupting or infringing upon environmentally sensitive slopes and woodlands.
- D. Preserve to the extent possible the use of environmentally sensitive lands and consider public environmentally sensitive lands for open space and passive recreational purposes.
- E. Promote and regulate land acquisition as a method to ensure the proper use of environmentally sensitive lands.

F. Continue the use of natural drainage systems along streets and roads.

GOAL 9

Encourage the regulation of traffic and parking within the Village in order to improve safety conditions and reduce congestion. Discourage and oppose those projects which have as their primary benefit the enhancement of traffic flow or parking at the expense of the environment or quality of life in Franklin.

Objectives:

- Develop scenic road corridor plans for the major roads in the Village, taking into account traffic calming methods, pedestrian, bicycle and equestrian safety and scenic qualities.
- Enforce existing traffic regulations.
- Approve site plans that limit roadside parking, that provide for planting and other site design elements that contribute to Village character but that do not block sightlines.
- Develop an access loop through the parking areas behind buildings in the Village Center.

Policies

- A. Encourage the continued design of local roadways as country lanes or scenic roadways as appropriate, in order to preserve the rural character of the Village and to protect existing roadside vegetation.
- B. Encourage the efficient use of existing roadways and parking areas before changes are made for increased capacity.
- C. Encourage roadside and open space buffer strips of vegetation, both to enhance the visual aspect of the Village and to protect land uses adjacent to the roadway from traffic noise, dirt and glare.
- D. Design and implement a circulation and parking system that encourages the maintenance of the existing rural character of the Village.
- E. Limit the installation of curbs and storm sewer drains to areas where such improvements are essential for public safety and to reduce the impediment to groundwater recharge.
- F. Encourage the development of pedestrian ways, bicycle trails and bridle paths connecting major activity points in the Village, utilizing open areas, floodplains or road rights of way.

GOAL 10

Protect the Village and the community against external influences which endanger the essential services and security of Franklin residents.

Objectives:

- Encourage lands which abut the Village to be developed in ways that either buffer properties in the Village or are compatible with Village land uses.
- Develop cooperative relationships with adjacent communities so that Franklin Village will be a partner in the planning efforts of lands adjacent to the Village.
- Franklin Village will encourage adjacent communities to minimize the expansion of development that places unfair burdens on Franklin Village services.

Policies

- A. Encourage cooperation and the coordination of planning and development activities with adjacent communities and regional planning bodies.
- B. The Village Council and Planning Commission will monitor and present to the appropriate bodies the Village's position for proposals for development by private and public organizations in lands adjacent to the Village.

GOAL 11

Develop a community meeting facility for Franklin Village.

Objectives:

- Select a suitable site and construct a new building or a mixed use building for a community meeting facility for Franklin Village. If mixed use, it may be used to house Village services.
- Create a funding mechanism to build a community meeting facility and to provide operating funds.

Policies

- A. Create at the earliest opportunity a community meeting facility that meets the needs of citizens and, if possible, Village staff.

GOAL 12

Provide signs in Franklin Village that are informative, contribute to safety, enhance the businesses of the Village Center and contribute to and reinforce rural character.

Objectives:

- Develop illustrated design guidelines for signs in the Village Center that help business owners attract business while protecting Franklin's rural character and individual expression.
- Develop street signs that project and reinforce Franklin's rural character consistently throughout the Village.
- Evaluate the frequency and design of Franklin's traffic signs to avoid a cluttered appearance while contributing to safety and a consistent, rural character.

Policies

- A. Limit traffic signs to the minimum necessary for the safe travel on Village streets.
- B. Enforce regulations, such as speed limits and weight limits represented by traffic signs.
- C. Encourage business to use creative, but understated, signs to identify and advertise.
- D. Signs in Franklin Village are encouraged to reflect a rural character and the high level of achievement of Franklin residents.

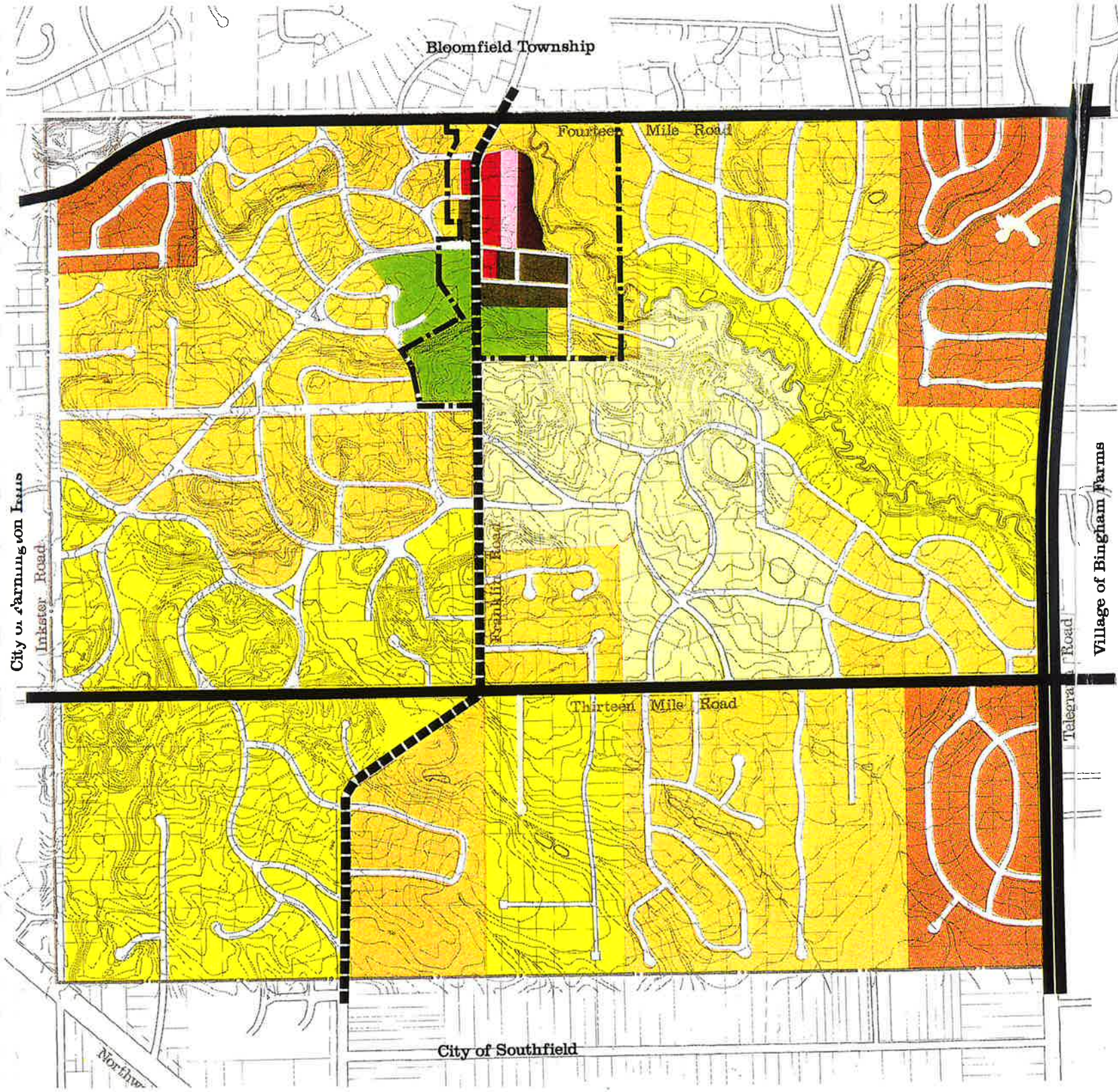
MASTER PLAN DESCRIPTION

The Master Plan contains recommendations and descriptions of specific approaches that are to be used to guide future change and development in Franklin Village. The goals, objectives and policies establish the Plan's directives and are drawn from the desires of the community, as reflected in the results of the Attitude Survey, special community workshops, visioning session, and work of citizen committees.

As shown in Map 2, elements of the Plan consist of neighborhood areas, community facilities, circulation and historic areas. They are based upon the distinctive historic character and natural resources of the Village. Detailed information upon which the elements of the Plan are based is contained in the Inventory and Analysis section of this Master Plan report.

Among these Plan elements are three special areas of fundamental importance to the character of the Village: the Village residential neighborhoods, the Village edges, and the Village Center and Historic District. Programs and actions related to these areas are of central importance to achieving the Village's planning goals. The 1997 plan update looked at open space and vegetation management and is described within the Village residential neighborhoods section. The Village Center and Historic District section was updated in regards to function and visual character of the whole district and with regard to community facilities, which are primarily within this district. Village character, is an issue throughout all areas of the Village.

*Village
character*



- FUTURE LAND USE**
- Estate Residential
 - Large Lot Residential
 - Low Density Residential
 - Medium Low Density Residential
 - Medium Density Residential
 - Medium High Density Residential
 - Office or Commercial
 - Parking
 - Quasi Public & Public Buildings & Property
 - Historic District

- ROADWAYS**
- Statewide Arterial
 - Local Arterial
 - Collector Street
 - Local Street

Map 2



GENERAL DEVELOPMENT PLAN

Johnson, Johnson, & Roy/inc.
1978

In the residential neighborhoods, the Master Plan establishes six residential densities for future land use. In the neighborhood areas, which were developed with single-family homes on large lots of three acres or more in size, a minimum density of one dwelling unit for every three acres is planned.

These neighborhoods are defined as "estate residential." The largest of these neighborhoods is generally located north of Thirteen Mile Road and east of Franklin Road, except the lots along Hersheyvale Drive and Meadow Drive.

The next residential density is established as "large lot residential" with a minimum density of one dwelling unit for each 1.5 (1 1/2) acres.

The majority of the residential land in the Village is established in the Plan in a "low density residential" category with a minimum density of one dwelling unit for every .75 (3/4) acre.

Exceptions are the neighborhoods located in the northeast corner, northwest and southeast corner of the Village. These neighborhoods are defined as "medium low density residential" with a minimum density of one dwelling unit for every .50 (1/2) acre.

The other exceptions are located in the historic Village Center. One is established as "medium density residential" with a minimum density of one dwelling unit for every .33 } re-word
acre.

~~The other is the~~ land east of Franklin Road, upon which are presently located condominium dwellings, as well as the adjacent land to the north, which is established in a "medium high density residential" category with a minimum density of one dwelling unit for every .25 acre.

Quasi-public and Public land uses, such as churches, the Village Green, Post Office, and firehouse, are proposed in the Future Land Use Plan to remain in their present locations. Recommendations and policies for their preservation and enhancement are described in the section on Community Facilities.

Commercial and office activities have traditionally developed in the Village Center. The Future Land Use Plan establishes a basis for the preservation of these activities but does not propose their expansion, nor addition to other lands in the Village. Improvements in functions necessary for commercial activities, such as improved vehicular parking and circulation and pedestrian movements are proposed. Preservation guidelines to conserve the traditional and historical "essential" character of the Village Center are established and described in the Historic Areas section.

The future designation of certain streets whose function directly relates to vehicular movement throughout the Village and in the surrounding area is part of the requirements of the Master Plan. The section on circulation establishes the Major Street Plan and presents recommendations for preservation of the Village's roadway character, bikeway locations, and street functions.

The future use of land throughout the Village is set forth in the Master Plan to be subject to regulation and ordinances which reflect sensitive environmental resources. These resources are important to Franklin Village's health, safety and welfare, as well as historic and aesthetic character. Wetlands and bodies of water, floodways, significant vegetation and steep slopes are characteristic of these resources. Regardless of the type of land use which is maintained or developed, if these significant natural resources are impacted, special development techniques and preservation actions are required.

The Future Land Use Plan identifies the general location of many of these significant resources. Recommendations concerning the nature of the regulations and ordinances are contained in the following descriptions of the Master Plan elements.

Neighborhood Areas

The neighborhoods of Franklin Village provide a sense of privacy and individual identity unique in Southeast Michigan. The tree lined country lanes, single-family homes on large, green lots and the varied natural surroundings typify the Franklin neighborhoods (see Figures 1 and 2). These neighborhoods presently occupy about six of every ten acres of land in the Village. That which remains is composed of woodlands, wetlands, roadways, open space and the commerce of the Village Center.

The residential neighborhoods in Franklin Village include 43 single-family subdivisions. A scattering of unplatted lands and public and private open spaces are also mixed throughout the Village. Most residences have been constructed on lots greater than 3/4 of an acre in size. Recent subdivision lots have been smaller, about 1/2 acre.

The visual character of these neighborhoods is established by the rolling terrain and rich vegetation that is found throughout the area (see Figure 3, photographs of vegetation). Sinuous local roads follow the rolling topography while long cul-de-sacs lead to single-family homes. Street sign, road and building details and ornamental plantings in these neighborhoods often enhance their natural amenities. As a reflection of the rural character of the original Village, sidewalks have not been constructed and are now prohibited in residential areas by the Village Charter.

Issues and Recommendations

A number of Franklin neighborhoods are experiencing many of the same pressures of change that accompany suburbanization elsewhere in Southeast Michigan. These pressures take the form of increased traffic on local streets, and a depletion of the remaining open and natural areas.

*also pressure from
lot splits, tear
downs*

Figure 1 and Figure 2



Figure 3



Observations about the character of Franklin are among the most frequent that residents and visitors make when discussing the Village.

The character of a community is defined by the spacing and architecture of its buildings, the layout of its streets, trees, shrubs and other plants, signs and in general, the scale of the neighborhoods and commercial areas. Franklin is characterized by extensive mature tree cover, large lots, narrow tree covered streets, no curbs or gutters, occasional horse paddocks, large, well-kept houses and a general, rural "feel" throughout the community.

Definition of Franklin's Village Character

Members of the Franklin Village Character Citizen Advisory Committee, working with a list of images generated at a January 1996 Village Town Meeting and material from several reports prepared over the past twenty years, describe the character of Franklin as **"having a small, rural town feeling and atmosphere."**

Five of the most important features of this character are:

- The presence and abundance of early American historical structures, both commercial and residential;
- The presence and abundance of natural features: tree lined streets, wildlife, wetlands, woodlots, streams and ravines;
- The presence and abundance of horses and horse properties;
- The presence and abundance of large, extensively landscaped lots;
- The presence and abundance of open spaces.

Elaborating, the committee wrote:

I am Franklin Village. I am an island of rural serenity in the middle of urban sprawl and fast paced living. My heart is found in my center, "the Village," but my soul can be found throughout my many neighborhoods.

I am a warm and friendly place where folks can come together to share and celebrate the seasons. There is as much diversity in my character as anyplace in America, and this diversity is one of my best features. My neighborhoods reflect many eras, with a mixture of many architectural styles and different homes; each adding to the value of the other.

I am a sanctuary for nature and man; providing a refuge for a diminishing wildlife population because of my ponds, my streams, my woods and my many open areas.

I provide room for many recreational activities: from horses to baseball; from sledding to jogging. I am festivals and parades... Both big and small. I am a retreat for my people in a real and important way. My existence enhances the quality of life of the families who live here. My history inspires tradition and memories.

I am home.

Franklin's visual character needs protection due to threats that come from:

- New development that is not in keeping with the scale, style and vegetative patterns of existing neighborhoods.
- Redevelopment efforts on existing properties to upgrade or replace out-of-date structures or on properties that are too small for the home proposed or those undergoing extensive modernization, repair or enlargement.
- Lot splits that increase the density of housing in an area.
- Unintended effects from the actions of individual property owners, such as vegetation trimming or removal or filling of wetlands.
- Violations of ordinances or deed restrictions that affect appearance, such as demolition of historic structures or the use of out-of-character building materials
- Transportation and utility "improvements," or "maintenance" such as road widening and tree trimming along utility easements.

While the rights of property owners must be respected, a public commitment to a common sense of community character is also necessary for the community to retain those physical qualities that are important to its residents. Community character is more susceptible to slow destruction through small, incremental changes than nearly any other community feature. The cumulative effect of small changes to community character over time can result in a large character change that may not be recognized until it is finally gone.

Protection of Resources

Throughout the neighborhoods of the Village, natural amenities are abundant. Woodlots, hedgerows, wetlands and surface waters are all valuable natural resources. The floodplain of the Franklin River and the drainage easements of streams are sensitive to disruption and certain land use activities. (See Map 15, Environmental Constraints) The survey of resident attitudes, conducted in 1976, indicated that nine of every ten Villagers agree that there are significant natural areas remaining in the Village that should be preserved. Participants at the 1996 visioning town meeting agreed.

The historic past of several residential neighborhoods in the Village is also an important resource. Structures built before the turn of the century still remain scattered throughout the Village. These buildings and farm areas, many of which are on sites which have since been platted and subdivided, are the last remaining examples of outlying farms and residences that were strongly oriented to early life in the Village Center. The presence of these natural and historic surroundings is a strong reminder of the rural character of much of the Village. This "ruralness" is a highly desired trait among Villagers. In fact, according to the 1976 attitude survey, ninety-five percent of the Village respondents agree that Franklin should try to maintain a simple, rural atmosphere.

The following recommendations, A-J, were made in the 1977 General Development Plan:

In order to preserve the rural nature of Franklin, a number of design guideline recommendations are made:

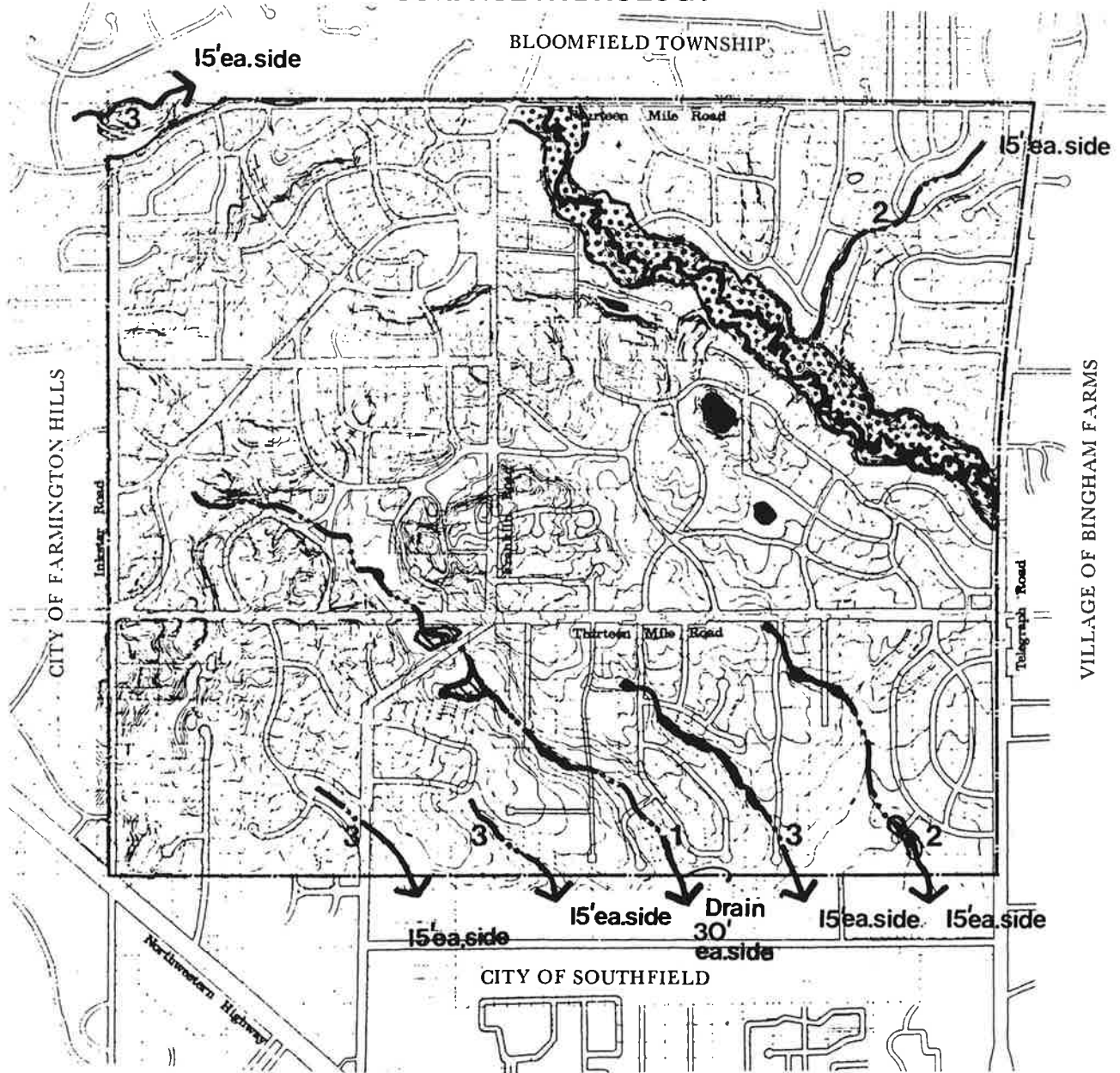
- A. Development shall not be permitted on slopes greater than twenty-four percent or in areas that are not suitable for septic tanks.
- B. Development should be permitted in areas that are served by public sewer systems only if such development is compatible with the existing natural resources and immediate neighbors.
- C. Legal easements shall be established for the surface waterways and drains which pass through or are wholly within Franklin Village.
- D. Development shall not be permitted within the designated floodplain area of the Franklin River.
- E. Development shall not be permitted in the wetlands and drain easements of the surface waters throughout the Village.
- F. Site and near-site investigations should be undertaken before any development is permitted in high groundwater areas. The high groundwater situation is serious because it leads to failing septic tanks, contamination of groundwater, basement problems and excessive frost cracking. Soil conditions or percolation tests which seem suitable for septic installation in some years or seasons are totally unsuitable in other years or seasons as the groundwater table varies to reflect antecedent precipitation. These zones are generalized on Map 3, Hydrology.
- G. Development that would require the removal of prime woodlands or important vegetation resources will not be permitted unless measures are taken to restrict the clearing of such vegetation.
- H. The existing zoning regulations for controlling lot coverage should be enforced throughout the Village.
- I. Development that would require the splitting of existing farms or historic estates shall not be permitted unless proper measures are taken to preserve the character of these historic resources. Alternative measures that may have to be considered include the clustering of development in order to preserve existing open space and the rehabilitation of existing structures.
- J. Land use must be compatible with the existing character of the area and its natural resources.

The following analysis was prepared in 1997:

Concepts from the 1977 general plan that are yet to be implemented are:

- During the site plan review process for development proposals, deny requests that are contrary to the goals and objectives regarding maintaining a rural, simple way of life and preserving the natural resources of the Village.
- Design guidelines for plantings to perpetuate the vegetative character of Franklin.
- Protecting the rural character of unbuilt parcels and public space.
- Design guidelines for development along the southern border of the Village.
- Maintaining the historic character of the Village Center.
- Improving circulation within the Village Center.

Map 3 SURFACE HYDROLOGY



LEGEND



Franklin River
and Floodway



Ponds



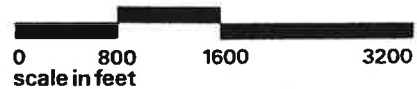
Wetlands



Streams/Drains
and Floodplain

1 most important
2 secondary impor-
tance
3 less important

Recommended Ease-
ments shown in feet.



Johnson Johnson & Roy inc. 1978

- Development of non-motorized paths within the rights-of-way of major streets.
- Extending Historic District recognition to parcels on which there are historic structures outside established district boundaries.

Deed Restrictions

Deed restrictions are statements recorded on the deed that place limits on what the owner or subsequent owners can do with the property in the future.

Recommendations with Regard to Deed Restrictions

Historically, deed restrictions have typically dealt with minimum characteristics designed to foster larger, quality homes within the village. These minimum characteristics include lot size, house size, setbacks and quality of materials.

There are a number of provisions affecting community character which are not included in the current deed restrictions. The current deed restrictions generally approach the properties from the prospective of first home development. They do not anticipate all of the issues facing Franklin today, which often deal with the prospect of remodeling and redevelopment. These are issues of maximums, such as:

- What is the largest size house that should be placed on lots of various sizes?
- How much of a lot should be devoted to a manicured landscape and how much to a natural landscape that could provide habitat for wildlife?
- How much of a lot should be devoted to private use, and is there a portion that could be devoted to an easement for a pathway for residents to walk or bike to community facilities and the Village Center?

Areas where revised deed restrictions or new zoning regulations could play a role in preserving Village character are listed below.

- Owners of properties with adjoining unbuilt parcels should be encouraged to place restrictions on their deeds for those parcels to remain unbuilt and in a natural habitat condition.
- About eight existing neighborhoods and all of the new developments do not (yet) have deed restrictions. Appropriate deed restrictions, based on those of similar neighborhoods and newly proposed concepts should be proposed to owners of property in neighborhoods where there are no deed restrictions.
- All neighborhood deed restrictions should be reviewed in conjunction with a review of the zoning ordinance schedule of regulations with the purpose of establishing maximums for development or redevelopment, in addition to minimums.

could be updated based on workshop

Energy Considerations

The predominance of landscape which knits Franklin Village together not only contributes to its unique visual character, but also provides an energy balance. The large matrix of lawns, trees and shrubs evens out the temperature by absorbing the radiant energy during the day and holding it during the cool nights. Evaporation through the process of transpiration provides air moisture which in combination with gentle summer winds provides natural air conditioning.

The comfort level during the summer is appreciable when compared to the dry and hot "heat island" of nearby more densely developed cities. In addition, the trees, both large and small, provide a cooling shade canopy.

During the winter, this same vegetative cover buffers the prevailing harsh winter winds, protecting the buildings from heat loss and provides intermittent wind breaks for drifting snow. The deciduous trees which provide the cooling summer shade allow the radiant heat to penetrate the buildings southerly facades during the winter.

The rich vegetative cover of Franklin Village absorbs polluted air by taking in carbon dioxide and releasing air richer in oxygen during the process of photosynthesis, as well as collecting dust and other particles on the surface of the foliage.

Vegetation Management Recommendations

The tree canopy and other vegetation that is so important to Franklin Village is at great risk of disappearing in the next few decades. The result would be a drastic change in the microclimate and visual character of the Village. The tree canopy is at risk due to the following factors:

- Most of the trees are nearing the end of their expected life spans, under the conditions of a developed landscape.
- There is no replacement plan to provide young trees that will grow and provide a canopy when the existing trees are gone.
- It will take a long time for young trees to grow and contribute to the rural visual character of the Village.
- Many trees are located within road right-of-way, and there is a greater risk of loss of those trees from either removal from road widening or underground utility work (several major streets are outside the control of the Village), decline and death from the adverse environmental effects associated with roadways, or from damage by vehicles (see Figure 4).
- Many trees are located within aboveground utility right-of-way, and the negative effect of tree trimming by utility companies can already be seen (see Figure 5).
- There is a risk of widespread loss of trees to disease or pests due to the lack of diversity of species in the dominant vegetation of the Village.

The Village should undertake a major replacement tree program immediately if it wants to avoid a change in the visual character of the Village ten to twenty years from now. It was a recommendation of the 1977 plan to prepare guidelines to preserve the vegetative cover and replace the over-age planting. The Village, or residents in the Village, could be planting trees right now. These should be planted outside the road and utility right-of-ways to avoid future tree damage or removal. While it is not too late to start planting, it may soon be if the Village wants to avoid a period in which it resembles nearby communities that are nearly tree-less.

update based on tree survey

tree replacement program is underway - must continue & be expanded get details from Jon Stappels

lets avoid this exaggeration

Figure 4 and Figure 5



The steps below are recommended to protect and enhance the vegetation in Franklin Village.

New Plantings

Promote the extensive planting of trees to replace the canopy as existing trees decline or die. Replacement tree species selection should reflect the desire of residents to protect the rural visual character of the Village. Tree and shrub species that fit that criteria are attached to the Vegetation Management Report. Franklin Village has only a few blocks where trees were obviously planted as street trees--lined up parallel to the edge of the street. Trees planted along Village streets would contribute to the visual character of the Village. However, these must not be placed too close to the edge of the street, to prevent tree damage from road repairs and utility trenching.

Plant, in selected areas, mixed stands of naturally occurring vegetation (not exotic nor ornamental species). These would be thickets of various species of shrubs and trees such as exist elsewhere in the Village. The primary benefit is to enhance Franklin Village's rural character. Other benefits include privacy screening and provision of wildlife habitat. These stands need to be planted where they will not create traffic safety hazards. See compiled ordinance of Franklin Village Chapter 1268.10, visibility. They may be used, however, to help influence the reduction of traffic speed by narrowing the apparent roadway space.

Coordinate with utility companies the location and long term maintenance of new plantings near utility right-of-ways. Utility company pruning has occurred too infrequently to establish good form on trees located within utility right-of-ways. The result is "butchered" trees, when utility tree crews perform tree trimming on an infrequent or first-time basis. Eventually trees within right-of-ways should be replaced with small trees and shrubs. Taller trees should be placed outside the right-of-ways.

Promote the use of a variety of tree species to avoid a monoculture and potential loss of many trees to diseases or pests. See the plant list in the appendix of the Vegetation Management Report. As a rule of thumb, plant at least three different tree species in any street block.

review this w/ Dean

Think Differently About Trees

Promote the concept of protecting tree vigor. This includes:

- Protection of the root zone by limiting impervious surfaces, increasing soil permeability and moisture holding capacity and lowering soil temperature. Soil improvement occurs over time through natural action by using mulches, shrubs, vines and herbaceous groundcovers instead of lawns in the areas around trees. Place mulch 4 - 6" deep over root zone, but not more than an inch thick next to tree trunks. Locate drives and parking areas away from the root zone of mature trees, and away from the anticipated root zone of important trees that have yet to mature.

- Contracting with experienced tree specialists to perform routine trimming and inspections of trees.
- Providing supplemental water and nutrients to trees growing in large lawn areas and adjacent to roadways and parking lots. These are high heat areas that cause additional stress on plants. Water thoroughly during droughts. Fertilize trees growing in stressful sites (those in lawns and adjacent to parking lots and roadways. Fertilizer can be applied by a tree specialist, or by using "tree fertilizer spikes"; a balanced, 12-12-12 fertilizer placed in holes bored into the ground at intervals around the tree, at least to and preferably past the drip line of the tree; or by broadcasting a balanced fertilizer on the ground under and beyond the spread of tree branches.
- Preventing major pest or disease infection by regular inspection of vegetation and treating spot problems. Avoid widespread spraying for problems if they don't yet exist.

check w/ Dean
on this

Circulate a flyer to Franklin residents that summarizes these recommendations.

Adopt Revisions To Combined Ordinances

Revise the ordinance pertaining to Dutch Elm Disease, C.O. section 1024.01 and 1024.99 to eliminate the reference to DDT as a pretreatment to burning infected elm logs. It should be possible to use an insecticide such as Malathion to kill elm bark beetles present on the logs. The purpose of the spraying is to kill beetles that could escape, following tree removal and prior to burning.

check to see if
this has been
done

Adopt a tree protection ordinance ^{Done} and revise the heritage tree list.

The Heritage Tree List, adopted in 1970, lists plants by common name. It should also list scientific names, as described in a recognized reference on plants, such as **Hortus Third** or **Standardized Plant Names**. The Planning Commission should delete certain tree species from the list that are undesirable as street-side plantings.

Tree City USA ^{Done}

Apply for Tree City USA status. Being a Tree City promotes trees as an important element of the character of the Village and it provides opportunities for increased tree care. The Tree City USA program is administered through the Michigan Department Of Natural Resources, Forest Management Division (517 373-1275). The requirements for this program are:

- A yearly Arbor Day proclamation by the Village Council and an organized Arbor Day celebration.
- A citizen tree committee or park board that will have responsibility for the care of trees within public right-of-ways and other public spaces.
- An ordinance that specifies appropriate species to plant and includes a typical planting detail of how to plant. Also included in that list are plants that should be avoided in areas intended to contribute to rural character.

- Expenditure of at least \$2 per capita on trees. This could be either through a tree maintenance program or purchase of additional trees. The Village will have to commit some resources to inspection and trimming on a regular basis. Many communities find a cycle of pruning street trees and trees on public property on a three to five year basis to be satisfactory. Inspection of street trees and trees on public property should occur several times a year.

The Use of Undeveloped Lands

Although neighborhoods of single-family housing extend to all sections of the Village, a few remaining small parcels still remain undeveloped and unplatted. Important remnants of such land exist along Fourteen Mile Road and South of Thirteen Mile Road. Smaller parcels are scattered throughout the Village.

Numerous areas within established neighborhoods hold potential for further subdivision. The density of many of the neighborhoods is much less than that required by the current zoning regulations. Thus, in some areas single-family houses on lots of an acre and a half and larger are located in areas zoned for 30,000 square feet lots. Some of these lots are in platted areas where controlling deed restrictions have lapsed. Essentially, many of these large lots could be replatted with additional single-family homes. *— No longer true*

Both the unplatted lands and those neighborhoods with large lot single-family homes should be protected from insensitive and incompatible land uses. The following recommendations have been developed in order to maintain the environmental character of these areas.

- A. Undeveloped, unplatted, or potentially subdividable land, consisting of wetlands, woodlands, floodplains or drainage easements, will be protected as future development is considered. Franklin will protect these lands through:
 - Identification of undeveloped parcels
 - Prioritization of parcels for acquisition or other protective measures
 - Purchase of high priority parcels as funds become available
 - Seek conservation easements on high priority parcels
 - Seek deed restrictions, deed restriction updates and education of property owners with active deed restrictions on restrictive provisions.
 - Communication to all property owners the message that conserving Village character and property values requires protection of certain undeveloped parcels.

This is all questionable.

This is consistent with the response of Villagers as expressed in the 1976 attitude survey. Roughly-eighty-five percent of Village respondents agreed that the Village should preserve significant natural areas by regulating their use with zoning and other land use controls.

- B. Franklin Village should investigate the potential purchase of open spaces and other means to acquire, limit or transfer development rights of undeveloped, unplatted

11

and potentially subdividable property throughout the Village which has significant natural features like wetlands, woodlands, floodplains or steep slopes.

This is consistent with the survey response of Villagers in which fifty-eight percent of Village respondents agreed that the Village should preserve significant natural resources by acquiring them with public funds.

- C. Village residential zoning regulations and descriptions should be revised to be compatible with existing development patterns. Special zoning classifications and districts should be established in order to protect the character of the existing neighborhoods while preventing the potential splitting of single-family lots.

Already done

This is consistent with the response of Villagers as expressed in the 1976 attitude survey in which only nine percent felt the minimum lot size should be lowered to permit higher densities and lot splitting. Recommended changes to the existing zoning regulations follow "E" below.

Design guidelines for the southern and eastern boundaries of the Village should be developed that provide open space on areas of parcels that lie adjacent to roads.

- D. The existing deed restrictions on minimum lot size for residential subdivisions in the Village should be updated and enforced by the individual neighborhoods. Deed restrictions limiting minimum lot size should be developed for subdivisions and unplatted lands without such rules and restrictions.
- E. Multiple-family residential developments should be discouraged within the Village limits. Instead, attached housing could be considered in environmentally sensitive areas, but it must be compatible with the rural character and natural environment of the Village, as well as immediately adjacent land uses. Also, the attached housing should not be allowed in higher densities than would be allowed in detached single-family zoning districts for the same area.

This is consistent with the response of Villagers as expressed in the 1976 attitude survey in which only ten percent favored an increase in opportunities for multiple-family housing in appropriate areas of the Village.

Zoning To Protect Rural Character

Existing zoning regulations may permit development that contributes to a decline in rural character. While this decline may not be evident in the construction or reconstruction of a single residence, the cumulative effect of many reconstructions, over one or more decades could be a substantial change in Franklin Village character. The Planning Commission should study the relationship of building size to lot size and building setbacks that positively expresses Village character in the different neighborhoods and recommend changes to the zoning ordinance, if necessary, to reflect existing character.

Already done

The Southern Boundary

There is significant potential for future impact in this area from Northwestern Highway. The southwestern tip of Franklin Village touches the Northwestern Highway, currently a four-lane divided arterial that is an extension of Interstate 696.

Although recommendations for the widening of the Highway to six lanes each direction have been made by the State Department of Transportation, the decision has been made not to proceed with this project as of 1997. Regardless, the relationship of Northwestern Highway to Inkster Road and Franklin Road will continue to be important.

Need to find out status of this

The following recommendations and development guidelines are proposed:

- A. The Village should continue communication with the City of Southfield to coordinate planning and development efforts along the common boundary and as relates to transportation improvements that affect the Village. The Southfield Master Plan in 1997 shows improvements to Northwestern Highway at Franklin Road, which if implemented, could dramatically increase traffic on Franklin Road. The Village should encourage the adoption of development guidelines for the boundary area (see Map 4), which are based on preservation of the rural character of the area and the hydrologic, biologic and physiographic sensitivity of the area.

hypothesis

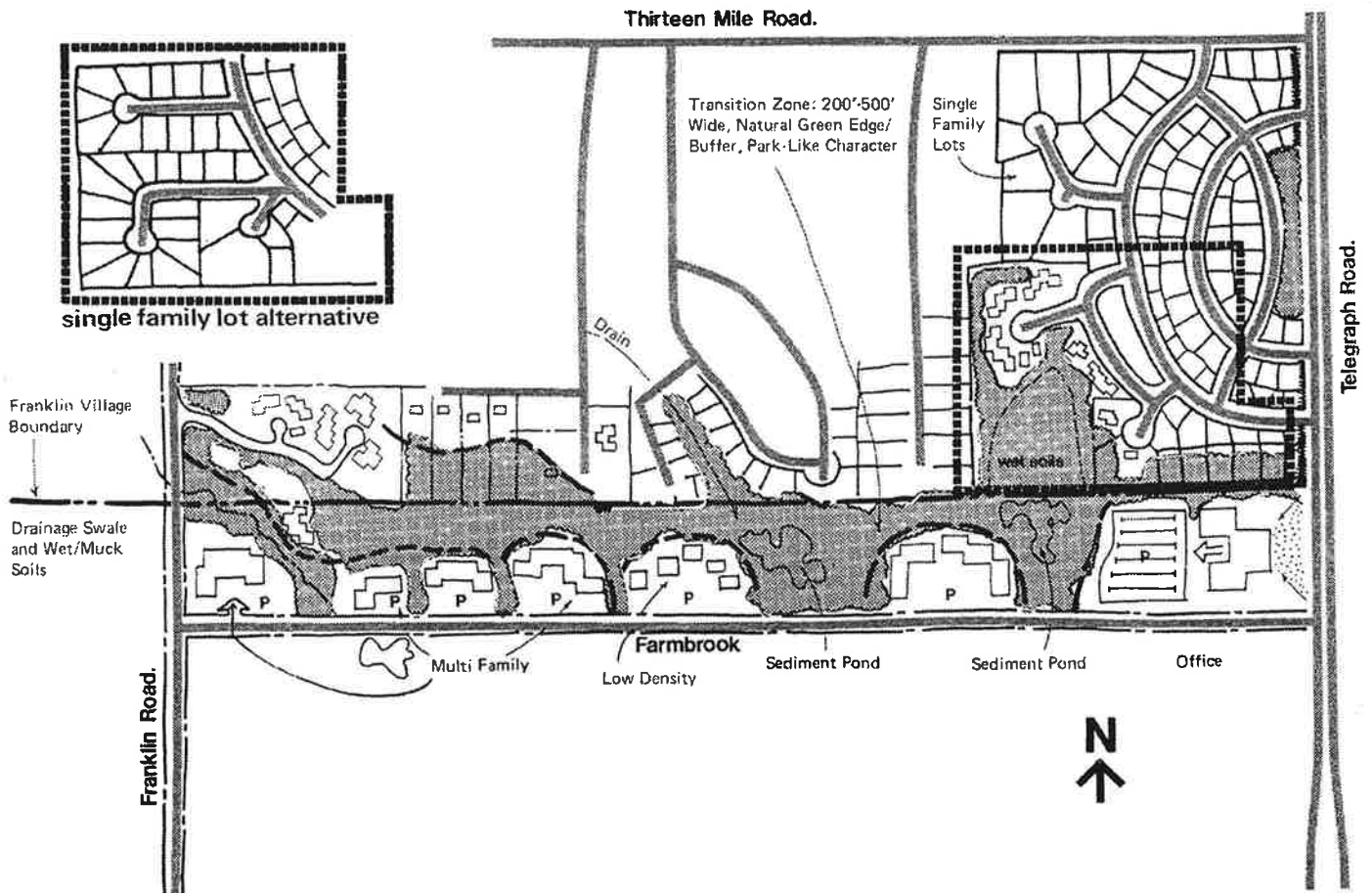
As Map 4 shows, it would be possible to achieve development goals for the properties in the area while minimizing the impact on adjacent properties and natural processes.

- B. Due to the existence of wetlands, woodlands and important drainage courses along the southern edge of the Village, special zoning regulations should be maintained to protect these resources while providing a compatible buffer zone with the City of Southfield. Such sensitive resource areas should be included in the open space of developments in these areas.
- C. In locations where public sewer systems enable development the existing resources should be protected by deed restrictions and zoning regulations.
- D. The special function of local and cul-de-sac residential roads should be recognized and considered in decisions on extension of access to major collectors. As an example, the expression of residents of the Rosemond Drive area indicated an unwillingness to extend the Drive to Thirteen Mile Road. Such decisions should be guided by an assessment of the impact on local needs and by use of the major streets plan. The number of new connections to Thirteen Mile Road should be limited. Connections between cul-de-sac roads should be encouraged or required when feasible. At a minimum, pedestrian and bicycle connections should be established.
- E. Open space in new developments should be designated along roads to preserve rural character.

Confusing

It's called the r.o.w.

Map 4 SOUTHEAST BOUNDARY guide for change



The Eastern Boundary

It will be important to proactively deal with Telegraph Road, the eastern boundary of the Village. The following are recommended:

- A. Maintain a thick vegetative screen along Telegraph Road as a buffer.
- B. Improve Telegraph Road so that the number of lanes and lane widths are uniform, north, south and adjacent to the Village.

Expand & emphasize s.t. residential

Summary

Franklin's neighborhoods and their character are the strength of the Village. The chief goal behind this Master Plan is the preservation of the quality and character of the residential neighborhoods. To achieve that goal, a number of implementing actions are required, as stated above.

In addition, the options that follow should be considered by the Village of Franklin to protect and enhance its visual character. These should be considered the "big picture" options that create a framework for a series of more specific options, which will be developed as these options are implemented.

Historical structures

- Refine and enforce ordinances or deed restrictions that affect appearance, such as demolition of historic structures (commercial and residential) or the use of out-of-character building materials.
- Prepare design guidelines for new development and re-development of existing homes and commercial buildings to illustrate how new and re-development can keep the scale, historic architectural and landscape character of existing neighborhoods.

Natural features

- Protect existing vegetation, trees, hedges and mixed plantings to retain the rural look of Franklin.
- Implement a replacement planting program of shrubs and trees for mature vegetation, so that there will always be a natural, vegetative look to Franklin as existing, mature plantings decline and must be removed.
- Ensure that existing natural features are not destroyed by the unintended effects from the actions of individual property owners, such as vegetation trimming or removal or filling of wetlands.

Large, extensively landscaped lots

- Prepare design guidelines for property owners to illustrate how to keep the large lot scale, spacing, rural character and vegetation of existing neighborhoods.
- Work with property owners to refine deed restrictions, with the purpose of adequately protecting visual character throughout all neighborhoods of the village.
- Refine zoning ordinances to reflect existing building patterns, floor area to lot size ratios and setbacks and enforce those ordinances.

- Prepare for transportation and utility “improvements,” or “maintenance” such as road widening and tree trimming along utility easements by planting rural landscape vegetation outside the road and utility right-of-ways.

Horses and horse properties

- Horses should be permitted within neighborhoods where space is adequate (see Figure 6).
- Owners of properties with horse barns should be encouraged to protect those structures through education, deed restrictions or conservation easements (see Figure 7).

Open spaces

- Inventory and prioritize existing open spaces for protection
- Seek conservation easements, deed restrictions, donations or purchase of priority open spaces.

Community Facilities

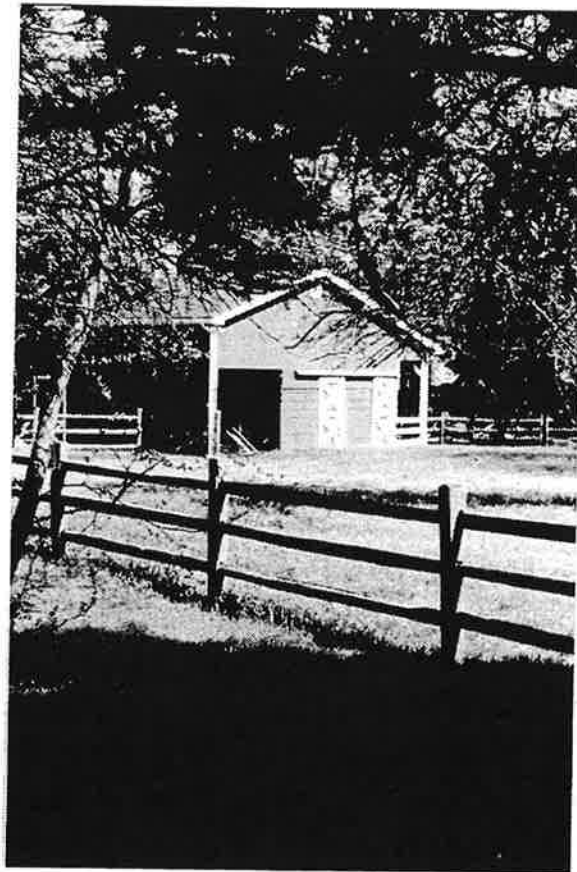
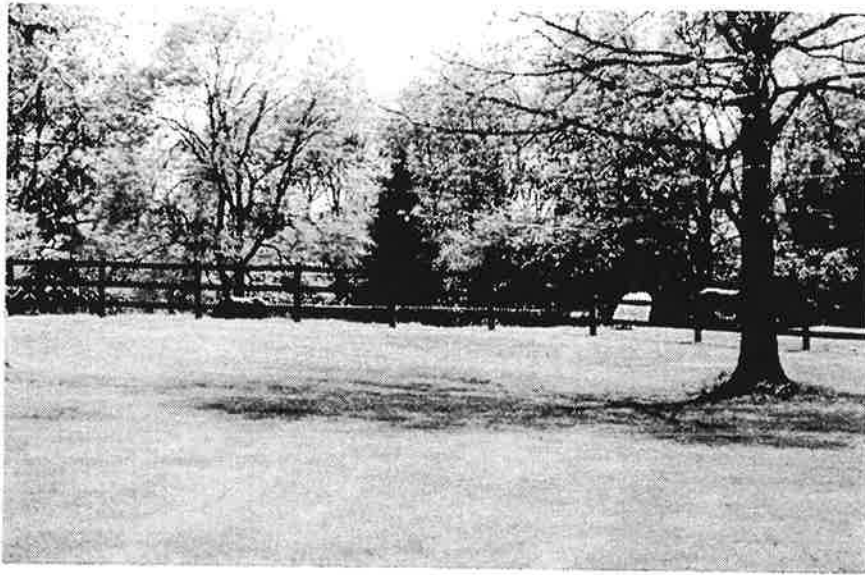
Wastewater Disposal

Residential neighborhoods in Franklin Village are largely served by sanitary pressure sewers and some individual septic tank systems. Although a specified number of years is often quoted for the lifespan of a private septic tank system, experience shows that the lifespan of specific systems is variable depending on soil conditions, siting and construction of the system and its maintenance.

Generally, the northern and western neighborhoods, where soils are suitably permeable and well-drained, are served by septic systems which function well. However, the south and southeast neighborhoods are located on soils that are generally not suitable for septic tanks with conventional soil absorption systems. Failure of septic tank drain fields to adequately dispense wastewater have been recorded in these areas by the Oakland County Department of Health and the Michigan Department of Natural Resources. Though such failures are usually attributed to soil conditions, they may also be due to other factors, including improper system maintenance and shoddy construction and siting of the system. The Michigan Water Resources Commission required that the Village mitigate this public health problem. The commencement of installation of sanitary sewers in 1995 was the result.

The protection of the public health of Village residents is a major concern. In addition, the Village's land use character and natural resources are a consideration which will be greatly impacted by opening additional areas to development. To ensure that the public health of Village residents is protected, while ensuring that the integrity of the area's land use and resources remain intact, the following design guidelines were developed.

Figure 6 and Figure 7



Recommendations:

- A. Any extension of the sewer system shall be designed and constructed to respect the existing natural and landscape character of the Village, especially the Franklin River and the existing wetlands, woodlands and vegetation.
- B. Several residential lots remain vacant in the Village. It is essential that strict development controls be established for these areas.

In addition to wastewater disposal, stormwater management is also an essential part of pollution control within the Village. Currently, few of the streams located in the Village are dedicated County drains, nor are there guidelines available which describe what activities can or cannot take place within certain drain areas. Due to these deficiencies, the sketch in Map 3 (on page 25) on Floodway and Drain Areas was developed. Several recommendations flow from this sketch, including:

- A. The floodway area which bounds the Franklin River should be preserved and protected. No further development or filling should be allowed in this area, nor should any vegetative alterations be permitted.
- B. The five drains located in the south part of the Village and identified in Map 3 (on page 25) should be designated easement areas. The drain in the middle which is the longest also has the greatest flow. Hence, a 30-foot wide easement on either side of this drain should be established. (Dimensions need to be verified) The four remaining drains have less significance in terms of flow and, therefore, require just 15-foot wide easements on either side. In all cases, no development, filling or change in the character of the vegetative cover should be permitted in these areas.

→ Is this true?

By granting these areas special consideration, stormwater management objectives will be achieved, and the environmental integrity of these zones will be preserved.

Water Supply

The Village currently has adequate potable water. In the remote event that the wells which Village residents rely on for water are not able to meet demand due to inadequate supply or water quality, it may be necessary to introduce a public water system into the Village.

According to the Southeastern Oakland County Water Authority in 1976, adequate water supplies can be made available by establishing two pressure districts within the 800 foot contour which forms the general district boundary.

The higher pressure district should be maintained with a static hydraulic gradient of a minimum elevation of 940 feet and a normal maximum elevation of 975 feet. The lower pressure district should be maintained with a static hydraulic gradient of a minimum elevation of 875 and a normal maximum elevation of 925 feet.

Before any action is considered, the need for a public water system should be carefully evaluated and established by a professional engineer. The needs of Franklin Village, growth potential, and environmental considerations as they are explored in this Plan should serve as part of the basis from which a technical evaluation is made.

Recreation

Given the presence of several nearby regional and Village recreational opportunities, Franklin Village has little need to construct additional facilities within the Village limits in the future. 7

However, passive outdoor open space areas within the Village are not abundant and further consideration should be given toward the development of additional areas. Given these two conditions, the following recommendations are suggested:

- A. Further development within the Village should favor residential, as opposed to recreational, forms of development. Existing facilities should be well maintained and supported by area residents to ensure their long-term viability.
- B. Existing recreational open space, and other public areas, should be well-maintained and preserved for future generations. Additional open space areas should be set aside, as future growth warrants, to meet resident demand for open spaces. See separate discussion on open spaces in a few pages for more detailed recommendations. J

This is all
B.S.

Schools

Fortunately, all three public school facilities which service Franklin Village currently meet the standards of the Birmingham School District relative to acreage and enrollment capacities. Hence, it is recommended at this time that additional school sites not be developed within the limits of the Village.

Should
mention
Hudson
School

Fire and Police Department

Franklin Village's volunteer Fire Department has been able to adequately handle any fire-related problems which the Village has experienced to date. Because future development is not expected to deviate from existing structures relative to scale, it is expected that current Fire Department capabilities will be able to handle future problems, as well as those which are currently a problem. It is essential, however, that the Village take measures to ensure that equipment is up-to-date and of sufficient supply that future fire hazards can be dealt with as effectively as possible.

The Franklin-Bingham Farms Fire Department is a private, non-profit organization. The department serves Franklin and Bingham Farms plus seven houses in Southfield Township. The department also has a primary mutual aid agreement to serve seventeen communities in the area, and a secondary aid agreement to help serve all of Oakland County.

The fire hall has limited space and inadequate parking, built back in 1959 in anticipation of a permanent staff. The department has a full-time chief, and part time clerk and 49 volunteers. Nearly all of the volunteers live outside of Franklin Village.

Franklin Police Department

The Police Department is typically faced with more problems than the Fire Department. Two of the main problems currently handled by the Police include break-ins and traffic violations. In both cases, the number of incidences are likely to increase as additional developments in the area place more traffic and crime pressures on Franklin.

For many years police have used the basement of Broughton House as headquarters. The Village has 10 officers. The Franklin police need more space including secure space to handle criminal suspects. The need for more space is recognized by the Village Council and by residents (it was frequently mentioned at the January 1996 futuring town meeting). The Planning Commission appointed a study committee to plan for a new police facility and to develop preliminary site plans. The most suitable location for the new police headquarters has yet to be chosen. Areas under consideration include the area south of Broughton House against the hill and the area to the southwest of Broughton House.

*New Police
Station
Constructed*

A site for the new police facility should have the following characteristics according to the police chief:

- Space to park six police cars
- Public parking for at least eight cars
- Sidewalk entrance
- A building comprising about fifty-six hundred square feet. The facility can be contained in two stories.

The site area mentioned above is most suitable because:

- It would not be cost-effective to purchase new land for public buildings, given the land prices in Franklin Village, as long as other vacant, publicly owned land is available.
- The land already owned by the Village is centrally located.

The disadvantages of building a new police facility on those sites are:

- It utilizes scarce open space in the Village.
- This land is all within the Village Historic District, and new construction would have to be carefully designed to protect the historic character of the district. While design to blend into or reproduce historic architecture is possible, the mass of new buildings will have an effect on the spatial characteristics of the village. There are techniques to moderate the effect of great mass in buildings, but it often incurs additional costs.

An additional problem to the construction of expanded police facilities is that other facilities also need more space. Both the library and the Village Hall are too cramped. However, space needs in the Village Hall will be adequate for existing staff functions

once the police department moves out. Enlarged space for the library or, in future years, for the Village Hall will have to share the remaining Village land with the Village Green, gazebo and ball fields on Village and Franklin Community Association land.

Village Hall and Meeting Space

The Village Hall provides space for two functions in addition to the Franklin police. These are the Village Clerk's Office and a meeting space for the Village Council and other community groups.

The space utilized by the Village Clerk's office is too small. More storage room is especially needed. This would be available in the basement if the police relocate. However, the hall will need additional office space if a Village Manager is hired.

*Also Village
Administrator*

The lack of public meeting space is a problem. There are two small rooms available for public meetings in publicly owned buildings in Franklin. One is at the Broughton House and the other is a much smaller space in the library. The room at the Broughton House can seat between 20 and 30 comfortably and nearly 50 when packed (people must stand). It is fire rated for 40 persons in the seating area. To permit attendance by that many persons would require stored items and water bottles to be moved to provide more room for chairs or standing room. The room in the library can hold a meeting of about one dozen persons, maximum. It cannot be closed off from other library functions so its use is limited. The Franklin community church accommodates public needs for some meetings, but date conflicts are common as it is an often used facility. While a community meeting facility is often connected to the administrative offices, and located in the same building, it may not be practical to make such an addition to Broughton House, nor possible without negatively affecting the visual character of the building and/or the site.

The fact that the Village needs a larger public meeting room was an observation made by the open space and community facilities advisory committee, and also at the futuring town meeting. Planning commission comments and observation by the consultants also support this need. Franklin should include a large meeting room with the construction of the new police facility.

A new meeting room should have a capacity of at least 100 persons. Such a room would need 700 square feet for seating at a fire code requirement of 7 square feet per unattached chair. Additional room would be needed for space for tables for the Village Council or other body holding a meeting, about 500 square feet. Storage space, public restrooms and a small kitchen would add about 1,000 square feet to the requirement, for a total of about 2,200 square feet. A meeting room is required by the Franklin Zoning Ordinance to provide 1 parking space for every three persons. If 100 persons attend a meeting and a nine person Council or Commission presides, 37 spaces would be required.

An alternative approach would be to build a meeting room as an addition to Broughton House. However, this must be carefully done, so that circulation around the Village Hall

and the police facility functions efficiently and clearly. The total mass of the new building must not be excessive or it would be out of character with other structures in the Historic District and block views of the open space from Franklin Road.

Specific recommendations are listed below:

- A new police facility should be constructed adjacent to Broughton House and attached to the west end if it can be done without irreparably harming the view of Village open space from Franklin Road or the character of the Broughton House.
- A new meeting hall should be constructed as part of the new police facility.

Cemetery

The cemetery is owned and managed by the Franklin Cemetery Association. It appears that the cemetery has adequate space for the foreseeable future. There is concern over vandalism at the cemetery. This is a concern that is best addressed through the Cemetery Association in conjunction with the Franklin police and neighborhood associations.

Village Green

On land owned by the Franklin Community Church and the Village and the Franklin Community Association, a nonprofit organization dedicated to serving the people of Franklin village, there are three ball diamonds (see Figure 8), two tennis courts and a gazebo. A sledding hill, located on Village property between the cemetery and the Green, also provides recreational opportunity.

The Village Green, the block on which the library sits, is Village owned. There are no recreational facilities on this land.

Open space

Village residents take pride in Franklin's undeveloped places and natural areas. Wetlands, wooded thickets, ball fields, Charlotte's Garden (adjacent to Broughton House) and the Village Green are essential elements of the image of Franklin (see Figure 9).

These elements are at risk because:

- Most of the undeveloped parcels are privately owned, and have little protection from clearing and development. There are a few large parcels remaining in Franklin, and these may be developed as new housing in the future. In addition, there are scattered, individual parcels that would affect Franklin's character if cleared or built upon. These are where an individual owns two parcels, but has only developed one. The other, usually covered by a wooded thicket, may have no protection against either sudden or creeping change. Sudden change would be clearing to build a house, or clear cutting to install a lawn. Creeping change would be the gradual thinning of trees or brush, or building a tennis court, or the incremental expansion of a lawn. The latter may take place under one ownership, over a period of decades, or it may take place each time ownership changes.

Figure 8 and Figure 9



- There is no open space plan that indicates for property owners and developers the land that the Village would like to have protected as permanent open space. By identifying those parcels and portions of parcels that should be protected, developers can incorporate those areas into their development plans and individual parcel owners can consider protective measures.
- While many undeveloped parcels have some protection from development through deed restrictions, these are not adequate to protect the natural quality of those parcels. The deed restrictions for several neighborhoods serve to prevent the splitting of undeveloped lots from parcels built upon, and under the same ownership. This protection is inadequate for two reasons: first, it is not certain that the deed restrictions remain in force, or will remain in force in the future. Second, this only protects against the construction of a second primary residence. It does not protect against property owner actions that would serve to negatively affect Village rural character. Such actions could include building tennis courts or cutting vegetation.
- With the exception of scattered small parcels, the only publicly owned open space is the Village Green, the ball fields and the gazebo. Connected open space serves more effectively to contribute to a rural Village character than scattered parcels among developed parcels.
- The Village Green and the area around the Broughton House are at risk of public development for much needed public facilities, as described earlier.

The following open space recommendations should be further explored and where feasible, implemented by the village:

- Conduct a complete inventory and deed search of publicly owned open space in the Village. Until 1997, the location of boundaries of Village land upon which Broughton House sits was unclear. This boundary affects how improvements to Broughton House and construction of a new police facility can be planned.
- Assess undeveloped parcels within the Village to identify and prioritize those that would contribute to rural character if preserved. Also assess undeveloped parcels to attempt to develop open space connections from neighborhoods to the Village Center with a trail system.
- Preserve undeveloped parcels or undeveloped portion of properties where it would serve to protect rural character and the functioning of natural ecosystems, such as wetlands, floodplains, streambanks and woodlands in the Village through a program of deed restrictions, conservation easements and land purchases. The Village will first need to prepare an inventory of undeveloped parcels in the Village to use as a basis for prioritizing preservation efforts. The highest priority parcels will be those which:
 - Can connect to publicly owned parcels
 - Are located at highly visible locations such as intersections
 - Can be connected as part of a pathway system
 - Other parcels when landowners generously offer easements or deed restrictions.
 - Purchase conservation easements to protect natural areas where feasible.
- Complete a master plan for the expansion of public facilities so that a large and contiguous open space can be designated for preservation.

- Develop design guidelines that show individual property owners how they can protect the natural, rural character of Franklin Village through appropriate plantings and the retention of existing vegetation. *Double.*
- Construct paths along major roads where right-of-way permits. This is a recommendation of the advisory committee and the general plan of 1977. It is also a recommendation of the Plan update on Village character. The priority roads are: Franklin Road, 14 Mile (east of Franklin Road), 13 Mile, Inkster and Telegraph. "
- Sidewalks may not be constructed outside of the Village Center, except by amending the charter. "
- Where sidewalks cannot be built, multi-use trails or paths should be built within major road right-of-ways and within utility easements. Pathways along road ROWs should be coordinated with road improvements and well landscaped or buffered. Some pathways could also be built on land originally platted for roads but never constructed. This is especially true in the northwest quarter of the Village. Pathways should connect neighborhoods to the Village Center. "

Other Services

Aside from the previously discussed community facilities, the Village also offers a few additional services, such as a library, post office and Village Hall. In each case, the Village character is enhanced by the presence of these structures and services. Hence, it is important these facilities continue to receive support from Village residents to ensure their viability over the long run.

Circulation

Movement in Franklin is primarily dependent on a system of roadways and streets and, thus, reflects the dependencies and strengths of transportation throughout Oakland County. The system is basically auto oriented, but opportunities exist as well for satisfactorily meeting the needs of Villagers for non-motorized movement through planning for bicycle, pedestrian and equestrian pathways.

Issues and Recommendations

Franklin's lack of employment centers and low density development requires a primary reliance on an auto-oriented transportation system. Such a system is addressed here in the Major Street Plan. Recommendations for specialized roadways and their effects on adjacent properties are made in sections on Arterials and Scenic Roads. Non-motorized circulation is discussed in "Pedestrians and Bicycles," with specific recommendations on improving circulation in small scale spaces made in "Village Center."

The Major Street Plan is required by law as part of the Master Plan, and it establishes with land use, a basis for the review of future subdivisions and future street improvements.

It is recommended that Franklin Village adopt the following functional Street Classification and the following Major Street Plan. For further data see section at end of Plan entitled "Circulation".

Functional Street Classification

Statewide Arterials

These carry large volumes of traffic at relatively high speeds for long distances. They serve an inter-city function, carrying traffic which is moving through or between cities. They generally correlate with the existing State trunkline system and future alternatives thereto. Access points are generally controlled and well-spaced to minimize turning movements and facilitate traffic flow.

Local Arterials

These carry moderate volumes of traffic at moderate speeds between major activity centers and statewide or primary arterial streets. They also carry traffic relatively long distances (over one mile) from place to place within the Village.

Collector Streets

These generally accommodate movements between neighborhoods and commercial areas. Their primary purpose is to collect traffic from local streets and distribute it to arterial streets. They move moderate volumes of traffic at relatively low speeds. These may have some direct driveway accesses and may be controlled with signs.

Local Streets

Local streets move low volumes of local traffic at low speeds over relatively short distances (less than one-half mile), and their primary purpose is to serve land and to provide direct access to and from individual properties.

Major Street Plan

The purpose of the Major Street Plan is to identify those streets which should serve more than a local purpose and to recommend the level at which they should function.

To accomplish this, the functional street classification, discussed above, is applied to the Village's road system.

As the Major Street Plan in Map 5 shows, Franklin touches two statewide arterials: Telegraph Road and Northwestern Highway. Fourteen Mile Road (East of Franklin), Thirteen Mile Road and Inkster Road serve the area as local arterials, while Franklin Road functions as a collector, funneling traffic to the mile roads and then to the statewide arterials. All other public roads in Franklin Village are categorized as local streets.

The recommended Roadway Cross Sections in Figure 10 provide standards and guidelines for preserving and enhancing the character of Franklin's major streets. The Major Street Plan for Franklin Village is coordinated with the Oakland County Master Right-of-Way Program.

Map 5 MAJOR STREET PLAN

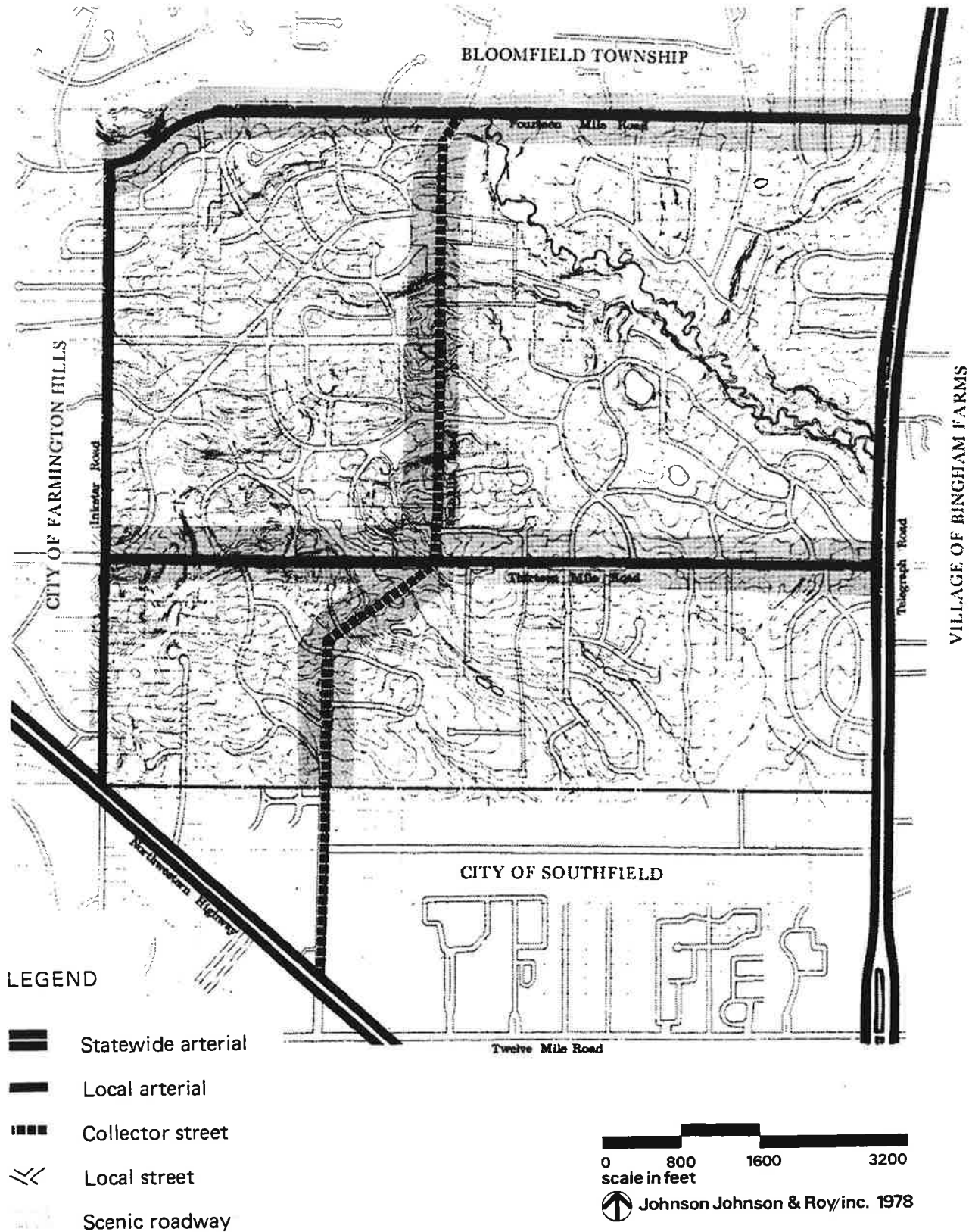
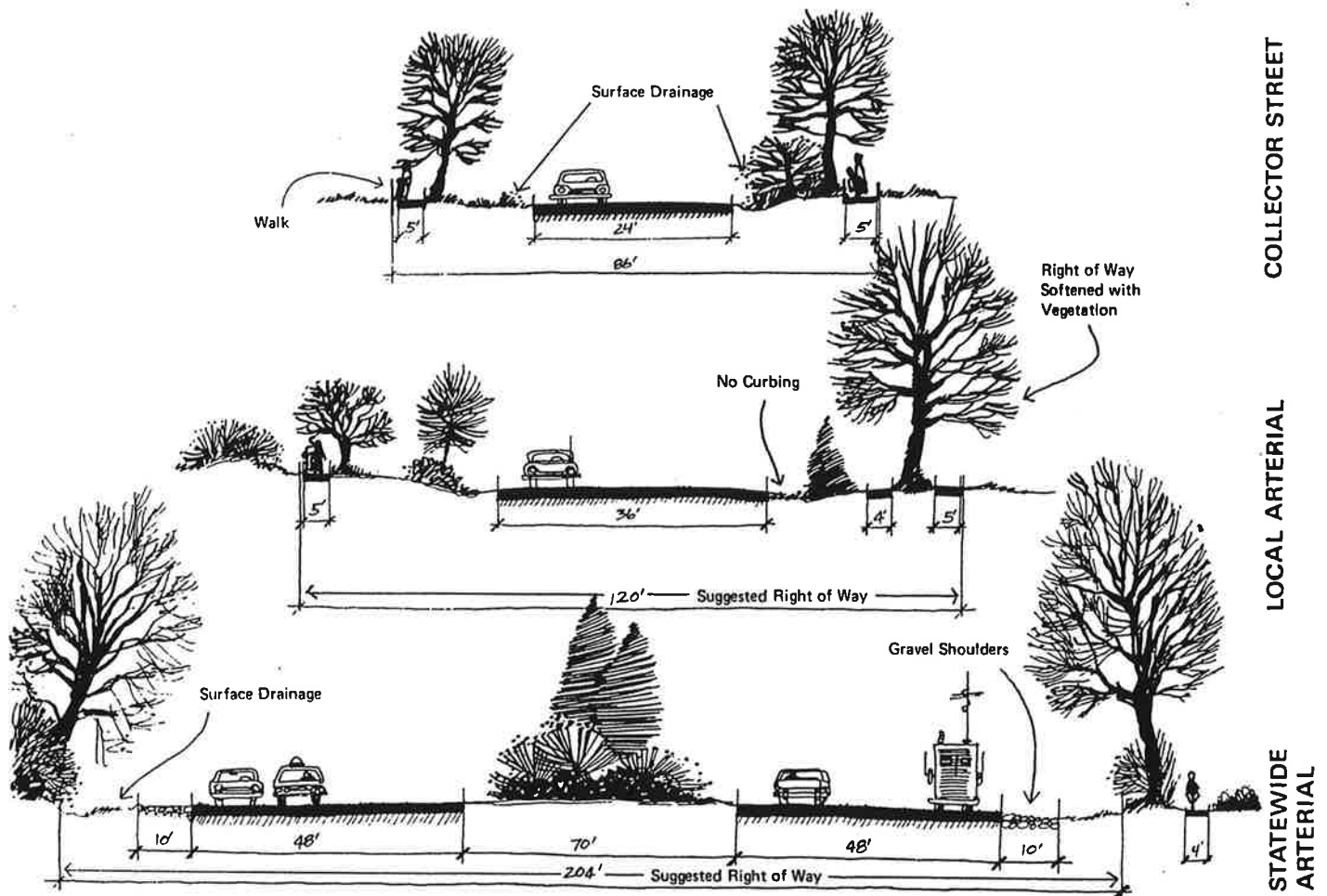


Figure 10
ROADWAY CROSS SECTIONS



Arterials and Adjacent Properties

The properties immediately adjacent to the arterials are identified as separate planning areas because of their importance to the visual identity and land use character of the community. These areas include the major entrances to Franklin Village. These roadways form a hard edge or boundary on three of Franklin Village's sides, while the southern boundary is adjacent to developing land in the City of Southfield. Partial edges and transition areas are also created by the arterials as they pass through the Village.

The planning issues associated with these areas in the Village are the result of forces and changes beyond the direct control of the Village. They require special consideration and planning action.

Telegraph Road forms the eastern boundary of the Village. The highway is classified as a major arterial that connects Interstate 696 and Northwestern Highway with Pontiac. It is expected to accommodate regional traffic demands.

Telegraph Road has been widened several times to meet increased traffic volumes. Basically, two 3-lane roadways with a 60 foot median were constructed from Thirteen Mile Road north. South of Thirteen Mile, one 3 lane and one 4-lane roadway were built, as illustrated in Figure 11.

In order to accommodate future traffic needs on Telegraph, a shoulder also was constructed next to the third lane for future expansion to a fourth lane, as shown in Figure 12.

Some use of earth mounds and tree masses was employed along edges of the roadway in order to reduce the visual and auditory impacts of increased traffic, as shown in Figure 12.

The following recommendations apply to Telegraph Road:

- A. Within the Village, various alternatives for masking the noise and visual impacts of Telegraph Road should include earthen berms and timber walls planted with heavier tree masses and shrubbery, as shown in Figure 13.
- B. A plan to address the existing traffic safety and access problems at subdivisions that link to Telegraph Road should be developed.
- C. Pedestrian and bicycle Transport along Telegraph Road should be considered at the point suggested in Map 6.
- D. The existing residential character along Telegraph Road should continue to be preserved by protecting the landscape buffer zone that preserves the remaining open spaces and natural features along the route. This buffer zone also helps to mitigate the negative impacts of the highway.
- E. Widen Telegraph Road to a consistent four lanes in each direction. (See recommendation in traffic calming report)
- F. Add a service lane along Telegraph near I-696 to reduce the number of driveways and turning movements.

The following recommendations apply to Northwestern Highway:

- Widen Northwestern Highway to a consistent four lanes in each direction at least to its current terminus.
- Work with the City of Southfield and MDOT to ensure that any changes on Northwestern Highway at Franklin Road do not result in more traffic on Franklin Road.

Rural Character Roadways

Although roadways were once an unobtrusive element in the environment, the high traffic volumes make the local arterials obtrusive. They remain important places from which citizens view a community. Sections of Thirteen Mile Road, Fourteen Mile Road and Franklin Road still remain country style roadways that are pleasant to drive when traffic volumes are low and are important visual resources. They provide the major entrances to Franklin Village and introduce the driver to many important features.

The roadsides along these corridors are lined with elements that provide a fascinating panorama - fences of pickets, iron or split rails, older trees, wild flowers, glimpses of manicured lawns and gardens. However, there are too many signs. Many of the early farms and estates that were the cornerstone of the Village are located along these roadways.

Presently, only Thirteen Mile Road of the three has been improved to accommodate regional traffic volumes. Fourteen Mile Road is improved to Franklin Road, while Franklin Road remains two-lane with soft shoulders and ditches. At the juncture of these roadways, automobile traffic movements are controlled by signals and signs. However, the character of the Village has been preserved at these intersections by prohibiting major commercial or office uses. Improvement of the Franklin Road and Thirteen Mile Road intersection is imminent. Repaving Thirteen Mile Road and paving the unpaved segment of Fourteen Mile Road is planned by the county road commission. If poorly executed, these changes could negatively affect the character of Franklin.

Currently, these roadways are the primary routes used by local residents. Automobiles, bicycles and pedestrians all compete for pavement area in order to continue on their journey. The combination of such users on these roads has caused traffic congestion and unsafe conditions.

Figure 11
PROPOSED DEVELOPMENT FOR TELEGRAPH ROAD

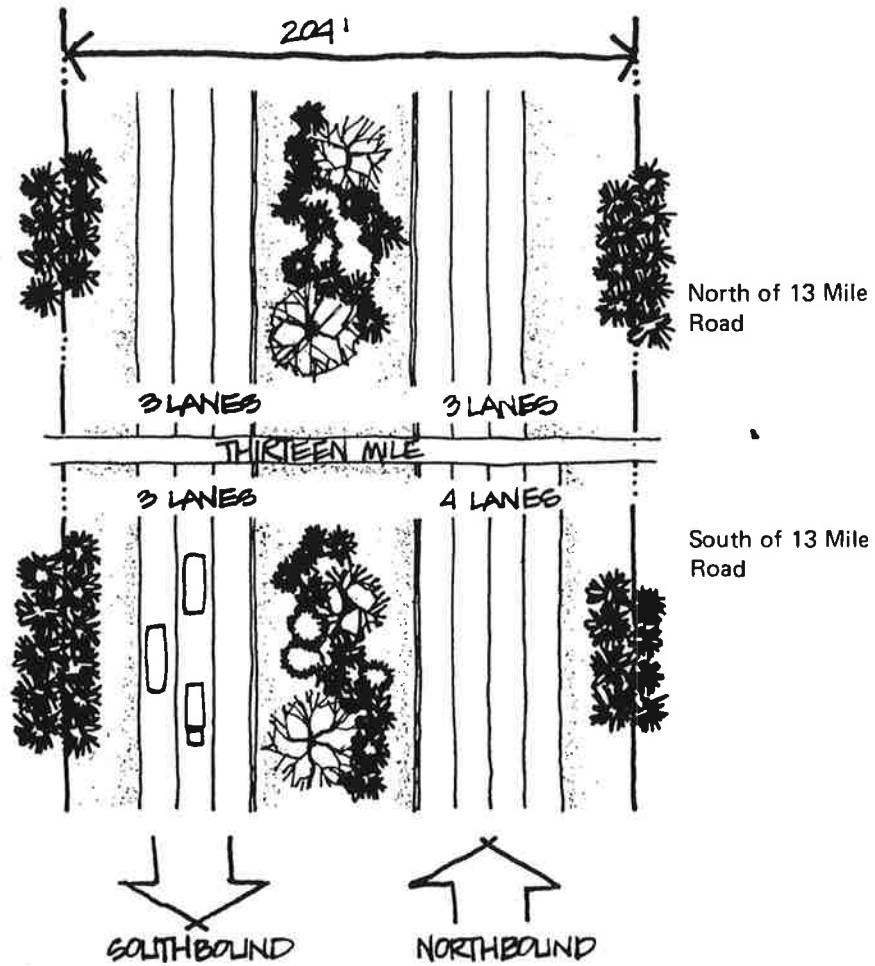
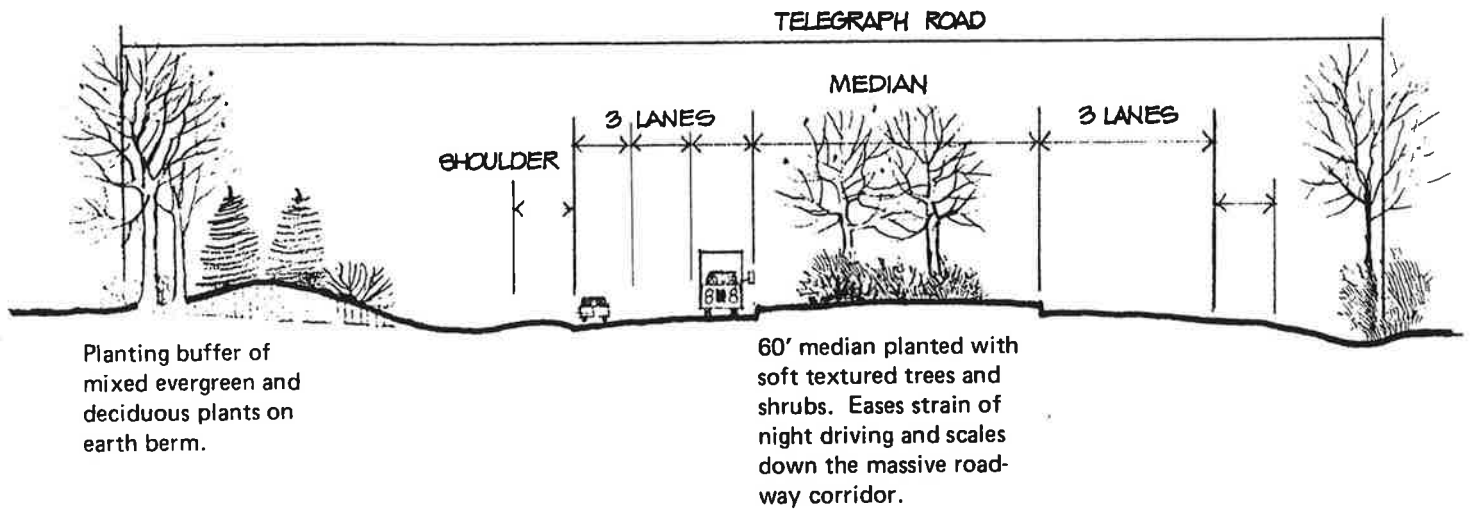


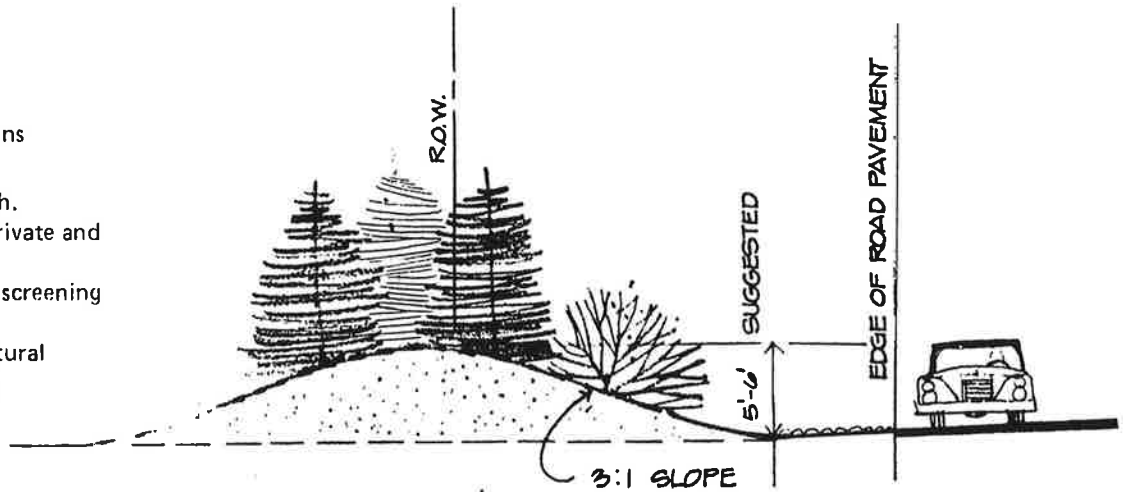
Figure 12
SHOULDER/LANDSCAPING OF TELEGRAPH ROAD



**Figure 13
EARTH BERMS**

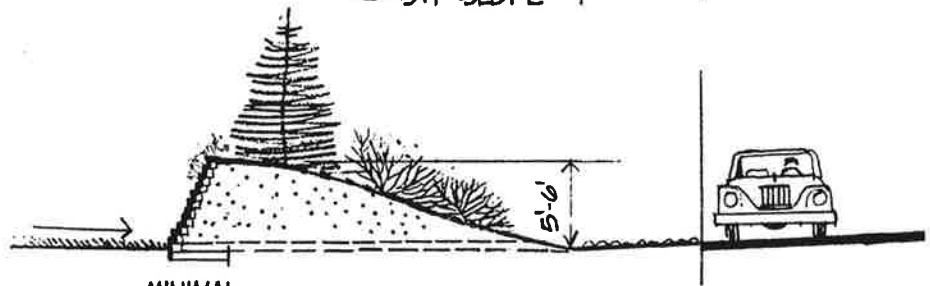
a. Earth Berm/Evergreens

Best noise buffer.
Requires ample width.
Possible sharing of private and public land.
Evergreens reinforce screening mass.
Should not block natural drainage patterns.



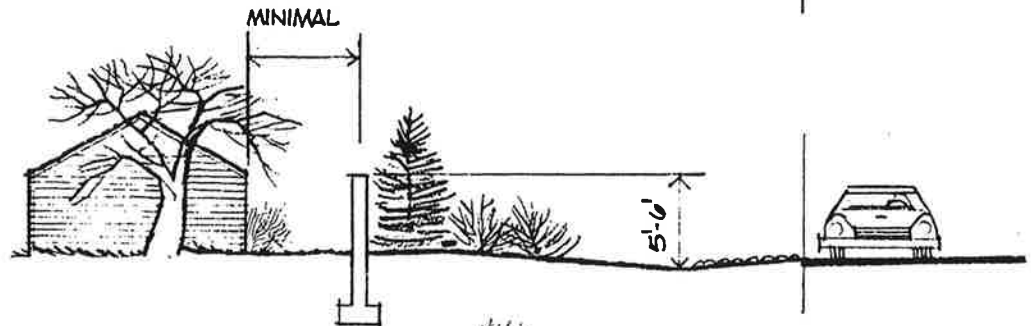
b. Earth Berm/Retaining Wall/Planting

Utilized where yard area is required.
Good noise buffer.
Minimum sharing of private lands.
Evergreens reinforce buffer.
Timber wall is expensive.
Should not block drainage.



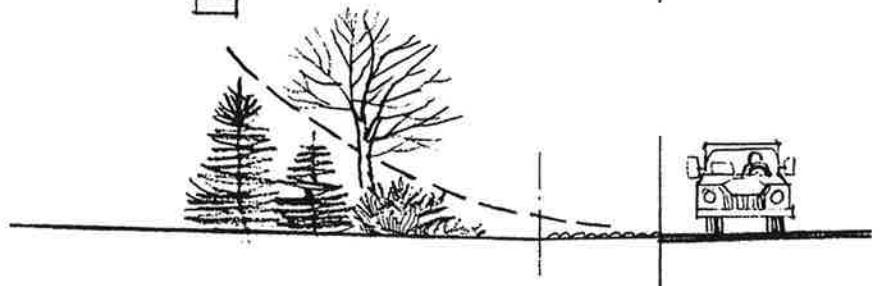
c. Masonry Wall

Utilized where residences are located close to ROW line.
Should be reinforced and softened with planting.
Most expensive.

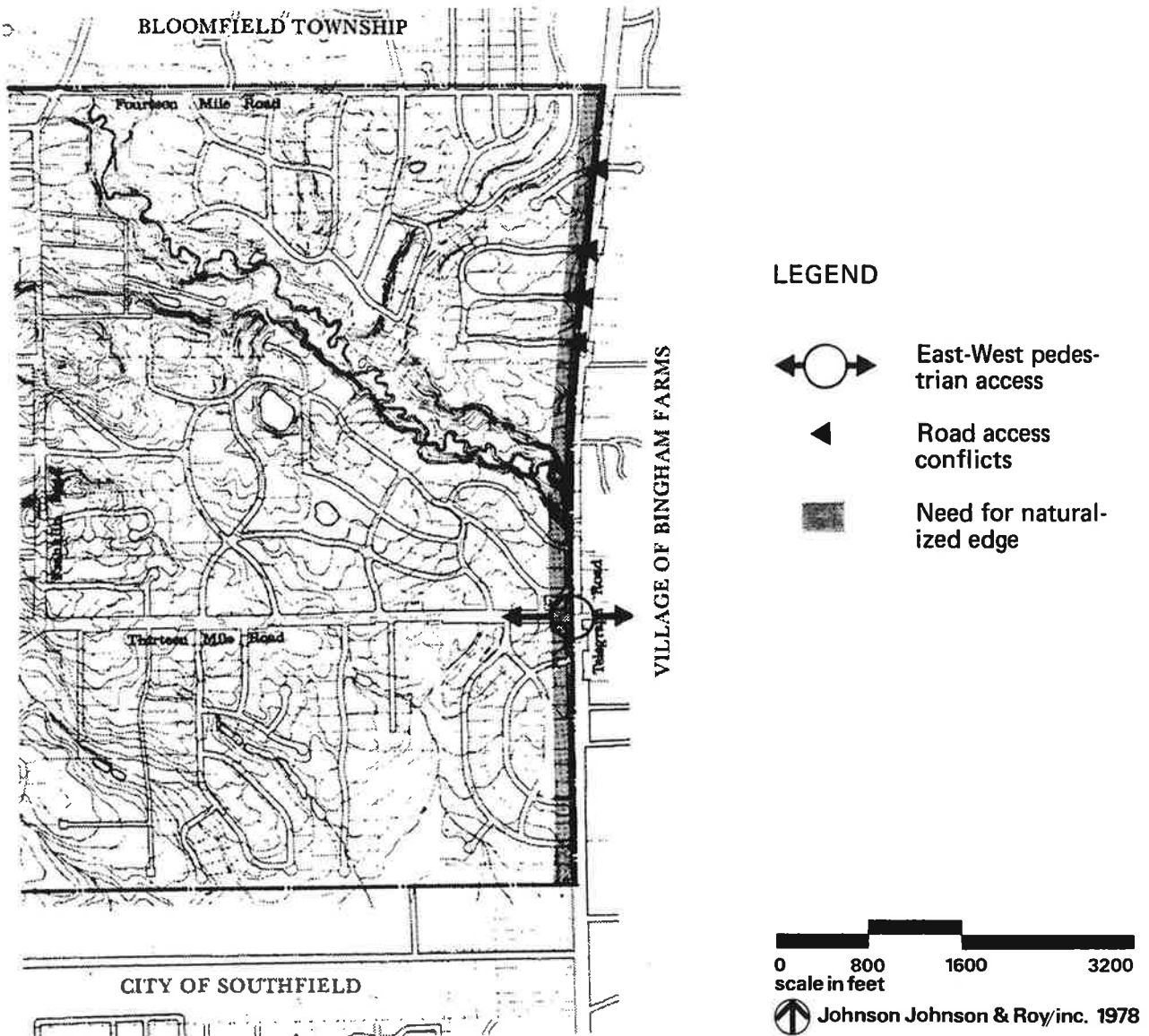


d. Planting

Combination evergreen/deciduous.
Least expensive.
Least effective as a noise barrier.



Map 6 TELEGRAPH ROAD PLANNING CONCERNS



In order to preserve the special character of these roadways while also addressing the concerns associated with their use, the following implementation guidelines and standards are recommended for adoption:

A. The Village should continue to protect and enhance the entrances to the community by discouraging additional roadway widening at major intersections and encouraging the preservation of existing vegetation within the rights-of-way.

B Thirteen Mile Road, Fourteen Mile Road, Franklin Road and Inkster Road are important corridors in establishing the rural visual character of Franklin Village. The rural qualities of these corridors should be protected and enhanced. The Village should prepare scenic corridor protection plans for these roads within the next three years. The services of both a transportation engineer and landscape architect should be employed. The following should also be involved: abutting jurisdictions through which these roads pass, the county road commission, and the traffic calming committee. The corridor protection plans would include the following elements at a minimum:

- An inventory of road surfaces and condition, pavement width, rights-of-way, width, drainage, vegetation, parallel utility rights-of-ways, utility crossings, signs, driveways, roadway intersections, safety problems, congestion points and other unique or historic features.
- General plans for road surface improvements projected over the next twenty years.
- Detailed plans for the location and design of multi-use pedestrian, bicycle and bridal paths to parallel roads where appropriate. Some of these paths or trails could be located within the utility rights-of-ways.
- Detailed plans for pedestrian, bicycle and equestrian crossings.
- Detailed plans for physical changes (especially to Franklin Road) to institute traffic calming design changes such as road narrowing, traffic platforms, four-way stops at selected intersections and rough pavement surfaces (such as cobblestones or bricks).
- Removal of traffic turning lanes that serve to widen portions of Thirteen Mile Road.
- A special vegetation plan and aggressive planting program for roadsides. Roadsides present difficult conditions for trees. In 1997, roadside vegetation including major landmark trees along the local arterials was in decline. Because utility rights-of-way parallel nearly all of Thirteen Mile Road, Fourteen Mile Road and Franklin Road, there will be a major loss of vegetation along nearly all of these important corridors. A vegetation plan should include the following:
 - A planting plan for all the utility rights-of-ways to provide replacement plantings that will establish a dense, rural-looking mass of vegetation that is low enough not to interfere with overhead wires or high enough to canopy over them.
 - A provision that all future utility placement will be within the roadbed, and not adjacent.

*he wants
to address
what is
already being
done*

- Establishment of zones between the roadways and paths that are free of above ground and below ground utilities and are of sufficient volume for tree planting.
- A tree planting plan for roadside zones. This plan would include species that can withstand roadside conditions. Trees would be located a safe distance from the edge of the road for safety and snow deposit.
- Planting guidelines for the Village Center that illustrates how to reintroduce vegetation into the street side areas of the commercial area in ways that soften and compliment buildings, reduce the harshness of the paving, permit unobstructed views of business signs and thrives in the street side setting.
- Appropriate sign designs for traffic control, street identification and Village entrance, and sign consolidation or elimination where feasible.

Non Motorized Transportation

Non-motorized transportation needs must also be accommodated. The Village's extensive system of local roadways is ideally suited for recreational biking, walking and horse riding. However, the system does not adequately provide for a safe walk or ride to the Village Center.

The following recommendations are suggested:

- A. Pedestrian, equestrian and bicycle paths or trails should be constructed along, Thirteen Mile, Fourteen Mile, Franklin Road and Inkster Road as per the scenic road corridor plans noted above. These should be linked, as appropriate, with other trails/paths illustrated in Map 2 in the Village Character report. Two possible treatments of a bike path system along a wooded section of the scenic roadway and through a more open portion are shown in Figures 14 and 15.

It should be pointed out that Village interior roads are adequate for bicycles. Also since hard surfaces could interfere with, and in some instances cause the destruction of natural resources (trees, shrubs, wildflowers) an attempt should be made to consider alternate materials along with hard surfaces. It is important that consideration be given to a design which does not have a "sidewalk look" or effect.

Figure 14
BIKE PATH THROUGH WOODED AREA

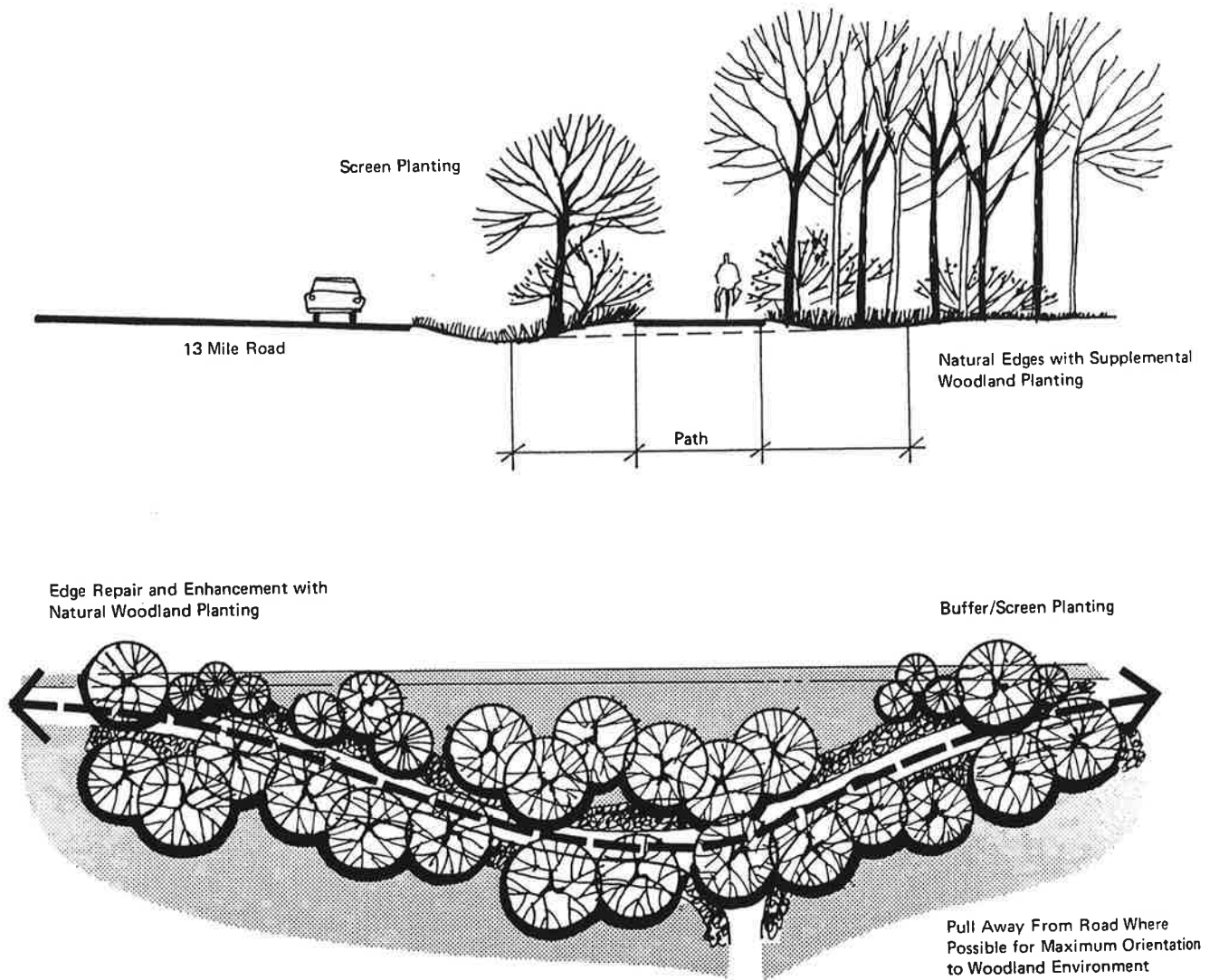
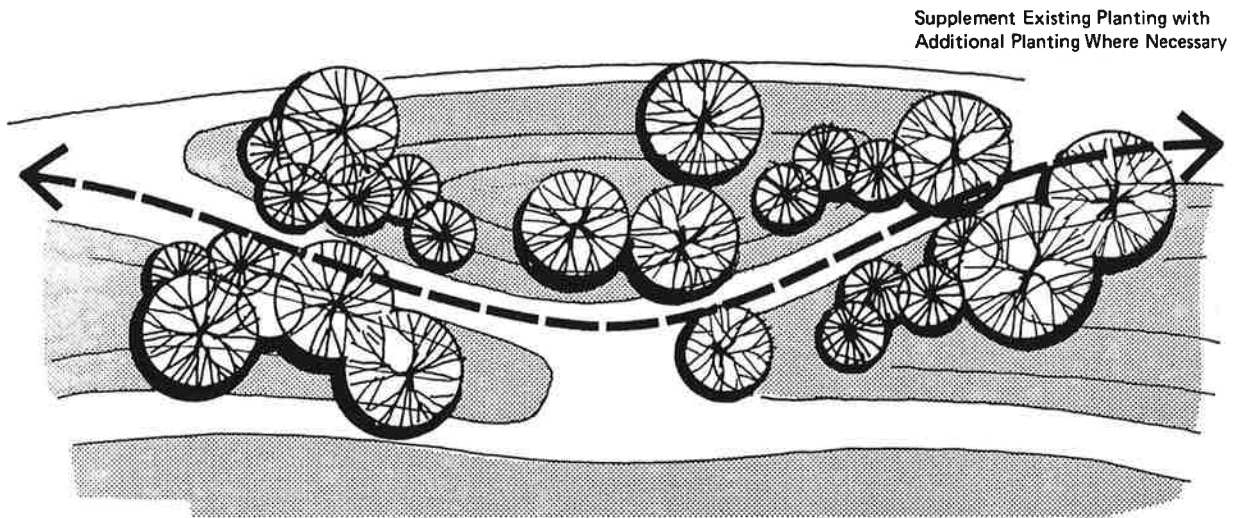
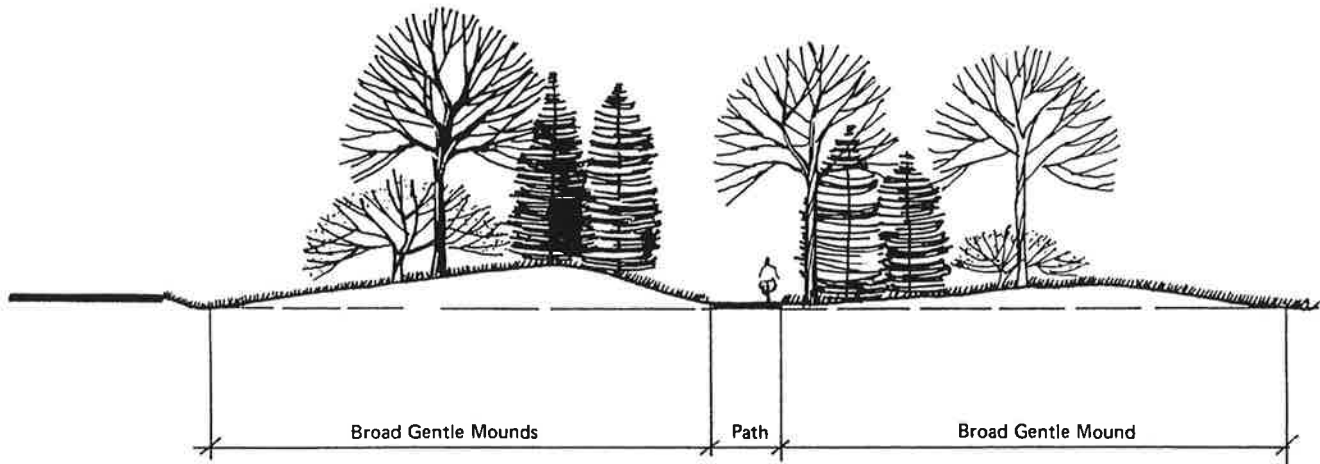


Figure 15
BIKE PATH THROUGH OPEN AREA



Circulation in the Village Center

The automobile has had a tremendous impact on the character of the Village Center. Increased use of the automobile in the Center, due primarily to the presence of additional residential, commercial and office uses in all directions from Franklin, has caused several problems. First, automobile congestion during peak hours, both at intersections and driveways is now at intolerable levels. Second, parking, while usually adequate for commercial purposes, is difficult to access, fragmented and becoming scarce at peak times. Finally, the safety of pedestrians is jeopardized due to increased traffic flows, particularly along Franklin Road during early morning and late afternoon traffic rushes.

Currently, Franklin Road is a two-lane collector that forms the circulation spine for the Village Center and is a major element in defining the character of the Village. It is currently under the jurisdiction of the Village and should remain so.

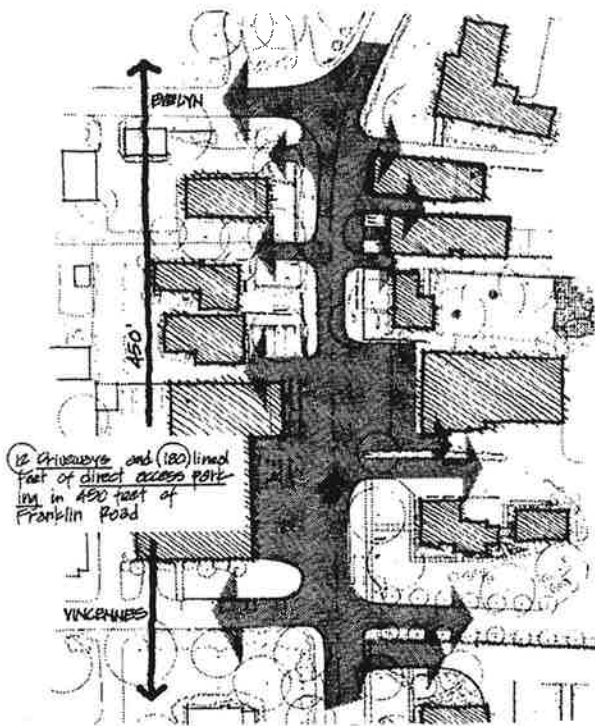
Irregular and unregulated parking along the roadway helps to reduce traffic speeds. The lack of automobile control, though, creates safety hazards and erodes the pavement edge, jeopardizing the existing trees and other vegetation along Franklin Road, as well as the safety of the Center's inhabitants.

The 1976 attitude survey asked Villagers a series of questions regarding Franklin Road. Slightly more than half of the respondents (fifty-four percent) saw the road as currently presenting a significant danger for both motorists and pedestrians. Nevertheless, nearly thirty-three percent disagreed with this interpretation. Most residents (sixty-nine percent) believed that through traffic along Franklin Road would become an increasingly serious problem. Residents observed that traffic was a severe problem at the futuring town meeting in 1996.

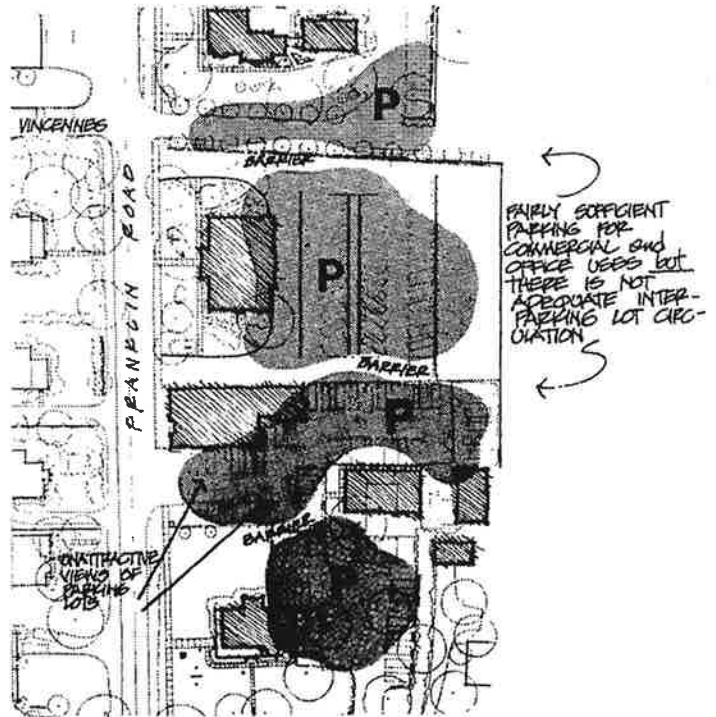
Two other circulation issues are important to the character of the Village Center. First, the number and location of driveways entering onto Franklin Road is excessive, as shown in Map 7. Although the driveways tend to slow traffic speeds, they also cause traffic safety problems due to the extent of automobile and pedestrian activity. Driveways are also located adjacent to each other in some locations, thereby complicating the congestion problem.

Second, throughout the Village Center, parking is inappropriately located to serve residents and shoppers. Although sufficient parking is generally provided at each commercial or office building, it is impossible for shoppers to move their automobiles from one store or parking area to another without traveling on Franklin Road. Traffic congestion is increased and safety problems result. Many of the parking surfaces are inadequately shielded in a visual sense from the roadway and from pedestrian spaces in the Village Center.

Map 7 VILLAGE CENTER ACCESS POINTS



DRIVEWAYS ENTERING ONTO FRANKLIN ROAD



LOCATION OF EXISTING VEHICLE PARKING

The following guidelines are recommended for adoption:

- A. The Village should employ traffic calming methods to discourage vehicular use of, and to reduce vehicular speeds on, Franklin Road. For example, the pavement from either the Broughton House or the library to Fourteen Mile Road could be changed to cobblestone or brick. This will slow traffic through the Village Center and add to the historic character. This is consistent with the response of Villagers in the 1976 attitude survey when eighty-seven percent agreed that Franklin Road should not be improved beyond its current size and traffic capacity, even if it means additional traffic congestion at certain times.
- B. In order to address the traffic congestion problems along Franklin Road, traffic regulations should be stringently enforced.
- C. Due to the number of existing side streets, driveways, and access points along Franklin Road, additional entering points should not be permitted unless they are consolidated with ones already existing. Map 8 indicates the general area within which current access points should be consolidated and reduced.
- D. The Village should provide for pedestrian circulation only along the east side of Franklin Road, as shown in Map 8. The walks should be recognized as an important element in the character of the streetscape and should receive special attention in the nature of materials used and in their design. This is consistent with the results of the special community workshops held in 1976, and the Village Center Enhancement Citizen Advisory Committee recommendations in 1996.
- E. Due to the dispersal of parking throughout the community, the Village should investigate the opportunities for consolidating these facilities while improving local access, as Map 8 shows. Parking lots within three "zones" of the Center should be interconnected with entry from Franklin Road simplified. Most importantly, these parking areas should be screened from the streetscape with landscape and structures compatible with the scale of the Village.
- F. If the essential character of the Village Center is to be retained, uses that require more parking must be limited. This is consistent with the response of Village respondents in the 1976 attitude survey in which fifty-two percent did not believe that additional parking facilities should be provided in the Village Center. Sixty-six percent of the residents responding to the survey agreed that the improved convenience of increased parking would be worth less than the detraction it would cause, to the Village's historical character.

The coordinated implementation of these recommended guidelines will be necessary to maintain the character of the Village Center. Figure 16 shows in sketch form the spirit of the recommendations in application.

Map 8
NECESSARY CIRCULATION IMPROVEMENTS

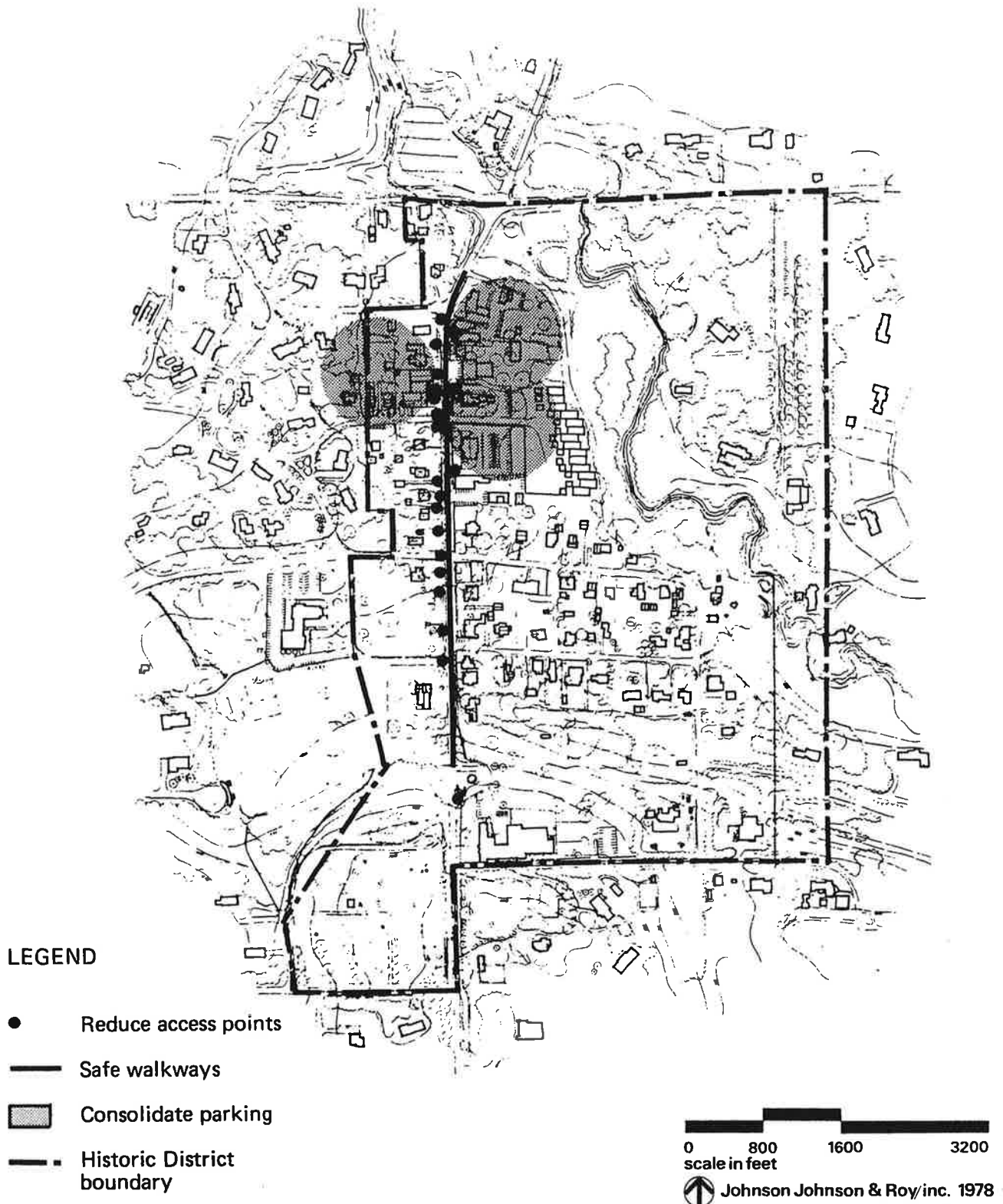
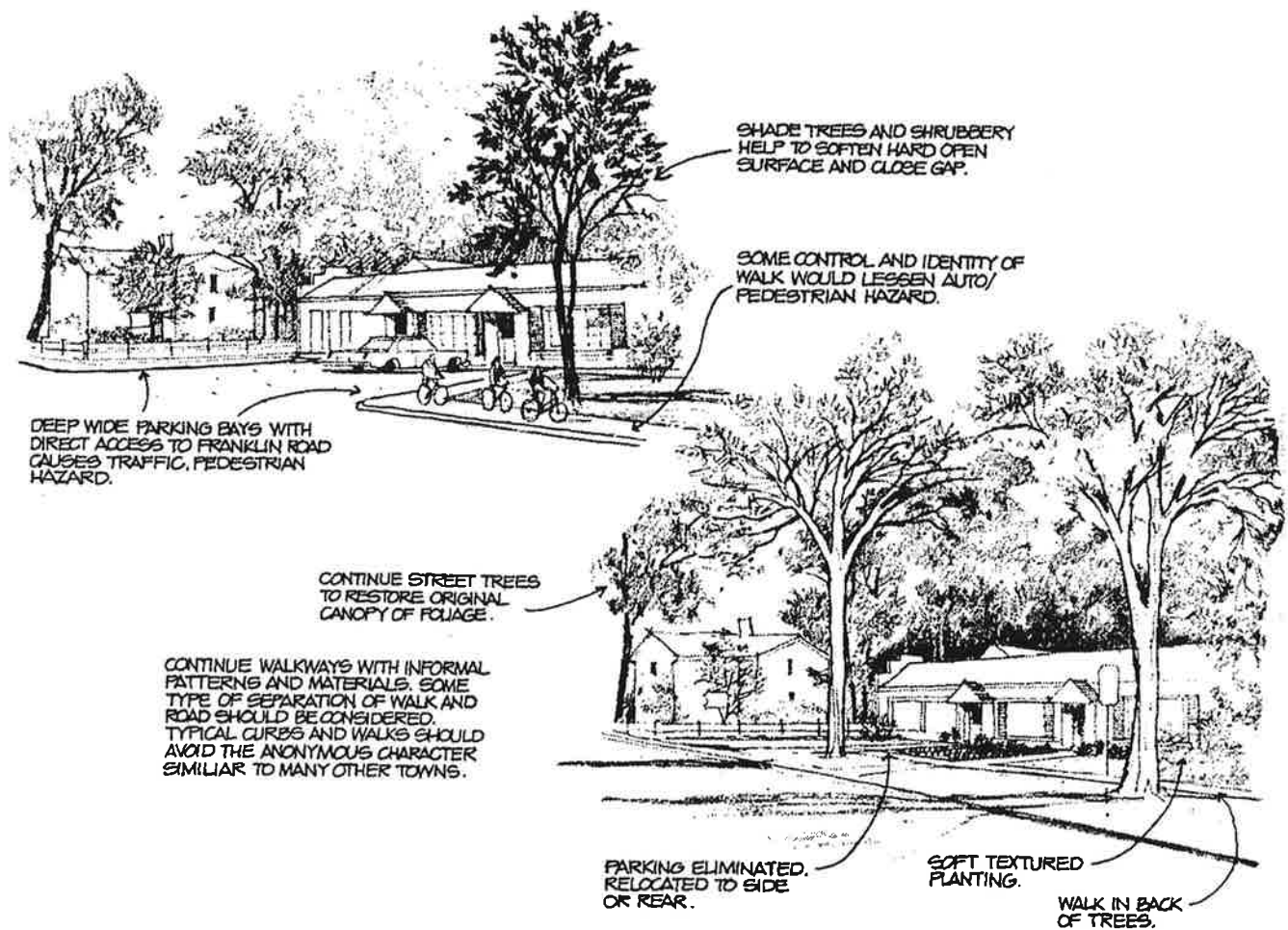


Figure 16
RECOMMENDED IMPROVEMENTS



Other Recommendations to Improve Traffic Safety and Reduce Speed

Long term:

- If Thirteen Mile is ever reconstructed (not just repaved), the design should focus on retaining the character of the Village, rather than simply on increasing road capacity and speed of vehicles. Such a design may include a 2 lane divided parkway with extensive trees within the right-of-way and in the median. The alignment should gently curve rather than proceed in a straight line. Where topographic conditions are favorable, and financial resources are available, serious consideration should be given to construction of one or two tunnels to permit a grade separated crossing for pedestrians, bikes and horses to cross below the road surface. This will better connect Village residents south of Thirteen Mile Road to the rest of the Village north of Thirteen Mile. *This makes no sense* *probably impractical w/in 120' R.O.W.* *talk to P.C. about this*
- Where the affected property owners are supportive, connect existing cul-de-sacs with one another, or nearby streets. At a minimum, efforts should be made to connect existing cul-de-sacs for pedestrian, bicycle and bridle use wherever not feasible to connect for automobile use. Streets that only have access to Telegraph or Northwestern should be given top priority for attention.
- Residential streets with speed problems that are not resolvable with a stop sign, should be considered for introduction of carefully spaced humps (also known as speed tables, platforms, and undulations; they are not bumps, both wheels are raised at once).
- Reduce the number of signs along roads by eliminating unneeded signs and consolidating existing signs wherever not feasible. This should be done as part of a coordinated sign enhancement/replacement program. *what types of signs? street signs or other signs?*

Short Term:

- Prepare scenic corridor protection plans for Thirteen Mile Road, Fourteen Mile Road, Inkster Road, and Franklin Road as described earlier. However, if this option is pursued, the analysis should involve close examination of all the other pertinent recommendations for these four corridors included above and below, and where these other separate recommendations are deemed in conflict with recommendations of the corridor plan, in light of the more comprehensive assessment being made on a corridor basis, then the other recommendations should be ignored or modified as relevant. *what??*
- Install a four-way stop sign at N. Greenbrier and Franklin Road and at Franklin Road and German Mill/Wellington if supported by a traffic engineer's analysis. *doesn't exist* *Exists*
- Modify the intersection of Franklin Road and Thirteen Mile to improve safety and drainage.
- Monitor improvements made at Inkster and Thirteen Mile to see if they adequately improve traffic safety--if not, make additional changes consistent with the character of the village.
- Increase enforcement of current speed limits along all streets, but especially along Thirteen Mile and Franklin Road. If this does not result in greater compliance with posted speeds, build a case for reducing the speed limit and instituting such design changes as are necessary to slow vehicles. Consider reducing speed limits on

Thirteen Mile to 35 mph and on Franklin Road to 25 mph (at least in the Village Center).

- Increase enforcement of no passing and prohibited turn laws.
- Enforce prohibitions on driving on road shoulders.
- Enforce existing weight limits on county roads in collaboration with abutting jurisdictions and reduce weight limits on roads over which the Village has control.
- Change existing regulations to prevent future cul-de-sac streets.
- Change existing regulations to prevent future passing lanes and acceleration and deceleration lanes on all roads except Telegraph.
- Change existing regulations to require that all future utility lines be below ground, within the road right-of-way and not within vegetated areas.
- Serious consideration should be given to developing specific pedestrian crossing points along Thirteen Mile Road with, at a minimum, special signs and pavement markers indicating a crossing, and if more is necessary, add yellow flashing lights that flash red as stop lights when engaged by pedestrians, bicyclists or horse riders who wish to cross the road.

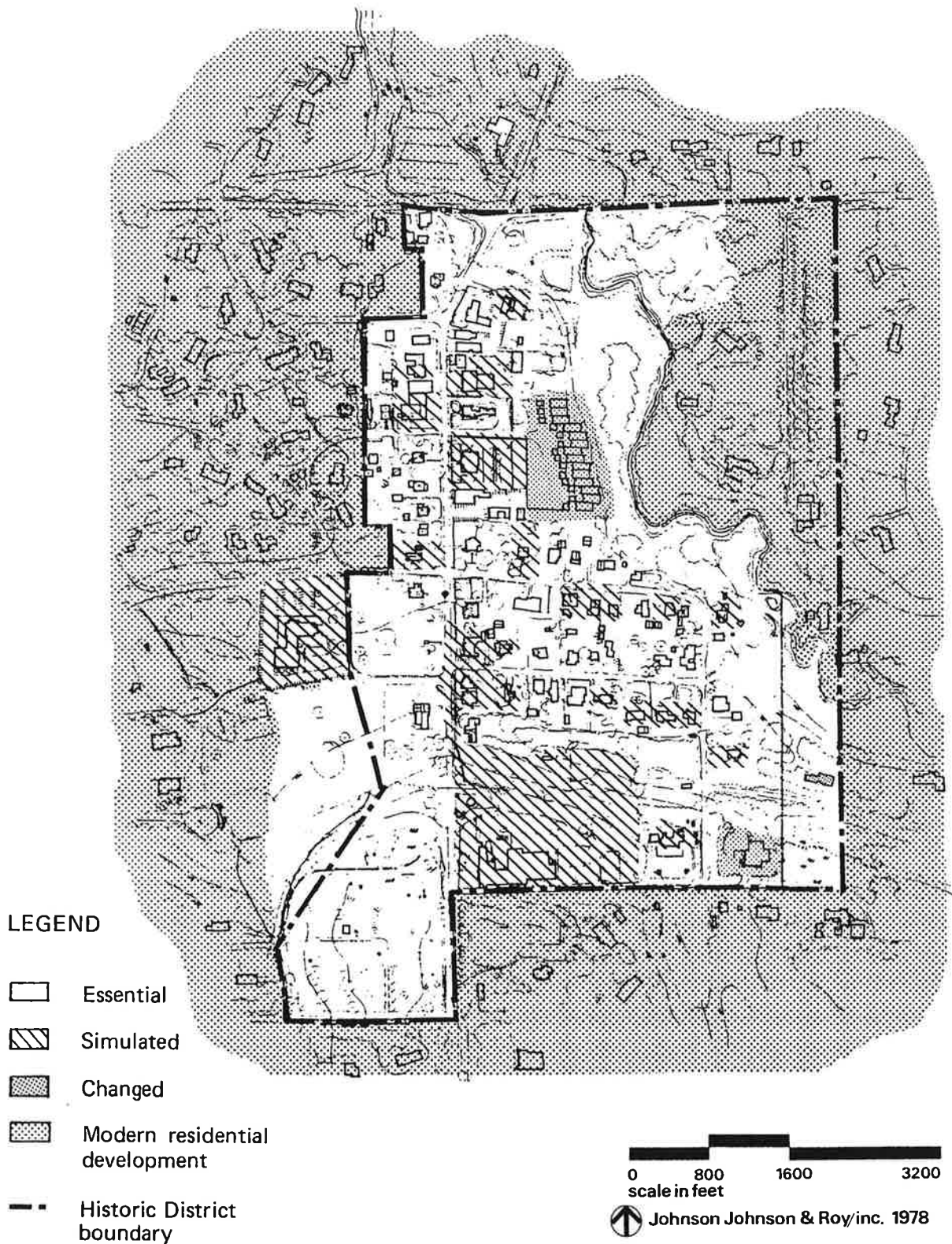
Historic Areas

Franklin Village boasts a history and tradition equaled by few Michigan communities. The area designated the Historic District (see Map 9) is generally bounded on the north by Fourteen Mile Road, on the east by the original Village boundary, on the south by Romany Way and on the west by an irregular line across the Village Green. Within this area is the Village Center. In addition, there are a number of properties located outside the Historic District, original farmsteads, that deserve protective consideration. These are located along what were the major Nineteenth Century roads.

Boundaries

The Franklin Historic District (1969) was the first historic district designated in Michigan. Since then, the documentation required for the formation of a historic district has been revised along with the enabling legislation. The Village of Franklin has passed PA 169, as amended, but has not revised its original documentation of the historic district. The existing historic district needs to be aligned with current standards in order to ensure the greatest protection of Franklin Village's historic assets.

Map 9
VILLAGE CENTER CHARACTER



Appearance And Identity

The architecture of Franklin is as varied as its urban environment. The architecture best serves to remind us of Franklin's rich past. The Daniel Broughton House, the Congleton Buggy Shop and the Temperance Hotel are linked with people, events and attitudes of a bygone era. Buildings that have stood for 100, 125 and more than 150 years are still in active use. The styles of architecture prevalent in several generations are here, coexisting harmoniously within a wooded setting. Early Greek Revival styles can be found next to Queen Anne, vernacular farmhouses next to Colonial Revival structures. The mix of architectural styles are tied together by a landscape of plantings and open vistas, under a sweeping canopy of foliage.

*identity
current
uses*

These architectural qualities are significant in and of themselves. However, they take an additional meaning when it is realized a rather unique development pattern underlies the Village's distinctive character.

Franklin began as an agricultural settlement, differing little from others scattered around Oakland County. The constant source of power provided by the stream was soon harnessed by mills, and Franklin's first industry was established. The development followed a leisurely pace, from cleared lands to farms and large estates, subsequent break up of these into suburban divisions, and finally the transition from the shops in the Village Center to single-family houses.

*history in a
nutshell*

Interestingly, Franklin has never become a large city. Bypassed by the railroad and ignored by the arterial highways pushed north from Detroit, Franklin's small commercial area served primarily only the Village's residents.

bypassed

As is inevitable, all things change, and Franklin is presently undergoing pressures of more intensive land use, accompanied by the increased accommodation of automobiles. So many of the Village's unique attributes - front lawns and mature trees and shrubs, roadways with a "soft", informal edge - are in danger of disappearing. With each passing year, irreplaceable buildings and areas become more valuable. If they survive, their protection from inappropriate alteration will become increasingly more difficult. Therefore, it is essential that actions are taken which will preserve these significant attributes.

Village Center Character

Effective preservation of the character of the Village Center requires the identification of elements that combine to make up the physical/visual environment, together with an understanding of the evolutionary change affecting their existence. Because this evolution has already produced change, three distinct architectural types are currently in evidence: "Essential" (see Figure 17), "Simulated" (see Figure 18) and "Changed" (see Figure 19 and Map 9).

*Three
Architectural
Types*

In the Village Center, a number of what were originally residential structures have been adapted to commercial and office uses.

Newer buildings have introduced a "Colonial Revival" style of architecture to the Village and, subsequently, contemporary architecture not related to the Nineteenth or early Twentieth Century Village character was constructed adjacent to the Village Center in the form of residential condominiums and an office building.

The more recent contemporary styles, particularly residential condominiums constructed adjacent to the Center, fail to blend properly with the predominant existing Nineteenth and early Twentieth Century character. While this contributes to the eclectic character of the village, continuation could seriously erode the character of the Historic District.

Together with changes in land use and architectural styles have come changes in the landscape features. Various signs, lamp posts, walkways and yard fences have been added. While some of these elements support the original Village character, many others detract from it.

landscape features detract from historic character

Essential character consists primarily of the historic architectural and landscape features which are still evident in the Village and are largely responsible for its past and present distinction and appeal (see Figures 20, 21, 22 and 23). Features of this character can include:

- A. An architectural heritage unique to Michigan and worthy of all efforts to ensure its preservation and maintenance.
- B. Commercial activities generally facing non-commercial uses across Franklin Road, contributing diversity to the environment and reducing the frequency necessary for shoppers to cross the roadway. ✓
- C. Buildings set back from the road at varying distances in a pattern characteristic of the early settlement. ✓
- D. Front lawns, mature shrubs and trees which enhance the environment of the Village Center. ✓
- E. The substantial depth of the original lots which has allowed activities generated at rear doors of commercial and other uses to be kept at some distance from abutting residential properties.
- F. The softness of definition between roadway, paths and yards due to the general absence of street curbs and paved sidewalks all lends an informality and comfortableness to the Village. ✓

Figure 17, 18 and 19



Figure 17
“Essential” Character



Figure 18
“Simulated” Character



Figure 19
“Changed” Character

Figure 20
HISTORIC DISTRICT ENTRANCE

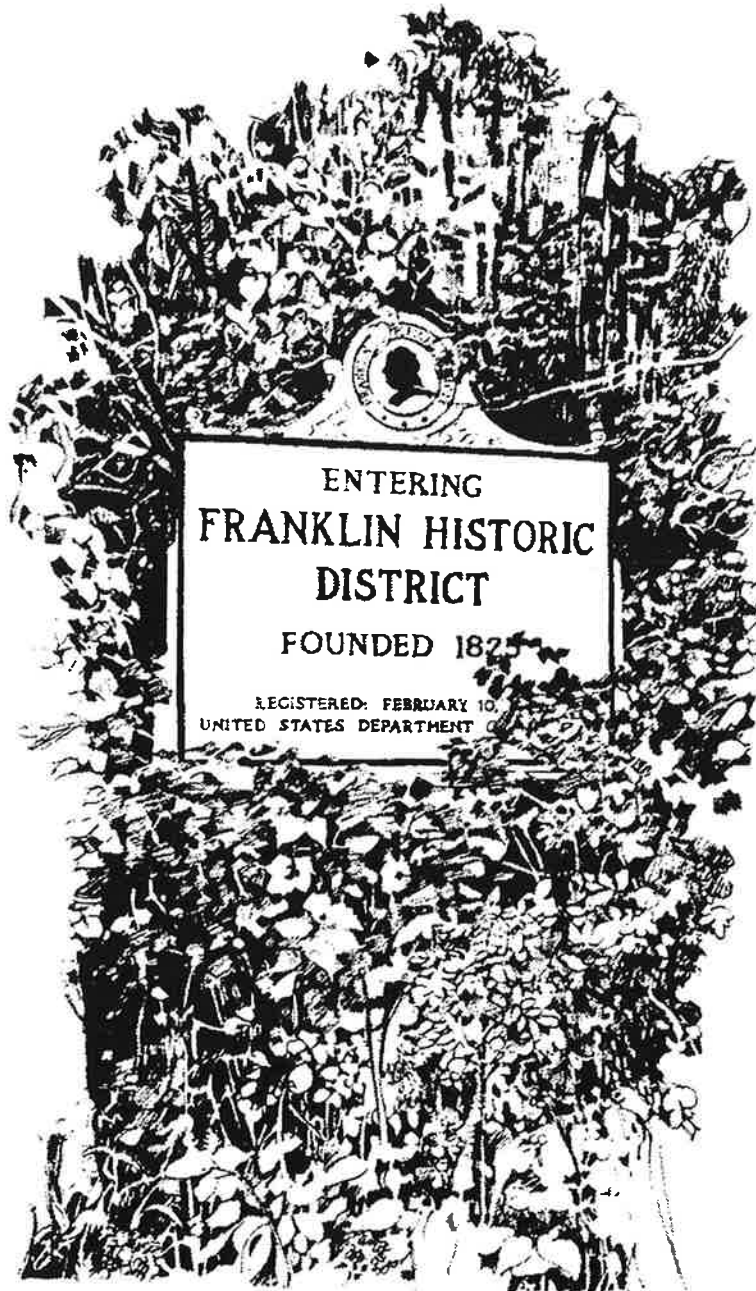


Figure 21
CHARACTERISTICS OF ESSENTIAL FEATURES



EXISTING CHARACTER - SOFT EDGES, GRAVEL, CLEANLY MAINTAINED BUT NOT OVER TRIMMED. SHADE CANOPY, SHRUBBERY LACKS CLEAR ORDER, BUT THE FABRIC OR INGREDIENTS HAVE A CONSISTENT UNIFYING RESULT.



RETAINED BARNs AND UTILITY SHEDs.

PORCHES 'BREAK UP' OUTLINE OF BUILDING AND PROVIDE TRANSITION WITH SURROUNDING LANDSCAPE.

COMPATIBLE ROOF MATERIAL

OPEN FRONT PORCH WITH RETAINED WOOD POSTS AND RAILINGS.



HISTORIC FOUNDATION PLANTINGS

- SPIREA - BRIDAL WREATH
- VIBURNUM - SNOWBALL

UNTRIMMED SHRUBS, SUCH AS LILAC OR MOCKORANGE, CONTRIBUTE TO A SOFT CHARACTER.

OPEN BACKYARDS ARE SHADED BY MATURE TREE CANOPY.

Figure 22
HISTORIC STRUCTURE

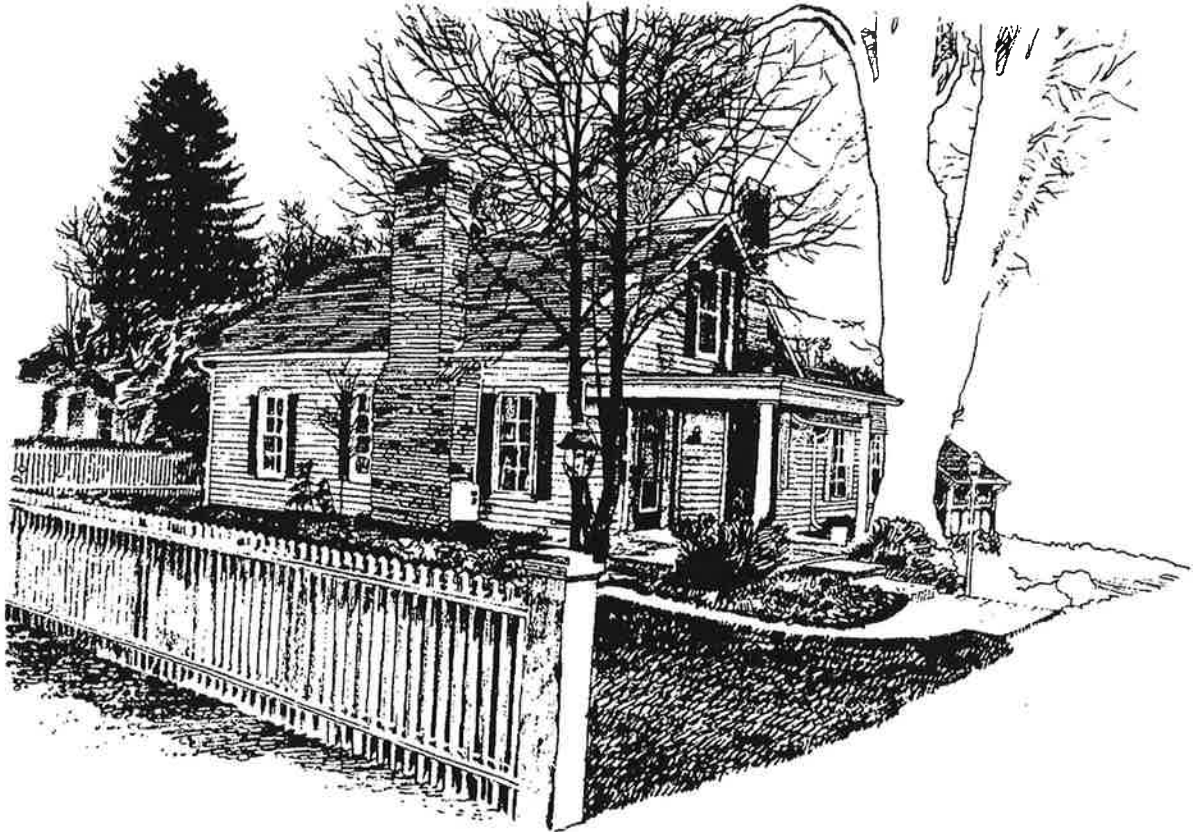


Figure 23
HISTORIC STRUCTURES



Simulated character is sometimes introduced through the conversion of existing structures to uses other than those for which they were originally built (typically residential conversion to commercial) or by the erection of a new structure designed in the idiom of the historical character. Converted residential structures display a character different than the original through the introduction of signs, expanded parking and a landscape designed to display the building to the street. New structures of "Colonial Revival" architectural style are included in this group.

Taken to its limits, a simulated character would produce an environment within which each structure was designated with a level of sophistication to represent the image of a historical Village (see Figure 24). Preference given to it would include:

- A. An architectural character remodeled or designed to appear in likeness to the Nineteenth Century buildings in the city. *Village.*
- B. Building site and landscape design controls to require structures to characterize the landscapes of the early Village settlement.
- C. Resolution of parking on an individual parcel basis within a comprehensive viewpoint.
- D. Landscape buffers to protect residential properties abutting commercial.
- E. A coordinated lighting sign and graphics program.

Changed character includes those features within the Village that exhibit characteristics distinctly different from the original. Their shape, scale, details, materials and/or landscape elements are foreign even to a simulated turn-of-the-century environment. This category includes buildings and site features common to modern day construction and contemporary styles that do not relate sensitively to the historical context of the Village. This is clearly a style of development which should be discouraged in the future.

The absence of specific preservation goals, policies and code enforcement to guide development could result in this character eventually predominating. Its characteristics would include (see Figure 25):

- A. Removal of existing historic architectural and landscape elements.
- B. No historic or design requirements that would regulate new development to emulate the original historic Village character in mass, scale, proportion and detail.
- C. Unlimited provision for vehicular, rather than pedestrian, activity.
- D. Widening of Franklin Road and introduction of curbs, paved sidewalks and other urban features.

Figure 24
FEATURES HAVING A SIMULATED CHARACTER

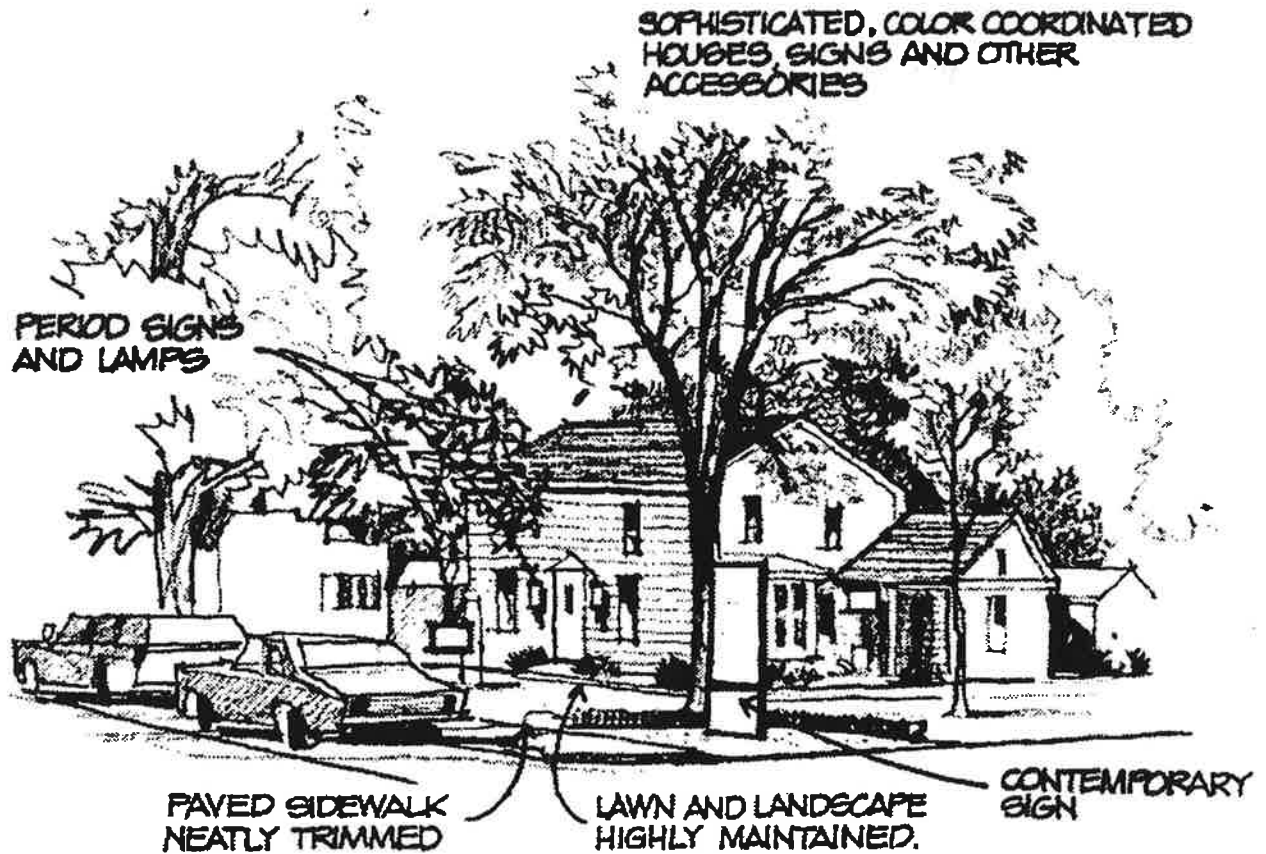
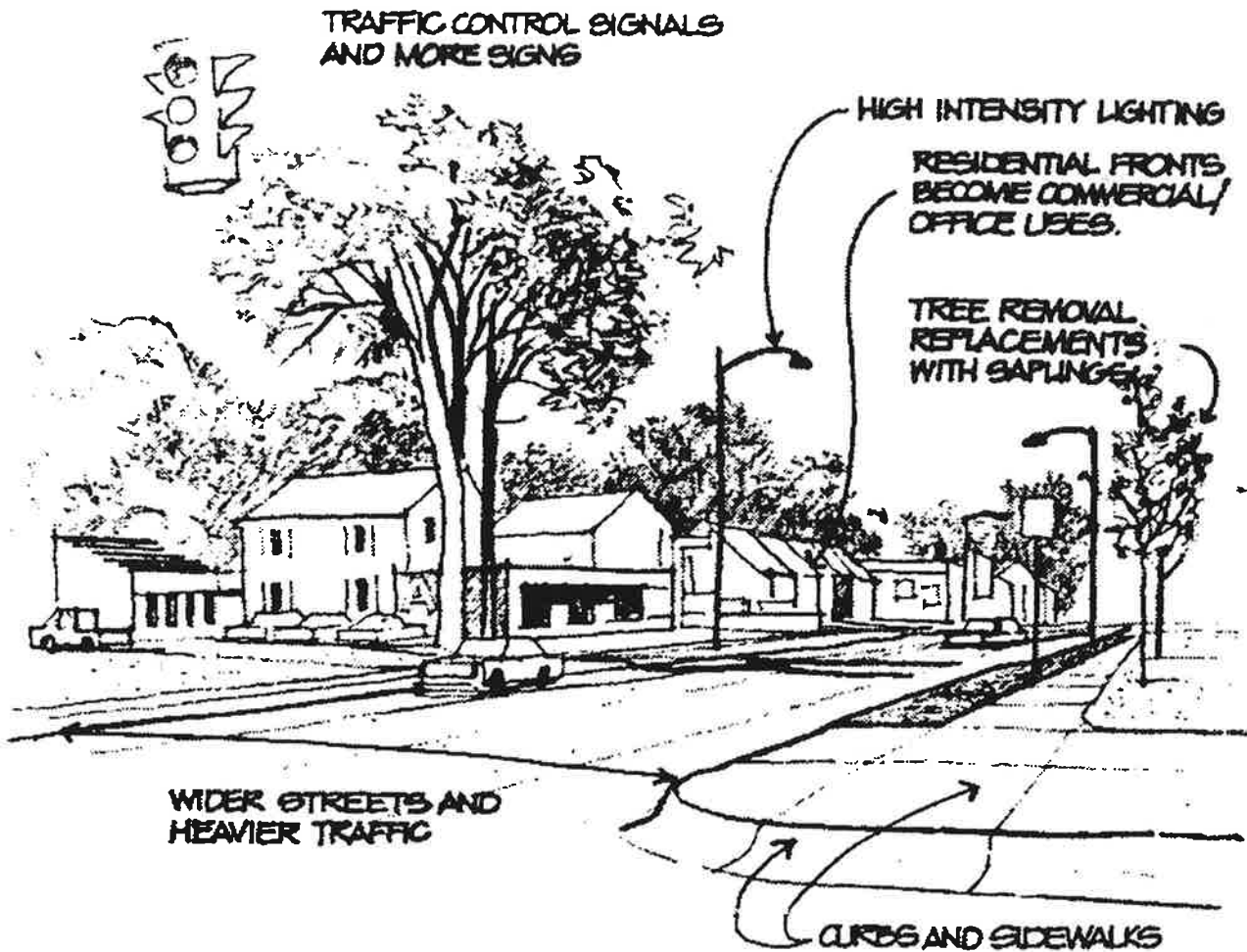


Figure 25
DEVELOPMENT HAVING A CHANGED CHARACTER



TYPICAL CHANGES OCCURING
IN THE ABSENCE OF PRESERVATION
PLANS AND POLICIES

None of the above is intended to suggest that contemporary architecture and landscapes cannot be designed compatibly with older environments. Sensitive and skilled attention to achieving critical relationships in terms of mass, scale, proportion, materials and detailing can produce new architectural and landscape designs that "fit" comfortably into historical settings without disturbing environmental integrity. Unfortunately, the examples are rare, but done successfully, the combination could enhance the individual components found in Franklin's Historic District.

Village Center Plan

Historic preservation is an important concern of Franklin residents. According to an attitude survey, conducted in 1976, the Village Center was perceived as a quaint area with informal edges softened with abundant shade and shrubbery. It was neat but not over trimmed; composed but without apparent order. Based on the survey, seventy-seven percent of Village residents believed that historic preservation should be a high priority in Franklin's land use planning efforts. According to observations made at the 1996 futuring town meeting, there have been changes in the Village Center in the twenty years since 1976 and slight changes in the attitudes of citizens toward it. The conditions of the Village Center have somewhat deteriorated, and some residents would like to see a restaurant or coffee house in the Center. Otherwise, residents would like to see its size and physical appearance remain about the same.

In addition, eighty percent of the residents did not believe that the Village should seek to increase its tax base through additional commercial and office development. Eighty-one percent of Village respondents agreed that the community should have an identifiable center. However, seventy-seven percent did not believe that it is desirable to have commercial facilities within easy walking distance of their homes. Seventy-nine percent believed that the design (size, color, style) of commercial signs should be subject to control.

The following statements derived from the 1993 design workshop portray the character of the Village Center:

- *Human-sized scale*
- *Its small Village feeling*
- *Inherent rural quality*
- *Sense of historic continuum*

Vernacular rawness -- what we see looks to have resolved out of basic human needs over a long period of time without the self-consciousness evident in most environments.

Given these survey results, and observations of citizens at the futuring town meeting in 1996 and the Citizen Advisory Committee in 1996, as well as other considerations which have surfaced during the preparation of this document, design guidelines and a plan for the Village Center have been developed (see Map 10 and the list on the next pages). The guidelines are aimed at managing the impact of land use activities on the character of the Village's historic resources.

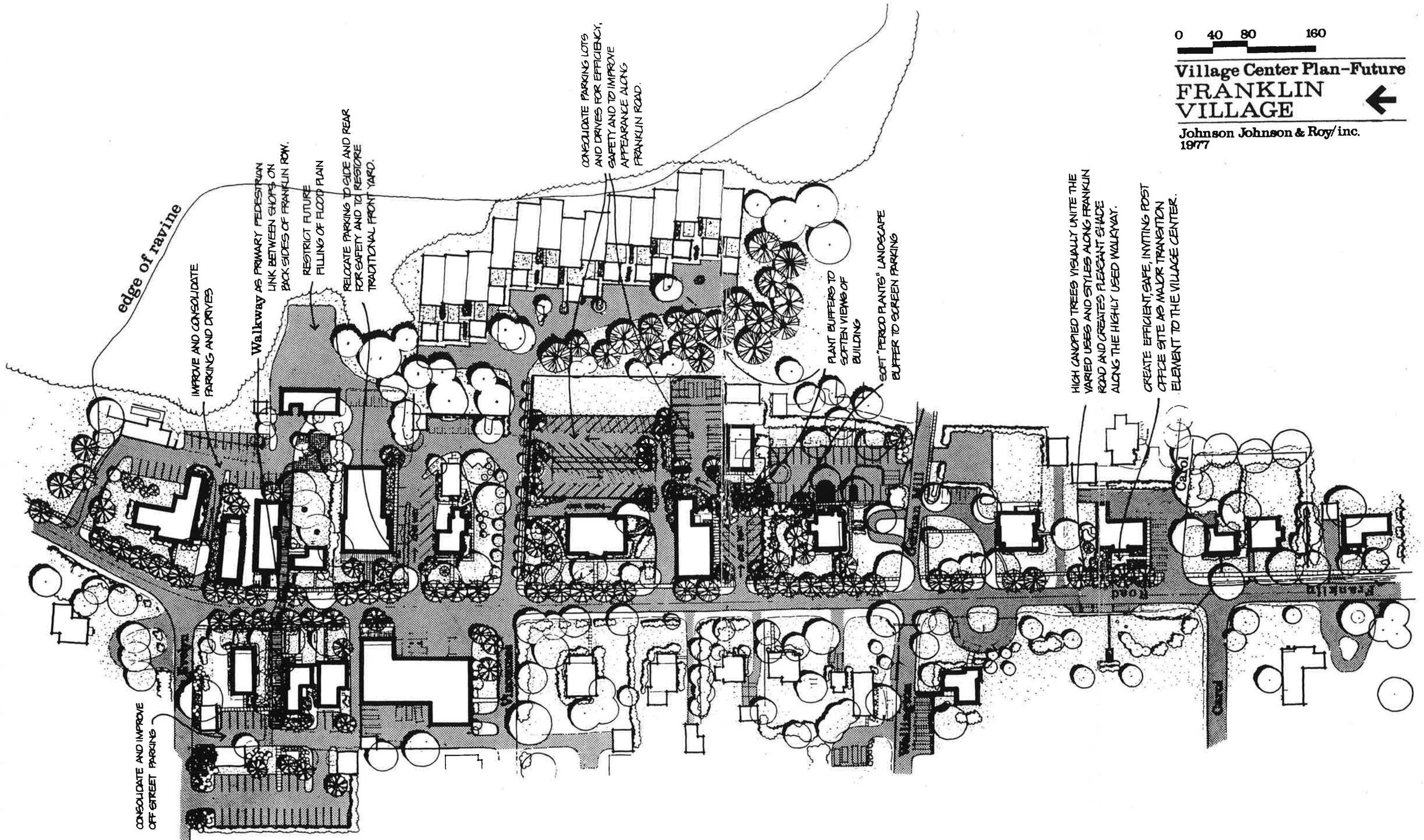
should be updated based on 2006 work

Map 10
VILLAGE CENTER PLAN - FUTURE

0 40 80 160

Village Center Plan-Future
**FRANKLIN
VILLAGE** ←

Johnson Johnson & Roy/ inc.
1977



HIGH CANOPIED TREES VISUALLY UNITE THE
VARIED USES AND STYLES ALONG FRANKLIN
ROAD AND CREATES PLEASANT SHADE
ALONG THE HIGHLY USED WALKWAY.

CREATE EFFICIENT, SAFE, INVITING POST
OFFICE SITE AS MAJOR TRANSITION
ELEMENT TO THE VILLAGE CENTER.

- A. Future preservation efforts should strengthen and emphasize the "essential" character (See Franklin Village Master Plan for an explanation of "essential" character and related terms) of the Village Center. Preservation of the Center's distinctive "essential" architectural structures, heightened pedestrian orientation and sensitive landscape measures should serve as the main efforts leading toward the achievement of the above goal.
- B. Residents and elected representatives of the Village should continue to encourage the preservation of the essential historical and environmental character in the Village Center as the focus of the community. Building uses should not be permitted to vary from existing zoning and existing use unless (a) there is sufficient Village demand for such change and (b) it conforms with this plan and is compatible with adjacent land uses.
- C. The existing setbacks along Franklin Road should be protected from encroachment by building additions or automobiles. Therefore, vehicular parking should not be permitted along Franklin Road, except as required for the public use at the Village Post Office. *this does not seem appropriate*
- D. Desirable design treatments for these setbacks include small picket or wrought iron fences, and light standards and street signs that are compatible with the existing character. Safety features essential for roadway edges should receive special attention.
- E. Remaining front lawns and trees make significant contributions to the environment of the Village Center. Any reduction in the proportion of landscape to the architecture should be prohibited. New tree plantings should be encouraged. *what does this sentence mean?*
- F. When changes in land use or additions to structures are contemplated, the scale, materials, and arrangement of structures and landscape should relate to those of the older buildings in the Village. Proposed changes should be reviewed and approved by the Historic Commission.
- G. The relationship of the Village Center to the Franklin River should be protected and enhanced. The Village Center should not be permitted to expand onto the steeper slopes of the Franklin River Valley. Likewise, the woodlots and vegetation masses in this area should be protected.
- H. Additional commercial zoning should not be permitted within the Village Center. This is consistent with the response of Villagers in the 1976 attitude survey and the 1996 futuring town meeting.
- I. The Village should continue to develop and enforce its sign review ordinance. Moreover, a sign review committee concerned with the scale and style of signs *— did this happen?* should be appointed as a part of the Historic Commission.

Additional considerations for enhancement of the Village Center are as follows:

Franklin Road Through the Center

- Reliance on the engineering study of Franklin Road to ensure proper drainage and use of sidewalks and minimal curbs. *- delete - done*
- Need to deter traffic from using Franklin Road. Techniques to consider include narrowing roadway, making surface less pleasant for driving (such as cobblestones or brick through the Village Center) and if enforcing current speed limits doesn't work, then lowering the speed limit. *↑ bad idea - commercial needs traffic*

Parking

- Parking is limited, but if reorganized, is sufficient in terms of total number of spaces.
- Parking needs to be reorganized with adequate service access and space for short period parking.
- Parking should remain out of view of Franklin Road by placing all parking behind buildings in center.
- Control access to parking through a limited number of entries off Franklin Road to a looped drive and parking behind buildings. The looped drive would be through interconnected parking lots and should be achieved as the opportunity presents itself (probably 2 lots at a time) and encouraged through incentives in the zoning ordinance. Investigate coordination of parking access with traffic control on Franklin to ease reentry from the parking area to Franklin Road. *is this still valid?*

Appearance/Visual Character

- Prepare detailed, illustrated design guidelines for business and residential properties within the Village Center so that property owners have a range of specific, illustrated ideas from which to draw, and at the same time preserve the "vernacular rawness" of individual solutions without an organized "cuteness".
- Use incentives to help implement design guidelines.
- Review all ordinances for fit between intent and results.
- Enforce existing Village ordinances.
- Seek placement of utility wires underground through the Village Center in locations that will not interfere with plantings.

Signs

- Remove excess traffic signs in Village Center.
- Erect distinctively different signs for both street identification and traffic control. Standard traffic control symbols, letters, numbers and arrows can be produced in signs with a more historic character. Look for designs that project historic character without being quaint, but being quaint may be a small price to pay for improved character. Standard highway signs are out of character in Franklin.
- Adopt ordinances that apply to Village Center signs which establish uniformity of shape and historic appearance.
- Ordinances should be coordinated with design guidelines that provide a range of materials and styles, to insure individual expression and choice. Education and

incentives should be considered in addition to ordinances as an alternative way to achieving distinct and attractive signs.

- Work through existing associations of business and residential property owners to ensure that once quality standards are accepted, they are maintained.
- In order to shape enhancements and maintain improvements over time, there needs to be a cooperative working arrangement between Village residents who are concerned about the character of their community and business owners, for whom Village Center businesses provide their livelihood.
- Welcome signs, or Village entry signs are important in helping establish a sense of identity for the people who live within the Village. They should be erected as part of a sign consolidation effort.

↓
doesn't
belong in
this
section
↓

Lighting and Landscaping

- Adopt and enforce a uniform residential and retail lighting code.
- Effective lighting can both provide pedestrian safety and dramatically accentuate and beautify buildings and landscapes.
- Properly scaled and compatible historic design street lights may be important in providing a safe environment. The Village Center may be an area where a rural character should be compromised.
- Landscape materials should reflect the rural nineteenth century historic character. - can we provide these?
- Properly researched design guidelines should be prepared to address these issues.

} historic style
street lamps

Pedestrian and Bike Circulation

- While bikes should not share sidewalks along Franklin Road through the Village Center, bike access is important. Bike routes coming to the Village Center and into it via the parking loop behind the businesses and Village buildings should be implemented.
- Sidewalks should run continuously through the Village Center on the east side of Franklin Road.
- Pedestrian circulation within the Village Center should be designed to provide whatever safe pedestrian access is feasible.
- While buffers will be difficult to achieve in the Village Center, some separation and privacy screening should be provided for residences within the Center.
- The scale of the Village Center is not appropriate for buffering buildings. Some buffering of parking lots is warranted where visible from Franklin Road or from abutting residences.
- A few, well-placed crosswalks are appropriate, and should be located at civic and commercial facilities. To be effective, crosswalks should link pedestrian paths on both sides of the road, and should be well marked, or constructed of highly visible paving. This could detract from a rural character.
- A few benches would add to the user-friendliness of the center. However, benches should be located away from the edge of the street.

done

Business Types

- It will be difficult to influence the mix of businesses in the Village Center and it is more important to help insure their viability. This can be done by helping make the center an attractive place to shop.
- The mix of businesses in the Village Center should include, where feasible, a tea house or coffeehouse, small restaurant, galleries and gift shops, but not adult entertainment businesses. *REVISE?*
- The old Franklin School appears to be too big for use as a community administrative and cultural center. Other, more cost-effective approaches should be pursued. Open space on the site should be obtained in the future if feasible.
- The Historic Study Commission should foster the adoption of architectural and landscape architectural standards and the commission should perform reviews and enforce adopted standards.
- Architectural and landscape standards should be combined with design guidelines and incentives to preserve the Historic District character.

Outlying Historic Properties

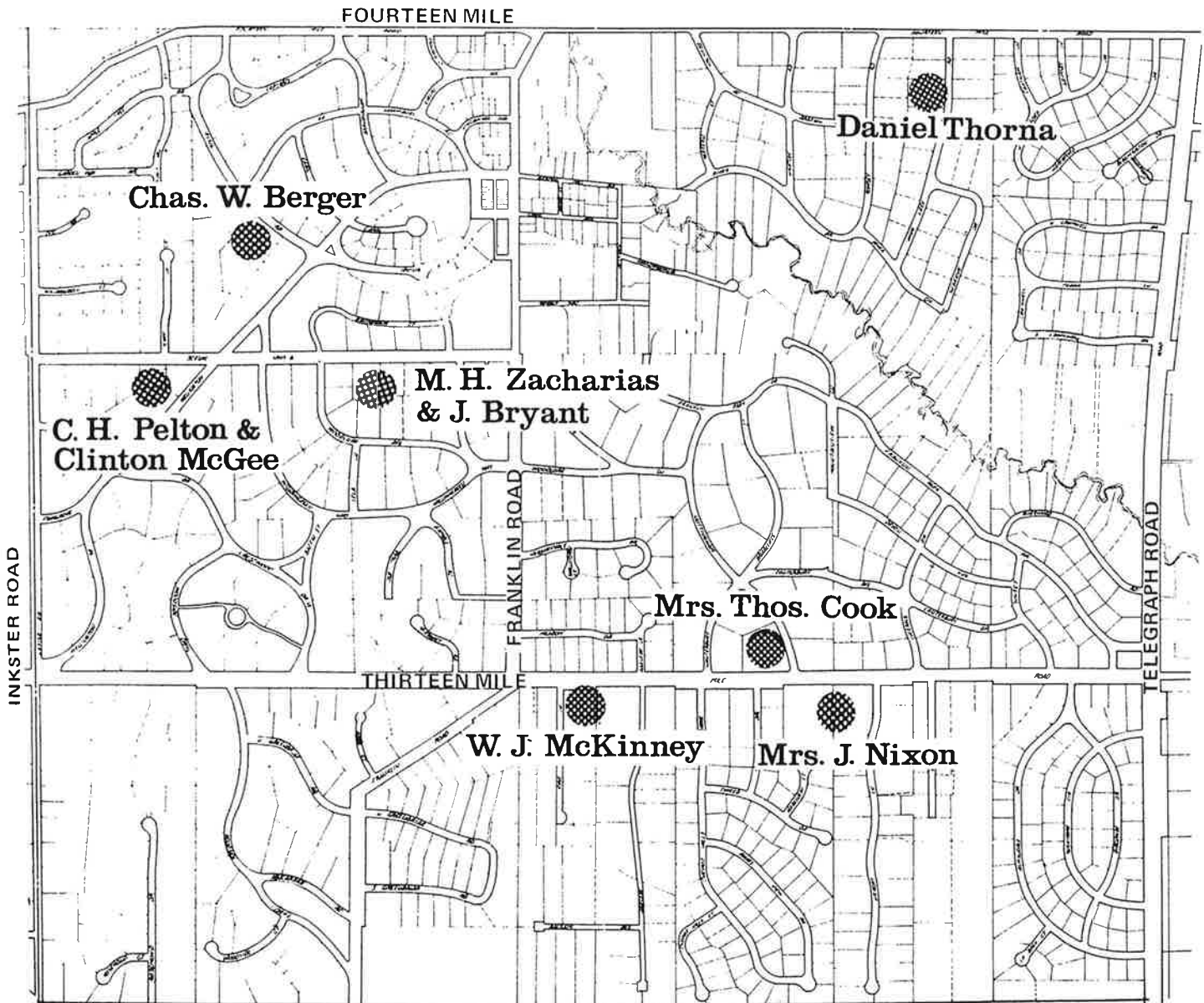
Several residential properties which have historical value are found outside the Village Center area. These various structures date back to the Nineteenth Century and, like the Center, contribute greatly to the overall character of Franklin Village.

The homesites which typify architecture of 100 years ago are identified by location on Map 11. Also, the name of the original owner for each site is included, as these are the names by which the respective properties are most commonly referred.

Because these sites have particular value in an historical sense, it is essential that they be preserved for future generations. Therefore, the following recommendations are made:

- A. The identified sites should be placed in a separate Historic District, thereby qualifying them for registration on the State Historic Registry and possibly the Federal Register. In this manner, owners of these properties can become eligible for special tax advantages and grants when available. *need to check status of properties*
- B. The Village Historic Commission should assist owners during the process of registration. The Commission should also assist in the researching of these properties so that their true value to the Village is revealed and original architecture and site character ascertained.

Map 11
OUTLYING AREAS/HISTORIC PROPERTIES



Names are those believed to be first settlers.
 Source: Oakland County Records.

 Johnson Johnson & Roy, Inc. 1978

IMPLEMENTATION PLAN

A continual planning process involving close cooperation between the Village Council, Planning Commission and other Village organizations, such as the Historic Commission, is required to effectuate this Master Plan. The Planning Commission has a major responsibility to communicate the Plan to Village residents, to encourage and perhaps enforce the use of the standards and policies contained herein, and to actively pursue the implementation of the Plan's recommendations.

To be successful in achieving the goals held by a large majority of the Village residents, additional responsibilities should be assigned to the Planning Commission. The responsibilities contained in State Act 285 of the Public Acts of 1931, as amended, are appropriate. The Commission should seek to continue a planning process founded upon clear communication and a sharing of decision making between the Village Council, appointed commissions and Village residents. Improving the coordination between the various commissions, the enforcement function and organizing a better planning decision and implementation system should, therefore, be a high priority.

Methods

Planning efforts need to constantly reflect on the needs, trends and current changes affecting the Village and those occurring in the area of community planning. To accomplish this, the Planning Commission should continue in its efforts to improve the tools (ordinances and regulations) available to the Village toward the end of achieving the goals set forth in this plan. The following recommendations suggest methods the Planning Commission can utilize to improve and carry out the Planning process:

- A. The preparation of special reports and studies focusing on specific planning issues should be expanded to address major road corridors, Village Center sign and building design and maintenance, parking and vegetation placement in the Center and other issues as they arise.
- B. The use of special citizen task forces or workshops, such as those used in the preparation of this comprehensive plan, should be continued.
- C. The Commission should expand its efforts to coordinate its planning with neighboring governmental units, both on a formal and informal basis.
- D. The Commission should pursue the refinement of the land use and environmental regulations and controls recommended in this Plan. The following guidelines, ordinances and regulations are recommended for amendment or adoption:
 - (1) Subdivision Regulations containing restrictions on lot splits and plats.
 - (2) Zoning Ordinance amendments which address maximum bulk coverage and building mass compared to lot size and homes on abutting properties.
 The Planning Commission can organize drafts of these ordinances for recommendation to the Village Council with assistance from the Village

attorney, the Village planner, and staff of the Oakland-County Planning Commission.

- (3) Design guidelines should be prepared to address the Village Center, historic structures and Village character. These guidelines would provide a range of detailed ideas that are illustrated and deal with a variety of architectural and landscape issues that influence the character of the community.
- E. Based upon the goals, policies and standards contained in this Plan, an annual coordinated program for the development of public structures, land acquisition, tree and vegetation management and public capital improvements should be prepared for the ensuing six or more years. The program should recommend the priorities for public improvements which the Planning Commission judges to be needed or desirable. This program should be annually updated and adopted by the Village council as part of the Village budget.
- F. The Planning Commission should undertake its responsibilities to review, hold public hearings and prepare its recommendations for the following public actions when they are proposed:
- (1) The opening, closing, widening or extension of roads.
 - (2) The acquisition or enlargement of any park, playground or other public open space.
 - (3) The construction, acquisition or authorization of public buildings or structures.
 - (4) Utilization of its powers to agree with an applicant upon the use, height, area, or bulk requirements or restrictions governing buildings and premises within a subdivision (plat) and to require that they be stated upon the plat.
 - (5) The Planning Commission should hold an annual workshop to consider the past year's progress towards the Plan's implementation, set priorities for the coming year's "planning process" activities and outline the nature of changes or additions to be considered in the Plan. These activities should be embodied in an annual report and work program submitted to the Village council along with the Planning Commission's proposed budget for the next year.

Organization

Alternative ways to organize for planning in Franklin Village are few. An appointed volunteer Planning Commission is consistent with both the planning enabling legislation of Michigan and the Village's desire for self-government. What is of particular importance for successful planning is the quality and interest of the people involved.

The Planning Commission should maintain rules of procedure for transaction of business and establish committees with responsibilities for particular planning activities, such as the Capital Improvement Program, Ordinance and Regulations, Zoning and Master Plan studies. Residents of the Village can be encouraged to serve on special committees, with a member of the Planning Commission, to assist in the preparation of special planning efforts as was done with the 1996-97 update.

The Village should immediately move to establish and fill the position of Village Administrator or Manager.

A Village Administrator or Manager is a trained professional who oversees day-to-day operation of the Village, makes recommendations to the council and carries out policy of the council. The council reviews, revises and adopts the annual budget while the manager coordinates completion of Village projects; promotes Village interests within the county and the state and implements Village council actions.

The complexities in dealing with planning issues, both within the Village and in conjunction with surrounding communities, and in providing services to Village residents are too great for volunteers of the community. While a few of the recommendations of the 1977 plan were implemented in the twenty years following its adoption, most were not. The recommendations of the 1997 plan update will require both volunteers, such as the Planning Commission and other focused, ad hoc committees and the efforts of a professional manager. There are thousands of hours of work to be done in order for these recommendations to be implemented. If the recommendations are not acted upon, Franklin Village will cease to retain the visual and environmental qualities that residents enjoy.

The Village council should continue to maintain a close working relationship with the Planning Commission, and continue to have a council member serve as liaison to the Planning Commission.

Inventory and Analysis

Cultural Context

Effective planning for Franklin Village must be based upon a thorough understanding of the unique resources and characteristics of the Village. Therefore, an information base composed of those relevant facts describing the resources and characteristics of the Village has been established. This information base is the cornerstone of the Master Plan and, consequently, should be referred to as adjustments to the Plan become necessary.

The information base describes social and economic considerations, as well as the natural and man-made environment. The historical context of the Village is described in detail. Because these factors have an influence on development in Franklin Village, all must be considered during the planning process.

Land Use

The man-made environment in Franklin Village consists of existing land uses and circulation features in combination with the community facilities which serve Village residents. These man-made features establish support for many functions within the Village. They are summarized on the land use map in Map 12.

Seven classifications of land use are found to exist in Franklin Village. Residential development is the predominant land use and comprises over 1,000 acres of land. Non-residential land uses primarily exist in the Village Center and include commercial and office uses, public and quasi-public uses, and developed recreation uses. The remaining classifications include woodland and water areas, which comprised over 125 acres of land in 1977, but which has been reduced due to development over the past two decades, open space, which comprised over 225 acres of land in 1977, but which has also been reduced due to development over the past two decades, and transportation corridors, which still comprise over 265 acres of land. (See Table 1)

Table 1: Land Use 1977 (1997)

The breakdown by acreage and percentage of total area within the Village is as follows:

Land Use 1977 (1997)	Acres	Percent
Residential	(greater than) 1,046	62.4
Commercial, office	6	0.4
Public and quasi-public recreation	10	0.6
Woodland and water	(less than) 125+	7.4
Vacant	(less than) 225+	13.4
Transportation corridors	265+	15.8
Total	1,677	100.0

SOURCE: Johnson, Johnson & Roy, 1977

The various characteristics of these land uses can be described as follows:

- A. Residential development is scattered throughout the Village Center and the various neighborhoods of the Village (see Figures 26, 27 and photographs of the neighborhood in Figure 28). Single family housing on spacious lots is the predominant form of development, although multi-family condominium housing was constructed in the Village Center in the early 70's.
- B. The non-residential land uses are located primarily in the Village Center. Commercial and office uses are clustered in older adapted residential buildings or in newer buildings. Specialty shops constitute the principal commercial uses in the Village Center. Public and quasi-public land uses account for a major portion of the Village Center area. These include the Franklin Elementary School, a private school in 1997, Village Office, Library Building, Post Office and the Cemetery. Developed recreational land uses located in the Village Center include the Village Green and the adjacent sports fields and tennis courts owned by the Franklin Community Association.
- C. Transportation corridors consist of dedicated rights-of-way within which roadways and utilities are constructed. These corridors are the second largest uses of land in the Village.

- D. Vacant land includes those parcels that are platted or assembled but not used for any specific purpose. Vacant lands are scattered throughout the Village, but the largest parcels exist along Telegraph Road, Fourteen Mile Road and the southern boundary of the Village.
- E. Woodlands and surface water areas are the remaining land use categories in Franklin and include those areas that have significant environmental features but are not publicly owned. Presently, the major woodlands and surface water areas exist along the Franklin Branch of the Rouge River. Other woodlands are scattered throughout the residential areas as are wetlands.

Map 12 EXISTING LAND USE



LEGEND

- Single family residential
- Duplex and multi family residential
- Commercial services
- Office facilities
- Educational, religious, government, public services
- Cemetery
- Unpaved private road
- Open land

0 800 1600 3200
scale in feet

Johnson Johnson & Roy inc. 1978

Figure 26 and Figure 27



Figure 28

Population

At the time of its incorporation in 1954, the Village had an estimated population of 959 persons. Growth during the remainder of the 1950's was steady as the Village attracted substantial numbers of new residents. By 1960, more than 2,200 people resided in Franklin Village. An additional forty-six percent increase in population transpired between 1960 and 1970.

After 1970, the rapid population growth experienced during the previous two decades ceased. Available figures indicate that just a two percent increase was experienced during the first seven years of the 1970's. Lower birth rates and an increasing scarcity of developable land in the Village helped account for the decline in the area's rate of population growth. (See Table 2)

Table 2: Franklin Village Population Growth

Year	Population	Percent Increase Per Year
1954	959	
1960	2,262	22.6%
1970	3,344	4.8%
1980	2,864	1.4% (14% 1970-1980)
1990	2,644	-.8% (-8% 1980-1990)
1995 estimate	2,679	.13% (13% 1990-1995)

Source: *Bureau of Census, Census of Population; JJR Projection; SEMCOG*

Growth Issues

Franklin's population reached 2,864 by 1980, and declined to 2,644 in 1990. SEMCOG estimated the 1995 population of Franklin at 2,679, a slight increase over 1980, but projects it to decline about 4.6% to 2,552 by the year 2020. This decline will likely be due to an anticipated continuation of a decline in the size of families. While the number of households decreased slightly between 1980 and 1990, from 993 to 984, the number was estimated at 1,011 in 1995 and is projected by SEMCOG to reach 1,023 by 2020. However, there were 1115 housing units in 1996, according to the Village offices, and about 50 unbuilt platted lots. This would put a future number of households at about 1175. The number of persons per household was 2.94 in 1980 and 2.69 in 1990, an 8.5% decline. SEMCOG estimated the number of persons per households at 2.65 in 1995 and projects the number to continue to decline to 2.47 by 2020. The result of a small increase in the number of new homes and a declining household size will likely result in a very small increase in the number of people living in Franklin in the future, possibly about 2,900 persons in 2020.

While providing public services for an influx of new people is not going to be an issue for Franklin, maintaining the character and quality of life of the Village will be a challenge. High demand for new, upper end housing in Oakland County has resulted in several new subdivisions in Franklin between 1992-1997. Certain of these were made

possible by the construction of sanitary sewers in Franklin, while others became available when families that held the land for many years sold. In addition, many existing homes have been enlarged and others razed with new, larger homes built.

These changes have begun to seriously erode the rural character of Franklin. Tree cover is disappearing, traffic is increasing, the past look of homes on large, spacious lots is giving way to large homes crowded on proportionately smaller lots.

Franklin's population is older than many communities. When compared with Oakland County, Franklin Village's population composition appears older (see Table 3). The County's composition comes close to representing the population composition of the nation. For both 1980 and 1990, the Village had proportionately fewer children under the age of five than the County. Also, the Village had proportionately more middle-aged (35-54 years) people than Oakland County. As a result, the median age in Franklin Village is considerably higher than for the County. This trend of fewer young children and an older adult population in relation to the county continued to at least 1990. These comparisons indicate that families in the Village tend to be older than average. In 1990, 6.4% of the Franklin population was under 5 years, 23.3% under 19, 3.5% was 20 to 24 years old, 27.7% was age 25 to 44, 30.8% was 45 to 64 and 14.9% was 65 years and older.

Additional stability and maturity in the Village is evident when length of residence statistics are reviewed. For example, approximately fifty-five percent of Franklin residents lived in the same house in 1990 as in 1985.³ Moreover, the attitude survey conducted in 1976 indicated that seventy-one percent of those residents who responded to the survey have resided in the Village for longer than five years. Those families who have elected to reside in the area came predominantly from Detroit or the northern suburbs.

Other indicators which are important in describing Franklin Village's social composition are education, occupational status and income, as indicated by the following figures. The Village far surpassed the County in percent of persons over 25 years of age who are high school graduates or higher, percent with bachelor's degree and percent with a graduate or professional degree in 1990.³ (See Table 4)

3. 1990 Census of Population

Table 4
Educational Attainment of Persons 25 Years or Older in
Franklin Village, 1990

	Percent High School Degree or Higher 1990	Percent Bachelor's Degree or Higher 1990	Percent Graduate or Professional Degree 1990
Franklin Village	96.3	55.5	32
Oakland County	84.6	30.2	11.2
State of Michigan	76.8	17.4	not available

Source: US Census, 1990, SEMCOG

The educational achievements of Franklin's residents have allowed them to assume an unusually high number of professional and managerial positions.

In 1980, for example, more people in Franklin Village were employed in managerial, professional, and specialty occupations than any other category (see Table 5). By contrast, very few people were employed as operators and laborers, in production and craft, or service occupations.

By 1990, some significant shifts in occupational employment had occurred. Slightly less people were employed as professionals and managers by this time. More people were employed in technical, sales, and administrative support occupations.

The educational and occupational status held by many individuals in the Village is reflected in the median family income for Franklin. By way of comparison, Franklin's median family income in 1990 was \$98,847 roughly two times greater than Oakland County at \$50,980. Per capita income statistics show roughly comparable results with Franklin at \$56,648 and Oakland County at \$21,125. ⁴

4. 1990 Census of Population

Table 3
Population By Age Groups For Franklin Village And Oakland County, 1980 And 1990

Age Group	1980 Percent		1990 Percent	
	Franklin Village	Oakland County	Franklin Village	Oakland County
Under 5	3.5%	6.7%	6.4%	7.2%
5 to 14	12.6%	10.0%	12.0%	13.5%
15 to 19	10.2%	9.1%	4.9%	6.6%
20 to 24	6.5%	8.7%	3.5%	6.7%
25 to 34	8.7%	17.1%	11.2%	18.4%
35 to 44	14.7%	12.5%	16.5%	16.8%
45 to 54	18.1%	11.2%	16.5%	11.4%
55 to 64	15.9%	9.6%	14.3%	8.6%
65 and Over	9.8%	8.9%	14.9%	10.9%
Median Age	40.8	30.3	44.5	33.8

SOURCE: SEMCOG, 1980 CENSUS OF POPULATION, 1990 CENSUS OF POPULATION

Table 5
Labor Force Characteristics 1980, 1990

Occupation	1980		1990	
	Total	% of Total	Total	% of Total
Managerial and professional specialty occupations	863	60.1%	823	59.1%
Technical, sales, and administrative support occupations	371	25.8%	422	30.3%
Service occupations	72	5.0%	80	5.7%
Farming, Forestry and Fishing	0	0.0%	6	0.4%
Precision Production, craft, and repair occupations	66	4.6%	31	2.2%
Operators, fabricators, and laborers	64	4.5%	31	2.2%
Total	1,436	100%	1,393	100%

SOURCE: SEMCOG, 1980 AND 1990 CENSUS OF GENERAL SOCIAL AND ECONOMIC CHARACTERISTICS

Economy

Commercial Development

Franklin Village's commercial sector is quite limited. In terms of retail trade, only about 20 establishments exist in the Village Center. Of these businesses, only one-half have a payroll, thereby indicating the shop employs more than just the owner.⁵ In 1972, most of the establishments which existed were sole proprietorships.⁶ There were about 50 business and professional establishments⁷ located in the Village commercial area in 1977.

Due to the availability of abundant commercial facilities surrounding the Village, residents of Franklin do most of their shopping and entertaining-beyond the limits of the Village. This is a strong indicator that the area's residents are interested in keeping the Village as free of external influences as possible. However, most businesses in Franklin's Center do not own the buildings in which they are located and many buildings are owned by outsiders. These businesses rely on outsiders for as much as 80% of their clientele.

Tax Base

Currently, cities and municipalities in Michigan rely primarily on taxes levied on real and personal property for revenue. Moneys which are collected as a result of taxing policies are then used to provide public services which are in demand by the communities' residents. Usually the bulk of an area's tax dollars come from industrial and commercial enterprises. Residential taxes, by comparison, are generally substantial but tend to supplement the larger tax dollar received from business.

In the case of Franklin Village, these relationships do not hold. There is no industry in the Village; and commercial and office development is limited. Due largely to the lack of suitable building sites, these land use conditions are not likely to change. The Village, then has relied and will continue to rely on a tax base founded on residential properties.

In order to maintain pace with increasing costs and greater demand for facilities in the Village, the rise in state equalized valuation on real and personal property has been substantial over the years. Of course, home owners have been called upon to absorb a high percentage of the increased valuations. Since 1969, state equalized valuation (SEV) of real and personal property has increased for Franklin as follows in Table 6:

⁵ Oakland County Planning Commission, Profile, November, 1974

⁶ 1972 Census of Selected Service Industries, Area Statistics

⁷ Franklin Village Records

Table 6
Franklin Village State Equalized Value of Real and Personal Property

<u>Fiscal Year</u>	<u>S. E. V.</u>
1969	\$18,007,215
1977	35,049,146 ⁸
1984	\$73,682,400
1996	\$155,596,270 ⁹

Reportedly, the state equalized valuation of real and personal property was just short of \$11,000,000 in 1960. Since that time to 1997, the Village's valuation has increased by a factor of over eleven. By way of comparison, Oakland County's state equalized valuation has increased by a factor of 4.6 for the period of 1981 to 1996. The comparison is significant when development activity in the two areas is considered. In the early 70's, considerable housing and commercial development has occurred in the County, while development in Franklin Village has been far less pronounced.¹⁰ Hence, the rising rate of valuation in the County is largely the result of new construction, whereas Southfield Township has been forced to value existing structures in the Village at increasingly higher rates. The tax burden current residents in the Village have been facing is clear.

It is not likely Franklin Village will undergo a major land use transition for many years, if at all. The stability of the households, the general maturity of the families which are attracted to the Village, and correspondingly high incomes all suggest that a major change is unlikely. Presumably, then, current residential structures will continue to be reassessed at higher rates as the cost of living and demand for services increases.

Although Franklin Village can expect to rely on residential land uses for the bulk of its tax dollars, the Village's assessment rates compare favorably with neighboring municipalities. (See table 7)

8. Information obtained from Assessment Records, June, 1977.

9. Information Obtained From The Village Clerk's Office, January, 1997.

10 See development statistics found in Profile, Oakland County Planning Department, November, 1974, for supporting data.

Table 7
FRANKLIN VILLAGE ASSESSED VALUE RATES

Municipality	Total Homestead Taxes per \$1,000 of Assessed Value	Total Non- Homestead per Taxes \$1,000 of Assessed Value	Local Taxes per \$1,000 of Assessed Value
Franklin Village	36.3654	40.5954	7.9658
Beverly Hills	40.2750	44.5052	11.8756
Bingham Farms	35.7996 to 46.5236	40.0296 to 46.5236	7.4000
Birmingham	43.1044	47.3344	14.7048
Bloomfield Township	24.6605 to 35.6305	39.8605 to 46.8605	7.2309
Farmington Hills	43.9188	49.0296	15.6600
Southfield Township	28.9996 to 39.72360	33.2296 to 39.7236	0.6000
West Bloomfield	24.5606 to 35.5306	39.7606 to 43.5106	7.1310
Average	37.5200	43.0000	9.0700

Funding for improvements discussed in this plan will be sought from outside sources. However it is expected that Franklin residents will bear most of the financial responsibility.

Community Facilities

Since the original settlement of the Village in 1825, community facilities have been an important element in Franklin. A post office was the first facility to serve the Village and surrounding four townships at that time and has since been joined by schools, recreation areas, a library and police and fire facilities. These community facilities have been developed to serve local needs and should, therefore, be planned to provide continued service to Village residents in the future. Certain other services, such as medical and major professional services, can best be provided on a regional basis.

Table 8 lists community facilities and quasi-public facilities owned or believed to be owned by the village. It will be important for the Village to update its records to establish ownership of all Village properties.

TABLE 8
FRANKLIN COMMUNITY FACILITIES AND OPEN SPACES IN 1996
PLEASE NOTE - ALL SIZES ARE ROUGH ESTIMATES

PUBLICLY OWNED FACILITIES	LOCATION	SIZE
BROUGHTON HOUSE (VILLAGE HALL & POLICE FACILITY)	32325 FRANKLIN ROAD	FIRST FLOOR 1700 SQ. FT.
FRANKLIN LIBRARY	32455 FRANKLIN ROAD	1600 SQ. FT.
PUBLICLY OWNED AND POSSIBLY PUBLIC OWNED LAND		
VILLAGE GREEN	32455 FRANKLIN ROAD	240 FEET BY 225 FEET (54000 SQ. FT.)
BROUGHTON HOUSE LAND	32455 FRANKLIN ROAD	IRREGULAR SHAPE 130 BY 285 FEET BEING SURVEYED
LOT	ON BOWDEN	81 FOOT RIVER FRONTAGE
PARK	WELLINGTON	IRREGULAR SHAPE 250 BY 210 FEET
PARK	IRVING	IRREGULAR SHAPE 600 BY 160 FEET
PARK	CIRCLE ON SERVICE DR. BETWEEN. CRESTWOOD & WOODSIDE	140 FOOT DIAMETER
TRAFFIC ISLAND	BY BAFFIN	TRIANGLE SHAPE 172' BY 207' BY 200'
TRAFFIC ISLAND	ON CAPTAIN'S LANE	TRIANGLE SHAPE 150' BY 125' BY 125'
TRAFFIC ISLAND	ON IRVING	TRIANGLE SHAPE 106' BY 86' BY 112'
QUASI PUBLIC FACILITIES		
CEMETERY	FRANKLIN AT SCENIC	442 BY 366 FEET PLUS LAND PURCHASED
FIRE HOUSE	32707 FRANKLIN RD.	50 BY 125 FOOT LOT

**PROPERTIES IDENTIFIED BY THE FACILITIES AND OPEN SPACE COMMITTEE
AS POSSIBLY BEING OWNED BY THE VILLAGE**

PLEASE NOTE: THE COMMITTEE HAS NOT CONFIRMED OWNERSHIP

**PROPERTIES IDENTIFIED IN TAX RECORDS AS BEING OWNED BY FRANKLIN
VILLAGE**

TRAFFIC ISLAND ON CAPTAIN'S LANE	SIDWELL # 24-06-128-001
SHOWN ON PLAT MAPS AS TRAFFIC ISLAND AT THE NORTHEAST CORNER OF WELLINGTON AND IRVING, BUT ONE PART OF ROAD NEVER DEVELOPED.	SIDWELL # 24-06-179-001
VILLAGE GREEN	SIDWELL # 24-06-253-024
LAND ON SOUTH SIDE OF IRVING BETWEEN BALL FIELDS AND WELLINGTON	SIDWELL # 24-06-255-001
LAND WITH BROUGHTON HOUSE AND PART OF WHAT HAS BEEN CONSIDERED FCA PROPERTY	SIDWELL # 24-06-257-020
LAND BETWEEN BROUGHTON HOUSE AND THE CEMETERY AND PART OF WHAT HAS BEEN CONSIDERED FCA PROPERTY	SIDWELL # 24-06-257-021
LAND ON BOWDEN DONATED BY MADON GREEN	SIDWELL # 24-06-279-002

PROPERTY WITH OWNER LISTED AS "UNKNOWN"

IDENTIFIED ON PLAT MAPS AS "PARK". LOCATED ON EAST SIDE OF WELLINGTON NORTH OF 13 MILE	SIDWELL # 24-06-352-006
--	-------------------------

PROPERTIES NOT LISTED IN THE TAX ROLLS, POSSIBLY OWNED BY VILLAGE

IDENTIFIED ON PLAT MAPS AS 'PARK'	SIDWELL # 24-06-376-006
IDENTIFIED ON PLAT MAPS AS 'PARK'	SIDWELL # 24-06-377-001

Schools

Franklin Village is included within the Birmingham School District which serves communities in the surrounding area. Public schools that are primarily used by children of Franklin residents include the West Maple Elementary School located at Maple Road and Inkster Road, Berkshire Middle School located at Fourteen Mile Road and Lasher and Wylie E. Groves Senior High School located on Thirteen Mile Road. The adequacy of these facilities can best be evaluated when compared to the following standards:

Elementary School

- One mile maximum walking distance
- 400-700 student capacity
- Five acre minimum size and one acre/100 pupils

Junior High School

- One and one-half mile maximum walking distance
- 800-1,200 student capacity
- 15 acre minimum size and one acre/100 pupils

Senior High School

- One and one-half mile maximum walking distance
- 2,000-2,100 optimum student capacity - maximum capacity 2,400
- 25 acre minimum size and one acre/100 pupils

With the closing of the Franklin School, there is no longer an elementary school within the Village. Children are bused to West Maple Elementary School. Based upon these guidelines and the standards of the Birmingham School District, the public schools serving Franklin residents have sufficient capacity to serve the Village needs and to meet the standards of the National Education Association, the American Public Health Association, and the National Council on Schoolhouse Construction. However, young children no longer have the opportunity to walk to school from any locations within the village.

Recreation

Both local and regional recreation facilities are available for use by the residents of Franklin Village. Local recreation facilities include playfields, and the Village Green. Regional facilities which are convenient to the Village include Pontiac Lake Recreation Area, Highland Recreation Area, Marshbank Metropolitan Park and Kensington Metropolitan Park. In addition to these public facilities, various private opportunities like the Franklin Racquet Club are available for use.

Although the regional facilities within a 15 mile service radius of Franklin easily provide for the major recreation needs of the Village, a need for local recreation facilities and areas can be identified. Approximately five acres of local recreation area, including playgrounds, neighborhood parks and playfields, should be provided for a population of 1,000 people. Based upon these standards, approximately 15 acres of local recreation

area should be provided within the Village. Approximately 6 acres are currently provided by Franklin Community Association land and the Village Green.

According to the futuring town meeting held in January 1996, residents cherish the little open space and recreational area that the Village enjoys. While residents seem to understand that there are no large open spaces available within the Village to develop as recreational space, many residents did want to have paths for biking and walking or horseback riding.

Library

The Franklin Library is owned by the public, supported by taxes, and administered by an elected Board of Trustees. It has approximately 14,400 volumes. The Library has been expanded into space formerly occupied by the Village offices, and today has more reference and study area for students, children and adults.

Water Supply and Waste Disposal

Franklin Village historically has relied on its natural resources to provide potable water supplies and dispose of its wastes. Village residents are served by private individual wells and public sewers. Many homes are still on septic systems. As the Village experiences land use changes, two planning factors that affect natural resources have become important.

First, the ability of geologic aquifers to provide potable water supplies to the community is dependent upon the limitations of the aquifer and the existence of any land uses or activities that may affect the quality and quantity of groundwater. If groundwater supplies were depleted or rendered non-potable because of pollution, the introduction of a public system that treats and distributes potable water to local residents may become a necessity.

Presently, most Village residents rely on private individual wells to provide domestic water supplies. These groundwater supplies are adequate. However, the quality and quantity of groundwater supplies will vary with the location of the well and the source of groundwater. Sources of groundwater in Franklin include the geologic overburden, as well as the bedrock formations. The capabilities of these water supply sources are identified in the groundwater hydrology section.

Public supplies of domestic water are also readily available through the Southeastern Oakland County Water Authority. The Authority currently provides water to a service area that includes Southfield Township. It is, therefore, obligated to provide water supplies to both Franklin Village and Bingham Farms.

Presently, the Detroit Metropolitan Water Authority has constructed a 60 inch main in Inkster Road between Eight Mile Road and Fourteen Mile Road, and the Southeastern Oakland County Water Authority has extended a 30 inch main along Twelve Mile Road from Inkster Road to Telegraph Road and a main along 14 Mile Road through Franklin.

According to the authority, Franklin Village could easily be served by the proposed network facilities. If it is decided, a public water supply is available.

Second, the ability of soil layers to treat and filter domestic wastes is dependent upon the septic suitability of a given area and soil type. Whenever the soil characteristics of an area are incapable of accommodating septic wastes or whenever the proposed land use will exceed the septic capabilities of the land area, sewer systems are traditionally constructed to collect the wastes. They are then transported to a treatment plant. Because of failing septic systems, Franklin connected to the Oakland County sewer system beginning in 1993.

Circulation

The existing transportation system throughout Oakland County consists of interstate freeways, major highways and county mile roads. The primary purpose of this system is to create a high speed arterial network for vehicular transportation. The network is closely associated with the location of major traffic generators throughout the County.

In order to classify the intended use and service of these routes, the County has established a functional classification system that identifies roads as either arterial, collector, or local access routes. According to this classification, Franklin Village is served by a transportation network composed of two statewide arterial corridors and a series of local arterial highways.

The major roads which serve Franklin are classified as follows:

Telegraph Road	Statewide Arterial
Northwestern Highway	Statewide Arterial
Fourteen Mile Road	Local Arterial
Thirteen Mile Road	Local Arterial
Inkster Road	Local Arterial
Franklin Road	Collector Road

Street Definitions

These three street types - statewide arterials, local arterials and collectors - have characteristics which distinguish them from one another. These street types and definitions are consistent with Oakland County's Master Right-of-Way Program. The Traffic Calming Advisory Committee has prepared a map showing existing right-of-way width for all streets and roads in the Village.

Table 9 presents traffic volume data for the major roads and intersections within Franklin village:

Table 9: Franklin Village Traffic Counts

Location	Average Daily Volume
Telegraph Road	
At Thirteen Mile Road	106,000
At Fourteen Mile Road	87,000
Thirteen Mile Road	
At Nottingham	14,400
At Crestwood	13,000
Fourteen Mile Road	
At Romsey	5,300
At Brandingham & Captain's Lane	8,500
Franklin Road	
At Greenbriar	4,800
Intersection with Thirteen Mile Road	27,000
At Scenic Highway	9,500
Intersection with Fourteen Mile Road	12,000
Inkster Road	
Intersection with Northwestern Highway	75,000
Intersection with Thirteen Mile Road	21,000
Intersection with Scenic Highway	8,600
Intersection with Fourteen Mile Road	9,000

Average Daily Volume is in cars per day.

Source: Traffic Improvement Association of Oakland County

Data is from 1991 to 1995

Northwestern Highway

This multi-lane divided highway slices along the southwestern boundary of the Village to Twelve Mile Road and then continues as the Lodge Freeway into Southfield and Detroit. The highway is important to Franklin residents because of the accessibility and entry to the Village provided at Franklin Road. However, the highway is also important to area residents as the link to Interstate 696 and the northern boundary of land proposed for intensive development.

Northwestern Highway currently exists as a **limited access thoroughfare** with a **right-of-way of 204 feet** and primary intersections at both Franklin Road and Inkster Road. According to SEMCOG, the highway accommodates regional traffic volumes destined toward Southfield and Detroit.

The Michigan Department of State Highways and Transportation and the Oakland County Road Commission have discussed widening Northwestern Highway to six lanes. However, these plans have been dropped because improved traffic flow for this segment does not lead to a comparable network at the end. These changes will reduce the traffic problems in the area but will have significant negative impact on Franklin caused by the higher traffic volumes that Franklin Road can expect to receive. Other changes at the intersection with Franklin Road have been discussed and are included in the City of Southfield Master Plan.

Fourteen Mile Road

This road is classified as a local arterial highway by the Road Commission and, therefore, has a **proposed right-of-way of 120 feet**. The current right-of-way varies from 66 to 120 feet in width. Signalized intersections have been constructed at Telegraph Road, Franklin Road and Inkster Road in order to control traffic speeds and congestion.

Thirteen Mile Road

Thirteen Mile Road will continue to accommodate local trips of moderate length and of an east or west destination. However, with the improvement of Twelve Mile and Fifteen Mile Roads as regional east-west arterial roads, **Thirteen Mile Road should be retained as a local artery.**

The character of the roadway and the function it serves by bisecting the Village should be carefully evaluated before any improvements to the roadway are recommended. Restoring the rural character along the roadside will be important.

Inkster Road

Inkster Road forms the western boundary of the Village and exists as a local arterial roadway. The road serves **low to moderate traffic volumes** that are primarily generated by land uses along the roadway.

Although Inkster Road presently serves low traffic volumes from Northwestern Highway, it can be expected that any improvements to the roadway, such as paving or widening, will increase traffic volumes along the road and traffic congestion at the intersection of Inkster and Thirteen Mile Road.

Franklin Road

Franklin Road is a **collector road having two lanes** that forms the spine of the Village Center. It is also an important element in defining the character of the Historic District. The road varies in both right-of-way and pavement widths along its route, and parking is provided along certain portions of the roadway within the Village Center. The roadway has become an **important local route** that is primarily used by residents of Franklin Village and West Bloomfield Township and the major traffic generators in these communities.

To Franklin Village residents, both the character of Franklin Road and its ability to accommodate traffic and parking are important concerns. Signalized traffic controls

have been located at Thirteen Mile Road, Scenic Highway, and Fourteen Mile Road. Nevertheless, residents have complained about excessive traffic speeds along Franklin Road since the early 70's.

The Village should continue to monitor and evaluate the traffic volumes along Franklin Road in order to identify the impact that local land use changes will have on the volume of peak hour traffic generated and to reduce traffic volumes, if necessary, for the public health, safety and welfare. See additional recommendations in the Traffic Calming Master Plan Update.

Natural Context

The natural context refers to those ecological systems that describe the physical and biological character of an area. Geology, physiography, hydrology, vegetation and soil characteristics are all important factors in Franklin Village, and each plays an important role in both the visual character of the Village and the quality of life available to the community. It is important to understand that these factors exist in relation to each other and, in combination, affect the overall capacity of the environment to accommodate development and change.

Over ninety percent of the Village residents responding to the 1976 attitude survey agree that there are significant natural areas and environments remaining in Franklin that should be preserved. The purpose of this section is to identify those natural resources and features that should be recognized as valuable assets to the quality of life in Franklin. Since 1976, a variety of local ordinances have been adopted to protect these resources and natural features. These include controls over: floodplains, wetlands, and natural features.

Physiography

Franklin Village is characterized by a sharply contrasting topography which reflects the effects of the Wisconsin glacial period. The western and northern portion of the Village is a rolling, often rugged morainic upland, while the eastern and southern portion is predominantly a level lake and till plain.

As Map 13 shows, elevations range from over 850 feet above sea level in the morainic zone to about 700 feet above sea level on the plain. Except for some subtle rises associated with former beach lines, relief on the plain is virtually unnoticeable. Within the upland, however, relief of as much as 100 feet is common, resulting in numerous steep slopes generally ranging from twenty to forty percent. Considerable relief also exists where the Franklin River abuts morainic ridges.

Geology

The surface geology of the Franklin Village area is entirely of Wisconsin glacial origin. Glacial ice covered the region as recently as 13,000 years ago and waters of the Maumee and Whittlesey glacial lakes occupied parts of the region even more recently. As shown on Map 14, Surface Geology Franklin Village straddles the boundary zone between the Inner Defiance morainic upland and the Maumee Whittlesey lake plain.

The Village thus contains a varied assortment of glacial landforms and an even greater assortment of glacial deposits.

The till or unsorted glacial drift material varies from a thickness of about 250 feet in the northwest section of the Village to about 180 feet near the boundary with the lake plain. The fill generally consists of poorly sorted gravels, sands and clays. Pockets of well-drained sands and gravels are intermixed with lenses of poorly-drained clays.

Within the morainic zone, small basins were formed by large blocks of ice which broke off from the glacier, became buried and eventually melted leaving generally closed depressions or kettles. These kettles, in addition to being poorly-drained, tend to intercept the groundwater table.

The lake plain consists of well-sorted sandy and clayey sediments of 150 to 200 feet thickness. Most of the lake plain has a veneer of clay and sandy clays. As the lakes receded, bars and beach ridges remained to mark former shorelines. These features provide relief in the otherwise gentle plain, but more importantly, consist of well-drained sands and gravels.

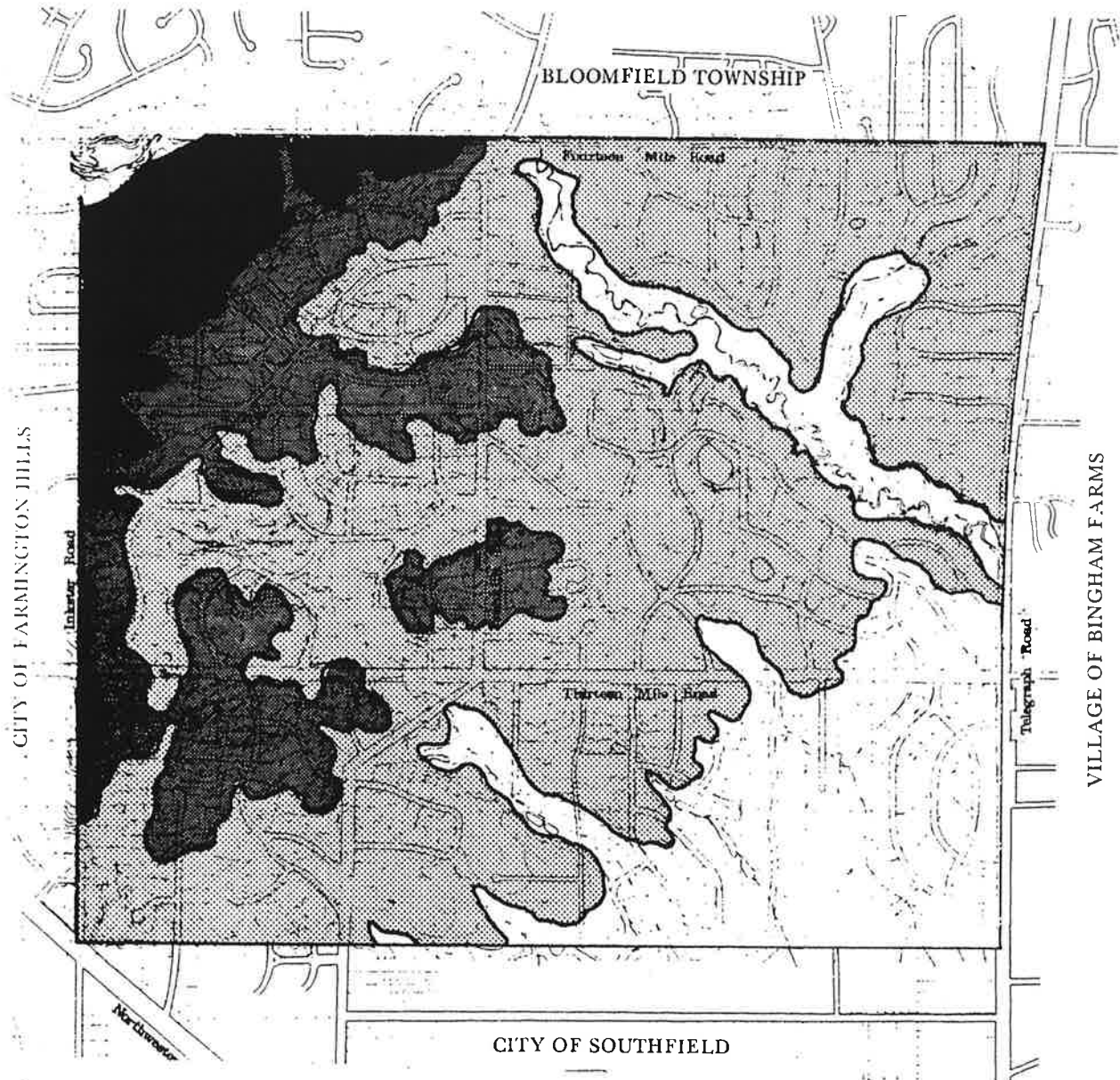
Before the glacial lakes inundated the area to the southeast, extensive deposits of till were laid down by the glacial ice. Although the till is clay rich, the usual range of unsorted gravels, sands, silts and clays can be found. These till deposits were then covered by the clay veneer of lacustrine origin. It is this mantling of clay deposits which is responsible for the poor soil percolation characteristics of the southeast area.

Three bedrock formations underlie the extensive glacial deposits of Franklin Village. These formations are sedimentary rocks of Mississippian age and are structurally part of the Michigan Basin. Thus, they dip gently to the northwest with the geologically younger formations being closer to the center of the basin.





Coldwater shale underlies the extreme northwest portion of the Village. It consists of about 625 feet of blue-gray shales with occasional lenses of sandstone, sandy shale or limestone. The Sunbury shale also underlies the northwest Village area. It consists of about 40 feet of hard, black to dark gray shale with thin beds of dolomite, gray sandstone or sandy shales. Both the Coldwater and Sunbury groups are members of the Marshall formation which is the most consistently reliable source of water among the formations in the region.

Most of the Village is underlain by the approximately 140 feet thick Berea formation. It consists of fine to medium grained, light-gray sandstones with some scattered shale lenses. This sandstone basically has a low permeability and is, thus, not a good source for large water supplies. In many places it will yield sufficient water for small domestic supplies. The bedrock formations are not known to outcrop anywhere in Franklin Village. Therefore, they do not present any significant environmental problems or opportunities for the Village.

Map 13 GENERAL RELIEF



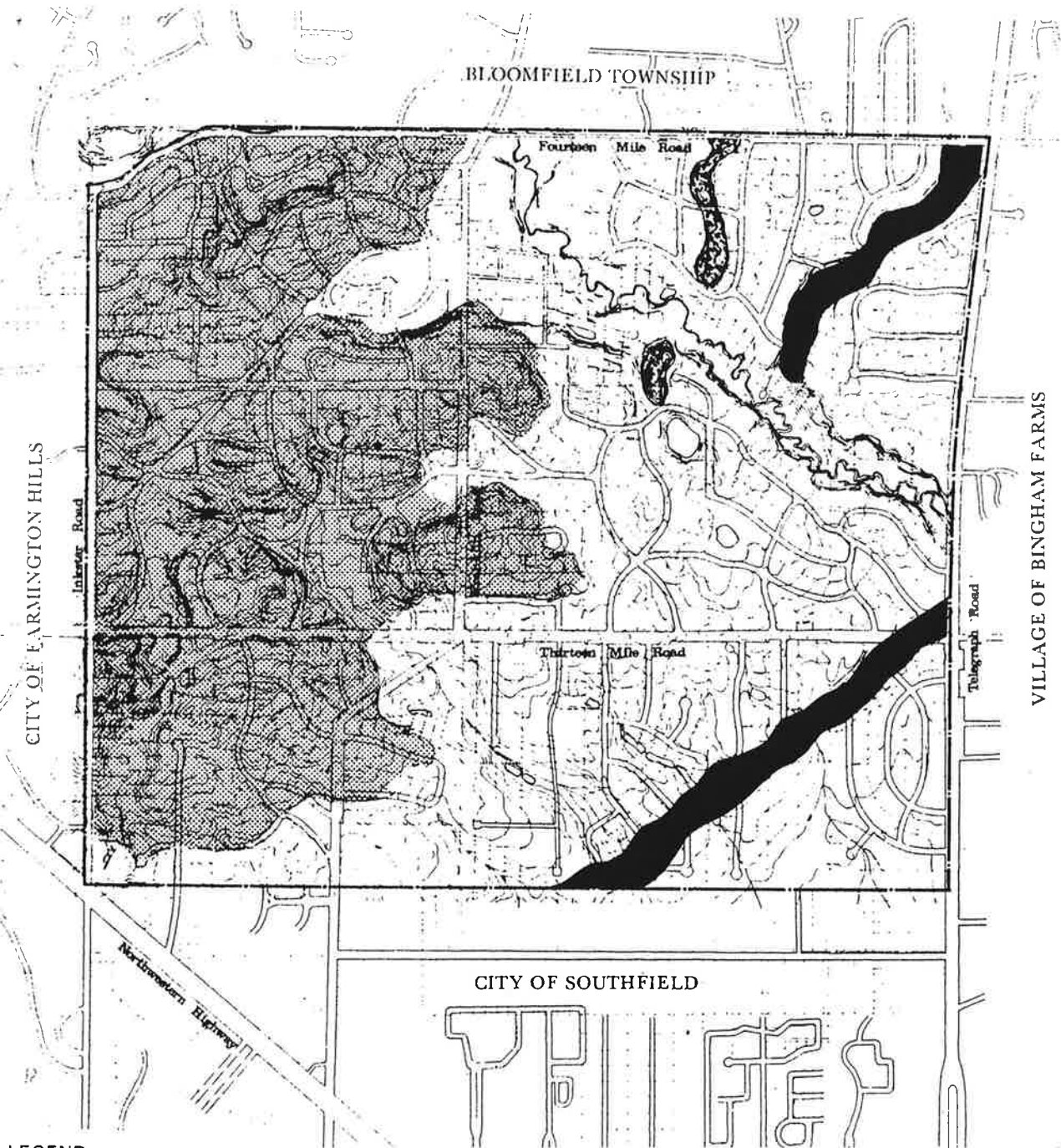
LEGEND

Feet above sea level	
	700-750 feet
	750-800 feet
	800-850 feet
	850-900 feet







 Johnson Johnson & Roy, inc. 1978

Map 14 SURFACE GEOLOGY



LEGEND

-  Beach ridges
-  Eskers
(glacio fluvial deposit)
-  Inner defiance moraine
-  Lake plain

0 800 1600 3200
scale in feet

 Johnson Johnson & Roy/inc. 1978

Hydrology

The major surface hydrologic feature of Franklin Village is the Franklin River branch of the River Rouge. Most of the drainage basin of the stream is in Bloomfield and West Bloomfield Townships, and its headwaters are near the community of Orchard Lake. The stream enters the River Rouge about two miles below the Village limits.

Although most of the Franklin River watershed is urban or urbanizing, the River and its floodplain retain a highly natural character. Three factors - the absence of sewage treatment plants, the close relationship of wetland and lakes to the River, and the basically undisturbed nature of the floodplain - are largely responsible for this condition. Within the Village itself, the River and its floodplain constitute a locally unsurpassed natural system.

Field surveys of the Franklin River were conducted by JJR in order to determine flooding and floodplain characteristics. Evidence ranging from sediment deposition to botanical indicators were utilized to assess flooding. In addition, the 1947 flood of record as adjusted to 1964 watershed conditions by the US Corps of Engineers was plotted to demark the Franklin River floodplain. The floodplain is shown on Map 3, Hydrology. The flood used to delimit the floodplain boundary has an approximate recurrence interval of 70 years or about 1.5 percent chance of occurring in any given year.

The Franklin River floodplain through the Village is generally topographically confined by steep valley walls. Floods of a much larger magnitude than that of the mapped flood would be contained within these valley walls. Development has encroached on the floodplain in only one area within the Village.

Urban influences on the River and its floodplain can be expected to increase as upstream watershed development continues. Routing of large stormwater sewers to the River will accelerate this trend even further.

Field evidence suggests that minor-to-moderate flooding with a rise in the River of about five feet occurs frequently and that such flooding is more common than in the past. With further urbanization and structuring of county drains, such as the Edwards Drain, these more common flood peaks will continue to increase. These large flows will accelerate the erosion of the valley walls and as sediment loads are reduced following development, the stream will entrench its channel.

Several stream systems also drain Franklin Village. Most are small and several have been impounded to create ponds. Others flow through Village wetlands. All of the streams have the capacity to flood, but floodplains on such small streams are difficult to determine. Additional development will increase the flows of these streams and the importance of their floodplains. Their environmental quality also depends on the maintenance of natural channels and floodplains.

There are numerous ways to evaluate and rank the importance of stream and creek systems. Among these methods are those which rank streams by the number of tributaries or the drainage area for each stream segment. Map 3, Hydrology indicates a ranking of the streams according to the following measures:

- Flow Characteristics - Steady or not - perennial.
- Status of Water Quality based on a visual evaluation.
- Quality of Vegetation along channel banks and floodplain.
- Overall Natural Character or quality of the stream channel.

The hydrology indicates a rough dimension on either side of the thread (or center) of the stream to approximate a rough floodplain.

The various wetlands of Franklin Village are also delineated on the Hydrology Map. In addition to the impoundments on the small creeks, some of the kettle depressions contain sloughs. Other areas in the lake plain zone have groundwater tables at or near the surface through most of the year and could be classified as swamps. The relative significance of these wetlands based on natural quality and importance to other natural systems, such as stream flow, is illustrated on the environmental constraints map (Map 15).

In many parts of the lake plain section of the Village, poor drainage results from the impermeable nature of the soils. Impermeable clay lenses at depth form perched or higher than usual groundwater tables throughout much of this section. Map 16, Soil and Site Criteria, details unexpected groundwater conditions for each of these soil types,

The high groundwater situation can be serious because it leads to failing septic tanks, contamination of groundwater, basement problems and excessive frost cracking. Soil conditions or percolation tests which seem suitable for septic installation in some years or seasons are totally unsuitable in other years or seasons as the groundwater table varies to reflect antecedent precipitation. Thus, very careful site and near-site investigations need to be undertaken before any development is permitted in these high groundwater areas. These zones are generalized on Map 16, Soil and Site Criteria.

Private individual wells provide the domestic water supply in the Village. Most of the wells in the northwest sector of the Village tap the till deposits of the Inner Defiance moraine at a median depth of 120 feet. Production from these wells averages 30 gallons per minute which is adequate for domestic purposes. However, the yields are variable given the highly diverse sand-clay-gravel character of glacial till.

In the lake plain section of the Village, wells are generally less than 100 feet deep and yield an average 20 gallons per minute, although the yield may vary considerably from place to place. The lower yields of this section are largely attributable to the silt and clay deposits of the lake plain. These deposits have very low permeability and, as such, are incapable of providing large quantities of water.

ENVIRONMENTAL CONSTRAINTS MAP

Map 15

LEGEND

STREAMS

- S-1 Most Important
- S-2 Secondary Importance
- S-3 Less Important
- Franklin River Flood Plain Zone

WATER BODIES

- Significant Pond or Lake
- Small Pond
- Wetland/Marsh/Swamp

VEGETATION

Mature Woods

- V-1a Oak/Hickory
- V-1b Flood Plain/Lowland
- V-1c Mixed Upland

Plantings

- V-2a Orchards
- V-2b Conifer Plantations
- V-3a Brush

PRESERVATION/CONSERVATION

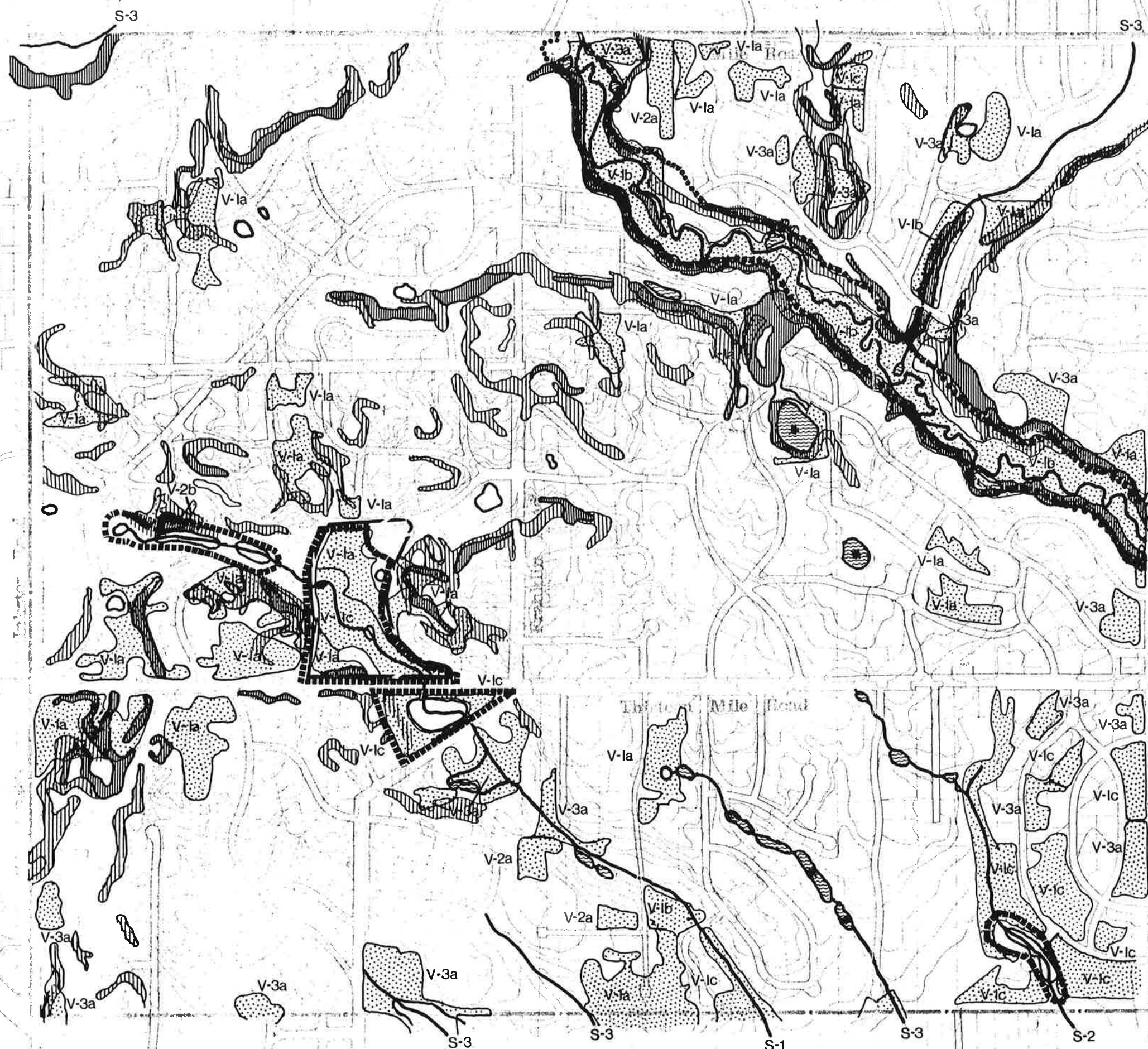
- Priority Conservation Area

GRADING CONDITIONS

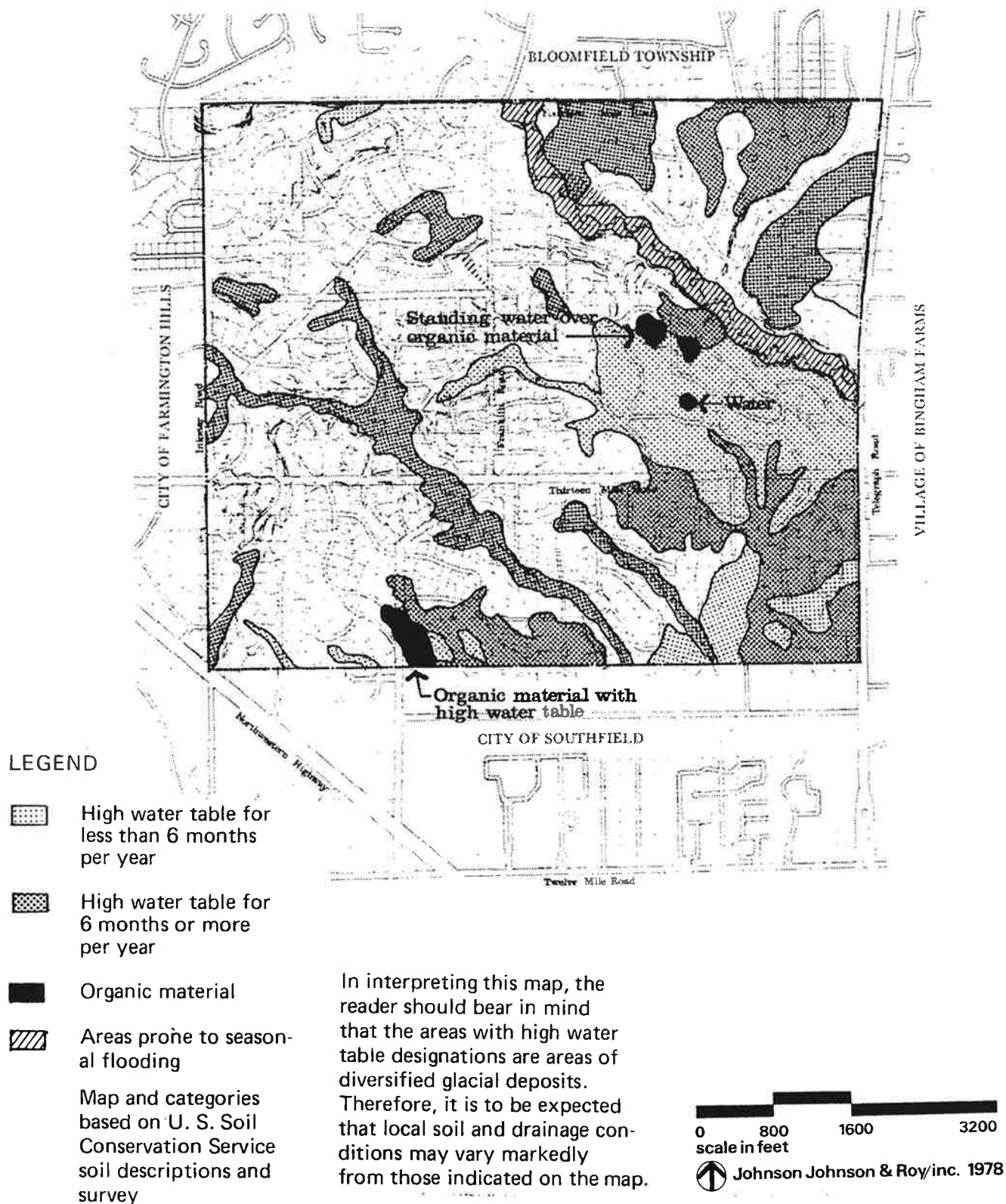
- Slope of 24% and greater
- Slope 12-24%

In interpreting this map, the reader should bear in mind that the areas with high water table designations are areas of diversified glacial deposits. Therefore, it is to be expected that local soil and drainage conditions may vary markedly from those indicated on the map.

0 400 800 1600



Map 16 **SOIL AND SITE CRITERIA** **FOR WASTEWATER DISPOSAL**



The bedrock formations underlying the Village are for the most part, relatively poor sources of water. The only constantly reliable source of bedrock groundwater is from the Sunbury shale member of the Marshall Formation in the extreme northwest section of the Village. Wells into this formation are at a depth of over 20 feet and generally yield about 25 gallons per minute. The remaining bedrock wells in the Village produce low yields, in part, due to the large impermeable hardpan layer in the Berea Formation.

Thus, the groundwater sources of Franklin Village provide a generally sufficient supply for domestic uses. However, successful wells are highly variable in yields and location, thereby requiring test drilling.

The mineral content of the groundwater tends to be high. High iron and chloride levels make the water hard to very hard. This condition does not vary significantly with depth or geologic material. The high chloride levels are due to natural conditions rather than groundwater pollution.

Vegetation

Most of the natural vegetation of Franklin Village has been severely disturbed by residential development. Clearing in the mid-1990's removed large stands of mature trees. Scattered areas of significant natural vegetation remain. They have been mapped according to major structural units and community vegetation types as of 1976 and are shown on Map 15, environmental constraints and Map 17, Vegetation.

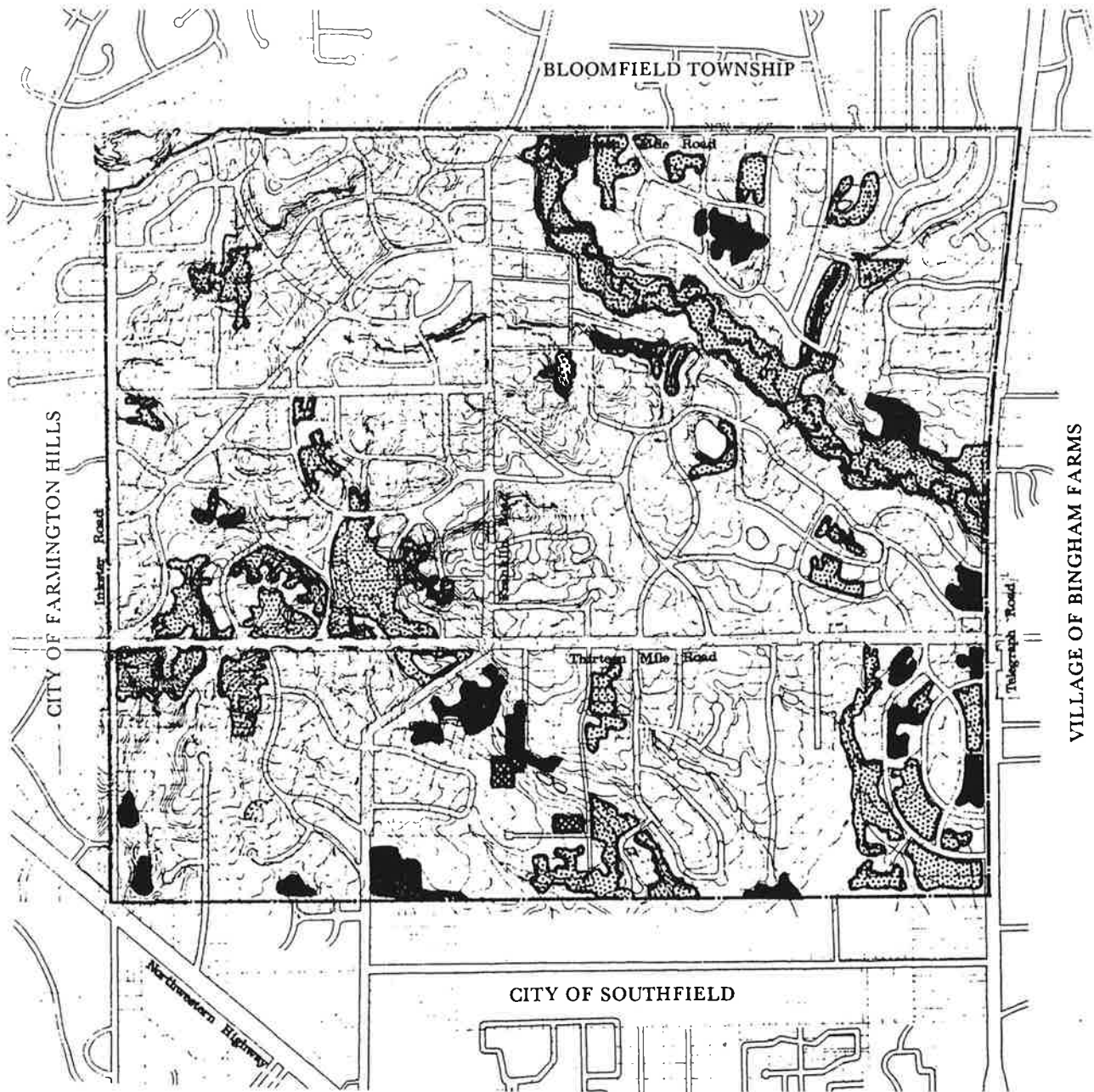
The structural units of natural vegetation include mature woods, plantations, brush and wetland groups. The mature woods, although second growth, represent the once nearly continuous forest cover of Southeast Michigan. They tend to be concentrated in three zones, all of which reflect severe development constraints. The first zone consists of the floodplain areas of the Franklin River and several major drainages. The very steep slopes of the morainic western part of the Village make up the second zone, while the high groundwater table areas of the southeast lake plain constitute the third zone. Brush and wetland groups are scattered throughout the Village.

Community--type delineations have been based on species composition where sufficient information was available. Typically, two types dominate: oak-hickory communities in the upland morainic areas and floodplain communities alternately dominated by basswood, elm, red maple and green ash in stream valleys and lowland areas.




Since soil moisture variations largely determine species dominance, some wooded zones vary markedly in their composition over very short distances. A community type determination in these areas is difficult to make, and we have consequently mapped these areas as mixed communities.

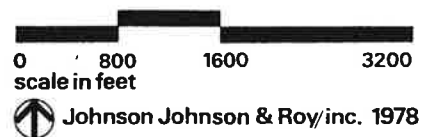
The brush cover types typically consist of invasions of old fields by seedlings from nearby woodlots or legacies from previous agricultural use. Depending on drainage

Map 17 VEGETATION



LEGEND

-  Mature woods
-  Plantings
-  Brush-scrub



characteristics, their species dominance ranges from hawthorn and cherry on drier sites to willow and cottonwood on wetter sites. Variations within the wetland vegetation types reflect the depth and duration of standing water. The cattail and reed marshes have the greatest depth and duration of standing water. Swampy areas covered by dogwood, willow, cottonwood, and alder are typically covered by water in the spring but have a relatively high groundwater table throughout the year.

Much of the natural vegetation in the Village was in areas which should have been reserved from development for reasons such as floodplain or wetland preservation and to protect Franklin's rural character. Some of the areas that were quite developable have been developed. Efforts should be made in those areas to protect remaining existing vegetation. Thus, we have ranked areas on the Environmental Constraints Map (Map 15) according to their relative significance and preservation potential.

While much of the vegetation that plays an important role in Franklin's rural character is natural, much is also ornamental, planted in yards following house building. This urban forest stand is reaching maturity and needs to be inter planted with new trees. The vegetation map, Map 1 in the Vegetation Management Report identifies ornamental vegetation types.

The Vegetation Management Report also provides recommendations on how to protect Franklin's rural character through vegetation management.

Soils

Most soils in the Franklin Village area are derived from the parent glacial deposits and from the lacustrine sediments of the glacial lakes. Sands and loamy sands predominate in the morainic northwest portion of the Village, whereas silts and silt loams predominate in the southeast lake plain. Muck soils are found in poorly drained lowlands. The floodplain of the Franklin River is generally comprised of alluvial soils, which are compositionally diverse.

A soil survey of the Village was conducted by the US Department of Agriculture, Soil Conservation Service. The soil map (Map 18) is based on this survey. As shown, most of the Village, particularly to the north and west is dominated by the Arkport loamy fine sand. Except on steep slopes, this soil has few to no limitations for septic fields or building development.

The Blount and Pewamo silt loams predominate in the east and southeast areas. These soils tend to be poorly drained having slow percolation rates and high groundwater tables. Thus, they tend to pose severe limitations for conventional septic tank systems and building development. Other silt loams in the southeast area, such as the Sisson, have no serious limitations for development, whereas some of the loamy sands in the northwest pose septic limitations because of excessively rapid percolation.

Since an appreciable area of Franklin Village is characterized by steep slopes, often up to forty percent, the potential exists for serious soil erosion. Although the sandy soils of

the morainic area tend to be the most erodible, all soil types in steep slopes may undergo serious erosion if devegetated. Moreover, soils which are inclined in slopes of twenty-four percent or more have limited utility as private septic drain field sites.

The various soil types are illustrated on the Soil Map (Map 18). The above remarks on the suitability of soil for septic drainage are based on the Soil Conservation Service (SCS) study. Although the SCS evaluation is extremely valuable from a planning standpoint, it is necessary to point out that it is based solely on the suitability of soil for a conventional septic system. This disposal system relies on the soil to absorb and treat the water fed to it via the septic tank and the drain tiles. In recent years, however, other types of site disposal systems have been put into use. Many of these are variations on the conventional system with special features designed to overcome a soil or site limitation. For example, where slope is the problem, the drain field may be laid out in terraces. Or, where high water table is the problem, an earth mound may be used as a drain field. Each alternative system, however, requires that special consideration be given to design, siting and maintenance. Moreover, each alternative is more expensive to install and maintain than the conventional system. Future homes on currently undeveloped property in Franklin will all be required to tap into the public sewer system, no new septic systems will be permitted.

Historic Context

With the gradually receding glacier of 12,000 years ago came the first appearance of nomadic man in the Franklin area following the trails of mammoths and mastodons. Oakland County's hundreds of lakes, surrounded by extensive bogs, helped capture the animals. The large cumbersome creatures became trapped in the soft ground trying to reach the water, and in this vulnerable state became an even match for the hunter with his primitive weapons

As the ice receded northward, the mammals and the hunters followed. The fertile lands did not remain vacant long, for they soon became the home of a resourceful people - the Paleo Indian. A skillful hunter, he lived on the elk, deer and bear that flourished in the wake of the larger animals. Streams and lakes were fished and traversed in dugout canoes.

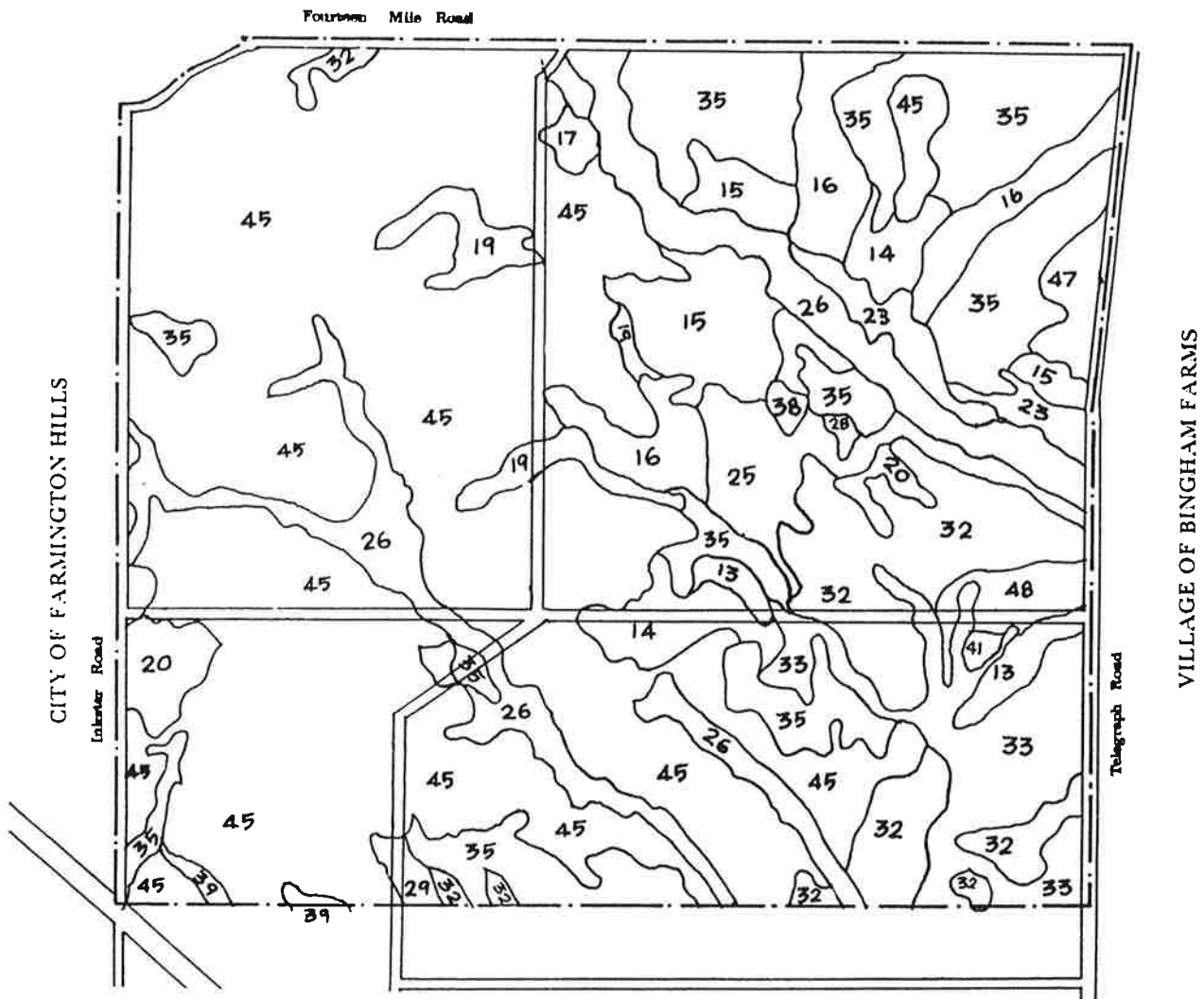
Other groups would drift periodically through the area. Remnants have been found of a Copper Culture and a Woodland Period, the latter noted for the introduction of pottery.

It was around 100 B.C. that the Hopewell Indians moved into this area of Southeastern Michigan. Named for an Ohio farmer on whose land their remains were first found, this group is known for extensive earthworks and burial mounds. Their society was the most complex to date and diversified for effectiveness.

They raised corn, squash, beans and possibly tobacco, developing and perfecting agricultural methods and implements. The extensive burial mounds were erected to commemorate the dead. To provide a variety of exotic materials to produce tomb gifts,

Map 18 SOILS

BLOOMFIELD TOWNSHIP



LEGEND

13	Oshtemo	loamy	sand	32	Blount	silt	loam
14	Oakville	loamy	sand	33	Pewamo	silt	loam
15	Spinks	loamy	sand	35	Dixboro	loamy	
16	Boyer	loamy	sand			fine	sand
17	Ceresco	loamy	sand	38	Napoleon	muck	
19	Sebewa	loam		39	Granby	fine	loam
20	Morley	silt	loam			sandy	
23	Sisson	silt	loam	41	Aquents		
25	Seward	loamy		45	Arkport	loamy	
		fine	sand			fine	sand
26	Sloan	silt	loam	47	Tedron	loamy	sand
28	Edwards	mucks		48	Tedron	loamy	sand-loamy
29	Adrian	muck			substratum		loamy

0 800 1600 3200
scale in feet



Johnson Johnson & Roy/inc. 1978

the Hopewells established far ranging trade routes. They obtained conch shells from the Gulf Coast, obsidian from the Rocky Mountains, copper from Upper Peninsula, and mica from the Appalachians. Highly skilled artisans, their talents are seen in carved pipe bowls, which take the form of humans and animals, and in cloth woven from the inner fibers of bark.

Around 700 A.D., the Hopewells vanished for reasons today unknown. Archaeologists speculate that their social system may have broken down under increased population, or perhaps that their affluence and wealth were overly tempting to less skilled, aggressive neighbors. At any rate, this high point in the area's Indian history was remembered by the Indian people encountered by the first white settlers, who recalled them as the wise "Old People".

The Hopewells' disappearance opened the way for many diverse groups, with the dominance of no single band. Tools were further developed, lands tilled, hunting and fishing, and pottery skills perfected. The tribes recognized no boundaries and frequent warfare broke out over lands or possessions.

Thus, by the time of the arrival of the French explorers and missionaries, Oakland County provided a home to many established tribes united only by the various dialects of the common Algonquin tongue. Tribes at one time living near Franklin included Hurons or Wyandotts, Potawatomi, Miami, Sauk, Chippewa or Ojibway and Fox. Although there were frequent skirmishes, the founding of Fort Pontchartrain in Detroit in 1701 united the Indians in fur trading.

This area had been crossed by the Indian for ages. With the opening of the fort, these trails became major arteries. The best known, the Saginaw Trail, became Woodward Avenue.

The Indian whose name is inextricably linked with Oakland County is the great Ottawa Chief, Pontiac. Although there is no documentary evidence that Pontiac was indeed ever in or traveled through this area, he is thought to have.

By one popular account, he is buried on Apple Island in Orchard Lake five miles to the northwest. Despite this lack of conclusive information, there is no doubt that the Indians supported, either actively or more tacitly, Pontiac's ill-fated siege of Detroit. Indian raids continued in this area through the Revolutionary War and the War of 1812 and further discouraged prospective settlers from the Michigan territory.

Formalized treaties with the territorial and state government pushed the Indian slowly north and westward. For a time there were three reservations in Oakland County: two on the south bank of the River Rouge in what is now Southfield, and the third on 145 acres on the shore of Orchard Lake, including Apple Island. The last of these was sold at government auction in 1827.

Thus, by the settling in Franklin of Dillucene Stoughton in 1824, all the Indian tribes that had once lived in Oakland County had been dispersed. Although small numbers remained, for all practical purposes, the Indian was gone and along with him his value and respect for the land and environment. Speaking some fifty years after settlement, but with a remembrance for the awe the first white settlers felt when they discovered that their fields had been tilled centuries previously, O. Poppleton gave an address before the Oakland County Pioneer Society.

"Oakland County is not barren of tradition and legendary events of deep interest to the historian and to her people. When the Jesuit fathers and French fur traders first visited this region of the county, and following them the very early pioneers, they found many evidences of a prior occupation in the tillage of the soil by unknown and extinct agriculturists of a very remote period. Many crude agricultural implements have been found in the clearing and tillage of the land and by excavations. Traditions were that corn, beans and other vegetables and grains were raised on aboriginal fields - that they sustained a numerous population, who were proficient in the arts of silver and copper ornaments, stone axes, hammers, mortars and pestles, flint arrow heads, graining and skinning knives, many of which have been found during early explorations of the missionaries and traders and since by the first settlements of the pioneers of the county."

Even today, artifacts of the Indian are found - often along the banks of the Franklin River.

Although Detroit had been a growing center for over a century, Oakland County and the area north were not rapidly settled. The major obstacle was an erroneous report filed by the Federal Surveyor General for the area which retarded immigration into the interior for many years. The surveyors, who ventured little past the southern swamps and bogs, took them as indicative of the entire territory. Their reports of Michigan and Oakland County characterized the land as "*. . . Low, wet, intermittent with bad marshes - uniformly covered from six inches to three feet (and more at times) with water ... Taking the county altogether so far as has been explored, it is so bad there would not be more than one acre out of a hundred, if there would be one out of a thousand, that would in any case admit of cultivation.*"

As can be readily seen, this report, which was the only information available to prospective settlers in the east, would not particularly be encouraging. Another important factor in settlement was the availability of transportation. Although steam vessels were known on Lake Erie since 1818, the trip overland from New York City to Buffalo was both lengthy and expensive. The main route west for settlers was the easily navigable Ohio River, miles south of Michigan. Oakland County's settlers, largely New Yorkers and the New Englanders, came with the completion of the Erie Canal. Begun in 1818 and finished in 1826, the canal was the major factor in Michigan's settlement. Thousands of hearty settlers by the 1830's would use this route to speed their journey westward.

Once begun, Oakland County's settlement continued at a phenomenal rate. The county was organized in 1820 with fewer than twenty families, but by the 1830 Federal census, there were 4,910, which number increased to 23,646 by 1840.

Following county organization, townships were platted. Southfield Township was among the earliest. Transactions in 1821 linked the Township with the educator John Monteith and the French merchant Peter Desnoyer. It is doubtful if either ever saw the property. Each purchased the land for speculation or investment.

Early History

The first settler in Southfield Township was John Daniels, who in 1824 purchased property in Section IV. Franklin Village, which lies in Sections V, VI, VII and VIII was settled later that same year

In 1824 Dillucena Stoughton purchased the east half of the northeast quarter of Section VI (the area roughly bounded by the present Fourteen Mile Road, Franklin Road and Scenic Road) and built a house the following year. Elijah Bullock joined Stoughton in 1825, purchasing the 240 acres west of Franklin Road between Fourteen Mile Road and the Cemetery. The clearing and establishing of a settlement took great effort, usually achieved through the cooperation of neighbors and family. Bullock arrived with four sons, and his son-in-law, George Gage. Stoughton was soon joined by his father, Amaziah Stoughton, Sr., and four brothers, William, Amaziah, Jr., Charles and James, who settled in the southwest corner of Section VI (present Thirteen Mile and Inkster Roads).

Dr. Ebenezer Raynale arrived in the Stoughton and Bullock Settlement (as it was then known) and established his medical practice early in 1828. He boarded initially with Dorus Morton, a relative. Raynale was born in Vermont and received his medical education in New York and Pennsylvania. He was the only physician among widely scattered homesteads. Raynale obtained the establishment of a Franklin Village post office in the winter of 1828, having himself named postmaster. Mail was distributed along with his calls on the sick.

The fledging community of 1828-29 contained nine families: Dillucena Stoughton, Elijah Bullock and George Gage, Dorus Morton, Samuel Babcock, Henry S. Smith, Richard Bignall, Ebenezer Raynale and Harvey Lee. The skills represented included Raynale as a doctor, a blacksmith, Smith; a carpenter joiner, Bignall; a mason and bricklayer, Morton, and a shoemaker, Lee.

Within a decade of the settlement of the Village, the roster of businesses included flour and feed mills, lumber mill, brick and tile yard, wagon shop and sleigh maker, cooperage, distillery and small factories or shops that produced soap, harnesses, shoes and boots.

Development Period

An important moment in Franklin's development was the prospect of a railroad. In 1830 a charter was granted to the Pontiac and Detroit Railroad Company, granting the right to build a line between those cities. This was the first charter in not only Michigan, but the entire Northwest Territory. Methods of construction and materials were not perfected, the terrain was difficult, and the tools primitive. The P & D went bankrupt and was reorganized in 1834 as the Detroit & Pontiac. The track from Detroit to Royal Oak took four years to lay. From there to Pontiac, two routes were proposed. One paralleled the Saginaw Trail northward through Birmingham, contending with the lowland and hills. An alternate route, it is thought, was proposed to go through Franklin to Orchard Lake and on to the county seat. In Franklin a lot was set aside for the proposed depot. Although Birmingham was much smaller than Franklin, the commissioner decided to construct the Birmingham route.

With the completion of the line, Birmingham prospered and grew at a tremendous rate. Franklin, bypassed by the rail line and removed from any major road, settled back into a contented, quiet existence.

1828 saw the erection of the first frame house in the village, that of Henry Smith, and the establishment of a school under the charge of Miss Sophia Gotie. In 1829, Dillucena Stoughton built a brick house, which was not only the first of its kind in the Township, but is reputed to be so for the county. The bricks made of Franklin River Clay came from Bigelow's kiln, less than a mile west in Farmington. The house was built by Morton, in exchange for property on which to build his own house. This bartering or trading of goods and services was characteristic of early settlements and settlers.

Improvements continued in the settlement, keeping pace with the increasing settlement. In about 1840 Dr. Raynale, now with an established practice, returned to Pennsylvania for a wife. Although his absence was only for 25 days, he found upon his return that forty families had come in and settled within four miles of Franklin.

Elijah Bullock built the first public house, a log structure, in 1830. The same year William Houston of New York opened the first Village store. Bullock countered with a store of his own the next year above his tavern.

Peter Van Every moved to Franklin from Detroit in 1837, purchasing Dorus Morton's property. Van Every constructed a grist mill on the river north of town. For a number of years, attempts at milling further upstream had failed, but Van Every's venture proved successful.

For a time this was the only grist mill in Oakland County where a farmer could sell wheat for cash money. Water was delivered by a long millrace from the upstream dam to a wooden undershot wheel. Along the south bank a wooden spillway was constructed. The wheel was replaced in the 1920's by James Flynn who installed a giant overshot waterwheel, which is still in seasonal use to grind and press apples for cider. Van

Every's other ventures included a distillery, on the east side of Franklin Road opposite the mill and a potashery.

By 1877 the size and composition of the Village had undergone very little change. At that time a church, schoolhouse, post office, temperance hotel, two flour mills, three general stores, a drug store, a hardware, tin shop, four blacksmiths and two wagonmakers were located in the Village. These businesses served the scattered farms around the Township. For other items, farmers and settlers journeyed to Pontiac, two hours away by horse and wagon.

Life in the Village had no reason to change until the advent of the automobile and the subsequent construction of improved highways. By 1920 both cars and roads were improved to the point that it was possible to work in Detroit and live as far away as Southern Oakland County.

In the 1920's, a local developer laid out a plan calling for curving roads and large single-family lots. Building restrictions were established to maintain a high quality of construction.

Steady growth along these lines has continued to occur. In addition, many residents have moved into older houses in the Village enthusiastically restoring or building new additions, often modeled on older lines. Gradually, however, the character of the Village Center began to change. Private residences were converted into offices or stores. Older buildings were demolished to be replaced by nondescript ones. As a result, a committee appointed by the Village Council set out in 1971 to implement some method of preserving the early character of the Village. Their efforts have resulted in the designation of the Franklin Village Center as one of the first registered Historical Districts in the State of Michigan.

Appendix A

Attitude Survey

The survey text is reproduced here in its entirety. A compact format has been applied, with page numbers adjusted accordingly. Throughout the text, survey responses are reported as percentages, except where noted.

Prepared for the
Franklin Village Planning Commission

By Applied Environmental Research
A Division of Smith, Hinchman & Grylls Associates Inc.
and Johnson, Johnson & Roy, Inc.

PERSPECTIVES ON PLANNING:

A Survey of Attitudes in Franklin

April 1976

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CHAPTER 1 SUMMARY OF SURVEY OBJECTIVES AND CONCLUSIONS

The Franklin Village Attitude Survey was designed to provide the citizens of Franklin Village and the planners from Johnson, Johnson & Roy with information about the residents' preferences for the future character and policies of the Village. The planning team established the following objectives for the questionnaire effort:

1. Identify those aspects of Franklin Village which its residents consider particularly important to their way-of-life and can form the basis for the goals and objectives of the new plan.
2. Explore the opinions of Village residents about appropriate means of achieving these goals.
3. Obtain resident preferences and responses on a series of planning issues which relate to the future character of the community.
4. Identify those issues or problem situations where resident opinions differ either because of conflicting values or because of a lack of information. In either case, planners may be able to supply information which clarifies the situation and enables more effective political decisions to be made.

We believe the survey was successful in accomplishing these objectives. This report explains the methods used to conduct the survey, describes our findings, and addresses in turn each of the above objectives.

The Franklin Village Survey was highly tailored to the characteristics of this particular community. The first part of the questionnaire was designed to provide a community respondent profile. This we did not expect to be very different from an overall summary of resident characteristics because we anticipated a high and representative rate of response. The 44% of questionnaires returned confirmed our first expectation and a check of the 1970 census figures generally supported our second hypothesis.

One striking feature of Franklin Village which our survey results display clearly is the homogeneity of socio-demographic characteristics (e.g. education, occupation, and similarity of household composition), and residential lifestyles (e.g. large lot, single family homes with heavy reliance on the auto to obtain commercial services and reach places of employment).

Given the relative homogeneity of social groups in the Village, the survey was primarily designed to explore people's attitudes and preferences about the future of the community, rather than to analyze the socio-economic characteristics of its residents. These attitudes were approached first, from a general planning perspective and second, from the viewpoint of particular planning issues, such as the preservation of the natural environment or the performance of waste disposal systems.

The major accomplishment of the survey was to highlight those physical features of Franklin Village which most of the respondents believe are essential to their desired future lifestyle. The task of maintaining and safeguarding these features is challeng-

ing and difficult because the means to do so are not always clear or obvious. Thus people with the same or similar goals may often disagree about the most appropriate strategies for accomplishing their agreed on goals.

The questionnaire helped to pinpoint some of these areas of mutual agreement about goals, while at the same time identifying certain issues on which there were differences of opinion or lack of information. This report on the survey results discusses the areas of agreement, the areas of disagreement, and identifies the kinds of information needed to clarify issues in the community. However, it does not and was not intended to provide any definitive answers. The survey was in no way viewed by us as a surrogate voting exercise. Rather it was designed as one of the first steps in an interactive planning process where the Franklin Planning Commission, the JJR planners, and the Village Council and general community can work out together the specific operational procedures and strategies for maintaining the community character of Franklin Village.

CHAPTER 2 SURVEY PREPARATION

The survey planning team made an effort early in the design of the questionnaire to become acquainted with Franklin Village, its setting, people and recent history. To this end a field trip was made to locate the major landmarks, the Village Center, and main thoroughfares, and to get a feel for the visual character of the community. In conjunction with the visit, discussions were held with the JJR planners who have primary responsibility for the Franklin plan. In addition, all the back issues of the Franklin community newspaper were obtained and studied for whatever insight they could give into the makeup of the community, its social functions, foremost planning concerns, local leaders, and the history of recent planning issues.

Most important to the survey team's orientation to Franklin was a series of interviews with a cross-section of citizens actively involved in the community. In all, thirteen interviews were conducted. The schedule of interview questions grew out of the previous orientation to the village and the interviews were accordingly used to gather more information about the planning concerns of Franklin.

The interviews results and other orientation information formed the basis for the preparation of a questionnaire tailored to Franklin's concerns. As already explained, there were several objectives which the questionnaire had to serve. In the first place, it was necessary to ask for basic information which would provide a profile of the respondents. The first section of the questionnaire thus contained a set of social and demographic questions. In addition, the planners expressed an interest in information relating to the use of commercial and other services.

Next it was important to assess some general attitudes toward planning for Franklin. These questions were selected to be representative of the range of concerns expressed in the interviews; that is, those general attitudes toward planning perceived to be critical to the particular problems facing Franklin.

Finally it was felt that the most pressing planning issue areas should be explored one by one to ascertain what specific attitudes and preferences existed with regard to these. The choice of issue areas considered in the questionnaire again grew out of those topics consistently mentioned in the interviews.

A draft of the questionnaire was designed and sent for pretesting to the citizens previously interviewed. The results of the responses to the pretest questionnaire were analyzed, critical comments were noted, and the questionnaire was redrafted. This final version of the questionnaire was reproduced and mailed to the 997 households which appear on the Village list of households. Questionnaires included a prepaid envelope in which respondents were asked to return the completed questionnaire.

By the cut-off date for returns, 439 completed questionnaires had been received and logged. The survey team created a data file of question responses and analyzed these responses using the OSIRIS package of social survey analysis programs developed at the Institute for Social Research of the University of Michigan. The results of this data analysis as interpreted by the survey research team follows in the accompanying sections.

CHAPTER 3 RESPONDENT PROFILE

Introduction

The rate of response to the questionnaire was very high, reflecting the willingness of Franklin's citizens to spend time considering planning issues. Most respondents answered the questions sincerely and many added detailed comments on points of particular interest to them. Of the 997 questionnaire mailed out, 439 were returned and coded. This rate of response (44%) on a survey of 62 questions compares favorably with the response rate to the 1969 Parkins Rogers questionnaire of 22 questions (56%).

The responses to "Part 1: Social and Demographic Information" indicate that Franklin continues to have a relatively homogeneous population, following closely the trends established both by the 1970 U.S. Census and the 1969 questionnaire. The similarity of the survey respondent characteristics to the data from these other sources serves to confirm that those returning questionnaires were representative of the Village as a whole in their social and economic composition. To summarize the findings, Franklin has been and remains a community consisting predominantly of single family residences. The population is highly educated and primarily employed in business or professional capacities. Some 27% of the population has moved to Franklin in the last five years (this means a still slightly larger percentage has moved in since the 1969 questionnaire) and this new population exhibits many of the same social and demographic features as the rest of the population.

Residential Information

Single family dwellings were indicated by 97.5% of the respondents. The households were distributed across ten areas into which Franklin was divided: Figure 1 displays the number of responses from each area, and the percentage of total response derived from that area. This represents roughly the same geographical distribution as the responses to the 1969 questionnaire.

A declining rate of new population moving into the community is indicated by a comparison of length of residence in Franklin:

	<u>1976 Questionnaire</u>	<u>1969 Questionnaire</u>
less than five years	27.6%	43%
less than ten years	50.6%	67%

Only 21 respondents indicated that they had moved within Franklin Village. Most respondents (36%) moved to Franklin from Detroit, followed by 29.8% from the northern suburbs: Birmingham, Oak Park, Royal Oak, Southfield, etc. However, in the last five years the largest number of new residents moved into the community from these northern suburbs. This reversed the trend of the years prior to that when the largest number came from the City of Detroit.

Finally, the aging of the housing stock is reflected in the responses. In the 1969 survey, 5% of the dwellings were less than 5 years old; in the current questionnaire this

Figure 1 - Distribution of Resources

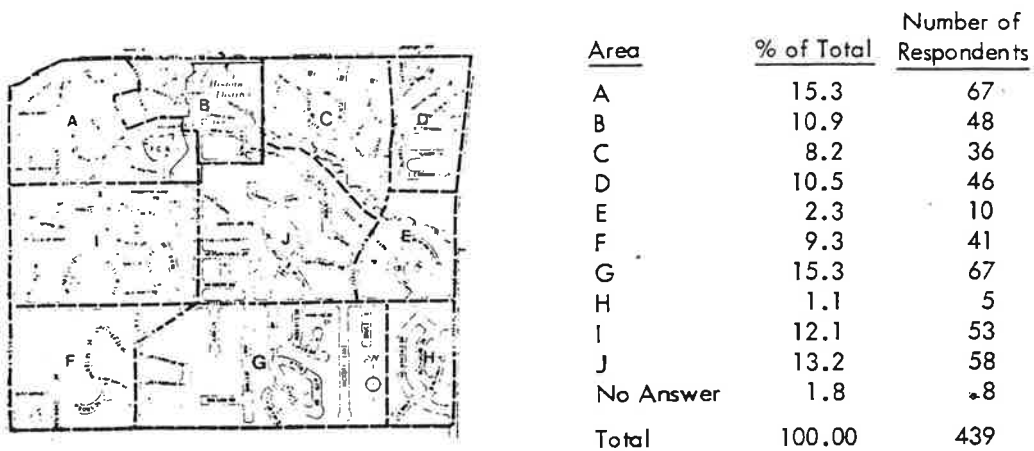


Figure 2 - Age Pyramid

AGE	MALE	FEMALE	% OF TOTAL	
			1976	1969
over 65	49	49	6.5	4.7
45-65	225	225	30.9	26.2
25-44	171	171	20.3	31.9
18-24	111	111	15.1	
14-17	94	84	11.3	11.6
5-13	95	92	12.4	20.6
under 5	28	28	3.0	5.0
Totals	757	740	100.0	100.0

figure is 3.4%. In the 1969 survey, 50% of the dwellings were less than 14 years old; in the current questionnaire this figure is 28.7%.

Household Information

Figure 2 compares the age profile of the respondent households with the 1969 questionnaire profile. The changes reflect an aging of parents and older children. This pattern is typical of an area made up predominantly of families which have completed their growth.

The Franklin respondents are highly educated: 84.0% of the male heads of household and 70.8% of the female respondents have had some form of higher education. Graduate degrees are held by 31.4% of the males and 12.3% of the females. The level of education is reflected in the occupational makeup of the respondents: 39.9% employed in business, 38.7% professional.

Franklin respondents are primarily employed in and around Detroit: 32.1% in suburbs north of Detroit, 29.4% in Detroit, 9.1% in suburbs west of Detroit. The heavy reliance on the automobile shows up in the ownership figures: 1030 automobiles in a respondent population of 1506 (.7 autos per capita). In contrast, a total of 894 bicycles were reported (.6 per capita). It should be noted that there is a higher rate of bicycle ownership amongst younger families.

Figure 3 - Respondent Profile

Question No.	Subject	Answer	Number of Respondents	% of total Respondents
1	Dwelling unit type	single family	428	97.5
		multiple	1	.2
		own	337	76.8
		rent	5	1.1
2	Age of dwelling	less than 5 years	15	3.4
		5-14 years	111	25.3
		15-45 years	270	61.5
		over 45 years	37	8.4
4	Length of residence in Franklin	5 years or less	121	27.6
		6-10 years	101	23.0
		11-20 years	151	34.4
		over 20 years	62	14.1
5	Location before coming to Franklin	Detroit	158	36.0
		Northern suburbs	131	29.8
		Out of state	58	13.2
		Other locations	92	20.9

Education and Employment

Question No.	Subject/Answer	Male Respondents	%	Female Respondents	%
8	Educational level				
	less than high school	4	.9	3	.7
	finished high school	27	6.2	76	17.3
	attended college	89	20.3	118	26.9
	graduated from college	105	23.9	98	22.3
	graduate work	37	8.4	41	9.3
	graduate degree	130	31.4	54	12.3
	no answer	38	8.7	48	11.0
9	Employment				
	retired	43	9.8	26	5.9
	salaried or hourly	176	40.1	78	7.8
	self-employed	181	41.2	24	5.5
	unemployed	0	0.0	52	11.8
	other	2	.5	17	3.9
	no answer	36	8.2	234	53.3

CHAPTER 4 COMMUNITY PERSPECTIVE - THE OUTLINES OF A WORKING CONSENSUS

In Part Two of the questionnaire we tried to capture the opinions and perspectives on planning held by the citizen in Franklin. It seemed important to distinguish between general planning attitudes and those related to particular issues. Accordingly, the beginning of Part Two of the questionnaire addresses a general array of planning considerations. These include questions which identify resident perception of the most important aspects and the visual character of Franklin, some questions on community goals, and questions on means to attain goals.

Overall, these questions yielded a strong consensus of opinion. There was general agreement that the single family, large lot, residential character of Franklin is valued and there was a general sharing of the goal to preserve that character. However, the responses to later sections indicate that the means to implement that goal are the subject of some disagreement, and it is clear that further discussion will be necessary between planners, the community and local government officials to clarify the alternate methods available.

In answer to question 15, which asks respondents to rank the aspects of Franklin which are most important to them, all of the aspects listed were important to some people. However, the frequencies of mention did vary considerably. On a weighted tally, there was a clear division between aspects receiving highest, medium and lowest intensity of attention. The most frequently and most strongly mentioned aspects stress the suburban residential character of Franklin: natural environment, privacy, large lots, family residential. These aspects are further supported by the next set of interests: quiet, open spaces, and historic atmosphere of Village Center. The remaining community characteristics also emerged as important but were not relatively as highly ranked. This included: presence of an identifiable Village Center, sense of community with neighbors, security, schools, highway connections to Detroit, low taxes, proximity to work place, proximity to commercial services, and others.

Confirmation of the values expressed in question 15 can be found in the strong responses to questions asking for agreement or disagreement with the suggestion that the natural areas and a simple rural atmosphere should be preserved or maintained. Over 90% of the respondents agreed with the statement that the natural areas remaining in Franklin should be preserved (question 27). An even higher percentage, 94.5%, agreed with the statement "As a community Franklin should try to maintain a simple rural atmosphere" (question 19). We interpret this strong consensus to mean that the Franklin community as a whole values the character of Franklin as it is and sees preservation of that character as a vital goal.

Further light can be shed on these attitudes by the reaction of respondents to suggestions that there is a need for further services or development in the Village. The message clearly comes across that the majority of respondents perceive no need for increased commercial services and even feel that increased development will detract from the character they want to preserve. Respondents disagreed strongly (90.0%) with the idea of increasing opportunities for multiple family housing in the Village. In response to question 30, 83.4% of the respondents felt that any further development of commercial or office uses would detract from the Village Center. This tells us that

Figure 4 - Important Aspects of Franklin

High Intensity	Medium Intensity	Low Intensity
Natural Environment Privacy Large Lots Single Family	Quiet Open Spaces Historic Atmosphere	Identifiable Center Sense of Community Security Schools Highway Connections Low Taxes Proximity to Work Proximity to Commercial Other

in conjunction with their goal of maintaining the rural and natural atmosphere, the respondents also feel that development which is not single family residential should be curtailed.

Also, respondents prefer that the Village Center be left as it is now. In question 29, 92.8% of the respondents perceived the Village Center today to appear as either the top or middle picture. Of these respondents, a majority preferred to see no change in five years (68.1% of the total respondents). Finally, in response to questions 13 and 14, respondents gave indications that they feel the services currently available to them inside and outside the Village are adequate to their needs: 92.9% said they were satisfied with the availability of services, 81.1% felt the same or fewer services should be located in Franklin. Altogether the answers to this set of questions shows an unwillingness for further development in the Village. As one respondent noted, "We did not move from Southfield to Franklin with the thought of having another Southfield developed here."

On the other hand, strong as this consensus on goals may be, there is also a strong indication that respondents do not have a clear notion of their fellow residents' opinions. Almost half the respondents answered "Don't Know" to question 23 which asked about their neighbor's opinions on planning. If the working consensus we have noted is to operate successfully to influence planning decisions, it will be necessary to overcome this gap in communication.

Figure 5 – Responses to General Planning Attitude

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
18. A community should have an identifiable center.	47.7	33.5	3.4	6.6	3.9	5.3
19. As a community, Franklin should try to maintain a simple rural atmosphere.	83.1	11.4	0.9	0.9	1.4	2.3
20. We currently have all the public services we need in Franklin Village.	61.0	16.6	2.3	9.6	8.7	1.8
21. More opportunities for multiple-family housing should be provided in appropriate areas of Franklin Village.	2.5	4.1	1.6	9.8	80.2	1.8
22. Adequate public services are more important than low taxes.	21.6	36.0	3.4	16.9	17.3	4.8
23. I agree with most of my neighbors' opinions on planning issues.	10.3	22.8	48.5	6.8	3.6	8.0
24. Property owners should have the exclusive right to decide how to use their land.	14.1	13.7	1.6	27.8	39.6	3.2
25. It is desirable to have commercial facilities within easy walking distance of home.	7.5	11.6	1.6	22.1	54.7	2.5
26. Volunteerism should be the basis of a community like Franklin.	37.4	40.3	6.4	9.8	3.0	3.2
27. The natural areas remaining in Franklin should be preserved.	76.1	14.6	2.5	2.1	1.6	3.2
28. Residents of Franklin are willing to have tax money used to keep the Village looking attractive.	47.4	33.5	7.3	4.3	4.3	3.2

CHAPTER 5 PLANNING ISSUES

In designing the questionnaire, we identified four major environmental planning issue areas: (1) Recreation and Natural Areas; (2) Sewage and Waste Disposal; (3) Land Use; and (4) Traffic and Circulation. Under each of these headings, were listed a series of statements which express possible planning approaches for that issue area. The survey team attempted to design a set of representative statements which would serve as indicators of planning approaches and areas of future concern. An important process objective of the statements was to trigger more in-depth consideration and discussions of the planning and management implications of the various approaches. With this background explanation of the survey design approach, the remainder of the chapter will describe and discuss the responses we received in each of the four issue areas.

Recreation and Natural Areas

The survey team included the following introductory description of the issue area:

Public areas have been provided near the Franklin Village Center for recreational purposes. Large residential lots have also provided space for individual recreation use. An important planning issue is whether the Village should more actively seek to protect existing natural areas (e.g. along the Franklin River) and provide additional public recreation facilities. Please indicate your degree of agreement or disagreement with the following statements.

The first statement in the issue set drew a substantial working consensus response. That is, most of the people responding agreed with the statement that: "There are significant natural areas remaining in Franklin Village that should be preserved" (91% agreed, 75% agreed strongly). The remaining four statements focused more specifically on actions that might be needed and explored which ones. The consensus evident on the first question then became more differentiated into a range of opinions about the appropriateness and need for particular kinds of action.

For example, two possible approaches to preserving natural areas were posed - one involving outright acquisition with public funds and the other using regulations such as zoning. Considerably less agreement was expressed with the first approach (58% agreed; 27% disagreed and 11% didn't know) than with the regulatory strategy (85% agreed; 7% disagreed and 3% didn't know). The study findings seem to indicate a strong desire to preserve the significant natural areas which people believe are present in Franklin but to use the lowest level intervention measures possible to achieve this objective.

Two other statements in this set addressed the need for recreation facilities. One asked about expected future adequacy of present facilities. Most respondents (65%) answered that they agreed that these would be adequate, with only 11% disagreeing. However, a significant number (18%) answered "Don't Know" which indicates that more discussion of this topic might be considered. This possibility is further suggested by the division of opinion on the statement that "Special provision for bicycles

and bicycling should be made in Franklin e.g. develop bikeways."

On the specific question of bicycling, 34% of the respondents "Strongly Agreed" there was a need and overall, 57% agreed with the statement to some degree. On the other hand, 10% said they didn't know and 29% disagreed, with 16% in strong disagreement. Many people described their feelings about bicycling provisions further in the comments space at the end of the section. Two differing opinion positions were apparent. One group's feelings are exemplified in the statement that "our streets are natural bike routes - quite safe if the cyclist is reasonably careful." Other people saw main roads as quite hazardous, requiring some planned separation of transportation vehicles. The two positions are not necessarily mutually exclusive. For instance, a possible accommodation might be to provide for some separate bikeways only along heavily travelled main routes.

A concern that was frequently evidenced in the written comments at the end of the Recreation and Natural Areas section was the opinion that "Franklin must not become a recreational center for outsiders." Thus some people seemed to feel the potential desirability of special facilities, such as bikeways and nature trails, was more than counterbalanced by the fact that they might attract non-resident users. This attraction possibility creates a constant planning dilemma for communities that are seeking to improve and preserve highly desirable community features and facilities. As the community becomes more desirable for its residents, its attractiveness to other people throughout the region and even the country also increases.

Figure 6 - Recreation and Natural Area Questions

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
31. There are significant natural areas remaining in Franklin Village that should be preserved.	74.7	15.9	3.8	2.1	1.1	2.5
32. Franklin Village should preserve significant natural areas by acquiring them with public funds.	33.0	25.3	10.7	11.8	15.3	3.8
33. Franklin should preserve significant natural areas by regulating their use with zoning and other land use controls.	64.9	20.7	3.0	2.7	4.6	4.1
34. Special provision for bicycles and bicycling should be made in Franklin, e.g., develop bikeways.	33.7	23.7	10.0	13.4	15.9	3.2
35. Current recreation facilities in Franklin will be adequate for the next 10 years.	43.1	22.1	17.5	7.1	4.1	6.2

Sewage and Waste Disposal

In introducing this section of the questionnaire, the survey team included the following description of the issue area:

All current development in Franklin Village is served by septic tanks. Most of the land in Franklin has good soil conditions for the use of septic tanks. However, some of the remaining vacant land and a few of the already developed lots appear to be unsuitable for septic tank operation because of poor soil conditions. Therefore, one of the planning issues facing Franklin is how to provide for future sewage disposal needs. Please indicate your degree of agreement or disagreement with the following statements.

Several different dimensions of the sewer service question were addressed in the statement set dealing with this planning issue. These included (1) the question of what should be done with currently vacant properties which cannot be developed because of insufficient on-site disposal capacity; (2) the question of providing sewer service to existing homes with septic tank problems; (3) who should pay for sewer service extensions; and finally, (4) the question of whether there were septic tank problems anywhere in Franklin which justified provision of sewer service.

The responses to this statement set tended to show a greater difference of opinions than for any of the other planning issue areas. On the first statement dealing with providing sewer service to vacant lots, about 70% of those responding disagreed with such proposed action and 56% did so strongly. A commonly expressed feeling was that the Village should not have to pay to help those who, when they bought such property, should have been aware of its environmental limitations. However, on the question of whether Franklin should provide sewer service to existing residential areas with septic tank problems, about 38% agreed that this was needed. On the other hand, almost 50% still disagreed that this action was warranted. It was apparent in the distribution and intensity of responses, as well as comments written-in at the end of the section that respondents generally felt a great deal more concerned about the problems for already existing homes (see Figure 7).

On the issue of who should bear the costs if Village sewer service is needed, the respondents overall strongly favored having those areas in need pay for it themselves, rather than providing funds on a Village-wide basis. This was the only statement regarding sewage and waste disposal on which there was a significantly different response in one particular geographic area of Franklin. In area D nearly twice as many people, proportionately, disagreed with this statement about having affected areas pay the costs. The alternatives of how sewer service for particular problem areas might be provided and whether it is at all economically feasible are questions that should probably receive more investigation and a public explanation of the findings.

The final statement in the "Sewage and Waste Disposal Section" is one about which opinion is rather evenly split (30% agreement and 32% disagreement) and there is considerable uncertainty - 29%*. Further factual information in regard to the seriousness of exist-

*10% of the respondents did not answer this question.

ing problems, as well as their susceptibility to remedies short of sewer construction, would probably clarify some of the present uncertainty. However, respondents in their comments indicated they were also divided on the long term implications and desirability of introducing sewer service into any section of the Village. Such a choice becomes as much a political as a technical decision and the various options probably should be discussed further among residents, in terms of their consequences for the future character of the community. Some respondents expressed the view that if sewer service would at some future time be necessary, it would be well for the Village to plan carefully for it so as to better manage and control its related land use impacts.

Figure 7 - Sewage and Waste Disposal Questions

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
37. Franklin should provide sewer service where it is needed so that vacant lots which are currently undeveloped because of septic tank limitations can be developed.	9.1	8.4	5.2	14.8	55.6	6.8
38. Franklin should provide sewer service to existing residential areas which have problems with their septic tank systems.	20.7	16.9	6.8	15.5	33.0	7.1
39. Areas in Franklin which might need sewer service should pay for it themselves rather than have sewage disposal funds provided on a village-wide basis.	50.3	16.6	6.8	6.8	12.3	6.8
40. There are no septic tank problems in Franklin which would justify providing sewer service.	20.0	9.6	28.7	14.6	17.8	10.1

Land Use

This section of the questionnaire was prefaced by the following introduction:

Most of the land in Franklin is already developed, predominantly with single family homes on large lots. In contrast, the Village Center contains some commercial and office uses, multiple-family units, public facilities and open space. In certain parts of the Village, there are remaining areas of vacant land. There has been considerable discussion about the types of uses that should be located in these areas. We are interested in your opinions regarding this important planning matter.

The survey questions about land use were divided into two sections. In the first of these, respondents were asked to indicate their preferences in terms of appropriate types of development for four areas of the Village which presently contain vacant land.* The development types included single family residential, townhouses, of-

*These areas included: (1) Area adjacent to Inkster Road (south portion); (2) Area adjacent to Telegraph Road; (3) Village Center area; and (4) Established residential areas.

fices, and commercial alone or in different combinations.

Of those people replying to this portion of the questionnaire (about 10% did not answer), the very clear first choice in all cases was for "entirely single family residential." The only other option receiving any substantial portion of nominations was "single family residential, with some townhouses." In the case of the Village Center area, some 7% of the respondents actually wrote in "parks or open space."

When respondents were asked for a separate second and third preference for appropriate development, the majority in both cases and for each of the four areas indicated they had "no preference." Once again the preponderance of people who did express any preference, in terms of a second and third choice, selected the single family with townhouses alternative.

The replies to this rather complex question strongly reinforced the evident community working consensus around the importance of Franklin's single family residential character as an attribute to be maintained and nurtured. Respondents were reluctant to consider other development types as appropriate alternatives. When a minority of them did so, the types most often chosen were also residential in character.

Among the four areas, there was a noticeable difference in people's declared support for single family development as an appropriate use of land and their willingness to admit other land use possibilities. For example, in the cases of the Telegraph Road Area and the Village Center, no more than 45% of the respondents viewed single family development as the most preferred use of vacant land. Fewer than 10%, however, suggested any other first choice development types. On the other hand, 70% or more of the respondents designated single family residential development as their first choice for vacant land use in the Inkster Road vicinity and in Established residential areas.

The second portion of the Land Use questionnaire section consisted of a series of ten statements with which respondents were asked to indicate their degree of agreement or disagreement. The ten statements could be divided into a set of three which focus primarily on land use policy questions and about which there was a kind of general working consensus (see Figure 8); six which deal with mechanisms to achieve specific land use control and one which was in the nature of a future forecast.

On the three land use policy questions, a substantial majority of questionnaire respondents (87%) disagreed with the idea of permitting smaller lot sizes through subdividing larger lots. Most respondents (78%) agreed that historic preservation should be of high priority in Franklin's land use planning efforts. Finally, 80% of those returning a questionnaire disagreed with the idea that "Franklin Village should seek to increase its tax base through the addition of commercial and office development." The responses to two of these general policy questions again strongly reaffirmed the clear importance of the low density residential character of Franklin Village.

With this strong respondent emphasis on historic preservation and maintaining the quality of the existing land use mix, the next set of question statements focused on more

Figure 8 - Land Use Questions

Land Use Policy

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
48. Higher residential densities should be permitted in Franklin by lowering the minimum lot size allowed by the zoning code and allowing residents to divide large lots into smaller ones.	5.0	4.1	1.1	9.1	77.7	2.9
49. Historic preservation should be a high priority in Franklin's land use planning efforts.	50.6	27.1	3.2	6.6	8.2	4.4
52. Franklin Village should seek to increase its tax base through the addition of commercial and office development.	3.6	7.5	3.9	15.0	65.4	4.8

Mechanisms to Achieve Specific Land Use Control

43. Franklin Village should seek to plan cooperatively with adjacent jurisdictions for land uses in key areas along the Village borders (e.g., Fourteen Mile Road, Telegraph Road, Northwestern Highway and Inkster Road).	45.8	24.4	4.6	5.5	13.2	6.6
45. Additional parking should be provided in the Village Center area inasmuch as current facilities are limited.	15.0	22.6	7.1	14.1	37.8	3.4
46. Increased parking in the Village Center would detract more from character of the area than it would be worth in improved convenience.	49.7	16.9	6.4	15.0	8.0	4.1
47. It is preferable for the Village to find some means to purchase land rather than to let it be developed in a use considered inappropriate by the majority of residents.	48.7	27.3	5.7	7.3	6.8	4.1
50. The design (size, color and style) of signs in the Village Center should be left to the operators of the businesses there.	6.4	8.7	4.8	24.8	51.7	3.7
51. A review board appointed by the Village government should be responsible for coordinating the design of signs in the Franklin Historic District.	50.8	28.0	3.9	7.1	6.4	3.9

Future Forecasting

44. Developments in adjoining areas like Southfield and Bingham Farms are likely to influence future development in Franklin Village.	42.8	29.8	6.2	7.3	9.6	4.3
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specific actions which might be taken to achieve desired land use goals. These questions assumed added importance in light of the considerable respondent agreement (72%) with the prediction that developments in adjoining areas like Southfield and Bingham Farms were likely to affect future Franklin Village development.

Although the consensus among Village respondents about appropriate land use actions was sometimes less pronounced than on the general goal statements, a majority in each case favored a more active role for public regulation or coordination. For example, some 70% of the respondents agreed that Franklin should attempt to plan cooperatively with adjacent jurisdictions for land uses on the Village borders. At the same time, the number of people disagreeing with this idea - 19%, with 13% strongly disagreeing, along with the 11% who either didn't know or didn't answer indicates an uncertainty and some skepticism about the results such action could bring.

A considerable proportion of respondents strongly agreed (49%) with the idea that the Village should find a way to purchase land rather than letting it be developed in a use which a majority of residents considered inappropriate. Only 14% disagreed with the idea which suggests again that respondents perceive the future land use make-up of the Village as very vital in maintaining its present valued characteristics.

Two pairs of questions related more specifically to the land use and the aesthetic aspects of the Village Center area. In the case of signs, the majority of respondents (78%) agreed with the idea of having an appointed review board to coordinate their design. In regard to parking space in the Village Center, the questionnaire results indicated there was a considerable diversity of opinions. On the one hand approximately 38% agreed with the statement that additional parking should be provided as current facilities were limited. However, on the second question about parking, nearly 66% of the respondents agreed that "increased parking would detract more from the character of the area than it would be worth in improved convenience." It was clear from the check-off and written responses to this particular set of questions that the appearance and land uses of the Village Center area were matters of great concern to our respondents. It seems doubly important, therefore, that changes in these should be carefully planned and designed to maintain the special identity which the Village Center has for so many residents.

Traffic and Circulation

The following brief description of this issue area preceded the six issue statements:

Franklin Village is bisected by several main collector traffic routes - Thirteen Mile Road and Franklin Road. In addition, Telegraph Road on the east carries large volumes of through traffic and is soon to be widened to eight lanes. The traffic generated by activities in the Village, and by neighboring parts of the metropolitan area, increases the need to find planning solutions for these circulation problems. The following set of statements focuses on these issues. Please indicate your degree of agreement or disagreement with the statements.

Respondents were asked a series of questions which centered around Franklin Road as the major north/south route through the Village and a key influence on the Village Center. Slightly more than half of the respondents (55%) saw the road as currently presenting a significant danger for both motorists and pedestrians. However, nearly 33% disagreed with this interpretation. For the future, some 66% agreed that through traffic was likely to become an increasingly serious problem, with 18% disagreeing.

Given that a majority of respondents in both cases viewed Franklin Road as a significant traffic problem which is likely to become even more serious in the future, it is interesting to note that fully 87% of these respondents rather emphatically agreed (69% strongly) with the statement that Franklin Road should not be improved beyond its current size and traffic capacity, even if it meant additional traffic congestion at certain times. In other words, the respondents seemed to feel making Franklin Road a more efficient traffic carrier would not solve the safety and congestion problems generated by present and future through traffic and in fact, some respondents commented that it seemed a good way to increase rather than remedy these kinds of problems.

In regard to the widening of Telegraph Road and its likely affects on Franklin Road traffic, about 62% of the respondents hopefully agreed that it would provide some relief, while 16% disagreed and 18% said they didn't know. The whole question of interrelationships among major traffic routes, such as Telegraph and Franklin, are seen to be areas worth exploring further as there is considerable uncertainty about their effects but residents of Franklin are clearly bothered by the traffic problems they present.

The Traffic section also included two statements on issues involving traffic routes and circulation about which there is some local debate among Village residents. First, a majority of the survey respondents (58%) agreed with the idea (43% strongly) that "new commercial and/or office development along Telegraph Road would cause more traffic and related problems for the Village than it would be worth in net tax revenue to the Village." On the other hand, about 24% of the respondents disagreed with the statement and 15% said they didn't know. The issue is a complex one and all the ramifications could not be encompassed in one survey statement. However, given the diversity of opinion, a further clarification of likely cost/benefit relationships and municipal service implications might be undertaken.

The second issue involved providing the residents along Rosemond Court and Cromwell Drive with improved access to the Village Center. Opinion was heavily divided on this statement, with almost 32% of the total respondents saying they didn't know enough about these situations to comment. When the subarea breakdowns of opinion on these issues are examined, certain patterns of preferences are more strongly evident. In subarea D where Cromwell Drive is located, a majority of the respondents agreed with the need for improved access but a substantial number also disagreed or didn't know. In subarea F, where Rosemond Court is located, a majority of residents disagreed with the statement, but again substantial proportions agreed or didn't know. Since, even the

subarea breakdowns indicate definite differences of opinion, as well as much uncertainty, the issues definitely seem to need further clarification and discussion.

In the written comments at the end of this section on Traffic and Circulation, respondents most frequently added suggestions of two kinds. One was that the condition of Inkster Road be improved and better maintained, particularly since some people felt such changes could potentially relieve some of the congestion building up on Franklin Road. An even more frequent suggestion was that traffic regulations be stringently enforced or even added to along Franklin Road, e.g. by the placement of more traffic stop signs and the lowering and increased enforcement of speed limits. The dilemma inherent in such an approach is the increased public service workload required i.e. police patrols, leading to an expansion in the public service sector which the majority of respondents at the same time did not seem to favor.

Figure 9 - Traffic and Circulation Questions

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
54. Current traffic along Franklin Road presents a significant danger for pedestrians and motorists.	22.8	31.9	8.2	18.0	15.0	4.1
55. Through traffic on Franklin Road is likely to become an increasingly serious problem.	39.6	29.2	9.6	10.7	7.1	3.9
56. Franklin Road should not be improved beyond its current size and traffic capacity even if that means additional traffic congestion at some times.	68.6	18.2	4.1	4.1	1.8	3.2
57. The widening and improvement of Telegraph Road will relieve Franklin Road of some through traffic.	29.8	32.1	17.8	8.2	8.2	3.9
58. New commercial and/or office development along Telegraph Road would cause more traffic and related problems for the Village than it would be worth in net tax revenue to the Village.	42.6	15.7	15.3	13.2	7.8	3.4
59. Improved access needs to be provided between the Village Center and areas such as Rosemond Drive and Cromwell Drive.	10.7	10.5	31.7	13.7	27.6	5.9

CHAPTER 6 PLANNING PROBLEM AREAS AND FUTURE DIRECTIONS

Based on our overall survey results, we see several guiding themes as critical in moving Franklin Village closer to the future desired by its residents.

The first theme is what we might call "finding the critical balance." Clearly, the values of privacy and control over one's property are dear to the majority of Franklin Village residents. At the same time, there is a strongly felt need evident in our survey results to preserve and even strengthen those aspects of the community which give it a distinctive identity and provide a quality living environment for its residents. In some cases, such conservation and maintenance objectives will entail the imposition of public controls and regulations, e.g. ordinances prohibiting building in sensitive floodplains.

Based on our survey, we suggest the following needs exist and indicate some possible directions for further planning efforts in Franklin. First, the respondents generally expressed a willingness to accept and support public land use controls where they were viewed as necessary to obtain desired community goals. However, a definite preference for controls which involved the lowest level of public intervention necessary to achieve the desired objectives was also expressed. Further investigation would be necessary to determine what options exist in this regard and what the likely consequences of choosing different control measures might be.

Second, many people seem to be uncertain or confused about the role which a comprehensive land use plan and the accompanying Village zoning ordinance can and should assume in providing guidelines and regulations for managing the future physical environment of the Village. Further clarification and discussion of these points might clear-up some misunderstandings and anxieties, as well as encouraging greater resident participation in the planning process. For example, interested residents might be provided with a brief procedural guide to zoning, as well as a summary of the current ordinance in effect.

Third, a more detailed investigation might be made of certain new and innovative land use controls that now, or at some future time, might possibly be adopted to fit the special needs of Franklin. For example, mechanisms of this type might include the transfer of development rights, scenic easements, and tax increment financing.

The second major theme evident in the Franklin Village survey might be termed "creative adaption to change." The low density single-family residential character of Franklin combined with its natural environmental resources provide a striking contrast to its southern neighbor Southfield and to other communities around it. The key and difficult problem now confronting Franklin Village is how best to maintain and in fact, improve its highly valued community characteristics, while at the same time satisfying the needs of its residents for adequate services* and meeting its re-

*For example in the attitude survey, people frequently commented favorably about the improvements in public services over the last five years (i.e. garbage service, road maintenance, snowplowing, fire protection, police, and the library).

sponsibilities as one unusual element of the larger Detroit metropolitan area. To do this, the Village will seemingly have to plan carefully for not only the next five, but where possible, the next twenty years.

In addition to these general planning themes, the Franklin survey results also pointed out a series of more specific planning issue areas and questions that might be discussed and probed further. These include the following areas:

1. Most respondents believe Franklin has significant natural resource areas that ought to be preserved. How to do so with the minimum effective land use intervention measures is the key question.
2. Sewage and waste disposal problems and needs warrant considerably more investigation. A first step would be to inventory just how serious present problems are. Once the problems are better defined, the following questions might be considered...
 - a) What technically and financially feasible means of remedying the problems may exist short of sewer construction?
 - b) What are the financial, legal and development implications of limited sewer service, e.g. is it a realistic possibility?
 - c) What kinds of cost allocation arrangements might be used in conjunction with various problem solutions?
3. Traffic improvements and regulations should be looked at carefully from the standpoint of...
 - a) generating additional traffic/relieving congestion
 - b) increasing the public service costs of regulation and enforcement
 - c) the impact of changes in one traffic route on the use of others and the circulation throughout the area

Summary

The Franklin Village Attitude Survey demonstrated a strong working consensus among residents regarding the desired future character of the Village. Survey respondents were generally very pleased with the quality of Franklin as a predominantly single-family, low density residential environment. Their greatest commitment is to preserving and maintaining this type of community character in the face of increased pressures for development and change.

Although definite differences of opinion do exist regarding the handling of particular land use issues e.g. the need for sewer service, and the appropriateness of various

public controls e.g. design review, there was strong agreement on basic goals evident among the respondents to the survey. This value consensus, along with the intense commitment of residents to maintaining Franklin's environmental character, can serve as a solid foundation on which to build a continuing planning dialogue. The Planning Commission and their planning consultant, the Village Council and community residents through this dialogue can then explore specific issues more thoroughly and make choices based on an informed assessment of impacts and relative costs.

VILLAGE OF FRANKLIN COMMUNITY ATTITUDE SURVEY

January 1976

The planning firm of Johnson, Johnson & Roy has been retained by the Village of Franklin to update the Master Plan for the community. In order to develop the goals and objectives for that plan, it is necessary to identify the attitudes of the entire community toward many aspects of Village life and conditions. About six years ago a questionnaire survey of Village residents was conducted in conjunction with the development of the previous Master Plan. Since that time, there have been a number of changes in and around Franklin which relate to planning for the Village. Therefore, we feel it is important to reassess the preferences, ideas and concerns of the Village residents. With a sound understanding of these aspects, we as planners can work more effectively toward providing you with a plan which meets your needs.

The questionnaire will require a little of your time to fill out, but your response will be of great help to us. There may be questions which seem difficult to respond to without going into more detail. Please feel free to write additional and/or qualifying comments where you feel this is important to your response.

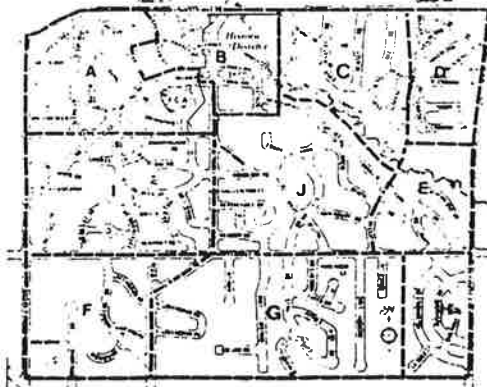
Your answers will be used strictly as guides to our planning efforts and will be kept in complete confidence. You are not asked to sign your name or give your address in the questionnaire. We would appreciate your returning the questionnaire to us by Monday, January 26, 1976 so that it can be included in our information. Thank you for your cooperation.

Raymond Guernsey
Johnson, Johnson & Roy, Inc.

PART 1 SOCIAL AND DEMOGRAPHIC INFORMATION

YOUR RESIDENCE

- Please indicate which description best fits your dwelling.
97.5 single family
.2 multiple family
Do you own or rent your home?
76.8 1.1
- How old is the dwelling in which you live?
3.4 less than 5 years
25.3 5-14 years
61.5 15-45 years
8.4 over 45 years
- Please indicate in which of the ten areas designated on the map you live. (The boundaries have been drawn so as to be compatible with U.S. Census Tracts).
area A 15.3 area D 10.5 area G 15.3
area B 10.9 area E 2.3 area H 1.1
area C 8.2 area F 9.3 area I 12.1
area J 13.2



4. How long have you lived in Franklin?

27.6 5 years or less 34.4 11-20 years
23.0 6-10 years 14.1 over 20 years

If you moved to this address from another residence in Franklin, please indicate the area of your former residence based on the map above. Total moved: 21

5. Where did you live before coming to Franklin?
(town or city) Detroit 36.0
Northern suburbs 29.8
Out of State 13.2

YOUR HOUSEHOLD

6. How many people of the following ages live at your home?

Age	No. Males	No. Females
under 5 years	28	17
5 to 13 years	95	92
14 to 17 years	94	84
18 to 24 years	117	111
25 to 44 years	134	171
45 to 64 years	240	225
65 and over	49	49

7. How many automobiles are there in your household?

1030 Total .7 per capita

How many bicycles are there?

894 Total .6 per capita

8. Please indicate the highest level of education attained by the heads of the household.

	Male	Female
Less than high school	.9	.7
Finished high school	6.2	17.3
Attended college	20.3	26.9
Graduated from college	23.9	22.3
Graduate work	8.4	9.3
Graduate degree	31.4	12.3
No Answer	8.7	11.0

9. Is (are) the head(s) of household:

	Male	Female
Retired	9.8	5.9
Salaried or Hourly Employee	40.1	17.8
Self-Employed	41.2	5.5
Unemployed	0.0	11.8
Other	5.5	3.9
No Answer	8.2	53.3

10. What is (are) the occupation(s) of the heads of household?

11. At what location(s) is (are) the heads of household employed?

City or Town Nearest street intersection

12. Please indicate where you go for the following services and goods. Multiple replies on each category are possible.

ITEM	LOCATION													
	Village Center	Tel-Twelve	15/Telegraph	Northland	Somerset Mall /Troy	Birmingham	Detroit	Southfield	Farmington	Orchard and 14-15 Mile	Northwestern & 12 Mile & Franklin	Bloomfield	All over Metro area	Tel-X
groceries	27	42	62	2	2	8	2		6	20				
drugs	1	10	70	3	2	11	5				6			
clothes	9	29	18	49	58	73	17							
furniture and appliances	2	20	14	37	6	45	28						6	
take-out and fast food restaurants	2	33	24	4	2	22	5	22	5				6	9
auto service	45	37	5		3	11	14	5						
banking	55	9	11	1	1	16	19	8			7			
doctor	15	1	3	9	2	32	25	17	5					
dentist	23	1	6	3	1	17	16	15						
lawyer	2	1	3	2	3	23	34	17						
dry cleaning	3	14	22	1	1	16	4	14	5		10			
dinner out	2	8	25	14	15	54	56	20	8			9	18	
movies, plays, concerts	1	3	1	19	16	52	62	15	6				11	

13. Are you satisfied, in general, with the availability (location) of services and goods listed in the previous question?

92.9 yes, I am satisfied

4.1 no, I am not satisfied because _____

14. Would you prefer to have:

23.7 Fewer of these goods and services located in Franklin.

57.4 The same number of goods and services located in Franklin.

9.1 More of the goods and services located in Franklin.

Which? _____

PART 2 OPINIONS AND PERSPECTIVES ON PLANNING IN FRANKLIN

Franklin means many things to different people. In the following set of five questions, we are interested in your opinions about several important aspects of Franklin.

15. What aspects of Franklin are most important to you? (The following list suggests some features which you may or may not feel contribute to the character of Franklin. Please rank the five most important features by marking their corresponding letters in the chart below. Weighted frequencies of mention:

12.6	a. large lots	3.9	g. security	7.1	m. historic atmosphere of Village Center
13.7	b. privacy	11.4	h. predominantly single family homes	4.2	n. sense of community with neighbors
8.4	c. quiet	4.8	i. presence of an identifiable Village Center	1.6	o. proximity to work place
3.2	d. schools	15.2	j. natural environment	0.7	p. other (please specify) _____
2.0	e. low taxes	1.4	k. proximity to commercial services		_____
7.3	f. open spaces	2.5	l. highway connections to Detroit and elsewhere.		_____

I feel the most important aspect of Franklin is _____
 second most _____
 third most _____
 fourth most _____
 fifth most _____

16. How would you say Franklin has changed for the better in the last five years?

17. How would you say Franklin has changed for the worse in the last five years?

The following statements represent a range of opinions about planning-related objectives and means to achieve them. Please indicate for each statement how strongly you agree or disagree.

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
18. A community should have an identifiable center.	47.7	33.5	3.4	6.6	3.9	5.3
19. As a community, Franklin should try to maintain a simple rural atmosphere.	83.1	11.4	0.9	0.9	1.4	2.3
20. We currently have all the public services we need in Franklin Village.	61.0	16.6	2.3	9.6	8.7	1.8
21. More opportunities for multiple-family housing should be provided in appropriate areas of Franklin Village.	2.5	4.1	1.6	9.8	80.2	1.8
22. Adequate public services are more important than low taxes.	21.6	36.0	3.4	16.9	17.3	4.8
23. I agree with most of my neighbors' opinions on planning issues.	10.3	22.8	48.5	6.8	3.6	8.0
24. Property owners should have the exclusive right to decide how to use their land.	14.1	13.7	1.6	27.8	39.6	3.2
25. It is desirable to have commercial facilities within easy walking distance of home.	7.5	11.6	1.6	22.1	54.7	2.5
26. Volunteerism should be the basis of a community like Franklin.	37.4	40.3	6.4	9.8	3.0	3.2
27. The natural areas remaining in Franklin should be preserved.	76.1	14.6	2.5	2.1	1.6	3.2
28. Residents of Franklin are willing to have tax money used to keep the Village looking attractive.	47.4	33.5	7.3	4.3	4.3	3.2

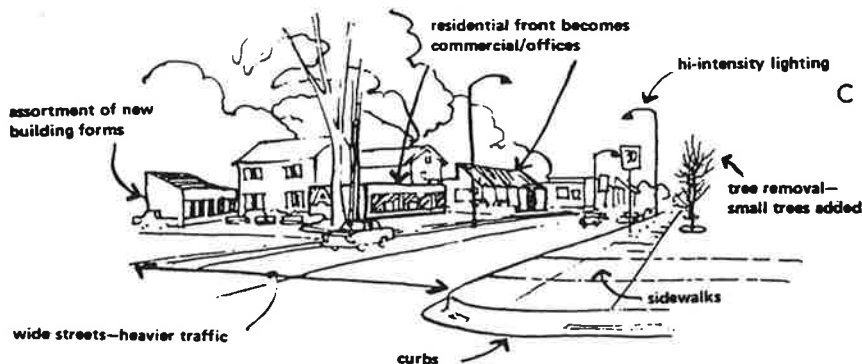
Comments or further explanation of the above items (please use reference numbers) _____

The Village Center, clustered along Franklin Road near Fourteen Mile Road, houses the village office, library, post office, some multiple family dwellings, and some office and commercial uses. It is registered as a historic district. The following set of two questions relate to your perception of the Village Center.

29. The three drawings below represent three different images which might be found in the Village Center, ranging from an alternative with only limited sidewalks to an alternative with major improvements. Please indicate, first, which drawing is most representative of the Village Center as it is today, and second, which is most representative of the Village Center as you would like it to be in five years.

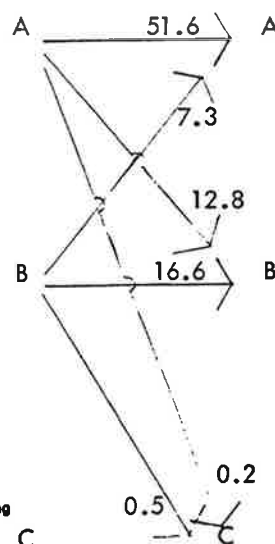


soft, ragged edges, gravel, clean, but not over-trimmed, shade, shrubbery, lack of clear order



FRANKLIN
TODAY

FRANKLIN IN
5 YEARS



No Answer 11.2

30. The character and appearance of the Village Center is clearly important for many residents of Franklin Village. Which of the following statements most closely corresponds to your opinion?

- 6.4 The Village Center is primarily a service center for the community and should be encouraged to expand its resident-serving commercial and office space.
- 2.3 The present types of commercial and office services provided in the Village Center should be changed. How?
- 83.4 Any further development of commercial or office uses will detract from the Village Center.
- 0.5 Other _____

RECREATION AND NATURAL AREAS

Public areas have been provided near the Franklin Village Center for recreational purposes. Large residential lots have also provided space for individual recreation use. An important planning issue is whether the Village should more actively seek to protect existing natural areas (e.g., along the Franklin River) and provide additional public recreation facilities. Please indicate your degree of agreement or disagreement with the following statements.

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
31. There are significant natural areas remaining in Franklin Village that should be preserved.	74.7	15.9	3.8	2.1	1.1	2.5
32. Franklin Village should preserve significant natural areas by acquiring them with public funds.	33.0	25.3	10.7	11.8	15.3	3.8
33. Franklin should preserve significant natural areas by regulating their use with zoning and other land use controls.	64.9	20.7	3.0	2.7	4.6	4.1
34. Special provision for bicycles and bicycling should be made in Franklin, e.g., develop bikeways.	33.7	23.7	10.0	13.4	15.9	3.2
35. Current recreation facilities in Franklin will be adequate for the next 10 years.	43.1	22.1	17.5	7.1	4.1	6.2
36. Additional comments about recreation and natural area problems and needs.						

SEWAGE AND WASTE DISPOSAL

All current development in Franklin Village is served by septic tanks. Most of the land in Franklin has good soil conditions for the use of septic tanks. However, some of the remaining vacant land and a few of the already developed lots appear to be unsuitable for septic tank operation because of poor soil conditions. Therefore, one of the planning issues facing Franklin is how to provide for future sewage disposal needs. Please indicate your degree of agreement or disagreement with the following statements.

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
37. Franklin should provide sewer service where it is needed so that vacant lots which are currently undeveloped because of septic tank limitations can be developed.	9.1	8.4	5.2	14.8	55.6	6.8
38. Franklin should provide sewer service to existing residential areas which have problems with their septic tank systems.	20.7	16.9	6.8	15.5	33.0	7.1
39. Areas in Franklin which might need sewer service should pay for it themselves rather than have sewage disposal funds provided on a village-wide basis.	50.3	16.6	6.8	6.8	12.3	6.8
40. There are no septic tank problems in Franklin which would justify providing sewer service.	20.0	9.6	28.7	14.6	17.8	10.1
41. Additional comments about the sewage disposal problems and needs.						

LAND USE

Most of the land in Franklin is already developed, predominantly with single family homes on large lots. In contrast, the Village Center contains some commercial and office uses, multiple-family units, public facilities and open space. In certain parts of the Village, there are remaining areas of vacant land. There has been considerable discussion about the types of uses that should be located in these areas. We are interested in your opinions regarding this important planning matter.

42. What future use(s) of currently vacant land do you feel would best serve the interests of Franklin? For each of the areas which are designated below, please select and indicate your first, second and third preferences about appropriate types of development for the presently vacant land.

- | | |
|--|---------------------------------|
| a. entirely single family residential | g. offices |
| b. single family residential with some townhouses | h. commercial |
| c. single family residential with some townhouses and offices. | i. offices and commercial |
| d. single family residential with townhouses, commercial and offices | j. other (please specify) _____ |
| e. townhouses with some commercial and offices | k. other (please specify) _____ |
| f. townhouses | |

	First Preference	Second Preference	Third Preference
Area adjacent to Inkster Road (south portion)	_____	_____	_____
Area adjacent to Telegraph Road	_____	_____	_____
Village Center area	_____	_____	_____
Established residential areas	_____	_____	_____

Please indicate your degree of agreement or disagreement with the following statements.

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
43. Franklin Village should seek to plan cooperatively with adjacent jurisdictions for land uses in key areas along the Village borders (e.g., Fourteen Mile Road, Telegraph Road, Northwestern Highway and Inkster Road).	45.8	24.4	4.6	5.5	13.2	6.6
44. Developments in adjoining areas like Southfield and Bingham Farms are likely to influence future development in Franklin Village.	42.8	29.8	6.2	7.3	9.6	4.3
45. Additional parking should be provided in the Village Center area inasmuch as current facilities are limited.	15.0	22.6	7.1	14.1	37.8	3.4
46. Increased parking in the Village Center would detract more from character of the area than it would be worth in improved convenience.	49.7	16.9	6.4	15.0	8.0	4.1
47. It is preferable for the Village to find some means to purchase land rather than to let it be developed in a use considered inappropriate by the majority of residents.	48.7	27.3	5.7	7.3	6.8	4.1
48. Higher residential densities should be permitted in Franklin by lowering the minimum lot size allowed by the zoning code and allowing residents to divide large lots into smaller ones.	5.0	4.1	1.1	9.1	77.7	2.9
49. Historic preservation should be a high priority in Franklin's land use planning efforts.	50.6	27.1	3.2	6.6	8.2	4.4
50. The design (size, color and style) of signs in the Village Center should be left to the operators of the businesses there.	6.4	8.7	4.8	24.8	51.7	3.7
51. A review board appointed by the Village government should be responsible for coordinating the design of signs in the Franklin Historic District.	50.8	28.0	3.9	7.1	6.4	3.9
52. Franklin Village should seek to increase its tax base through the addition of commercial and office development.	3.6	7.5	3.9	15.0	65.4	4.8
53. Additional comments about the land use problems and needs. _____						

TRAFFIC AND CIRCULATION

Franklin Village is bisected by several main collector traffic routes — Thirteen Mile Road and Franklin Road. In addition, Telegraph Road on the east carries large volumes of through traffic and is soon to be widened to eight lanes. The traffic generated by activities in the Village, and by neighboring parts of the metropolitan area, increases the need to find planning solutions for these circulation problems. The following set of statements focuses on these issues. Please indicate your degree of agreement or disagreement with the statements.

	Agree Strongly	Agree Somewhat	Don't Know	Disagree Somewhat	Disagree Strongly	No Answer
54. Current traffic along Franklin Road presents a significant danger for pedestrians and motorists.	22.8	31.9	8.2	18.0	15.0	4.1
55. Through traffic on Franklin Road is likely to become an increasingly serious problem.	39.6	29.2	9.6	10.7	7.1	3.9
56. Franklin Road should not be improved beyond its current size and traffic capacity even if that means additional traffic congestion at some times.	68.6	18.2	4.1	4.1	1.8	3.2
57. The widening and improvement of Telegraph Road will relieve Franklin Road of some through traffic.	29.8	32.1	17.8	8.2	8.2	3.9
58. New commercial and/or office development along Telegraph Road would cause more traffic and related problems for the Village than it would be worth in net tax revenue to the Village.	42.6	15.7	15.3	13.2	7.8	3.4
59. Improved access needs to be provided between the Village Center and areas such as Rosemond Drive and Cromwell Drive.	10.7	10.5	31.7	13.7	27.6	5.9
60. Additional comments about the traffic problems and needs.						

61. Community organizations are an important force in drawing attention to and taking action on, planning issues. Please list below those community or neighborhood organizations, to which you belong, which have taken an active interest in various planning matters in and near Franklin.

62. In conclusion, we would like you to think again about the various planning related matters discussed in this questionnaire, as well as any others which you might feel are important to planning for Franklin Village.

What are the three planning matters (issues, opportunities, problems, situations) for Franklin Village which are of most particular concern to you.

(1)

(2)

(3)

THANK YOU VERY MUCH FOR YOUR HELP IN COMPLETING AND RETURNING THIS QUESTIONNAIRE. THE INFORMATION PROVIDED BY YOU AND OTHER PEOPLE FROM FRANKLIN WILL BE AN IMPORTANT ELEMENT IN OUR PLANNING EFFORTS.

Resolution of Adoption of Master Plan

Whereas the Village of Franklin Planning Commission has duly prepared a Master Plan for the development of the Village pursuant to the authority of Act 285 of 1931 (known as the Municipal Planning Act); and

Whereas the Village of Franklin Planning Commission has conducted a duly advertised public hearing on September 30, 1997 to receive public comment on amendments to this Plan;

Now therefore be it resolved that the Village of Franklin Planning Commission does hereby adopt the Village of Franklin Master Plan amendments on the date listed below and does direct the Chairperson of the Planning Commission to deliver a copy of the Master Plan as amended to the Village Council along with this Resolution as certification of the adoption of the amended Plan and to urge their acceptance of this amended Plan as the official guide for physical development of the Village. An attested copy of the amended Plan shall also be certified and delivered to the County Register of Deeds.

Be it also resolved that this Resolution be published inside the back cover of each copy of the Master Plan to certify that all maps, charts and descriptive and explanatory matter therein are a part of the Plan as so signified by the signature of the Chairperson of the Village of Franklin Planning Commission on this Resolution.

Roll Call Vote:

Susan Davis, Chair
Lewis Hoy
Michael Brassfield
Timothy Ramsey
Michael Hoyt
Albert Beke
Charles Gale
Mary Hepler

Date:

October 15, 1997



Signature of Chairperson
Village of Franklin Planning Commission



Franklin Village



COMMUNITY FACILITIES & OPEN SPACES MASTER PLAN UPDATE



Prepared by
Planning & Zoning Center, Inc.
September 1997

FRANKLIN VILLAGE MASTER PLAN UPDATE COMMUNITY FACILITIES AND OPEN SPACE PRESERVATION

INTRODUCTION

This Plan Update deals with two critical aspects of Franklin Village. The first, Community Facilities, is important because the library, police and meeting hall (Broughton House) are the focus for local government and civic action within Franklin. The second, Open Space is a vital attribute of the character of Franklin, and preservation of open space will help keep Franklin as its residents know and love it.

This section of the Master Plan update is intended to guide future decision making by residents and local officials in the retention and expansion of community facilities and in preserving open space within the Village. These issues are addressed in this Plan Update because:

- A greater amount of building space is needed for the police, for the library, for the Village office and for community meetings. These Village functions are presently housed in crowded facilities.
- The Village has no plan addressing future needs for community facilities while maintaining Village Character.
- Residents expressed an interest at the Futuring Town Meeting in January 1996 for a community center, many with the view that the former Franklin School should be the location. For the purposes of this Plan update, community center has been interpreted to primarily mean a public meeting facility, larger than the existing Village Hall. It could be a place for other public facilities like the Police Department.
- While open spaces (primarily undeveloped land) are an important part of Franklin's character, there is no coordinated open spaces plan which will proactively preserve open space for public benefit. This is especially true as relates to publicly owned open space land.
- Pedestrian access to the Village Center is unsafe, especially along mile roads and Franklin Road, because there are no sidewalks, forcing pedestrians and bicyclists to share heavily traveled roads with cars.
- Linear open space (trails) is not available to residents for recreation.
- A large portion of the undeveloped land in the Village is privately owned and available for development.

This Plan Update contains the following components:

- An evaluation of existing community facilities based on comments of the Community Facilities and Open Space Preservation Advisory Committee (hereafter referred to as the Advisory Committee).
- Options that could be taken to provide for adequate community facilities.
- A description of Franklin's open spaces and potential open spaces.

- Recommended options for preserving open space.
- Recommendations regarding open spaces in the General Plan of 1977 (referred to in 1997 as the Master Plan).
- A list of the Advisory Committee responses to the Issue. (Appendix A)
- The program of space needs for a new police facility. (Appendix B)
- Information on conservation easements as a method of protecting open space and natural features. (Appendix C)

COMMUNITY FACILITIES

Franklin Village provides building space for three public service functions: a Village Hall with Clerk's office (Broughton House), a police facility in the basement of Broughton House and the Franklin Public Library. Both structures are located along Franklin Road, close to the commercial area of the Village Center. In addition, there are three quasi public facilities that are important to Village function, but which are owned by nonprofit organizations and operated for the benefit of Village residents. These are the cemetery, the fire hall and the Village Green recreation facilities. The cemetery is located just south of Broughton House, up the hill along Franklin Road. It is accessible from Drummond Court. The recreation facilities are located west of Broughton House on the Franklin Community Association (FCA) grounds. The fire hall is located on Franklin Road on the corner of Vincennse Avenue. (See Aerial Photographs, Figure 1.) The Post Office is across Franklin Road from Broughton House, and is a Federally leased, privately owned facility.

The Village does not own or maintain many public facilities. Sewer is available from Oakland County for those areas not on individual septic systems. All Village residents are on individual wells. The Village has an ownership interest in, and maintenance obligations for, Franklin Road. Park and recreation facilities are limited to 3 ball fields and 2 tennis courts, owned by the Franklin Community Association. A list of all Village owned property, its location and size are found in Table 2 and depicted on Map 1.

As the Village examines its community facilities, there are several issues to address. These are:

- Is there a need for a new facility for any of the public service functions currently provided?
- Are there any new facilities needed for the Village?
- Where is the best location for each facility?
- What size and configuration of each facility is adequate to meet existing and future needs for the service it houses?
- How should each facility relate to its surroundings, both functionally and visually? See Figure 2 for a diagram of the basic relationship of a facility to access and views.
- What additional benefits can improvements to an existing facility provide to the Village?

Figure 1
FRANKLIN VILLAGE PUBLIC
and QUASI PUBLIC FACILITIES

LIBRARY

VILLAGE GREEN

Post Office

**FRANKLIN COMMUNITY
ASSOCIATION GROUNDS**
Gazebo, Ball Fields
& Tennis Courts

BROUGHTON HOUSE

- Village Offices
- Existing Police Facility
- Meeting Room

Charlotte's Garden

**LOCATION OF PROPOSED
POLICE FACILITY**

Franklin Road

**Former
Franklin
School**

CEMETERY



Village of Franklin PUBLIC AND QUASI-PUBLIC FACILITIES

- 1 Franklin Village Hall
(includes existing police facility)**
- 2 Franklin Library**
- 3 Franklin Village Green**

- 4 U. S. Post Office**

5 Franklin Community Association
6 Recreation Area
7 Fire Hall
8 Cemetery

Police Headquarters

For many years police have used the basement of Broughton House as headquarters. The Franklin Police Department also provides services to Bingham Farms. The Village has 10 officers. The Franklin Police need more space including secure space to handle criminal suspects. The need for more space is recognized by the Village Council and by residents (It was frequently mentioned at the January 1996 Futuring Town Meeting).

The Planning Commission appointed a Police Facility Study Committee to study the need for a new police facility. Two potential sites were identified. (See Figures 3 and 4) The proposal developed by this committee calls for greatly increased space over the present police facility. (See Appendix B) The primary site believed by the Study Committee to be suitable and available is land south of the Broughton House, against the hill below the cemetery. This site is owned by the Village.

A site for the new police facility should have the following characteristics, according to the Police Chief:

- Space to park six police cars
- Public parking for at least eight cars
- Sidewalk entrance
- A building comprising about fifty-six hundred square feet. The facility can be contained in two stories.

Figure 2
Franklin Village
Relationship Diagram of Community Facility to Village

Buffer to Residences
or Open Space

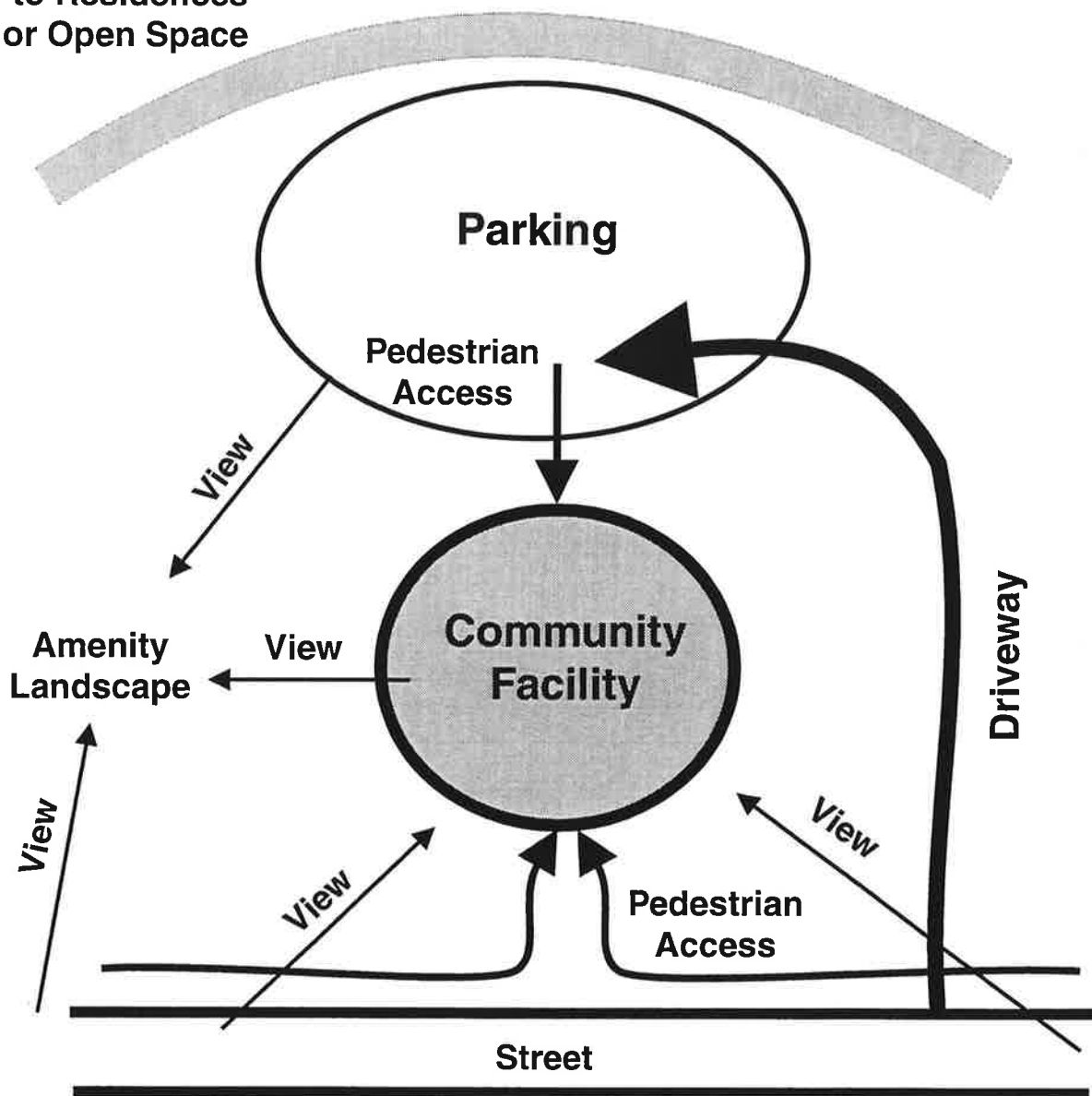
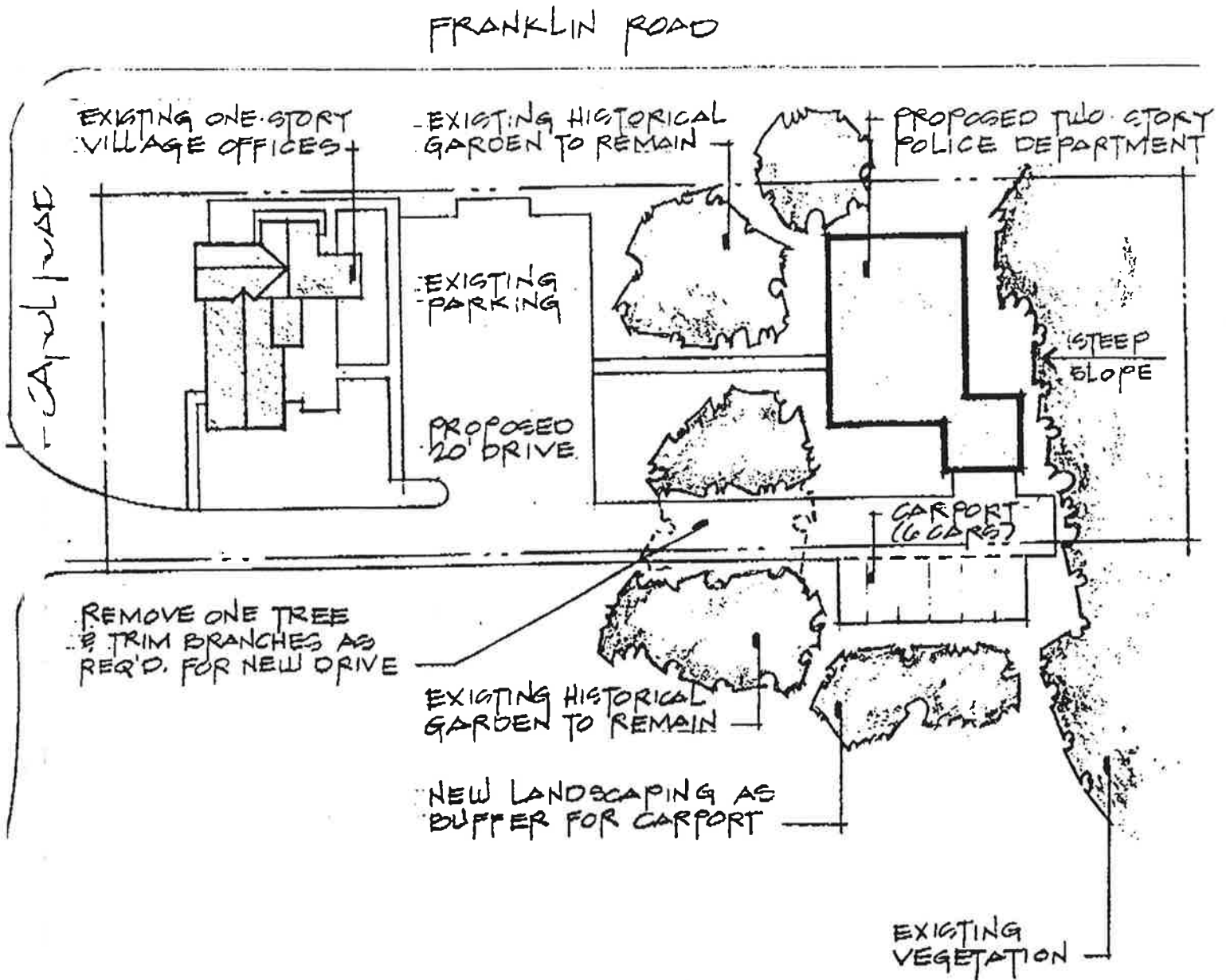


Figure 3
Architect's Site Plan for Proposed New Police Facility
South of Broughtan House



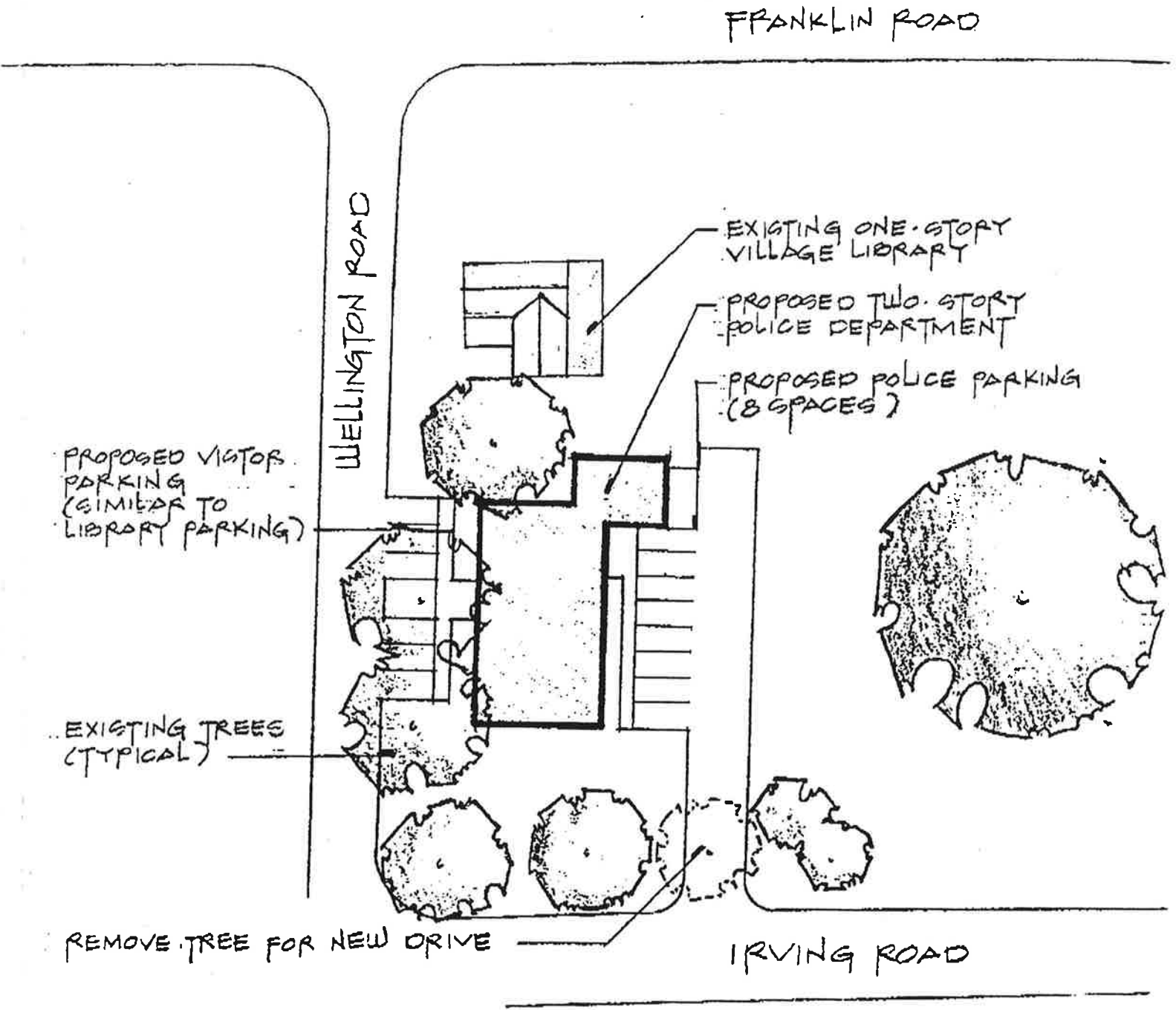
NEW PARKING ADDED: 6 (CARPORT)
PARKING LOST: 2 VISITOR

A. VILLAGE HALL SITE CONCEPT

SCALE: 1" = 50'-0"



Figure 4
Architect's Site Plan for Proposed New Police Facility
West of Franklin Library



NEW PARKING ADDED: 6 VISITOR
8 POLICE

B. VILLAGE GREEN SITE CONCEPT

SCALE: 1" = 50'-0"



The Village is constrained in providing for new or expanded public buildings because there are only a few large parcels of land owned by the Village. There are benefits to utilizing those lands:

- It would not be cost-effective to purchase new land for public buildings, given the land prices in Franklin Village, as long as other vacant, publicly owned land is available.
- The land already owned by the Village is centrally located.

The disadvantages of building a new police facility on land the Village already owns are:

- It utilizes scarce open space in the Village.
- This land is all within the Village Historic District, and new construction would have to be carefully designed to protect the historic character of the District. While design to blend into or reproduce historic architecture is possible, the mass of new buildings or additions will have an effect on the spatial characteristics of the Village. There are techniques to moderate the effect of great mass in buildings, but it often incurs additional costs. See Figure 5.

Advantages of locating a new, independent police facility south of Broughton House, into the hill:

- Location near Franklin Road has high visibility, which may be important in fostering a sense of community security.
- The hill and trees help diminish the visible mass of the building, fitting it more subtly into the Historic District.
- It is close to the administrative offices of the Village.
- The location is central in the Village.
- A Village meeting room might be incorporated into the new police facility.

Disadvantages of the location into the hill are:

- There will likely be extensive damage to the mature vegetation near the construction site. Even though the trees might not be removed, construction activity adjacent to trees often initiates the process of decline, in which trees die over a three to five year period.
- The Village, and the Historic Commission and Planning Commission, will have to be very careful in ensuring that the design of the building fits within the Historic District.
- Vehicular access to the facility will need to be circuitous--not off of Franklin Road, due to the steep slope--and making access to the facility clear to those wanting to find it is important (and may be a challenge).

An additional problem to the construction of expanded police facilities is that other facilities also need more space. Both the Library and the Village Hall are too cramped. However, space needs in the Village Hall will be adequate for existing staff functions once the police department moves out. Enlarged space for the Library, or in future years for the Village Hall will have to share the

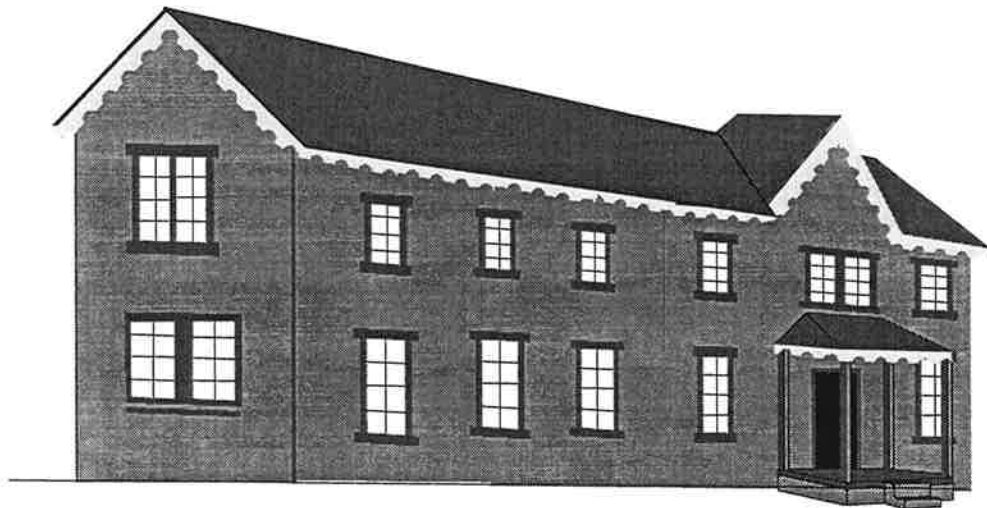
Figure 5
Expansion of Existing Facilities in Keeping with Village Character

Note: This drawing is not meant to suggest a particular architectural style of new buildings.

**Structure too small
for present use**



**Not this
massive
addition**



**This offset
reduces
visual mass**



remaining Village land with the Village Green, gazebo and ball fields on Village and Franklin Community Association land.

Village Hall and Meeting Space

The Village Hall provides space for two functions in addition to the Franklin Police. These are the Village Clerk's Office and a meeting space for the Village Council and other community groups.

The space utilized by the Village Clerk's office is too small. It especially needs more storage room. This would be available in the basement if the police relocate. However, the Hall will need additional office space if a Village Manager is ever hired.

The lack of public meeting space appears to be a problem. There are two small rooms available for public meetings in publicly owned buildings in Franklin. One is at the Broughton House and the other is a much smaller space in the Library. The room at the Broughton House can seat between 20 and 30 comfortably and nearly 50 when packed, and people must stand. It is fire rated for 40 persons in the seating area. To permit attendance by that many persons would require stored items and water bottles to be moved to provide more room for chairs or standing room. The room in the Library can hold a meeting of about one dozen persons, maximum. It cannot be closed off from other Library functions so its use is limited. The Franklin Community Church accommodates public needs for some meetings, but date conflicts are common as it is an often used facility.

While a Village meeting facility is often connected to the administrative offices, and located in the same building, it may not be practical to make such an addition to Broughton House, nor possible without negatively affecting the visual character of the building and/or the site.

The Village desperately needs a larger public meeting room. This was an observation made by the Advisory Committee, and also at the Futuring Town Meeting. Planning Commission comments and observation by the consultants also support this need. Franklin should consider including a large meeting room with the construction of either the new police facility or an expanded library. The Open Space and Community Facilities Advisory Committee of the Master Plan did not consider adding a meeting room to the police facility. Their recommendation was to build the space as an addition to the Library.

A new meeting room should have a capacity of at least 100 persons. Such a room would need 700 square feet for seating at a Fire Code requirement of 7 square feet per unattached chair. Additional room would be needed for space for tables for the Village Council or other body holding a meeting, about 500 square feet. Storage space, public restrooms and a small kitchen would add about 1,000 square feet to the requirement, for a total of about 2,200 square feet. A meeting

room is required by the Franklin Zoning Ordinance to provide 1 parking space for every three persons. If 100 persons attend a meeting and a nine person council or commission presides, 37 spaces would be required.

An alternative approach would be to build a meeting room as an addition to Broughton House. However, this must be carefully done, so that circulation around the Village Hall and the Police Facility functions efficiently and clearly. The total mass of the new building must not be excessive or it would be out of character with other structures in the Historic District.

Diagrams of possible meeting hall configurations are shown in Figures 6 and 7. Both locations illustrated in Figures 6 or 7 may be feasible, if a small encroachment on Franklin Community Association grounds were deemed acceptable. Preliminary surveys of Village land west of the Village Hall show that the Village does own some land to the west and south of Broughton House, but most of this is not adjacent to the street or Broughton House. (See Figure 8) However, there will be a substantial visual intrusion on the Village Green, eliminating some of the space between Broughton House and the Gazebo.

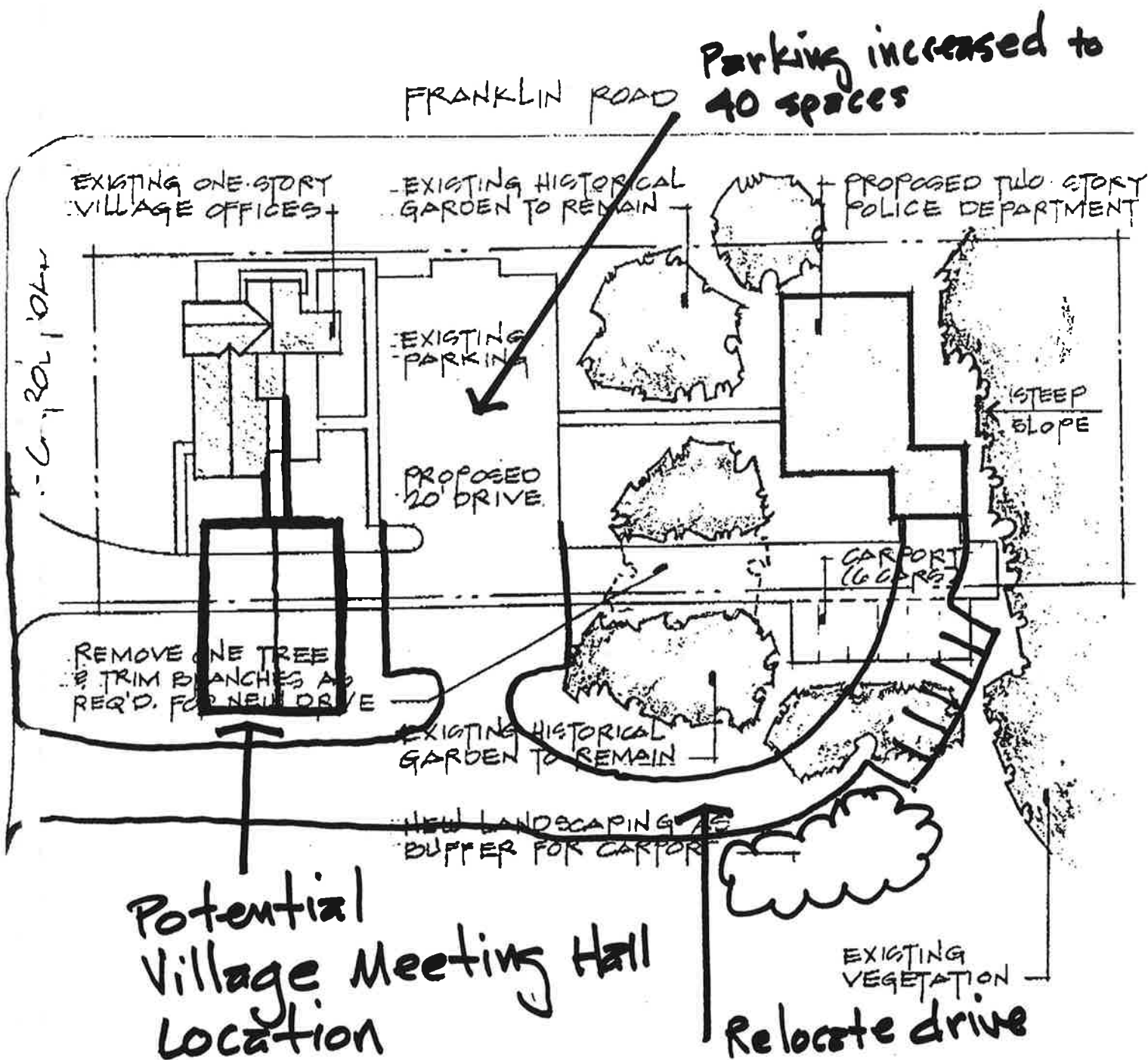
The advantages of constructing a new meeting room attached to the Police Facility are:

- It could provide some cost savings to combine the design fees for the two functions into one project.
- The disturbance to the site near the Broughton House and the historical gardens would be a one-time occurrence.
- The most appropriate layout for each could be determined before the first facility (police) was built, possibly precluding an effective use of the site at a later time.
- It would be easier to guarantee buildings that protect community character.
- Parking for both facilities could share some of the same visitor parking space where there is already a parking area for twenty cars. A meeting hall would require one parking space for each three seats plus one space for each two employees. The requirement for additional parking at this site would be less than that for a site at the Village Green.

The disadvantages of combining facilities into one project are:

- The increased cost of construction at this time.
- The Village may be unprepared to consider the program requirements of a community meeting hall.
- There may be another appropriate site for the meeting hall on private land if a thorough analysis were made.
- A combined facility may be too large for the site recommended for the Police Facility.
- A combined facility would require more parking than simply for the police facility in order to be in compliance with the Zoning Ordinance standard for

Figure 6
 Potential Meeting Hall Location West of Broughtan House
 Modified by Planning & Zoning Center, Inc. from Figure 3

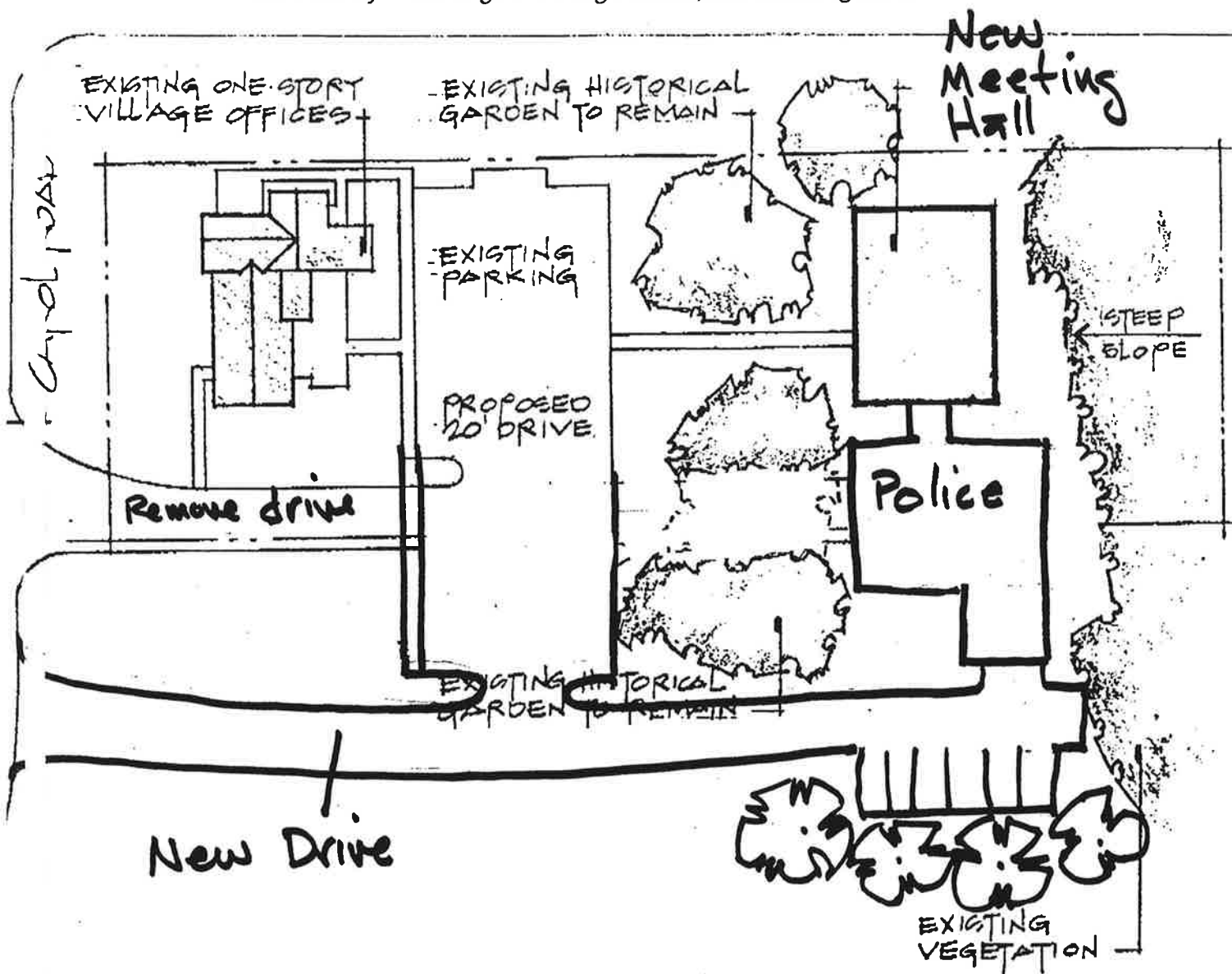


A. VILLAGE HALL SITE CONCEPT

SCALE: 1" = 50'-0"



Figure 7
Potential Meeting Hall Location West of Broughtan House
 Modified by Planning & Zoning Center, Inc from Figure 3



NEW PARKING ADDED: 6 (CARPORT)
 PARKING LOST: 2 VISITOR

A. VILLAGE HALL SITE CONCEPT

SCALE: 1" = 50'-0"

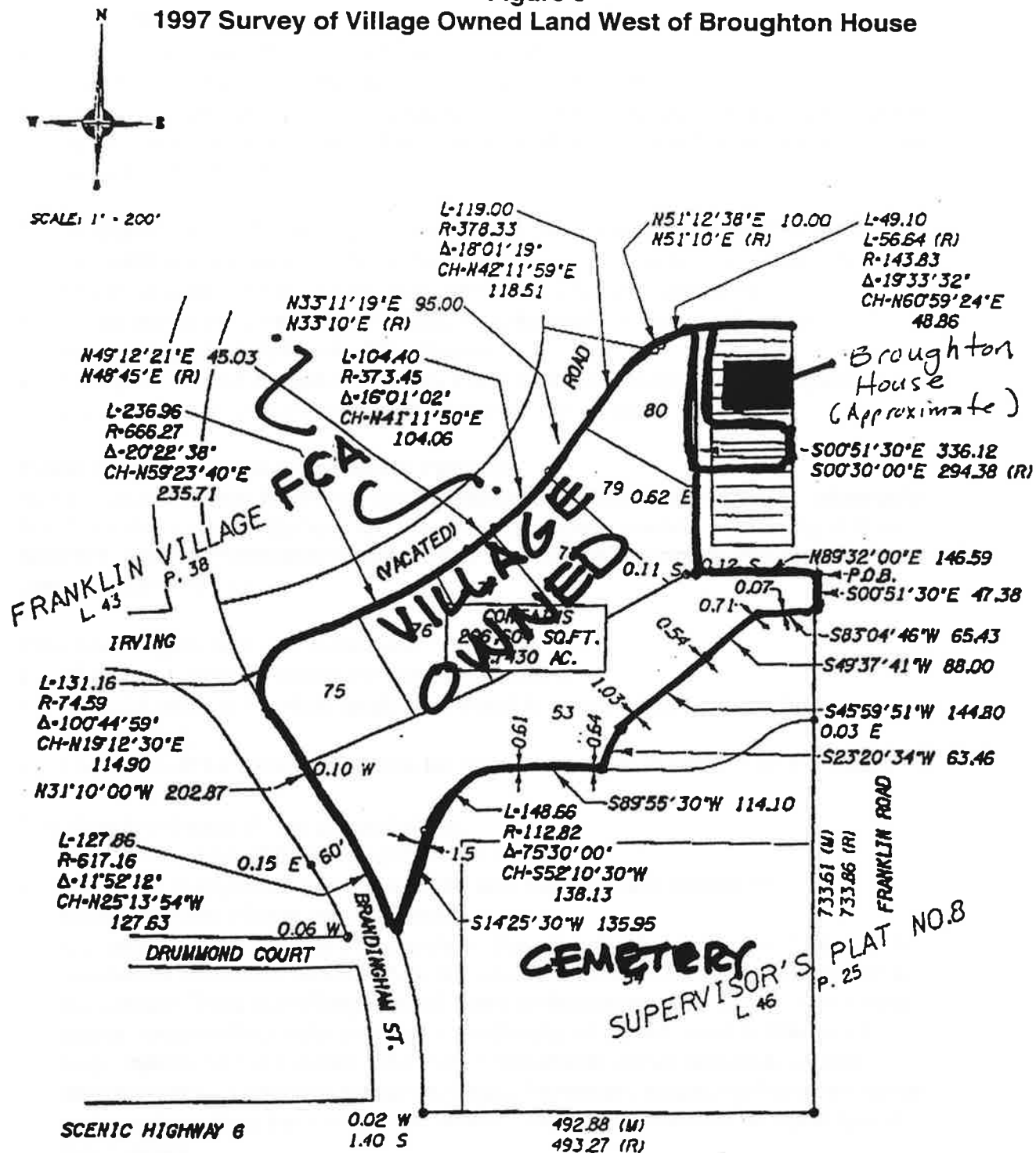


NORTH

CERTIFICATE OF SURVEY

Figure 8

1997 Survey of Village Owned Land West of Broughton House



BEARINGS ARE BASED ON THE EAST LINE OF LOTS
53 AND 54. 'SUPERVISOR'S PLAT NO.8, L.46, P.25

- FOUND CONCRETE MONUMENT
- FOUND 1/2" IRON
- SET 1/2" IRON

remaining in Franklin, and these may be developed as new housing in the future. In addition, there are scattered, individual parcels that would affect Franklin's character if cleared or built upon. These are where an individual owns two parcels, but has only developed one. The other, usually covered by a wooded thicket, may have no protection against either sudden or creeping change. Sudden change would be clearing to build a house, or clear cutting to install a lawn. Creeping change would be the gradual thinning of trees or brush, or building a tennis court, or the incremental expansion of a lawn. The latter may take place under one ownership, over a period of decades, or it may take place each time ownership changes.

- There is no open space plan that indicates for property owners and developers the land that the Village would like to have protected as permanent open space. By identifying those parcels and portions of parcels that should be protected, developers can incorporate those areas into their development plans and individual parcel owners can consider protective measures.
- While many undeveloped parcels have some protection from development through deed restrictions, these are not adequate to protect the natural quality of those parcels. The deed restrictions for several neighborhoods serve to prevent the splitting of undeveloped lots from parcels built upon, and under the same ownership. *This protection is inadequate for two reasons: First, it is not certain that the deed restrictions remain in force, or will remain in force in the future. Second, this only protects against the construction of a second primary residence. It does not protect against property owner actions that would serve to negatively affect Village rural character. Such actions could include building tennis courts or cutting vegetation. This type of vegetation comprises a major portion of Franklin's Village character.*
- With the exception of scattered small parcels, the only publicly owned open space is the Village Green, the ball fields and the gazebo (see Map 1). Connected open space serves more effectively to contribute to a rural Village character than scattered parcels among developed parcels.
- The Village Green and the area around the Broughton House are at risk of public development for much needed public facilities, as described earlier.

The options in the following table should be explored by the Village:

Table of Open Space Options

OPTION	PROS	CONS
<p>Conduct and complete an inventory and deed search of publicly owned open space in the Village. Map 1 indicates known publicly owned land as of 1996.</p>	<ul style="list-style-type: none"> • Provides a clear idea of where there are opportunities to pursue open space protection areas. • Provides residents with information about open space opportunities for their own use and enjoyment. • Provides residents with mapped information when making decisions about open space issues. 	<ul style="list-style-type: none"> • An inventory can be time consuming and costly. • Property owners may see an inventory as a threat to their individual property rights.
<p>Assess undeveloped parcels within the Village to identify and prioritize those that would contribute to rural character if preserved and those that could serve as usable open space connections from neighborhoods to the Village Center with a trail system. A conceptual trail system is shown on Map 2. See the Village Character Plan Update for further discussion of this idea.</p>	<ul style="list-style-type: none"> • Provides the Village with information to use in prioritizing its efforts and money to acquire land or easements, or time and energy to pursue donation of land or easements. 	<ul style="list-style-type: none"> • Some residents may view the effort as a threat to their property rights. • Some residents may be opposed to a trail on portions of their property.

OPTION	PROS	CONS
Seek deed restrictions and donated conservation easements on the undeveloped parcels or undeveloped portion of properties where it would serve to protect rural character and the functioning of natural ecosystems, such as wetlands, floodplains, streambanks and woodlands.	<ul style="list-style-type: none"> • Can protect rural character and natural areas functions without large expenditures of public funds. 	<ul style="list-style-type: none"> • Requires some entity, such as a land trust, to manage the lands on a long term basis. • Some endowment is necessary to pay for maintenance and periodic inventories of protected lands, in which some professional, land management expertise is needed.
Purchase conservation easements to protect natural areas where feasible.	<ul style="list-style-type: none"> • This is one of the most permanent methods to obtain open space for public enjoyment and protection of natural resources. • Easements are not as expensive as fee simple purchases. 	<ul style="list-style-type: none"> • More costly than donations of property and easements.
Complete a master plan for the expansion of public facilities so that a large and contiguous open space can be designated for preservation.	<ul style="list-style-type: none"> • Failure to do this could result in the incremental destruction of public open space within the Village Center. • It provides a clear understanding for the future use of public open spaces and community facilities, both for capital improvement planning and for expectations by the community for future available space. 	<ul style="list-style-type: none"> • This requires considerable thought and energy in the present to plan for the future use of public facilities in the Village.

OPTION	PROS	CONS
Develop design guidelines that show individual property owners how they can protect the natural, rural character of Franklin Village through appropriate plantings and the retention of existing vegetation. (Also proposed in Plan Update on Village Character.)	<ul style="list-style-type: none"> • Helps retain Village character. • Does not have the force of regulations. 	<ul style="list-style-type: none"> • Village incurs costs in developing design guidelines. • Village needs to spend time and energy in promoting design guidelines to property owners.
Construct pathways along major roads where right-of-way permits. This is a recommendation of the Advisory Committee and the Master Plan of 1978. It is also a recommendation of the Plan Update on Village Character. The priority roads are: Franklin Road, 14 Mile (East of Franklin Road), 13 Mile Road, Inkster and Telegraph.	<ul style="list-style-type: none"> • This provides safer circulation from the neighborhoods to the Village Center and other neighborhoods within the Village. Buffering and landscaping as proposed in the 1977 Master Plan is essential. 	<ul style="list-style-type: none"> • Construction is costly and should take place during improvements to those roads. The Village Center Enhancement Committee opposed sidewalks in the Village Center except on the east side.

RECOMMENDATIONS REGARDING OPEN SPACES IN THE GENERAL PLAN

Options listed on previous pages in this Plan update are similar to those in the Master Plan of 1977. The Village should devote increased attention to those areas where long standing recommendations have not yet been implemented.

The Master Plan, adopted in 1977, made several recommendations regarding the use of undeveloped lands within the neighborhoods. While there were more undeveloped parcels in 1977 than in 1996, the need to protect the character of undeveloped lands remains important. The 1977 Plan recommended that:

- Undeveloped, unplatted or potentially subdividable land, consisting of wetlands, woodlands, floodplains or drainage easements be protected as future development is considered.
- Franklin Village should investigate the potential purchase of open spaces and other means to acquire, limit or transfer development rights of undeveloped, unplatted and potentially subdividable property throughout the Village.
- Village residential zoning regulations and descriptions should be revised to be compatible with existing development patterns. Special zoning classifications and districts should be established in order to protect the character of the existing neighborhoods while preventing the potential splitting of single family lots. Franklin Village adopted a lot-split ordinance subsequent to the Master Plan.
- Existing deed restrictions on minimum lot size for residential subdivisions in the Village should be updated and enforced by the individual neighborhoods. Deed restrictions limiting minimum lot size should be developed for subdivisions and unplatted lands without such rules and restrictions.
- Multiple family residential developments should be discouraged within the Village limits.

*Note: While deed restrictions require the services of an attorney for satisfactory execution, the book, **The Conservation Easement Handbook: Managing Land Conservation and Historic Preservation Easement Programs**, by Janet Diehl and Thomas S. Barrett, and published by the Trust for Public Land in San Francisco and the Land Trust Exchange in Alexandria Virginia contains a thorough discussion of the subject.*

SUMMARY AND PLAN UPDATE RECOMMENDATIONS REGARDING COMMUNITY FACILITIES AND OPEN SPACES

While undeveloped spaces are very important to the character of Franklin Village, these spaces are at risk of being developed in ways that would negatively affect that character. Franklin can protect open spaces and create links of open space through a program of developing and enforcing deed restrictions, conservation easements, land purchase and design guidelines.

Franklin Village needs to expand the facilities that house several of its public services, such as the Franklin Police, the Library, administrative offices and a meeting hall for the community. These need to be planned so that the buildings meet future needs, remain in character with the Historic District and preserve as much of the existing open space as possible.

Specific recommendations are listed below:

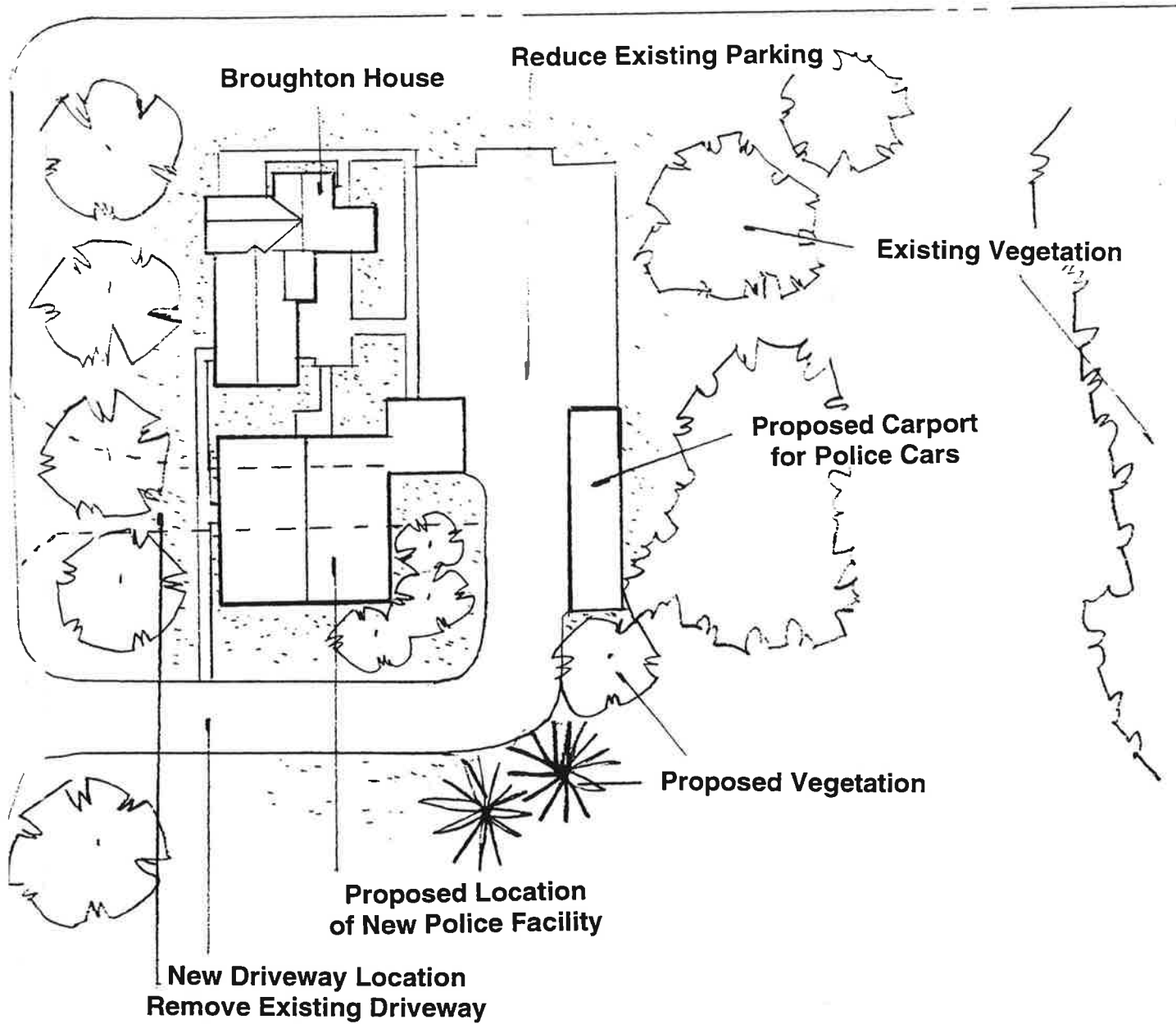
- A new police facility should be constructed. The proposed space requirements by the architect (See Appendix B) appear satisfactory but may be able to be reduced if built together with a new meeting hall.
- In consideration of three potential locations, including two considered by the architect, and one identified subsequent to consideration by the architect, the most favorable locations are as follows:
 1. At the base of the hill, per recommendation of the Study Committee. The architect believes that this location could accommodate the building with minimal damage to the site. See Figures 3, 6 & 7. Figures 6 & 7 show driveways that would likely encroach on Franklin Community Association grounds.
 2. Adjacent to Broughton House and attached to the west end. This site provides quick access to the street and does not impose a building within the relatively natural area at the base of the hill. It is uncertain that the land to the west of Broughton House can house a structure this large, plus a driveway, without unacceptable intrusion onto the Village Green. This location was not considered by the Study Committee. See Figure 9.
- Not recommended next to the Library. A police function is unrelated to the library. It is more closely related to the administrative functions of the Village, and should be located approximate to the Village Hall, Broughton House. This location intrudes on the area of Village Green north of Broughton House. If necessary to utilize this site for a public facility, a meeting hall would be a better use at this site. See Figure 10.
- A new meeting hall should be constructed. The existing room at Broughton House is inadequate. If the police facility is constructed adjacent to and west of Broughton House, the most favorable site for a new meeting hall is next to the Library. It may be impossible to build both a new police facility and meeting hall west and/or south of Broughton House. However, the affect on Village character could be negative if the mass of the building is too great.

Constructing two smaller buildings could result in less negative affect on Village character, and has an historic precedence. However, it may not be possible to construct two buildings without destroying a portion of the historic gardens and trees in that area. Locating a meeting room next to the Library would intrude on the Village Green and would require a large amount of additional parking. However, there is limited Village owned land available, offering few choices. By placing the meeting hall connected to the Library, a sizable portion of the Village Green remains available as functioning open space. This appears to be the best choice if a meeting hall cannot be connected to the new police facility.

- Preserve undeveloped parcels in the Village through a program of deed restrictions, conservation easements and land purchases. The Village will first need to prepare an inventory of undeveloped parcels in the Village to use as a basis for prioritizing preservation efforts. The highest priority parcels will be those which:
 - Can connect to publicly owned parcels
 - Are located at highly visible locations such as intersections
 - Can be connected as part of a pathway system.
 - Other parcels when landowners generously offer easements or deed restrictions.
- Trails and/or sidewalks should be built within major road right-of-ways and within utility easements. Trails along road ROWs should be coordinated with road improvements and well landscaped or buffered. Some trails could be built on land originally platted for roads but never constructed. This is especially true in the Northwest quarter of the Village.

Figure 9

Franklin Road

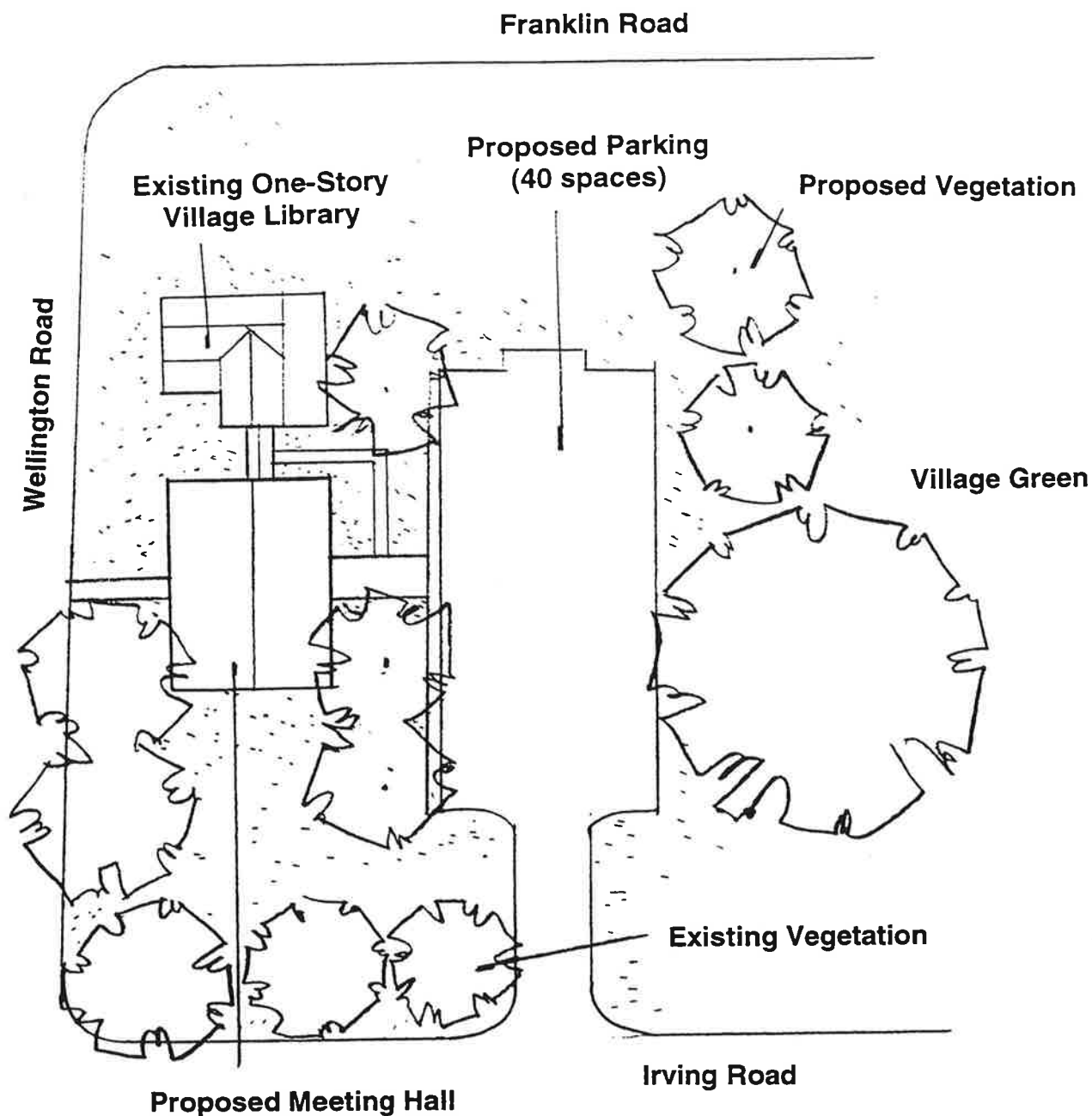


Potential Location for New Village Police Facility

Scale 1" = 50'

— North

Figure 10



Potential Location for New Village Meeting Hall

Scale 1" = 50'

— North

Table of Community Facilities in Existence in 1996

Publicly owned facilities	Location	Size
Broughton House (Village Hall & Police Facility)	32325 Franklin Road	First floor 1700 sq. Ft.
Franklin Library	32455 Franklin road	1600 sq. Ft.
Publicly owned and possibly public owned land		
Village Green	32455 Franklin Road	240 feet by 225 feet (54000 sq. Ft.)
Broughton House land	32455 Franklin Road	4.74 acres
Lot	On Bowden	Irregular shape 130 by 285 feet 81 foot river frontage
Park	Wellington	Irregular shape 250 by 210 feet
Park	Irving	Irregular shape 600 by 160 feet
Park	Circle on Service Dr. Between. Crestwood & Woodside	140 foot diameter
Traffic island	By Baffin	Triangle shape 172' by 207' by 200'
Traffic island	On Captain's Lane	Triangle shape 150' by 125' by 125'
Traffic island	On Irving	Triangle shape 106' by 86' by 112'
Quasi public facilities		
Cemetery	Franklin at Scenic	442 by 366 feet plus land purchased
Fire House	32707 Franklin Rd.	50 by 125 foot lot

Properties identified by the Facilities and Open Space Committee as possibly being owned by the Village

Please note: the committee has not confirmed ownership

Properties Identified in Tax Records as Being Owned by Franklin Village

Traffic island on Captain's Lane	Sidwell # 24-06-128-001
Shown on plat maps as traffic island at the northeast corner of Wellington and Irving, but one part of road never developed.	Sidwell # 24-06-179-001
Village Green	Sidwell # 24-06-253-024
Land on south side of Irving between ball fields and Wellington	Sidwell # 24-06-255-001
Land with Broughton House and part of what has been considered FCA property	Sidwell # 24-06-257-020
Land between Broughton House and the Cemetery and part of what has been considered FCA property	Sidwell # 24-06-257-021
Land on Bowden donated by Madon Green	Sidwell # 24-06-279-002

Property with owner listed as "unknown"

Identified on plat maps as "Park". Located on east side of Wellington north of 13 mile	Sidwell # 24-06-352-006
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Properties not listed in the tax rolls, possibly owned by village

Identified on plat maps as 'Park'	Sidwell # 24-06-376-006
Identified on plat maps as 'Park'	Sidwell # 24-06-377-001

APPENDIX A

OPEN SPACE AND COMMUNITY FACILITIES ADVISORY COMMITTEE TO THE FRANKLIN VILLAGE PLANNING COMMISSION

PRELIMINARY PRIORITIES REPORT

FACILITY PRIORITIES

1. Police Facility
 - A. First priority should be given to providing a new facility as quickly as possible - Buying & renovating any property would delay the process.
 - B. Committee does not agree with the placement currently being suggested which they feel would destroy a grove of trees south of Broughton House - The Advisory Committee suggests using village owned property west of the Broughton House driveway which is mainly open land.
2. Enlarge Library and add Community Meeting Room
 - A. Two problems could be addressed - library needs expansion to provide a children's area, office space and more computer access - Village needs a larger community owned meeting place which library would use for programs
 - B. An outside entrance to meeting room so Library can be closed off
 - C. Possibility of obtaining 45% matching funds
3. Offices to remain in Broughton House with some renovation
4. Franklin School
 - A. Not very feasible from time and cost standpoints
 - B. Try to acquire grounds for village
 - C. Possibly encourage charter school to locate here

OPEN SPACE PRIORITIES

1. Maintain Natural Areas owned by Village including Charlotte's Garden
2. Encourage Donation of Natural Land
 - A. Conservation Easements

VILLAGE OF FRANKLIN POLICE PROGRAMMING ANALYSIS

July 23, 1996

File No. 3166.00

	SPACE/FUNCTION per Facility Committee (Added areas in Boldface)	AREA per Facility Committee	AREA per Redstone/Tisco Recommendation	Adjacency/Comments
f	Reception/Lobby/public restrooms	288	280	
b.	Men's Locker Room	225	350	15 lockers, shower, toilet facilities
c.	Women's Locker Room	0	264	Report suggests women's locker room, but did not size one.
c	Exercise Room	144	150	Locker Rooms
e	Property Room	340	240	Sally Port
i.	Squad Room	400	250	Used for report writing. I.EIN terminal, computers, mail cubicles
b	Armory	60	60	Squad Room/Sergeants / <i>Property Room</i>
f	Lock up (2 required)	160	160	Sally Port/Processing
i.	Processing & forensic Area	0	110 ✓	Fingerprints, Photos, etc.
j.	Interrogation Room	81	108	Lock up; also used for juvenile detention.
	Witness Room	100	108	Reception/Lobby
	Administrative area	0	225	Secretary's area
iii.	Detective Office	144	132 ✓	
	D.A.R.E./Traffic/Training	225	132 <i>at</i>	<i>uniform storage</i>
o.	Chief's Office	216	180 ²⁵⁰ +216	<i>head table + 2 more in</i>
	Lieutenant/Sergeant Office	324	240 <i>200</i>	Shared offices for 2.
	File Room	160	160 ?	Archived material. Adjacent to Administrative Area

*P. + TRAINAL
TRAFFIC / DARE as outlined in I.R. 2000*

	SPACE/FUNCTION per Facility Committee (Added areas in Boldface)	AREA per Facility Committee	AREA per Redstone/Tiseo Recommendation	Adjacency/Comments
r.	Employee Lounge	120	120	
s.	Clerk's Office	80	Admin. Area	Lobby
t.	Copy/Fax	120	Admin Area	Clerk's/Squad/Offices
u.	Conference Room(public)	464	350	Reception/Lobby. Size of this room will depend on use and capacity required.
	Conference Room Storage & Supplies	0	50	to store chairs, mats, etc.
v.	Sally Port/Garage	625	400	Processing/Lock up: RECOMMEND ONLY ONE CAR.
	Janitors Closet	0	60	
	Elevator	0	80	
	Subtotal: NET AREA	4,276	4,209	
	Circulation, mechanical support spaces (33% of net)	1,425	1,403	Corridors, stairwells, mechanical rooms, electrical rooms, etc.
	TOTAL GROSS BUILDING AREA	5,701	5,612	
	Outdoor Storage	324		

Summary of The Village of Franklin Police Department Staff:

*Number of full-time police officers: 10

1. Chief: 1
 2. Lieutenant: 1
 3. Sergeant: 2
 4. Detective: 6 - (detectives)

(10 + 2 = 12)

5. Patrol Officers:

6. Clerks:

7. Secretaries

8. Receptionists

9. Other

07 - POSS. INC 2-3 next 3
1 poss 2 - 5 years.

*Number of part-time police officers: 12 police officers.

DEFINITION OF FUNCTION AND SPACE NEEDS

a. **Public Lobby:** The Lobby should be adjacent to the Administration Area and be connected to a Reception Area through a window/counter and a door. The Lobby should accommodate a waiting area for at least four people and a public telephone for 911 emergency calls. This area will serve as a focal point to organize public and private spaces. This area will also have public restrooms (Recommended size: 280 sq. ft.)

b. **Men's Locker Room:** Fifteen (15) lockers for male staff are required. The room should also include men's shower and toilet facilities. (Recommended size: 350 sq. ft.)

c. **Women's Locker Room:** Although no space allocation was previously included, five (5) lockers for female staff should be provided. The room should also include women's shower and toilet facilities. (Recommended size: 264 sq. ft.)

d. **Exercise Room:** An Exercise Room is desirable for the physical fitness of the Department staff. This room should have equipment such as weights, bench press, a stationary bike, etc. The exercise room should be adjacent to both the Men's and Women's Locker Rooms. (Recommended size: 150 sq. ft.)

e. **Property Room:** The Property Room should be adjacent to the Sally Port / Garage. The room should include a lockable closet for storing ammunition and weapons. (Recommended size: 240 sq. ft.)

f. **Squad Room:** The room is used by the patrol officers for report writing. Furniture and equipment assumed include: counter space for 2-3 officers, a police radio system, one PC with a printer, one LEIN terminal with a printer, two typewriters, one large bulletin board, cubicles for forms (approximately 60), 12-15 mail cubicles on a counter, shelving, two telephones and a battery charger for six radios. The maximum number of patrol officers using the space at one time needs to be determined to accurately size the room and the furniture requirements. Video training can easily, and more comfortably, be handled in the Conference Room. (Recommended size: 250 sq. ft.)

g. **Armory:** The Armory should be a separate, secure room for storage of munition and weapons located adjacent to the Squad Room and Lieutenant / Sergeant Office.

- n. **D.A.R.E. / Traffic/ Training Office:** This office might receive visitors, mostly school administrators, local business people and corporations. Furniture required may include: a desk with return, two guest chairs, two double door cabinets, one 4-drawer file cabinet. (Recommended size: 132 sq. ft.)
- o. **Chief's Office:** The Chief requires a private office. He should be accessible to the public but not visible. Furniture requirements may include: one desk with return, one credenza, 3-4 guest chairs, a small table, two 5ft. bookshelves, two 4-drawer file cabinets. (Recommended size: 180 sq. ft.)
- p. **Lieutenant/ Sergeant Office:** This office will be shared by two command officers. Furniture requirements may include: two desks with returns, two 4-drawer file cabinets, and four guest chairs. (Recommended size: 240 sq. ft.)
- q. **File Room:** This room will be used to store all legal documents and related materials. (Recommended size: 160 sq. ft.)
- r. **Employee Lounge :** The Employee Lounge should have a counter with a sink, refrigerator, microwave, and wall cabinets and should accommodate a table for four people. (Recommended size: 120 sq. ft.)
- s. **Clerk's Office :** This office requires one work station and should be located near the front desk/ lobby area. (Recommended size: included in Administrative Area.)
- t. **Copy/ Fax :** This area will contain clerical equipment including a copier, fax, and supplies. (Recommended size: included in Administrative Area.)
- u. **Conference Room :** This room, available for public use, will be located adjacent to the Lobby. The size of the room will depend on the use and capacity required. The recommended size is large enough to comfortably accommodate 10 people. (Recommended size: 350 sq. ft.)
- v. **Sally Port/ Garage :** The Sally Port/ Garage will be adjacent to the Processing/ Forensic Area as well as the Lock-up. A one car garage will significantly reduce the building footprint and should accommodate the departments needs. (Recommended size: 400 sq. ft.)

APPENDIX C

CONSERVATION EASEMENT INFORMATION

(Articles from **Planning & Zoning News**)

REGIONAL CONSERVANCY STRIKES A BALANCE

by Glen Chown

Grand Traverse Regional Land Conservancy

Development pressures seem to have everyone who lives in northern Michigan on edge these days. On a recent afternoon drive admiring our brilliant fall colors, I was struck not only by the abundance of For-Sale signs, but also by the haphazardness of new developments sprouting up all over the countryside. The increasing likelihood that we are in danger of losing the very qualities that makes northern Michigan so special in the first place has people on edge.

We all know that growth is inevitable. The issue becomes a matter of where, how much, and what kind of growth we are talking about. The challenge is achieving a balance so that the protection of our significant natural resources becomes inevitable too. How can we give as much attention to preserving northern Michigan's natural beauty as we are giving to developing nearly every available open space left?

In grappling with this challenge, we must move beyond the "us" versus "them" mentality that pits environmentalists against developers. There are good tools available that allow us to have our cake and eat it too. And there are also good incentives.

In two recent projects completed by the Grand Traverse Regional Land Conservancy, a balance was struck between conservation and development that provides a model for our future. These projects defy the conventional notion that achieving maximum density—i.e., using a "cookie cutter" approach—is the most practical or even the most profitable development approach. These projects also illustrate that open space preservation not only pays many important dividends for our communities, but also can be good for business.

Open space preservation not only pays many important dividends for our communities, but also can be good for business.

Land Gifts on Elk Lake

A year ago last summer, the Regional Conservancy was contacted by Site Planning and Development Company of Charlevoix to determine our interest in a potential gift of approximately 1500 feet of shoreline on Elk Lake in Whitewater Township. The property in question is adjacent to a former summer camp for gymnasts

known as "Camp Palaestra" and just south of the Whitewater Township Park.

The camp had been owned by developer Edward H. Graft for several years and, with over 2,300 feet of contiguous shoreline, it has long been a concern of area residents fearing a large-scale development. The story that unfolded has put these concerns to rest and represents a model of cooperation between the Conservancy, two landowners, township government, and a lake association.

The initial proposal presented to the Conservancy was both compelling and creative. Whitewater Township had just passed a new Planned Unit Development (P.U.D.) ordinance which encourages open space protection. Graft was willing to scale down the density allowed under the ordinance from over 30 residential units to no more than 12 single-family residences. As part of his P.U.D., he proposed an outright donation of over 1,000 feet of shoreline and a conservation easement over a nearby 3.6-acre wetland area.

Each lakefront lot has a mandatory greenbelt setback utilizing shrubs and woody vegetation as opposed to over-fertilized lawns that harm water quality.

Following consultation with representatives of the Elk-Skegemog Lakes Association, Graft also decided to incorporate additional conservation-minded provisions into his plan. For example, each lakefront lot has a mandatory greenbelt setback utilizing shrubs and woody vegetation as opposed to over-fertilized lawns that harm water quality. Shared docking will also be used to minimize the impact of the development on the waterfront. In addition, Graft is using a common septic field, located over 700 feet away from the waters edge, to service the 12 residences.

Moving the septic field away from the lake required the cooperation of Esther Holm, Graft's neighbor to the north. Upon learning more about Graft's proposal, Holm decided to donate her contiguous portion of the wetland system which included over 15 acres of property with an additional 500 feet of shoreline.

The end result of the negotiations has been a win-win situation for everyone involved. The gifts qualify as charitable contributions, equivalent to the fair market value of the land, for income tax purposes. Moreover, a spirit of cooperation has prevailed in public meetings and in the numerous discussions between all parties involved. The preserved areas will enhance the marketability of the project. Potential buyers can now have confidence that a spectacular shoreline area will never be clear-cut, drained, filled, or used as a dumping ground. Studies across the country are showing that home buyers will actually pay more to live near protected open space.

Studies across the country are showing that home buyers will actually pay more to live near protected open space.

Cherry Ridge Farms Conservation Easement

On the heels of completing the Shores of Palaestra project negotiations, the Regional Conservancy received a phone call from developer Scott Barkley who had recently purchased a 110 acre property near the intersection of Elk Lake and Palaestrum Roads.

Using a "cookie-cutter" formula, Barkley could have squeezed in over 100 residential units but he quickly grew very fond of the rolling hills and vistas on the property and decided upon a different course of action. Barkley's plan called for scaling down the density to a total of 11 single-family residences clustered on a 37-acre portion of the property. The remaining acreage of nearly 74-acres (66.5% of the total land area) would all be permanently protected through a conservation easement donated to the Grand Traverse Regional Land Conservancy.

A conservation easement is a legal agreement a landowner, such as Barkley, makes to limit the type and amount of development that may take place on his land. In the case of Cherry Ridge Farms, the easement restrictions were tailored to protect the unique features of the land while reflecting the owner's objectives. (see PZN, May 1991)

In this situation, the primary future uses of the 74-acre open space area will be hiking, skiing, and birdwatching. As was the case

with the "Shores of Palastra" project, the open space area is part of what realtors call the "amenity package" and, in fact, the real estate agent's sign along Elk Lake Road advertises the "Large Protected Open Space" as one of the key features of this unique conservation-minded development project.

Where Do We Go From Here?

Clearly, an investment in open space preservation is one of the most important investments we can make for the future of a region with an economy that is so dependent on the quality of our natural resource heritage. Although organizations like the Regional Conservancy have some exciting success stories to point to, we still have a long way to go before the type of projects described above become the status quo. However, as these projects illustrate, there is much cause for optimism.

For one thing, land trusts such as the Regional Conservancy are providing timely leadership and the public is responding with increasing support through membership donations, gifts of land and conservation easement donations. Conservancies can work with a variety of different interests and provide the necessary tools and incentives to get the job done. They do not take stands on political issues, but instead work to find creative, win-win solutions.

There also is a great need to disseminate information on land conservation tools so that landowners are aware of options before they get locked into plans lacking

open space protection provisions, creativity, and foresight. In presenting a deed to the Regional Conservancy at our annual meeting this August, Graft offered a few words of advice to conservationists in northern Michigan.

"Developers need to know, early in the planning process, that there are open space preservation options available that provide incentives and how they work."

"For the land conservation movement to be successful in this region, more education must take place. Developers need to know, early in the planning process, that there are open space preservation options available that provide incentives and how they work," Graft said.

Leadership is also coming from local governmental officials such as Whitewater

Township Planning Commission Chair Thad Ketchum who is hopeful that a domino effect will occur. *"We know that our citizens strongly favor open space preservation, we know there are approaches that can work, and now we have some success stories that can be used as models,"* said Ketchum.

The Grand Traverse Regional Land Conservancy is a private, non-profit organization that has protected over 1500 acres of significant natural, agricultural and scenic land in Antrim, Benzie, Grand Traverse, and Kalkaska counties since it was formed in 1991. If you would like more information, contact the office at 624 Third Street, Traverse City, MI 49684, or call (616) 929-7911. □

This article will also be appearing in the inaugural issue of **Stewardship Quarterly**, a new publication with a projected circulation of 60,000+ in the seven county region of Northwest Michigan. For further information contact Rebecca Martin at Box 805, 102 Dexter St., Elk Rapids, MI 49629, 616-264-6800.

Land Use Planning Policy (continued from page 18)

dollars and programs being shifted away from here-to-fore suburban infrastructure and economic development programs. A new emphasis is being placed on urban redevelopment, as witnessed by the recently proposed recycled cities and enterprise zone proposals. Mr. Tyler concluded that funds for public projects are shifting towards the urban setting and this trend will continue into the foreseeable future.

Environmental Impact on Future Land Use

Jack Bails, a vice president of Public Sector Consultants focused on "the Environmental Impact on Future Land Use Planning within the State". He suggested environmental regulation and natural resource management was going to play an important role in creating land use plans in the future. The time has come he feels, for recognizing that land use decision making must recognize the importance of Michigan's natural resource base and serve as a framework upon which all future plans are prepared.

Concluding Remarks

Senator Donald Riegle sent a representative to the workshop as a demonstration of his commitment to the site reuse and redevelopment initiatives within urban communities and to participate as part of a question and answer session following the individual presentations. Bob Terry, in his concluding remarks, reviewed those communities who had successfully utilized the State's site reclamation program and re-

affirmed the importance of information, like that shared during the conference, as a critical element of the redevelopment process. In order to make intelligent, informed decisions that place limits on financial and political risk, shared information is a key to success. □

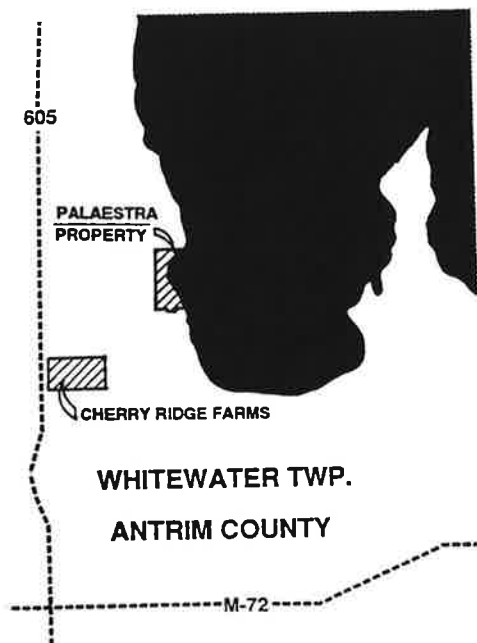
U.S. Court of Appeals (continued from page 3)

merely provides that a permit must be issued under MAPA for the operation of a solid waste incinerator, but does not provide for local governments to preempt other provisions of the SWMA.

The defendant City also charged that the MAPA specifically conflicted with the SWMA because the MAPA provides for local regulation of air pollution sources while the SWMA prohibits local regulation of incinerators which, in fact, are air pollution sources. On this charge, the Court noted that where two statutes seemingly contradict each other, the more specific statute must prevail.

"Where as the MAPA generally allows local legislation in the area of air pollution abatement, the SWMA specifically limits local power to regulate solid waste disposal facilities, we conclude that it is more specific than the MAPA's allowance of local regulation of air pollution."

The Court of Appeals affirmed the federal district court's ruling. □



WHAT IS A CONSERVATION EASEMENT WORTH?

by: Tom Bailey, Little Traverse Conservancy and Robert Frame, MAI Appraiser

This article outlines important issues associated with the valuation of conservation easements. Associated sidebars define conservation easements and summarize the result of a new Michigan Tax Tribunal case on determining fair market value of land protected by conservation easements.

PROCEDURE FOR DETERMINING THE VALUE OF CONSERVATION EASEMENTS

The appraisal of conservation easements is accomplished by using a "before" and "after" approach to determining the value of the easement. The land is appraised, "before", without the encumbrances—determining the development which could take place to reach the optimum value of the subject property, as developed to its highest and best use.

The property is then appraised, estimating the remaining value "after" the imposition of the conservation easement. This is the difficult part, as sales of property which are encumbered by conservation easements are difficult to find, or even non-existent. Until market data are available, some other method must be found to arrive at the value of this parcel of land which may never be developed.

The first question which must be answered is—what is the highest and best use of this property as encumbered by the conservation easement? Most easements restrict the property to remain in the natural state. This means there shall be no construction, and in most cases, no cutting of timber, no snowmobiles or other types of all terrain vehicles. The remaining rights of the owner are that the land will stay in private ownership and the owner may walk upon it. In the case of waterfront land, the land may still provide pedestrian access to the lake.

About the Authors

Thomas C. Bailey has been Executive Director of the Little Traverse Conservancy since late 1984. He was appointed by Governor Engler to the Michigan Water Resources Commission and subsequently to the Technical Advisory Board of the Michigan Great Lakes Protection Fund. He spent six years with the Michigan Department of Natural Resources.

Robert W. Frame, CAE, MAI, has appraised conservation easements throughout northern Michigan and in Kent County. He was the major property appraiser for the State of Michigan Tax Commission, has written and taught industrial appraisal courses, and is owner of Frame Appraisal Service.

The comparable properties used by most appraisers are sales properties which are completely wetland. This land also may never be built upon. The buyer may have, in the case of acreage, the right to hunt on the land, and may cut timber on it. In the case of waterfront land, the buyer may acquire access to a lake or other body of water. As with land encumbered by a conservation easement, this land is in private ownership and provides a limited use.

Using wetland sales, a value for subject property is determined for "after" the conservation easement.

If there is an enhancement to the owner's contiguous property, the value of the easement for Federal Income Tax purposes must be diminished by this amount. While this does diminish the value of the easement for income tax purposes, it does not

change the remaining value of the subject land. For real estate tax assessment purposes, the increase in value of the contiguous land will show up in the market. This enhancement amount may be indicated by sales of land which are contiguous to State Forest lands. In the northern part of the State, these sales are available. They indicate that there is a small (approximately 10%) enhancement to the value of these properties (land only), but mostly they are enhanced by their marketability.

Below are a few examples of conservation easements to show how to handle the appraisal problem.

Example 1:

Say that the subject land has 100 feet of lake frontage, and the owner wishes to

Conservation Easements Defined

A conservation easement is a binding agreement between a landowner and a conservation organization or governmental unit which permanently restricts the uses that can be made of a parcel of land. Most conservation easements in Michigan are acquired by non-profit land conservancies as outright donations, although the State is beginning to purchase conservation easements in some circumstances. In either case, the easement restricts future use of the property and therefore diminishes its value. Whether the easement is donated or purchased, valuation is important. For donated easements, the donor can qualify for a federal income tax deduction equal to the value of the easement.³ For purchased easements, a price must be determined for the rights that are being purchased from the owner. Another important reason for determining a conservation easement's value is to determine the effect the easement might have on the property tax assessment of the land in question (see related sidebar on page 7).

A conservation easement is defined in federal law as: "a nonpossessory interest of a holder in realty property imposing limitations or affirmative obligations the purposes of which include retaining or protecting natural, scenic or open space values of real property, assuring its availability for agricultural, forest, recreational or open space use, protecting natural resources, maintaining or enhancing air or water quality, or preserving the historical, architectural, archaeological or cultural aspects of real property."⁴ The State law has slightly different definitions of conservation and historic preservation easements.

To better understand the nature of conservation easements, picture property ownership as consisting of a bundle of rights. The land owner has the right to do many things with the property including for example the right to farm, to mine minerals, to subdivide, develop and so on. When a conservation easement is created, the owner works with a land conservation or government agency to take a number of rights out of that bundle, package them as a conservation easement and give or sell the easement.

When a conservation easement is created, the owner works with a land conservation or government agency to take a number of rights out of that bundle, package them as a conservation easement, and give or sell the easement.

Typical conservation easements keep the property from being subdivided, prevent mining or other disturbance of the surface, restrict timber management to selective cutting only, preclude buildings and so on. Such easements run the gamut from a "forever wild" type of easement with very strict controls on almost all activities to easements which allow one or two building sites to be established on the corners of the land and allow for agriculture, forestry, and other limited uses.

preserve this land in its natural state, and never allow the site to be developed.

The first part of the problem is easy, as it is a straight forward market value analysis. Say that the results of this appraisal indicate a market value for the land of \$140,000, or \$1,400 per front foot, **before** the imposition of the conservation easement.

One approach is to examine sales of lots in a subdivision, some of which could be built upon and some which were wetland and may never be developed. In one case, sales indicated that the wetland lots sold for 35% of the selling price of the developable lots. The lots are on the Crooked River in Emmet County and provide an excellent example of the loss in value due to the loss of development rights. This is similar to the rights remaining after the imposition of a conservation easement.

Completing the above example, the market value results of encumbering a property with a conservation easement is as follows:

- Land value before the conservation easement = \$140,000
- Land value after the conservation easement ($\$140,000 \times 35\%$) = \$49,000.

Other wetland parcels, such as Lake Michigan frontage, and acreage parcels indicate similar losses in value, as compared to high and dry developable land sales.

Example 2:

Say that zoning would allow a parcel of land with 700 feet of lake frontage to have 7 residential lakefront building lots (100 feet of lake frontage required). The land is appraised for its highest and best use as 7 residential lots. If the lots have an indicated market value of \$1,400 per front foot, the gross value indicated for the property is \$980,000. The appraiser then deducts the cost to split that parcel of land into a 7 lot subdivision. For example purposes, estimate that cost of roads and other required improvements, plus the cost of surveying,

platting, entrepreneurial profit, etc. amounts to \$400 per front foot. The net value to the land owner is \$1,000 per front foot (\$1,400 - \$400). This is also the amount which a developer will pay for the property.

Say the conservation easement allows only one existing developed (or undeveloped) building site, and all of the land must remain in its natural state. The resulting value of the land after imposition of the conservation easements is as follows:

- 100 feet of lake frontage which may be developed @ \$1,400 per front foot = \$140,000
- 600 feet of lake frontage which may never be developed:
@ \$1,000 per front foot \times 35% remaining value = \$210,000
- Value of land after imposition of conservation easement = \$350,000.

SIGNIFICANCE OF CONSERVATION EASEMENT VALUE

The value of a conservation easement is important for a number of reasons. First is the Federal Income Tax deduction. If the easement is donated to a qualified charitable conservation group or unit of government, the donor may qualify for a federal income tax deduction equal to the value given up. This deduction can amount up to 35% of the taxpayer's adjusted gross income or, if the donor limits the deduction to the donor's basis in the property, up to 50% of adjusted gross income. (A competent tax advisor must be consulted to determine the actual benefits in each donor's specific situation).

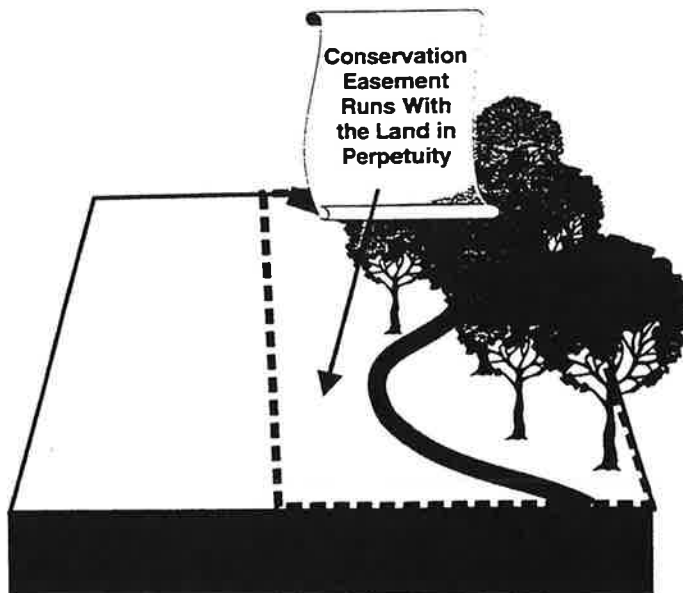
The second area of significance involves the value of an owner's estate. When land is passed from one generation to another, estate taxes can be very high—in some cases so high that children are forced to sell all or part of the land left to them by their parents in order to pay estate taxes running



as high as 55%. However, to the extent that a conservation easement reduces the value of the land, estate tax savings can result. Many families are finding, in fact, that conservation easements which reduce the value of family land holdings are a very important estate planning tool. (For more information on this subject, the authors recommend a book entitled **Preserving Family Lands**, by Stephen J. Small, (available from Landowner Planning Center, Box 4508, Boston MA 02121-4508.)

The third significance of the "after" value of conservation easement land involves property taxes. The Michigan Tax Tribunal, in a February, 1995 appellate decision, established a precedent that incorporates the "before and after" test as a means for establishing the fair market value of property for real estate tax assessment purposes (see sidebar on page 7).

Fourth, the value of a conservation easement is important if the easement is to be purchased. Michigan saw its first purchase of a conservation easement by the State in 1994, when the Department of Natural Resources purchased the development rights on 41 acres of prime lakefront sand dunes in northern Emmet County. More purchases of development rights, or PDRs as they are often called, are expected in the future as monies from the Farmland and Open Space Preservation Act reversion fund are used to buy conservation easements and protect land. □



Footnotes:

1. The Michigan Conservation and Historic Preservation Easement Act, P.A. 1980, No. 197; 399.251 et. seq. Michigan Compiled Laws.
2. The Department of Natural Resources purchases development rights or conservation easements through the Farmland and Open Space Preservation Program, 1974 Mich. Pub. Acts 116; 554.701 et. seq. MCL. The Transportation Department has the ability to purchase development rights or conservation easements through the Federal Highway program.
3. Section 170(h) of the Internal Revenue Code specifies the rules for deductions for gifts of conservation easements.
4. Uniform Conservation Easement Act, Section 1(1) 12 U.L.A. 64 (supp. 1989).

NEW PUBLICATION EXPLAINS WAYS PRIVATE LAND CAN BE CONSERVED

The Land Trust Alliance has published a booklet that explains to landowners why open space they own may be under greater threat of development than they realize and how they can protect it for future generations.

Conservation Options: A Landowner's Guide gathers together for the first time the range of conservation options used nationally and explains them in layman's terms. It introduces landowners to critical concepts about private land protection:

- A landowner's heirs could need to pay as much as 55% of land's fair market value in federal estate taxes, usually within nine months after death. Without proper planning, a family can find itself forced to sell land it had hoped to keep.
- A landowner may be able to ensure perpetual protection of his or her land now, and receive tax deductions for doing so, but continue to use the property and sell it or pass it on to heirs.
- There is an array of conservation techniques available to suit a landowner's particular personal, financial, and conservation goals.

Protection techniques covered by **Conservation Options** include:

- Conservation easements—a legal agreement between a landowner and a conservation organization or government agency that permanently limits a property's uses in order to protect its conservation values. Conservation easements leave the property in the ownership of the landowner, can provide income tax and property tax benefits, and can significantly lower estate taxes.
- Land donation—including simple outright donation, donation of a remainder interest (which can allow the landowner to donate the land but continue to live on it until his or her death), and land donation that results in a life income.

- Bargain sale—a transaction in which the land is sold to a conservation organization at less than fair market value, providing the landowner with cash and, in most cases, an income tax deduction.

The 55-page booklet also includes interviews with landowners who have protected their land, federal tax information, simple charts that give an overview of options available, and information on working with land trust.

The Land Trust Alliance is the national organization of land trusts, working to en-

sure that land trusts have the information, skills, and resources they need to save land through voluntary land conservation. **Conservation Options** was made possible by grants from the Compton Foundation and the J.M. Kaplan Fund.

Ordering Information: **Conservation Options: A Landowner's Guide** is available from the Land Trust Alliance for \$7.50 (\$10.50 postpaid). Mail orders must be accompanied by a check or purchase order; phone or fax orders may be charged to MasterCard or Visa. Bulk prices are available. □

Sample Conservation Easement Language

4.0 PROHIBITED USES.

4.12 Surface Drainage. *There shall be no alteration of the natural surface drainage on to or off of the Natural Parcel, and the Natural Parcel shall not be subject to any increase, decrease, or alteration of natural surface water flows from any other property, whether adjacent or not, except as permitted in section 6.2.*

6.0 PERMITTED USES.

6.2 Right to Drain Surface Waters. *The Owner retains the right to discharge surface drainage waters which originate on the Development Site onto the Natural Parcel, PROVIDED that the design of the entire surface water discharge system is approved in writing by the Conservancy prior to any construction on the Development Site, including any grading or site preparation work. The parties acknowledge that the owner shall not be required to construct and use any stormwater management system which would be economically impractical or unreasonably burdensome to install or maintain. The parties also acknowledge that protection of the wetlands on the Natural Parcel includes protection of the plant and animal communities residing in those wetlands, and that the Grantor has specifically required the Conservancy's approval of the surface water run-off system based on the Conservancy's high standards for environmental protection which may exceed statutory and ordinance requirements. The parties agree that the standards and conceptual plans described in Exhibit C to this Conservation Easement are economically practical and reasonable, and that the system to be installed will be as shown on Exhibit C, unless the par-*

ties mutually agree on an alternate plan. The Owner agrees to perform routine maintenance on the surface water management system, and to permit the Conservancy to observe and inspect the system as needed, but no less than once each year.

7.0 PROCEDURE FOR APPROVALS.

7.1 Specific Procedure for Approval of Surface Water Discharge and Erosion Control Plans. *A plan describing any proposed site improvements or landscaping on the Development Site must be submitted to the Conservancy for review and written approval prior to any construction or preparation for construction, including without limitation activities such as clearing trees, grading, installing culverts or utilities. Said plan shall include the locations and detailed description of all stormwater management facilities and erosion control methods, elevation contours and proposed changes in grade, and existing vegetation and proposed vegetation removal, where applicable. The Conservancy must approve or provide comments on any such plan(s) (or revisions) within 14 days of receipt. After Conservancy approval of site plans, the Owner must submit biddable construction documents to the Conservancy showing construction detail consistent with the site plans no less than 14 days prior to the start of construction activities. The Conservancy shall have the right to monitor all construction activities and observe construction and maintenance of the erosion control and stormwater management systems. The Owner shall provide one set of "as built" drawings of the stormwater management system to the Conservancy upon completion of the project. □*

CONSERVATION EASEMENT CASE ESTABLISHES PROPERTY TAX PRECEDENT

The Michigan Tax Tribunal has established a new precedent for determining fair market value of land protected by conservation easements. Ruling on **Indian Garden Group v. Resort Township**, (MTT Docket # 157543, No. 205036; decided February 17, 1995) involving a conservation easement protecting property near Walloon Lake, the sweeping appellate decision adopts the "before and after" appraisal technique, which is the same method used to calculate Federal Income Tax deductions for conservation easement gifts.

This is a very important development in Michigan land protection. While the income tax and inheritance tax advantages associated with conservation easements have been firmly established for some time, the property tax implications of conservation easements in Michigan have been uncertain. In light of the new ruling, however, conservation easement donors and prospective donors can determine exactly what the property tax impact of a conservation easement will be.

The "before and after" appraisal technique is straightforward; the appraiser first determines the fair market value of the unrestricted property. Then, the value of the land is recalculated, taking the conservation restrictions and limitations into account. The difference between the two represents the value of the charitable easement gift for Federal Income Tax purposes and, in light of the Tax Tribunal decision, the lower value represents the fair market value figure which serves as the basis for calculating property tax assessments.

In light of the new ruling, however, conservation easement donors and prospective donors can determine exactly what the property tax impact of a conservation easement will be.

The decision is expected to have a positive effect on conservation easement programs across the State. Little Traverse

Conservancy executive director Tom Bailey noted that conversations with representatives from a number of other Michigan land conservancies confirm that all expect the decision to provide an additional incentive for property owners considering a conservation easement. "The potential reduction in estate taxes plus the Federal Income Tax deduction provided by Federal Treasury Regulations constituted a major incentive for conservation easement gifts," Bailey indicated, "but this ruling provides a greater incentive."

Several landowners in various parts of Michigan had complained for several years that the local property tax assessments did not adequately take conservation easement restrictions into account when assessing the property for tax purposes. The Walloon Lake case, however, is the first to reach the appellate level and therefore the case to set the precedent. The easement was granted to the Walloon Lake Conservancy by a group of people interested in protecting a large parcel of environmentally significant land on the inland side of their waterfront homes. □



Franklin Village



TRAFFIC CALMING MASTER PLAN UPDATE



Prepared by
Planning & Zoning Center, Inc.
September 1997

FRANKLIN VILLAGE MASTER PLAN UPDATE

TRAFFIC CALMING

INTRODUCTION

From June to December 1996, the Traffic Calming Advisory Committee, a subcommittee created by the Franklin Planning Commission to advise on updates to the General Development Plan, has held monthly or twice monthly meetings. The purpose has been to study the traffic patterns throughout the Village and to make viable recommendations which will lead to the improved safety of community roads and help ease traffic volume and congestion within the Village limits. The Committee found that most of the recommendations included in the 1977 General Development Plan were still valid today, but that few had been implemented. At the same time, the need to implement many of the recommendations has become even greater. The consultant, Planning & Zoning Center, Inc., agrees.

During the past few years it has become apparent that the number of vehicles traveling through the Village has increased significantly. This increase in traffic has made Village roads congested, especially during the AM and PM rush hours, and poses serious concerns about safety for Village residents traveling on Village roads. Traffic concerns were frequently expressed by citizens at the January 1996 Town Meeting and at various hearings conducted by the Planning Commission over the last few years. In response to these concerns, this Traffic Calming Advisory Committee was created.

The Traffic Calming Advisory Committee has collected data pertaining to existing traffic problems within the community which is presented within this report. More detail on some information, especially signs and rights-of-way, are available on the Committee's original maps. Data that has been mapped includes:

1. Traffic counts and accident data (Map 1)
2. Speed limits (Map 2)
3. Existing road rights-of-way (Map 3)
4. Village road improvement projects proposed by the Oakland County Road Commission (Map 4)
5. Existing signs (Map 5) .

Most of the text in these introductory paragraphs and almost all of the recommendations included in this report are embodied in the Traffic Calming Advisory Committee's final report to the Planning Commission dated January 7, 1997. Responses and refinements to the recommendations from the consultant (Planning & Zoning Center, Inc.) appear in italics. The material under the next category "Definition" and "Analysis of Problems" was provided by the consultant, as well as the recommendation to prepare scenic corridor plans and the information in the Appendices. All maps appear just before the Appendices. The Committee has gathered additional data and has some working maps with more data than included in this report. These materials should be retained by the Planning Commission along with this report.

DEFINITION

"Traffic calming" is a set of techniques built upon community values that strive to protect residential neighborhoods from the negative impacts of increased traffic. Traffic calming is proactively used by citizens and professionals to define the parameters of transportation improvements that are consistent with retention or enhancement of a defined community character and valued quality of life. "Traffic calming" has been defined as:

"a holistic, integrated traffic planning approach based on common sense which seeks to maximize mobility while creating a more livable city by reducing the undesirable side effects of that mobility. One definition of traffic calming is "environmentally compatible mobility management." [T.C. p. 17.]

ANALYSIS OF PROBLEMS

Franklin is a green, low density oasis in the midst of suburban sprawl. It has a rich history and proud traditions. No aspect of growth around the Village threatens community character and quality of life more than increased traffic. Two major state highways establish the southern and eastern borders of the Village. One major and one minor arterial bisect the community east and west while another transects it north to south. As more and more trips are made on Telegraph, Northwestern Highway, Thirteen and Fourteen Mile Roads, Franklin Road and increasingly on Inkster Road, the quaint, quiet charm of Franklin is increasingly at risk. Citizens are becoming more vocal in their concerns and more interested in options that accommodate the car without destroying Village character. Traffic calming offers a practical, reasoned approach to protecting what is valued without ignoring real transportation needs.

There are three basic principles of traffic calming:

1. Roads are not just for cars.
2. Residents have rights.
3. Maximize mobility while decreasing the costs. [T.C. p. 17].

The following analysis is based on these three principles. The first principle says that roads and streets, especially residential roads and streets, serve purposes other than just a place for cars to drive. In Franklin, they serve as access to abutting property, as common open space where pedestrians, joggers, in-line skaters, bicyclists, and horse riders travel. Since there are no sidewalks, and the Village Charter requires a special vote of the electorate in order to establish them, residential roads and streets serve many important multi-use roles in Franklin.

The second principle says that just because citizens living outside of Franklin have the right to travel on public roads that go through Franklin, this does not mean that the broader public interest must cater exclusively to meeting the desires of those who wish to travel through Franklin. At the same time, it does not say that existing residents in Franklin are the only citizens with rights in public roads within Franklin, nor that they necessarily have the most important rights in all situations. But it does say that resident rights are very important, and must be given great consideration whenever major transportation changes within Franklin are proposed.

The third principle says that there are often alternatives to improving mobility other than widening roads and adding more capacity to existing routes that are not as destructive to existing residential neighborhoods and community character. In addition, this principle says that other alternatives often cost less as well.

There are two dimensions of traffic change in Franklin that are the most significant. The first is the increasing volume of traffic on major roads and some residential streets. The second is the speed with which traffic flows. Together increased volume and speed have greatly decreased safety, increased accidents, noise and diminished the rural community character of Franklin. How these issues are addressed in the near future will greatly affect future quality of life in Franklin.

Traffic Volume

In the twenty years since the 1977 General Development Plan was prepared, traffic volumes on some major roads have increased dramatically. Table 1 compares some of these changes and Map 1 presents more detailed data along with accident data from 1993-1995. In twenty years, traffic volumes on Telegraph have increased by roughly 63-85%, on Northwestern Highway by about 177%. Traffic on Thirteen Mile has increased between 113-136%, and on Inkster Road by 4-20 times. Surprisingly, Franklin Road traffic has only increased by 16%. This is surprising in light of the common perception that Franklin Road traffic has increased considerably in the last few years. Systematic counts on all of these roads in 1997 would be useful to confirm or refute the numbers in Table 1. For perspective purposes, the Village population has fluctuated from 2262 persons in 1960, to a high of 3344 persons in 1970, it then fell to 2864 persons in 1980 and to 2626 persons in 1990. This is a 16% increase in 1990 over the 1960 population, but a 21% decrease over the 1970 population.

While some significant improvements have been made to many of these roads in the last twenty years, the most common observation that can be made is that "traffic expands to fill the available road space". This gives citizens great reason to think carefully about future transportation "improvements" that are aimed at reducing congestion, but will also increase the capacity of a road (so it can handle higher volumes of traffic). If the improvements can reasonably be expected to result in more traffic, and hence greater negative impacts on local community character and quality of life then the benefits may be less than the costs.

Reducing volumes below current levels on major arterials that go through Franklin may not be possible, given Franklin's location and the lack of alternative through routes. However, preventing future road improvements that would increase volumes of traffic within the Village may be an achievable and realistic goal, at least for the next twenty years. One reason is because the available dollars for road improvements are so limited, and needs are so much greater in other parts of Oakland County, the Village may be spared any significant road improvements for a long time. Also, communicating a strong consistent message from citizens and local officials to road officials and land use/traffic professionals, may go a long way to slowing improvements which might otherwise result in a subsequent increase in traffic volume. Road resurfacing, road

widening and shoulder paving are all improvements that could significantly increase traffic volumes. On the other hand, improvements targeted to improve traffic safety at key interchanges, such as Franklin Road at Thirteen Mile, will not have the same magnitude of impact on volumes that other improvements will (like road widening).

Many of the techniques used in traffic calming to slow the growth in traffic volume are the same techniques that are targeted to slowing traffic. Let's look next at the issue of speed.

Traffic Speed

Many observations were made by citizens at the Town Meeting, and by the Traffic Calming Advisory Committee that the speed of vehicles on streets within the Village is often too high. In addition to people being in a hurry,

“Traffic speeds on residential streets are generally affected by the following:

- Open width or clearance of the street--a street with wide lanes invites faster movements.
- Horizontal and vertical street alignment--straight streets with long site distances tend to encourage increased speed.
- The number of access points to the street--streets with many obvious potential conflict points tend to inhibit speeding.
- Number of parked cars or other obstructions on the street--barriers effectively decrease traffic speeds as each barrier may pose a potential conflict.
- Signs and signals at controlled intersections--obvious speed controls within the immediate vicinity of the control device help limit speed.” [R.S. p. 43].

All of the streets in Franklin Village serve as access to abutting residences. Design speeds for local residential streets of all terrain types is generally 20 mph. Residential collector street speeds range from 25 mph on hilly terrain to 30 mph on rolling terrain and 35 mph on level terrain. [R.S. p. 43.]. Speed on arterials, like Thirteen Mile, are usually set at 35-45 mph. However, such speeds diminish the residential character of a street and reduce the quality of life of abutting residents. Map 2 illustrates current speed limits in Franklin.

In contrast, “Reducing speed has the following effects:

1. Slower traffic emits less noise and fumes
2. There are less accidents
3. Accidents that do happen are less severe
4. The capacity of existing road space is increased.” [T. C. p. 18.]

Thus, where feasible, keeping speed at the low end of design capacity for the type of street in question (e.g. local residential, collector, arterial, etc.), is more conducive to preservation of community character and improved enjoyment of abutting residential property. It also permits the roadway to accommodate more vehicles because less space is required per vehicle, for vehicles traveling at slower speeds than faster speeds (since the safety space between vehicles can be decreased).

**Table 1
COMPARISON OF TRAFFIC VOLUMES**

TRAFFIC VOLUMES	1975 - 1976 Average Daily Traffic	1993 - 1995 Intersection Counts	**** % Increase
TELEGRAPH ROAD			
Twelve Mile to Thirteen Mile	60,000		63%
Telegraph at Twelve Mile		98,000	
Thirteen Mile to Fourteen Mile	57,200		85%
Telegraph at Thirteen Mile		106,000	
Fourteen Mile to Fifteen Mile	52,000		67%
Telegraph at Fourteen Mile		87,000	
NORTHWESTERN HIGHWAY			
Inkster Road to Twelve Mile	27,100		177%
Northwestern at Inkster		75,000	
	Roadway Counts		
FOURTEEN MILE ROAD			
Telegraph Road to Franklin Road	6,000*	5,300**	Data problems See**
Franklin Road to Inkster Road	3,900*	8,500**	
THIRTEEN MILE ROAD			
Telegraph Road to Franklin Road	6,100	14,400	136%
Franklin Road to Inkster Road	6,100	13,000	113%
INKSTER ROAD			
Northwestern Highway to Thirteen Mile	400	8,032 (1986)	1908%
Thirteen Mile Road to Fourteen Mile	1,600	8,600	438%
FRANKLIN ROAD			
Thirteen Mile Road to Fourteen Mile	8,200	9,500	16%
Thirteen Mile to South Village Limit	N.A.	4,800***	-
Fourteen Mile to Fifteen Mile	6,900	N.A.	-

1975-1976 data as presented in Franklin Village General Development Plan which cited Oakland County Road Commission as the source.

1993-1995 data from Traffic Information Association Data Center which collects and compiles data from the Oakland County Road Commission, and from Oakland County Traffic Counts Map dated July 1993.

* Raw data tables from the Oakland County Road Commission in May 1976 indicate 3866 vehicles on Fourteen Mile east of Franklin and 7,158 vehicles in April 1991, in contrast, vehicles on Fourteen Mile from Franklin Road to Inkster Road (gravel) are only 792 in May 1976, 1,170 in August 1981 and 8,468 in April 1991.

** Suspect these two numbers are reversed if correct at all

*** Count was 5123 in 1976

**** Percentage increases are not at all based on comparable numbers, some are roadway average daily counts, some are intersection counts. However the magnitude of the trend is clear.

N.A. = Not Available

Traffic calming promotes a variety of road design methods to slow traffic. These include:

- **Narrow traffic lanes.** "Wide lanes encourage greater speed. Interrupted sight lines. If motorists can see a long way into the distance, their speed increases.
- **Changes in road surface.** Paved or cobblestone strips across the road cause a slight vibration in the car which causes the driver to slow down.
- **Paved speed tables.** A speed table (a.k.a. as a hump, undulation, or platform--see R.S.D. p. 104) is a slightly raised section in the road. It varies from a speed bump in that it must be wide enough for both sets of wheels to be on the top of the table at once. They can be placed at pedestrian crossings or whole intersections can be raised to the same level as footpaths. These speed tables can be crossed at 30-40 km/h quite comfortably, but not at higher speeds. Besides slowing speed, this measure gives cyclists and pedestrians easier access across intersections." [T.C. p. 18-19.]

Other traffic calming techniques are listed on Table 2. Included on the table are the traffic effects and characteristics of selected neighborhood traffic control devices. This table was prepared in 1980 for the US Dept. of Transportation. Many of the techniques are appropriate only on local residential streets (as opposed to collectors or arterials). Franklin, Thirteen Mile, Fourteen Mile and Inkster are all arterials. Speed bumps are uniformly abhorred by traffic engineers except in parking lots (they are impossible to maintain with snowplows) [R.S. p. 43]. However, paved speed tables and undulations are increasingly being used with success.

"They have been shown to reduce the 85th percentile speed on the average between 14 and 20 mph at the device itself and to also produce substantial reductions in speeds on the road segments between undulations. The extent of speed reduction achieved between undulations is related to the spacing distance between undulations. At spacings under 800 feet (250m), undulations exert a rather continuous effect on driver's choices of speeds, but at greater separation distances they have an effect only in their immediate vicinity (much like a stop sign)." [R.S.D. p. 105].

Many of these techniques are worthy of consideration in slowing speed on streets in Franklin. However, the most important first step is enhanced enforcement of existing speed limits. If this works, and it often does, then other measures are often unnecessary. Increased enforcement should be pursued in Franklin following advance notice to residents of the enforcement campaign.

Table 2

TRAFFIC EFFECTS AND CHARACTERISTICS OF SELECTED NEIGHBORHOOD TRAFFIC CONTROL DEVICES
DIRECT TRAFFIC EFFECTS*

DEVICES	Volume Reductions	Speed Reductions	Directional Control	Change in Composition	Noise	Safety	Emergency & Service Access
Physical Controls							
Speed Bumps	Possible	Inconsistent	Unlikely	Unlikely	Increase	Adverse effects	Some problems
Undulations	Possible	Yes	Unlikely	Unlikely	No change	No problems	No problems
Rumble Strips	Unlikely	Yes	Unlikely	Unlikely	Increase	documented	documented
Diagonal Diverters	Yes	Likely	Possible	Possible	Decrease	Improved	No problems
Intersection Cul-De-Sac	Yes	Likely	Yes	Possible	Decrease	Shifts accidents	Some constraints
Midblock Cul-De-Sac	Yes	Likely	Yes	Possible	Decrease	Shifts accidents	Some constraints
Semi-Diverter	Yes	Likely	Yes	Possible	Decrease	Shifts accidents	Some constraints
Forced Turn Channelization	Yes	Likely	Yes	Possible	Decrease	Shifts accidents	Minor constraints
Median Barriers	Yes	On curves	Possible	Possible	Decrease	Improved	Minor constraints
Traffic Circle	Unclear	Minor	Unlikely	Possible	Little change	Questionable	Minor constraints
Chokers and Road Narrowing	Rare	Minor	Unlikely	Unlikely	Little change	Improved ped. crossings	No problems
Passive Controls							
Stop Signs	Occasional	Site red.	Unlikely	Unlikely	Increase	Mixed results	No problems
Speed Limit Signs	Unlikely	Unlikely	Unlikely	Unlikely	No change	No change	No effect
Turn Prohibition Signs	Yes	Likely	Yes	Possible	Decrease	Improved	No effect
One-Way Streets	Yes	Inconsistent	Yes	Possible	Decrease	Possible imp.	No effect
Psycho-Perception Controls							
Transverse Markings	No change	Yes	No effect	No effect	Possible red.	Possible imp.	No effect
Crosswalks	No effect	Unlikely	No effect	No effect	No effect	Ineffective	No effect
Old Speed Limit Signs	No effect	No effect	No effect	No effect	No effect	No effect	No effect
Novelty Signs	No effect	Undocumented	No effect	No effect	Unlikely	No effect	No effect
Comprehensive Approaches							
Woonerf	Yes	Yes	Unlikely	Possible	Decrease	Improved	Possible constraints
Traffic Cell	Yes	Unlikely	Yes	Possible	Decrease	Possible imp.	No problems

*Specific details of individual applications may result in performance substantially different from descriptions noted above.
See FHWA report for more complete performance data, assessments, and qualifications.

Source: Smith and Appleyard (1980) p. 22-23. (adapted)

Source: **The Impact of Traffic on Residential Areas**, U.S. Dept of Transportation, June 1982; USGPO 1982 O-381-428/2312.

Table 2 (continued)
TRAFFIC EFFECTS AND CHARACTERISTICS OF SELECTED NEIGHBORHOOD TRAFFIC CONTROL DEVICES
OTHER CHARACTERISTICS

DEVICES	Construction Effort & Cost	Landscape Opportunity	Site or Systems Use	Maintenance & Operational Effects	Index
Physical Controls					
Speed Bumps	Low	None	Both	Snowplow problems	
Undulations	Low	None	Both	No problems noted	
Rumble Strips	Low	None	Site	Snowplow problems	
Diagonal Diverters	Moderate to high	Yes	Usually system	Vandalism	
Intersection Cul-De-Sac	Moderate to high	Yes	Both	Vandalism	
Midblock Cul-De-Sac	Moderate to high	Yes	Both	Vandalism	
Semi-Diverter	Moderate to high	Yes	Both	Vandalism	
Forced Turn Channelization	Moderate	Possible	Both	No unusual problems	
Median Barriers	Moderate	Possible	Both	No unusual problems	
Traffic Circle	Moderate to high	Yes	Both	Vandalism	
Chokers and Road Narrowing	Moderate	Yes	Both	No unusual problems	
Passive Controls					
Stop Signs	Low	No	Both	No unusual problems	
Speed Limit Signs	Low	No	Site	No unusual problems	
Turn Prohibition Signs	Low	No	Both	No unusual problems	
One-Way Streets	Low	No	Usually system	No unusual problems	
Psycho-Perception Controls					
Transverse Markings	Low	No	Site	No unusual problems	
Crosswalks	Low	No	Site	No unusual problems	
Odd Speed Limit Signs	Low	No	Site	Vandalism	
Novelty Signs	Low	No	Site	Vandalism	
Comprehensive Approaches					
Woonerf	Moderate to high	Yes	Both	Vandalism	
Traffic Cell	Moderate to high	Yes	System	Requires transit improvements	

RECOMMENDATIONS

Following are specific recommendations for traffic calming improvements in Franklin Village. Consultant (PZC) recommendations and observations are in *italics* and Committee recommendations are in regular type.

The Traffic Calming Advisory Committee has considered both internal and external problems and has developed a set of recommendations. These recommendations include long term as well as short term changes. Short term changes are those changes which the community could make and implement now. Long term recommendations are those which will require the cooperation of additional outside agencies, funding, and long term planning.

Long Term Recommendations

Corridor Plans

A comprehensive approach to volume, speed, congestion, and safety issues is recommended for the major arterials running through Franklin. Thirteen Mile Road, Fourteen Mile Road, Franklin Road, and Inkster Road are important corridors in establishing the rural visual character of Franklin Village. The rural qualities of these corridors should be protected or enhanced. The Village should prepare scenic corridor protection plans for these roads within the next three years. The services of both a transportation engineer and landscape architect should be employed. Abutting jurisdictions through which these roads pass, and the County Road Commission should be involved, as well as the Traffic Calming Advisory Committee. The corridor protection plans would include the following elements at a minimum:

- *An inventory of road surfaces and condition, pavement width, rights-of-way (see Map 3), width, drainage, vegetation, parallel utility rights-of-ways, utility crossings, signs, driveways, roadway intersections, safety problems, congestion points and other unique or historic features.*
- *General plans for road surface improvements projected over the next twenty years.*
- *Detailed plans for the location and design of multi-use pedestrian, bicycle and bridal paths to parallel roads where appropriate. Some of these paths or trails could be located within the utility rights-of-ways.*
- *Detailed plans for pedestrian, bicycle and bridal crossings.*
- *Detailed plans for physical changes to (especially Franklin Road) to institute traffic calming design changes such as road narrowing, traffic platforms, four-way stops at selected intersections and rough pavement surfaces (such as cobblestone or bricks).*
- *A special vegetation plan and aggressive planting program for roadsides. Roadsides present difficult conditions for trees. In 1997, roadside vegetation along the local arterials was in decline, including major landmark trees. Because utility rights-of-way parallel nearly all of Thirteen Mile Road, Fourteen Mile Road and Franklin Road, there will be a major loss of vegetation along nearly all of*

these important corridors as it is trimmed back. A vegetation plan should include the following:

- *A planting plan for all the utility rights-of-ways to provide replacement plantings that will establish a dense, rural-looking mass of vegetation that is low enough not to interfere with overhead wires or high enough to canopy over them.*
- *A provision that all future utility placement will be within the roadbed, and not adjacent.*
- *Establishment of zones between the roadways and paths that are free of above ground and below ground utilities and are of sufficient volume for tree planting.*
- *A tree planting plan for roadside zones. This plan would include species that can withstand roadside conditions. Trees would be located a safe distance from the edge of the road for safety and deposit of snow.*
- *Planting guidelines for the Village center that illustrates how to reintroduce vegetation into the street side areas of the commercial area in ways that soften and compliment buildings, reduce the harshness of the paving, permit unobstructed views of business signs and thrives in the street side setting.*
- *Appropriate sign designs for traffic control, street identification and Village entrance, which involves sign consolidation or elimination where feasible.*

Fourteen Mile from Franklin Road to Inkster Road should be considered for special scenic designation. While efforts were unsuccessfully made about six years ago to get designation of this stretch of road from the Oakland County Road Commission as a Natural Beauty Road under Act 150 of 1970, some special designation should be considered to protect its scenic beauty. This analysis could be done separate from the other scenic corridor studies, or as a part of them. The County Road Commission policy and procedure for such designations is attached as an Appendix to this report.. The Oakland County Road Commission turned down the last request because of a narrow reading of the Natural Beauty Roads Act. They concluded there is not a significant amount of undisturbed native vegetation within the right-of-way. That is probably an accurate assessment. Yet, the unique character of that stretch of road is also indisputable, and some scenic road designation, if only by the Village, may well be both warranted, and help to preserve the unique character of that stretch of road.

Congestion

The committee believes that many drivers travel through the Village in an attempt to avoid more congested primary roads located on the periphery of the Village.

These roads are mainly Telegraph and Northwestern Highway. It is hoped that by working with other communities and agencies such as the State and County Road Commissions, changes could be made that will decrease that congestion and thereby reduce the number of vehicles traveling through the Village. These recommendations are as follows:

- Northwestern should have consistent numbers of lanes. Presently, Northbound Northwestern is a four lane road until it intersects with Inkster Rd. At this point it becomes a three lane road. This presents a serious congestion problem on Northwestern and many drivers turn North onto Franklin Rd. in an effort to avoid the congestion.

This recommendation would likely reduce diversion of autos into Franklin, however, it would also result in more cars going farther NW before running out of road. While MDOT has rejected further widening of Northwestern Highway at this time because there is no place for drivers to go when they got to the end of the road, Franklin should be actively involved in the planning process to protect Franklin's interests.

- Telegraph should have consistent numbers of lanes. Presently, Telegraph narrows to three lanes at the Village limits. This presents serious congestion on Telegraph. Frustrated drivers turn onto Thirteen and Fourteen Mile Rd. in an attempt to avoid this congestion.

This recommendation would likely reduce diversion of automobiles into Franklin.

- Work with the City of Southfield to design and develop alternatives to the congestion on Telegraph Road between Twelve Mile Rd and I696. The excessive number of strip malls and shopping centers emptying into Telegraph and the numerous turn around lanes adds to the severe congestion and poses serious safety concerns. This could be mitigated by designing a service road along the side of Telegraph with fewer entrances and turn around lanes on Telegraph.

This is a good recommendation that could be implemented over time once a plan for the area was prepared. The Michigan Department of Transportation should be closely involved. They are increasingly open to improvements that reduce the number of driveways and access points on major roads. [I.D.]

There is much concern about the congestion on Thirteen Mile Rd. There is also concern about the high speed limit on Thirteen Mile Rd. Our recommendation is that all efforts should be pursued to reduce the speed limit on this road and prevent future widening. The previous Master Plan made a similar suggestion and additionally recommended that the intersections should not be widened. The plan specifically referenced the intersections of Telegraph at both Thirteen Mile Rd. and Fourteen Mile Rd. Both intersections have since been widened contrary to the recommendations. It is believed that any changes that ultimately make it easier to move through the Village, i.e., widened roads, increased speed limits, will only lead to additional traffic and in the long run will not reduce the congestion nor reduce the number of vehicles driving through the Village.

PZC agrees that improvements to Thirteen Mile which result in increased capacity and speed are counterproductive to retaining and enhancing Village character. However,

the speed limit on Thirteen Mile is within typical traffic engineering parameters. More important, there has not been any concerted effort to systematically enforce the current speed limit in recent memory (if ever). There is no reason to assume support from the Oakland County Road Commission to do a speed study and/or consider reducing speeds, unless there has been a serious effort to enforce the current speed limit. Such an effort should be coordinated with adjacent jurisdictions and be implemented following multiple notices to all Franklin residents and news media. Without an enforcement effort, there is as great a reason to believe that a speed study will result in a recommendation to increase the existing speed in order to accommodate the speed at which 85% of the autos are traveling.

If Thirteen Mile is ever reconstructed (not just repaved, see Map 4), the design should focus on retaining the character of the Village, rather than simply on increasing road capacity and speed of vehicles. Such a design should consider a 2 lane divided parkway with narrow lanes and extensive trees within both the right-of-way and in the median. The alignment should gently curve rather than proceed in a straight line. Where topographic conditions are favorable and financial resources are available, serious consideration should be given to construction of one or two tunnels to permit a grade separated crossing for pedestrians, bikes and horses to cross below the road surface. This will better connect Village residents south of Thirteen Mile Road to the rest of the Village north of Thirteen Mile.

Neighborhoods

The issue has been raised that the neighborhoods south of Thirteen Mile Rd. should be connected to the neighborhoods to the north of Thirteen Mile Rd. The belief is that any increase in traffic, and/or widening of Thirteen Mile Rd. will lead to isolation of neighborhoods. It has been suggested that future isolation might be reduced by the use of pedestrian bridges and/or tunnels under the roadway. This committee believes that the pedestrian bridges would be unsightly and would not be in keeping with the present Village character. The suggestion of tunneling sounds cost prohibitive. Therefore, we do not support these suggestions.

As indicated above, PZC believes tunneling would be a good alternative if located where topographic conditions are favorable. Cost is a significant factor, but not as much so if done as part of a comprehensive reconstruction project. Federal funds under ISTEA may be available. PZC agrees that pedestrian bridges would be unsightly. Other alternatives that should be considered in the short term if supported by Village residents south of Thirteen Mile Road include:

- *developing specific pedestrian crossing points along Thirteen Mile Road with, at a minimum, special signs and pavement markers indicating a crossing, and if more is necessary,*
- *add yellow flashing lights that flash red as stop lights when engaged by pedestrians, bicyclists or horse riders who wish to cross the road.*

An alternative to this is to prevent future cul-de-sac streets and eliminate where possible exiting ones which add to this feeling of disconnection. The majority of roads

on the south side of Thirteen Mile have been developed in this manner. If all the existing dead end streets were connected by a east- west road at their southern termination, the feeling of disconnection and separation would be reduced. This is accomplished on the north side by Franklin Park Drive which similarly connects north/south roads and allows residents to move freely through the Village. There could be an additional stoplight on Thirteen Mile Rd. to allow movement between the north and south portions of the Village at one location, rather than attempting to cross Thirteen Mile Rd. at each street location.

Consideration should be given to linking the streets that only have access to Telegraph or Northwestern. The perception is that these neighborhoods are cut off from the rest of the community and have limited access to the center of the community. The linkage would not necessarily have to allow for vehicular traffic but, as an alternative, could be limited to pedestrian and bike paths.

PZC agrees that where the affected property owners are supportive, connecting existing cul-de-sacs with one another, or nearby streets is a good idea--especially for safety and emergency access reasons. At a minimum, efforts should be made to connect existing cul-de-sacs for pedestrian, bicycle and bridle use wherever infeasible to connect for automobile use. Streets that only have access to Telegraph or Northwestern should be given top priority for attention. An additional stop light along Thirteen Mile may be helpful, but PZC believes the yellow flashing light alternative above is a better first step.

It is recognized that traffic has not only increased on residential streets, but the rate of speed exceeds the present and safe speed limit. It has been suggested that the Village consider the use of speed bumps on residential streets that are identified as unsafe due to excessive speed.

PZC recommends that speed bumps should not be used on any Village streets. Residential streets with speed problems that are not resolvable with a stop sign, should be considered for introduction of carefully spaced humps (also known as paved speed tables, platforms, and undulations; they are not bumps, both wheels are raised at once).

Recreation

There are a significant number of Franklin residents who walk, jog, and ride bikes despite the soft road edges and ditches. Additionally, Franklin is noted for being one of the few communities that allow the keeping of horses within the Village. There are few areas within the Village where these activities can be *safely* enjoyed. These dangerous conditions should be changed. Multi purpose paths (bike, pedestrian, bridle) should be developed in the Village. These paths are given the following priority:

1. Franklin Rd. from southern to northern boundary.
2. Thirteen Mile Rd. Path should be located within the easement on the North side of Thirteen Mile Rd.
3. Fourteen Mile east of Franklin

4. Inkster Rd.

Two other Committees have made a similar recommendation and PZC concurs.

Vegetation

Consideration should be given to Village wide street plantings. This is especially needed along Thirteen Mile Rd. Much of the canopy of vegetation for which the Village has long prided itself has been eroded. This erosion is due to both development and trimming by the utilities. Plantings could be used to help enhance and protect future multi purpose paths that are proposed. It is also believed that the increased forestation will provide a visual aid to help slow traffic. The committee believes that the more open the surroundings are, the faster traffic will move. Plantings should be carried out in such a way that future trimming will not destroy the canopy. This could be accomplished by increased planting on either side of the utility easements. By using the road easements the end result would be the appearance of increased vegetation on either side of the roadway and future trimming by the utilities would not impact the growth. It has been suggested that a Village wide planting program could be initiated. This could include dedicating trees as memorials and gifts which has been used successfully in other communities.

These recommendations are consistent with those in the PZC Vegetation Report and are supported by recommendations in three other Committee reports.

Dangerous Intersections

There are several intersections within the Village that are considered dangerous and need improvement in order to prevent increased accidents and help ensure the safety of our residents.

- Greenbrier / Franklin

While existing accident data does not suggest that this intersection is a particularly dangerous one, the belief of the committee is that it has a very high potential for becoming the site of a serious accident. The intersection is located at a curve in the road, a hill, and a major cross point between North Greenbrier and South Greenbrier. It has also been identified as an existing school bus stop. This committee recommends a four-way stop sign at this intersection.

PZC agrees there is a high potential for a serious accident here and suggests a traffic engineer should be consulted as to whether a 4 way stop sign will achieve the desired result.

- Franklin /Thirteen

The intersection of Franklin Rd. and Thirteen Mile Rd. is viewed as one of the most dangerous within the Village. The roadway is uneven and has poor drainage. The result is that the roadway collects gravel which makes sudden stopping difficult. There are no turn lanes in this intersection and attempting to

pass cars which are attempting to turn left is hazardous. The inclines on Franklin and Thirteen Mile Rd. reduce the visibility of vehicles attempting to turn left and they often turn in front on oncoming traffic. Oakland County Road Commission has informed this committee that there is a proposed improvement of this intersection (see Map 4). This will allow for improved leveling and drainage of the roadway. This intersection will need continued monitoring to see if the improvements help reduce the high number of accidents, or if additional improvements are necessary. This may include improved traffic signals at the intersection. This can be accomplished by comparing future accidents statistics with current ones.

PZC agrees and suggests this issue be given greater attention as part of a corridor plan for Thirteen Mile.

- Thirteen / Inkster Rd.

Accident statistics demonstrate that this intersection has been one that has produced numerous accidents. Many of the same complaints issued about Thirteen and Franklin Rd. could be applied to this intersection as well. However, during the past two years there has been an undertaking by the Oakland County Road Commission to improve this intersection. They have widened the intersection to allow more defined turn lanes, the intersection has been leveled, and all lanes clearly marked. This intersection will need future monitoring by comparing previous accident counts with future ones to see if the improvements help to reduce the frequency of accident occurrences.

PZC agrees.

Signs

There is agreement among the Committee members that there are excessive signs along the roadways within the Village. This leads to a cluttered look along the roadways. It is also believed that due to the high number of signs they are for the most part ignored by vehicles traveling on the roads. A study was undertaken to identify the number and types of signs located within the Village (*see Map 5, the original map by the Committee has much greater detail, including the message on each sign*). Our suggestion is to reduce the number of signs along the roads and to install larger signs at the entrances to the Village with "Speed, weight, etc., strictly enforced."

*Two other Committees have identified too many signs along the roads as a serious form of visual pollution. PZC recommends developing a coordinated sign enhancement/replacement program aimed at reducing the number of signs along roads by eliminating unneeded signs and consolidating existing signs wherever feasible. The Oakland County Road Commission relies on the **Michigan Manual of Traffic Control Devices** when it makes decisions on sign placement. For further information, contact Lee Liston at the Road Commission at 810-858-4829. For an alternative point of view, contact American Traffic Safety Services in Fredericksburg, VA at 504-898-5400.*

Short Term Recommendations

It is agreed that the traffic volume on roads within the community should be given immediate priority. The perception is that all major roads within the Village have experienced an increase in volume. The belief is that this increase is largely due to traffic going through the community in an effort to avoid more congested routes. This trend is expected to continue. The roads which have been ranked as priority concerns are Franklin Rd. and Thirteen Mile Rd. Those of secondary concern at this time are Fourteen Mile Rd. and Inkster Rd. In order to address this issue the following recommendations should be implemented as quickly as possible.

1. Reduce speed limits within the community on Thirteen Mile Rd. and Franklin Rd. It is recommended that the speed limits on Franklin Rd. be reduced to 25 mph from the southern Franklin Village limit to Fourteen Mile Rd. The Village should also begin to explore ways to reduce the speed on Thirteen Mile Rd. from Inkster Rd. to Telegraph. It is recognized that the Village does not have control of this road and any request to alter the speed limit will be dependent upon the agreement of the Oakland County Road Commission. To help support our recommendation, our committee will pursue information from the Traffic Information Association that will help support our argument. This will include up to date traffic counts and accident information for all major roads and intersections within the Village limits.

While more detailed analysis and more current data may provide more support to the recommendation above, PZC does not agree that speed limits should be reduced as the first step. As indicated earlier, enforcement of existing speed limits is the standard first step in dealing with cars that may be traveling too fast. "The traditional traffic engineering belief is that stop signs not warranted by traffic volume conflicts or specific site safety conditions (such as inadequate sight distance) would tend to increase traffic accidents by inducing either a general disregard for stop signs in the community or a hazardous disregard for the specific 'unwarranted' sign." [RSD, p. 82]. PZC suggests a traffic engineer should be consulted as to whether a 4 way stop sign will achieve the desired result.

Since a significant part of the problem seems to be excessive speed and at certain times of the day, too much traffic on Franklin Road at the Village Center, serious consideration should be given to pavement changes in this area. The installation of cobblestones or brick, while costly, would not only serve to slow traffic, but also to enhance the historic character of the area. This could be done consistent with other improvements proposed for this area in the Village Center Enhancement Committee report. This is the kind of project that citizens can often get behind and support, even if costly. Common approaches involve sponsoring purchases of bricks or cobblestones, with or without the name of the sponsor. The area to be specially surfaced could extend from the Broughton House or the Library to Fourteen Mile.

2. Install four way stop signs at Franklin Rd. and N. Greenbrier, and at Franklin Rd. and German Mill/Wellington. This will help enforce the reduced speed limit on Franklin. The ultimate goal of this recommendation is safety. It is recognized that the increase in traffic which exceeds the speed limit presents a safety concern for all residents of the Village. The stop signs will help to enforce the speed limit as well as allowing for traffic breaks which will facilitate local traffic that is attempting to enter Franklin Rd. from the local roads within the Village.

If enforcement of existing speed limits do not work and analysis by a traffic engineer support stop signs over other alternatives, then stop signs should be installed.

3. Restrict the use of cul de sac roads whenever it is feasible. The use of cul de sac type roads is quickly becoming the development norm rather the exception to the norm. It is believed that this type of road does not allow for alternative traffic flow within the community. This type of road also presents serious safety concerns as it limits access during emergencies. The majority of new development is occurring on blocks of land which abut major roads. The trend is to allow only one access to and from the development utilizing the major road as the entrance to the development. By not allowing alternative means for traffic flow, the end result will be increased traffic congestion on all major roads within the community.

PZC agrees that additional cul de sacs should not be permitted unless there is no other alternative.

To ease some of the congestion, developers are adding passing lanes. If the Village continues to allow passing lanes along the major roads the ultimate result will be the widening of these roads to at least three lanes. A three or four lane road will only increase the present volume. The committee strongly believes that any changes implemented to make it easier for traffic to go through the Village will only add increased traffic and therefore, negate any positive effects of that change.

PZC agrees that as a general proposition, adding passing lanes will create more problems than they will solve in Franklin. This would not be true along Telegraph Road.

4. Prohibit driving on shoulders within the Village limits. Since the community does not have any viable means for pedestrian traffic other than using the roads, allowing traffic to drive on the shoulders presents a safety concern. Additionally, due to the nature of soft shoulders, the frequent driving on shoulders pushes gravel and dirt into the drainage ditches. This subsequently contributes to roadway flooding. Coupled with this is a recommendation prohibiting any passing within the Village limits. It is our opinion that most traffic passing through the Village either maintains the present speed limit or greatly exceeds it. Therefore,

there is no valid reason for passing. Passing increases the risk for serious accidents for both pedestrian and vehicular traffic.

PZC agrees enforcing prohibiting driving on road shoulders would be beneficial.

5. Enforce existing weight limits on roads and reduce weight limits on roads over which the Village has control. The increased volume of heavy trucks on Village roads has led to increased deterioration of the existing roads. Since the Village does not have the financial means to restore the roads, it would make sense to reduce the amount of destruction that is occurring. This can be accomplished by working with other communities in our area and sharing enforcement with them.

It is apparent that considerable damage is occurring as result of heavy equipment that is used by developers.

PZC agrees that enforcing existing weight limits on County roads and Franklin Road in collaboration with abutting jurisdictions and reducing weight limits on roads over which the Village has control would be beneficial. Enforcement by the City itself requires a person specially trained and certified as a "weighmaster" and passage of a local weight limit ordinance. Some communities send police officers through the 2-day annual training program. Contact Bill McIntee at the Oakland County Road Commission for more information (810-858-4893).

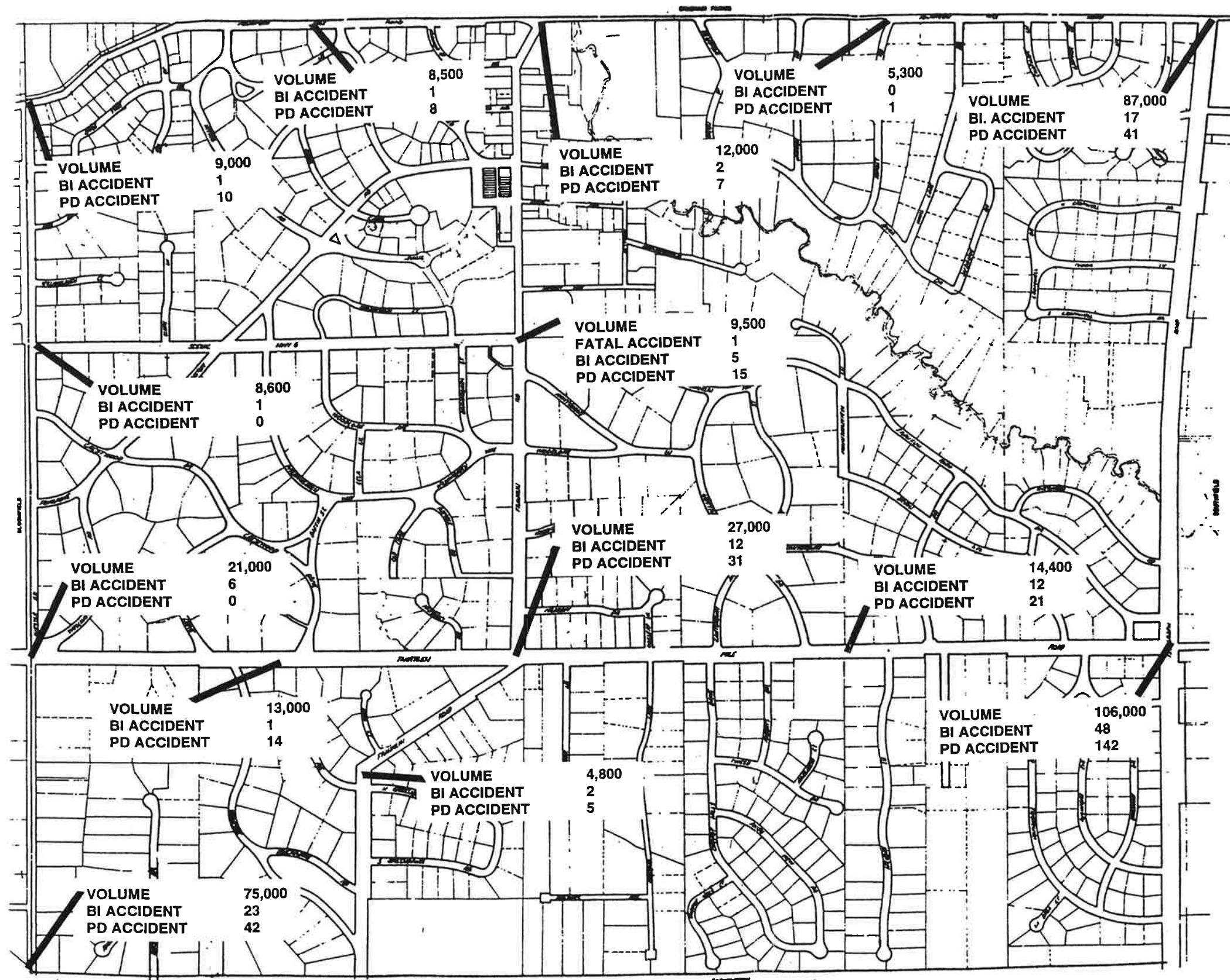
6. Enforce traffic regulations more stringently. The committee recommends that all existing ordinances pertaining to traffic and safety be strictly enforced. If it is recognized that the Village enforces its ordinances, some of the traffic will find alternative routes. This would include speed, passing, prohibited turns, and weight.

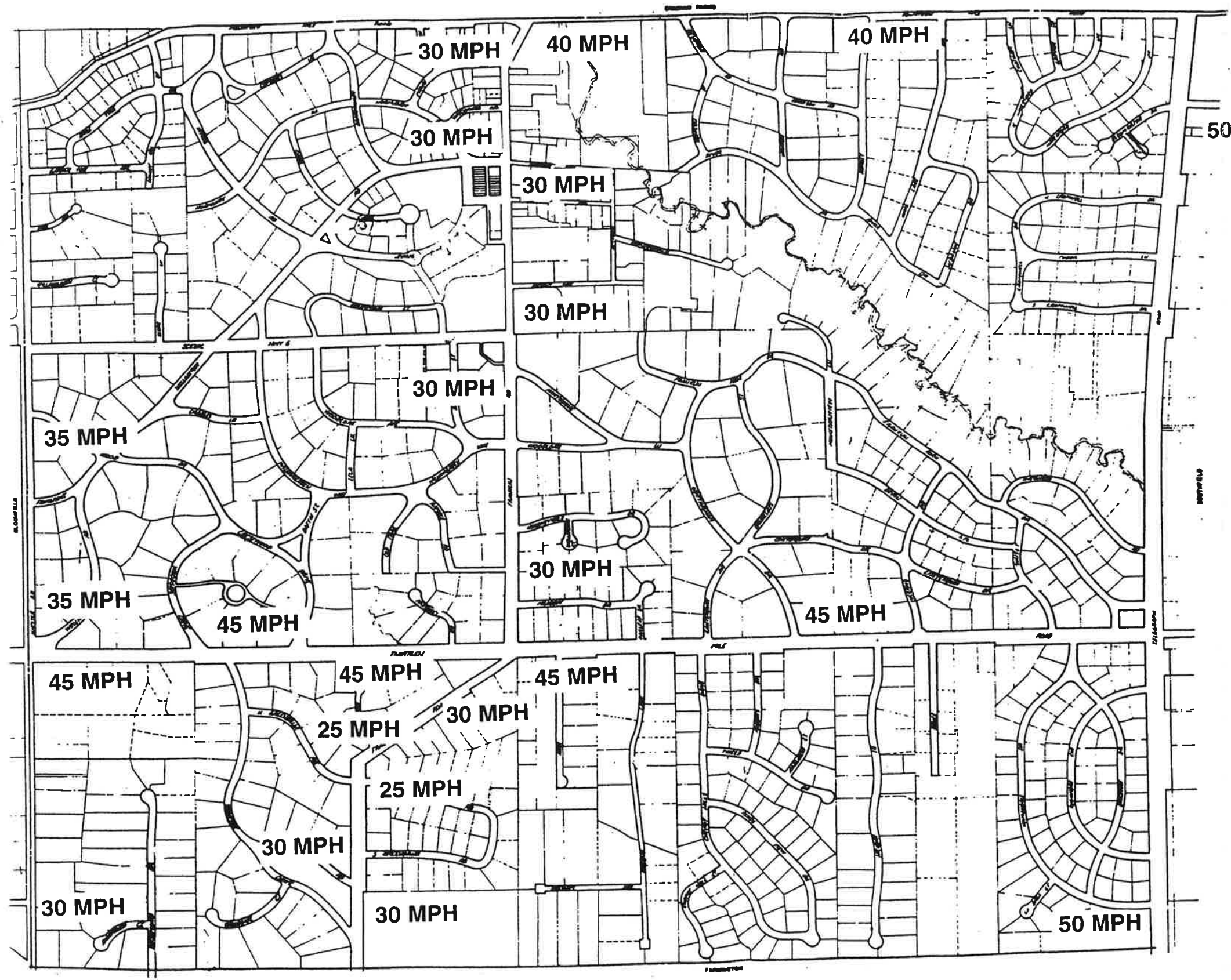
PZC strongly agrees as indicated previously.

7. It is also our recommendation that the Village solicit the help of professionals who can study the impact of existing signs, study the timing of traffic signals to ensure that all are timed as they should be, and to study the use of speed bumps on certain residential streets which are used to cut through the Village. These cars often travel at higher than allowed limits.

With the exception of the speed bump recommendation, PZC concurs with these recommendations. Other options were identified earlier that should be explored.

PZC recommends that the Traffic Calming Advisory Committee be continued to refine some of these recommendations, to monitor implementation measures and to periodically evaluate the effectiveness of actions taken.



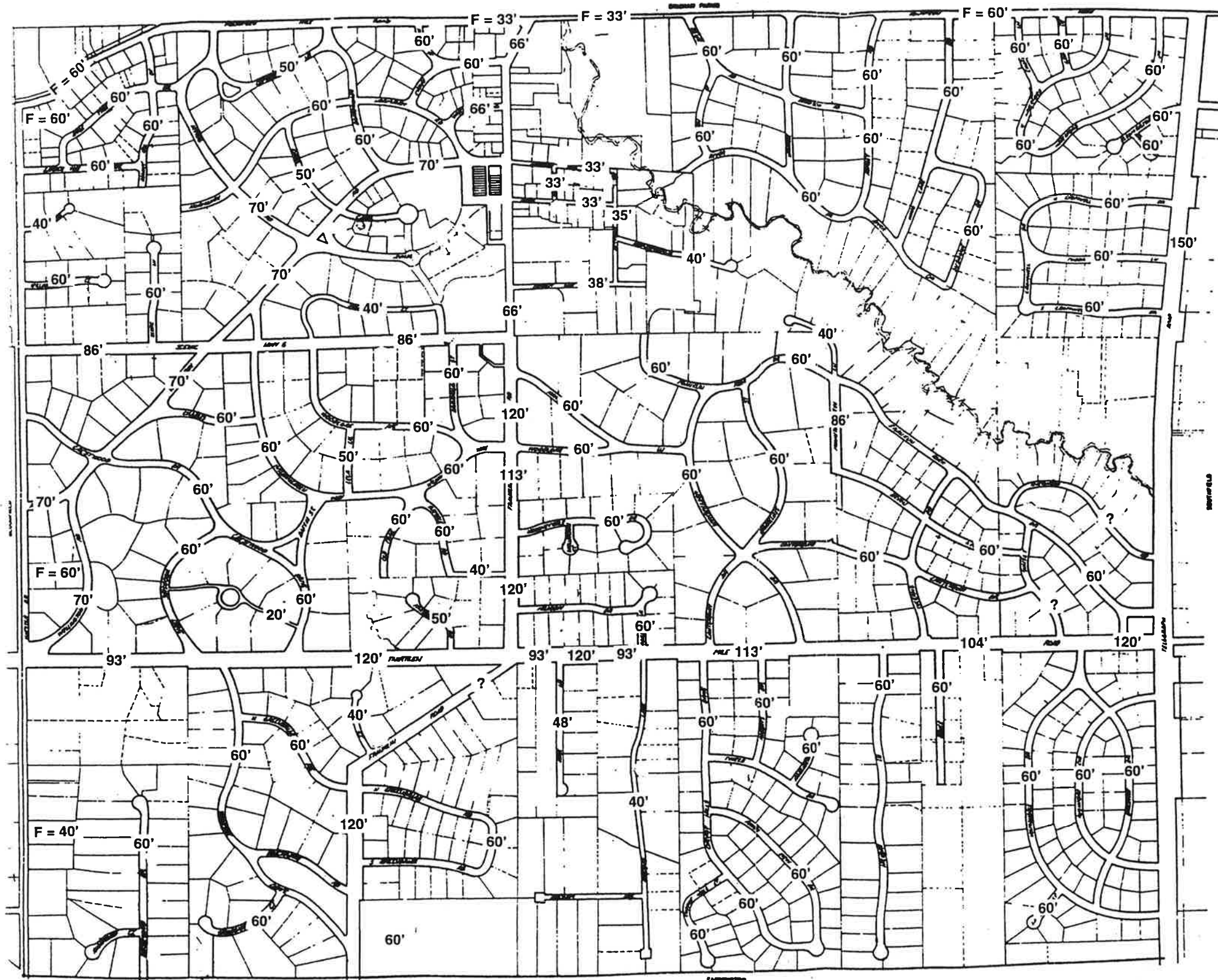


Map 2
VILLAGE OF FRANKLIN

50 MPH

SPEED LIMITS

Sign locations are approximate
Source: Franklin Village Traffic Calming Committee

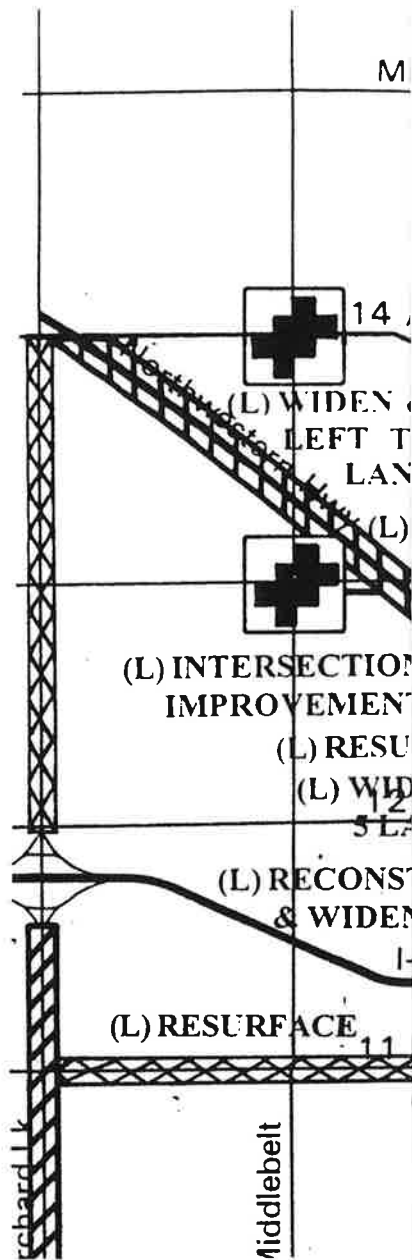


Map 3

VILLAGE OF FRANKLIN

EXISTING ROAD RIGHTS-OF-WAY WIDTHS

FIGURES ARE FOR FULL WIDTH OF R-O-W UNLESS
ONLY FRANKLIN VILLAGE SIDE OF ROAD INDICATED
BY F =



Map 4

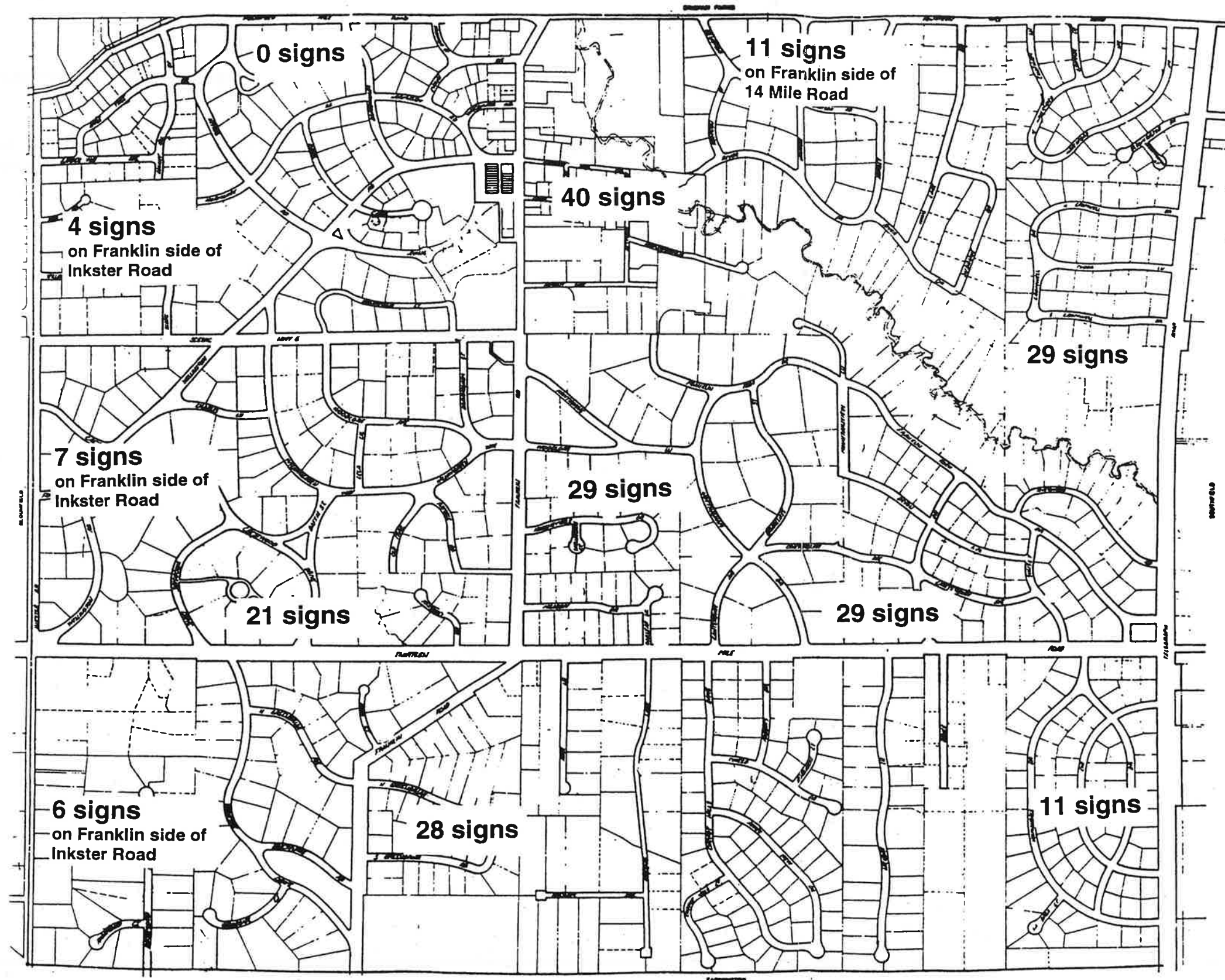
VILLAGE OF FRANKLIN

FRANKLIN AREA ROAD IMPROVEMENT PROJECTS

Source: Oakland County Road Commission

1993 ROAD IN





Map 5

VILLAGE OF FRANKLIN**SIGNS ON MAJOR STREETS**

Signs are for both sides of the street unless indicated and are indicated for road segments between major road intersections.

Source: Franklin Village Traffic Calming Committee

ADDITIONAL REFERENCES

The following publications provide additional background information on many of the transportation issues addressed in this report. Quotes from some of these publications are referenced in the preceding text by use of abbreviations in [brackets] along with the page number at which the quotation can be found.

[A.T.] A Toolbox for Alleviating Traffic Congestion, 1989, Institute of Transportation Engineers, 525 School St., SW, Suite 410, Washington, DC, 20024-2729; 202/554-8050.

[I.D.] Improving Driveway and Access Management in Michigan, Michigan Dept. of Transportation, 1996.

[R.S.D.] Homburger, Wolfgang S., et al, **Residential Street Design and Traffic Control**, Prentice Hall, Englewood Cliffs, NJ, 1989; available from Institute of Transportation Engineers, Institute of Transportation Engineers, 525 School St., SW, Suite 410, Washington, DC, 20024-2729; 202/554-8050.

[M.T.] Managing Transportation in Your Community: A Municipal Handbook, New Jersey Dept. of Transportation, Bureau of Local Transportation Planning, 1035 Parkway Ave., CN 600, Trenton, NJ 08625; 609-530-2860.

[T.I.] Public Technology, Inc., **The Impact of Traffic on Residential Areas**, June 1982; Office of Technology and Planning Assistance, U.S. Dept. of Transportation, 400 7th Street, S. W., Washington, DC 20590; USGPO, 1982 0-381-428/2312.

[R.S.] Residential Streets, 2nd Ed., American Society of Civil Engineers, National Association of Home Builders, Urban Land Institute, 1990; available from ULI, 1025 Thomas Jefferson St., NW, Suite 500 West, Washington, DC 20007; 202-624-7000.

[T.C.] Traffic Calming: The Solution to Urban Traffic and a New Vision for Neighborhood Livability, Citizens Advocating Responsible Transportation, Ashgrove, Australia, 1989; available from Sensible Transportation Options for People, 15405 S. W. 116th Ave., #202B, Tigard, OR 97224-2600.

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APPENDIX B

OAKLAND COUNTY ROAD COMMISSION NATURAL BEAUTY ROADS PROGRAM POLICY & PROCEDURES

DIRECTIVE TYPE	PREPARING ORGANIZATION	EFFECTIVE DATE	NUMBER	PAGE
	T.P. & E.C.	1/1/81	6	3 OF 5

Responsibility

TP&EC

Action

10. Sends petition back to citizen representative with letter of explanation if petition does not quality.
- 11.* Schedules public hearing at township hall or other suitable place within the township by discussing possible dates with citizen representative, township supervisor and/or township clerk. Makes room reservation with township clerk.
12. Prepares official notices indicating public hearing purpose, location, and time, and requesting official comments.
- 13.* Arranges for two newspapers of general circulation in the County to publish an official notice twice in successive weeks prior to the hearing in accordance with provisions of P.A. 150 of 1970.
14. Sends official notice to township for posting in township hall.
15. Requests resolution by Township trustees indicating degree of support, if such has not yet been received.
16. Sends official notice to citizen representative of petitioners.
- 17.* Posts official notices in five (5) public and conspicuous places along the section of road in question.
18. Sends official notices and invitations to comment to all appropriate utility companies and to those public agencies owning frontage on the road.
- 19.* Conducts public hearing and tape record proceedings.

* Action required by State law.

6. Signing

Natural beauty roads will be identified at entrance points by a specifically designated standard sign to be of a design prepared by the Department of State Highways, and placed by the County Road Commission. The length of the designated road will be indicated on the sign.

7. Tree & Shrub Trimming & Tree Removal

Where necessary for safety or protection of the traveling public and vehicles, tree branches and shrubs may be trimmed or whole trees removed. This should be done judiciously and with proper tools so as not to leave unsightly scars.

8. Road Surfacing

The existing road surface at the time of designation should normally be continued. Necessary changes in surface to improve safety, drainage, reduce maintenance problems, etc., may be cause for undesignating such roads if such changes disturb the natural beauty characteristics for which the road was designated.

* * * *

TREE & PLANT REFERENCES

- Billington - Shrubs of Michigan. Cranbrook Institute of Science.
Billington - Ferns of Michigan. Cranbrook Institute of Science.
Case - Orchids of the Western Great Lakes. Cranbrook Institute of Science.
Otis - Michigan Trees. University of Michigan Press.
Peterson & McKenny - Field Guide to Wildflowers of Northeastern & Northcentral North America Houghton Mifflin Company.
Petrides - Field Guide to Trees & Shrubs. Houghton Mifflin Company.
Smith - Michigan Wildflowers. Cranbrook Institute of Science.

PROTECTED WILDFLOWERS OF MICHIGAN (ATTACHED).

STAFF REVIEW CRITERIA
FOR
NATURAL BEAUTY ROADS

1. NATIVE VEGETATION IN RIGHT-OF-WAY:

Percentage of length of right-of-way covered by native vegetation (subtract footage of driveways, farm land, residential lawns, etc. from total length)

. 100% Coverage.	150 Points
. 90% Coverage.	140 Points
. 80% Coverage.	130 Points
. >30% Coverage.	0 Points

2. RARE SPECIES IN RIGHT-OF-WAY:

. Endangered species.	75 Points
. Rare species.	50 Points
. Protected species.	25 Points

(Record trees will be scored as rare species)

3. ENVIRONMENTAL QUALITY OF RIGHT-OF-WAY AND SURROUNDING AREA:

. Unique in State.	100 Points
. Unique in County.	75 Points
. Unique in Township.	50 Points
. Common in Township.	10 Points

4. SCENIC VISTAS:

. Panoramic view of natural areas.	50 Points
. Some vantage points, partially developed areas.	25 Points
. Views not conducive to sightseeing.	0 Points

5. BODIES OF WATER:

. Natural stream or ponds with relatively undisturbed upstream areas.	50 Points
. Some upstream development, water quality good.	25 Points
. Agricultural or roadside ditches, poor water quality.	0 Points

STAFF REVIEW CRITERIA FOR NATURAL BEAUTY ROADS
(CONTINUED)

PAGE 2 OF 2

6. WILDLIFE (AS INDICATOR OF ENVIRONMENTAL QUALITY):

- | | |
|---|-----------|
| . A variety of wildlife indicating natural ecosystem. | 70 Points |
| . Species not usually found in county. | 50 Points |
| . Species not usually found in township. | 25 Points |
| . Little species variety except urban associate type. | 0 Points |

7. DEVELOPMENT POTENTIAL:

- | | |
|--|-----------|
| . Landownership and zoning inhibits changes in land use. | 50 Points |
| . Minimal residential or small subdivision development small projected population increases. | 25 Points |
| . Commercial or large subdivision and population increase imminent. | 0 Points |

8. NUMBER OF DRIVEWAYS, ACCESS OR SUBDIVISION STREETS:

- | | |
|--|-----------|
| . Less than 6 per mile. | 50 Points |
| . More than 6; less than 16 per mile. | 25 Points |
| . More than 16; less than 30 per mile. | 15 Points |
| . More than 30 per mile. | 0 Points |

9. ADEQUACY OF ROAD:

- | | |
|--|-----------|
| . Road surface, speed and design adequate for current and expected traffic volume. | 50 Points |
| . Minor surface or drainage work expected in near future. | 25 Points |
| . Traffic volumes, safety, or design indicates major improvement needed. | 0 Points |

TOTAL POINTS POSSIBLE: 650 POINTS

MINIMUM POINTS NECESSARY: 350 POINTS

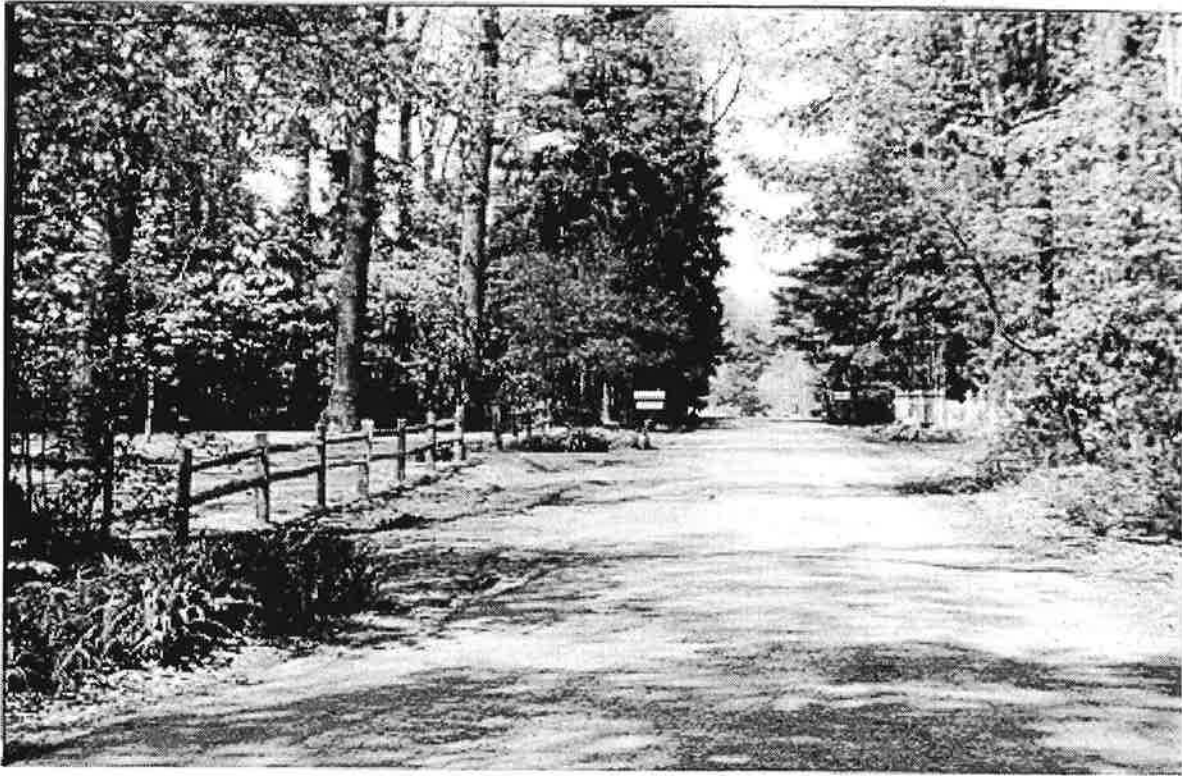
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Franklin Village



VEGETATION MANAGEMENT REPORT



Prepared by
Planning & Zoning Center, Inc.
September, 1997

VILLAGE OF FRANKLIN

VEGETATION MANAGEMENT REPORT

INTRODUCTION

The tree canopy and thickets of shrubs and trees contribute to the distinctive and rural visual character of Franklin Village. Trees and vegetation are aspects of the Village that residents and Planning Commission frequently praise. Trees provide an important link to nature. They also soften the visual landscape, cool and oxygenate the air, and provide habitat for wildlife.

The tree canopy and other vegetation that is so important to Franklin Village is at great risk of disappearing in the next few decades. The result would be a drastic change in the visual character of the Village. The tree canopy is at risk due to the following factors:

- Most of the trees are nearing the end of their expected life spans, under the conditions of a developed landscape.
- There is no replacement plan to provide young trees that will grow and provide a canopy when the existing trees are gone.
- It will take a long time for young trees to grow and contribute to the rural visual character of the Village.
- Many trees are located within road right-of-ways, and there is a greater risk of loss of those trees from either removal from road widening or underground utility work (several major streets are outside the control of the village), decline and death from the adverse environmental effects associated with roadways, or from damage by vehicles.
- Many trees are located within aboveground utility right-of-ways, and the effect of tree trimming by utility companies can already be seen.
- There is a risk of widespread loss of trees to disease or pests due to the lack of diversity of species in the dominant vegetation of the Village.

The Village should undertake a major replacement tree program immediately if it wants to avoid a change in the visual character of the Village ten to twenty years from now. The Village, or residents in the Village, could be planting trees right now. These should be planted outside the road and utility right-of-ways to avoid future tree damage or removal. While it is not too late to start planting, it may soon be if the Village wants to avoid a period in which it resembles nearby communities that are nearly tree-less.

Additional information and illustrations about these issues are contained in the body of this report.

Because vegetation is so important to the residents of Franklin Village, this report was prepared as an element of the 1996 Master Plan update. The purpose of the report is to provide guidance to the Village and its residents in perpetuating vegetation as a major feature of the Village.

This report will discuss the status of the existing vegetation in Franklin Village and recommend steps to protect and enhance vegetation in the future. In preparing this report, a windshield survey of all the streets in Franklin Village was conducted in May of 1996, following the beginning of leaf-out of the trees. Notations were made of the general type of vegetation in each of the neighborhoods, its maturity and vigor. Notations were also made concerning conflicts with roads, utilities and new development. The survey did attempt to locate potential landmark trees for protective efforts. Photographs were taken of selected streets and planting situations. The survey did not attempt to map, identify and examine every tree on each parcel.

FOUR BASIC VEGETATION PATTERNS

Significant stands of vegetation, identified by associations of species, were mapped in 1976 and shown on the Environmental Constraints Map in the 1977 Master Plan. These stands were largely the same in 1996. For the purpose of relating vegetation to community character, an update in more visual terms was made of vegetation and indicated on Vegetation Analysis, 1996 Map. The landscapes of Franklin Village present four basic vegetation patterns. These are:

1. Over-mature deciduous canopy and conifer trees, plus smaller ornamental trees and shrubs on large lots with lawns.
2. Mature to over-mature deciduous canopy trees with mixed conifers and areas of naturally occurring shrub and understory trees, often bordering a street.
3. Mixed-age and species stands of vegetation, usually growing thickly on undeveloped portions of lots.
4. Semi-mature deciduous canopy and conifer trees on smaller lots with lawns.

MATURE TREE CANOPY

The tree canopy of Franklin is mature, and there is little new, effective tree planting underway to take the place of existing trees as they age and die. Franklin Village is in danger of having the role of vegetation diminished if action to protect and replace major elements of its vegetation is not undertaken. It is likely that the existing tree canopy will last at least another ten to twenty years before there is significant decline. Many of the tree species can, under optimum circumstances, live another fifty or more years. However, the life span of trees in developed landscapes is usually much shorter. Optimum conditions for a full life span of trees include a root zone of adequate size and temperature, soil of good structure and adequate moisture. In developed landscapes, root zones are usually constricted by buildings or trenching, subject to extremes of temperature and moisture and the soil compacted. Mechanical damage to trees from mowers, cars, pruning and other human activities leaves open wounds that permit the

tree planting on public property now underway

introduction of diseases. At some point in the life of the tree, stresses overcome the tree's vigor and the tree enters a state of decline. Trees can survive in a state of decline for many years. However, they are no longer as attractive as vigorously growing trees and can become a personal and property damage liability.

FEW DIFFERENT TREE SPECIES

There is remarkably little variety in tree species in Franklin Village. The predominate canopy tree is Silver Maple (*Acer saccharinum*). See photo 1. This is surprising because of the varied terrain of the Village. There are floodplains, wetlands, uplands and ridges. Silver maple naturally occurs as a floodplain species. It can be expected to grow in such areas of the Village, although other species are also adapted to floodplain locations, such as Elm (*Ulmus species*) and Sycamore (*Platanus occidentalis*). However, there are Silver Maple everywhere in the Village. This may be due to the heavy promotion of Silver Maple as a beautiful, fast-growing shade tree in the period following World War II. Since its widespread ornamental planting, Silver Maple has been discovered to be weak-wooded, messy, invasive of sewers, and destructive of sidewalks and driveways. In communities with tree ordinances, Silver Maple is usually prohibited. Newer sewers are, however, more tightly constructed and less prone to root invasion.

It is not wise to attempt to maintain a tree stock of so few species. In the event of a disease or insect attack, or a period of stressful weather, nearly all the trees of the same species can be affected. This was the case with the American Elm (*Ulmus americana*), which was nearly completely removed from Michigan cities due to the Dutch Elm Disease.

The other predominate trees are evergreens, mostly planted for ornament or as screening. These include Colorado Spruce (*Picea pungens*) and Norway Spruce (*Picea abies*). Colorado Spruces may be "blue", (*Picea pungens 'glauca'*) or they may be another or less blue color variation. Among the evergreens planted in large lawns are Douglas Fir (*Pseudotsuga menziesii*). There are some isolated "plantations" of Scotch Pine (*Pinus sylvestris*) and more recent plantings of White Pine (*Pinus strobus*) and Austrian Pine (*Pinus nigra*).

Many of the evergreens are also quite mature. See photo 2. While these trees are generally ranging from about 40' to 60' high and are capable of reaching to 150', that is neither likely or desirable in developed landscapes. Trees of that height are very "leggy" looking, and become more susceptible to toppling during a storm, with resultant property damage.

A height of 40' to 60' is considered maximum height in developed landscapes for most of the species of trees in Franklin Village. That there are taller examples attests to adequate moisture, lawn fertilization, large lot size and some luck.

Photo 1 Large Silver Maples in Historic District



Photo 2 Mature Spruce

In addition to the trees mentioned above, there are also Oaks (*Quercus* species) in various locations, such as at each end of the Village south of Thirteen Mile Road. There are sapling Elms scattered widely throughout the Village, which indicates the past presence of the species. There appears to be a very large American Elm on private property, located some distance back from Franklin Park Drive. It appears to be much larger than the 24" diameter at 4' 6" above ground that qualifies as a Heritage Tree in the Franklin Village Combined Ordinances.

RECOMMENDATIONS

The steps below are recommended to protect and enhance the vegetation in Franklin Village.

New Plantings

Promote the extensive planting of trees to replace the canopy as existing trees decline or die. Replacement tree species selection should reflect the desire of residents to protect the rural visual character of the Village. Tree and shrub species that fit that criteria are included in the attached plant list. Franklin Village has only a few blocks where trees were obviously planted as street trees--lined up parallel to the edge of the street. Trees planted along Village streets would contribute to the visual character of the Village. However, these must not be placed too close to the edge of the street, to prevent tree damage from road repairs and utility trenching. See figure 1. Photo 3 shows the number of trees within the road right-of-way.

Plant, in selected areas, mixed stands of naturally occurring vegetation (not exotic nor ornamental species). These would be thickets of various species of shrubs and trees such as exist elsewhere in the Village. See photo 4. The primary benefit is to enhance Franklin Village's rural character. Other benefits include privacy screening and provision of wildlife habitat. These stands need to be planted where they will not create traffic safety hazards. See Compiled Ordinance of Franklin Village Chapter 1268.10 Visibility. They may be used, however, to help influence the reduction of traffic speed by narrowing the apparent roadway space.

Coordinate with utility companies the location and long term maintenance of new plantings near utility right-of-ways. Utility company pruning has occurred too infrequently to establish good form on trees located within utility right-of-ways. The result is 'butchered' trees, when utility tree crews perform tree trimming on an infrequent or first-time basis. Eventually trees within right-of-ways should be replaced with small trees and shrubs. Taller trees should be placed outside the right-of-ways. See Figure 2.

Promote the use a variety of tree species to avoid a monoculture and potential loss of many trees to diseases or pests. See the attached plant list. As a rule of thumb, plant at least three different tree species in any street block.

Photo 3 Street in Franklin Village with trees within right-of-way marked. Loss of these trees would be a disaster to Franklin Village character.

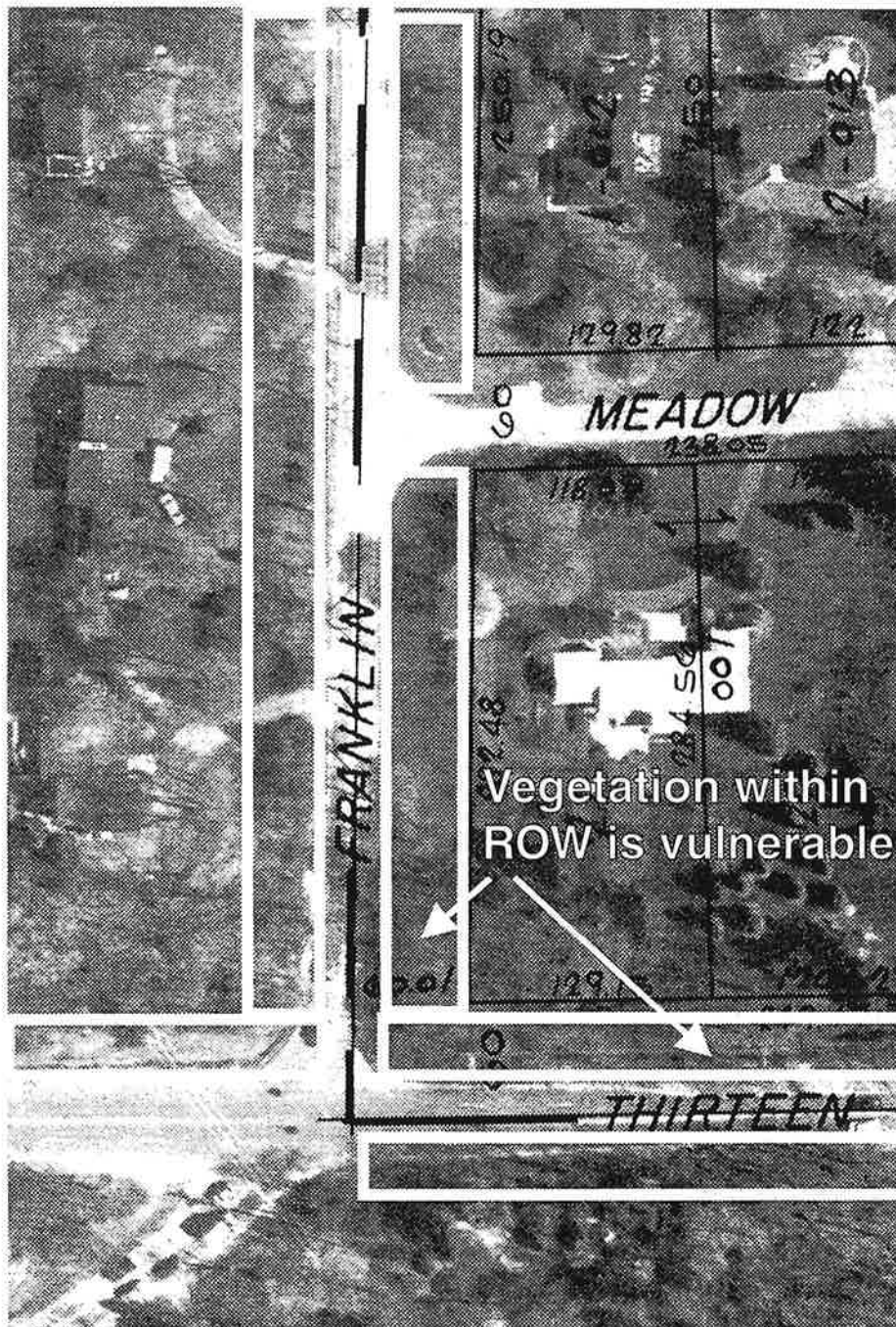


Photo 4 Thick, mixed age and species stands are common in Franklin Village.



Think Differently About Trees

Promote the concept of protecting tree vigor. This includes:

- Protection of the root zone by limiting impervious surfaces, increasing soil permeability and moisture holding capacity and lowering soil temperature. Soil improvement occurs over time through natural action by using mulches, shrubs, vines and herbaceous groundcovers instead of lawns in the areas around trees. Place mulch 4 - 6" deep over root zone, but not more than an inch thick next to tree trunks. Locate drives and parking areas away from the root zone of mature trees, and away from the anticipated root zone of important trees that have yet to mature. See Figure 3.
- Contracting with experienced tree specialists to perform routine trimming and inspections of trees.
- Providing supplemental water and nutrients to trees growing in large lawn areas and adjacent to roadways and parking lots. These are high heat areas that cause additional stress on plants. Water thoroughly during droughts. Fertilize trees growing in stressful sites (those in lawns and adjacent to parking lots and roadways. fertilizer can be applied by a tree specialist, or by using "tree fertilizer spikes"; a balanced, 12-12-12 fertilizer placed in holes bored into the ground at intervals around the tree, at least to and preferably past the drip line of the tree; or by broadcasting a balanced fertilizer on the ground under and beyond the spread of tree branches.
- Preventing major pest or disease infection by regular inspection of vegetation and treating spot problems. Avoid widespread spraying for problems if they don't yet exist.

Circulate a flyer to Franklin residents that summarizes recommendations of this Vegetation Management Report.

Update the Master Plan

Adopt the following proposed amendments to goals, objectives and policies in the existing Master Plan. Objectives in which vegetation management is the primary emphasis or in which vegetation management plays an important role are underlined.

Goal 1

Preserve and promote the rights of the individual property owner while maintaining a simple, rural village character way of life.

OBJECTIVES:

- Develop an illustrated guide that defines the franklin village character so that residents can develop, remodel and manage their properties in a manner that protects and enhances that character.

Horsechestnut is on the Landmark Tree List in the Zoning Ordinance for Green Oak Township, located west of Franklin Village in Livingston County and the Landmark Tree List for the City of South Lyon in Oakland County. However, the female Horsechestnut is a prohibited tree in some communities. The Planning Commission will need to decide if certain trees, considered undesirable in street-side plantings should be included on the list. Since there is so much planting area in Franklin Village that is not along side streets, keeping trees that are commonly prohibited on the list may be acceptable. Many of these trees have historic value, in that they are tree species frequently planted during the same periods as the construction of many of the houses and buildings in the Historic District and Commercial center. Two other trees that could be added to the list of Heritage Trees are the Princess Tree or Royal Paulownia (*Paulownia tomentosa*) and Butternut (*Juglans cinerea*). The windshield survey of Franklin Village did not reveal either of these trees but there is a good possibility that they exist within the Village. The Princess Tree was often planted around homes 40 to 80 years ago, and is distinctive for its lavender flowers blooming over a long period. It is not a magnificent tree, but may have some historic value. The Butternut is a native, related to Black Walnut, and there may be several Butternut trees in some of the naturally occurring lowland thickets.

Tree City USA

Consider applying for Tree City USA status. Being a Tree City promotes trees as an important element of the character of the Village and it provides opportunities for increased tree care. The Tree City USA Program is administered through the Michigan Department of Natural Resources, Forest Management Division (517 373-1275). The requirements for this program are:

- A yearly Arbor Day proclamation by the Village Council and an organized Arbor Day celebration.
- A Citizen Tree Committee or Park Board that will have responsibility for the care of trees within public right-of-ways and other public spaces.
- An ordinance that specifies appropriate species to plant and includes a typical planting detail of how to plant. The attached, recommended rural character plant list can serve as the list of appropriate plants. Also included in that list are plants that should be avoided in areas intended to contribute to rural character.
- Expenditure of at least \$2 per capita on trees. This could be either through a tree maintenance program or purchase of additional trees. The Village will have to commit some resources to inspection and trimming on a regular basis. Many communities find a cycle of pruning street trees and trees on public property on a three to five year basis to be satisfactory. Inspection of street trees and trees on public property should occur several times a year. Both of these elements of a maintenance program should be feasible in a community the size of Franklin Village.

Figure 1
Move plantings out of Right-of-Way

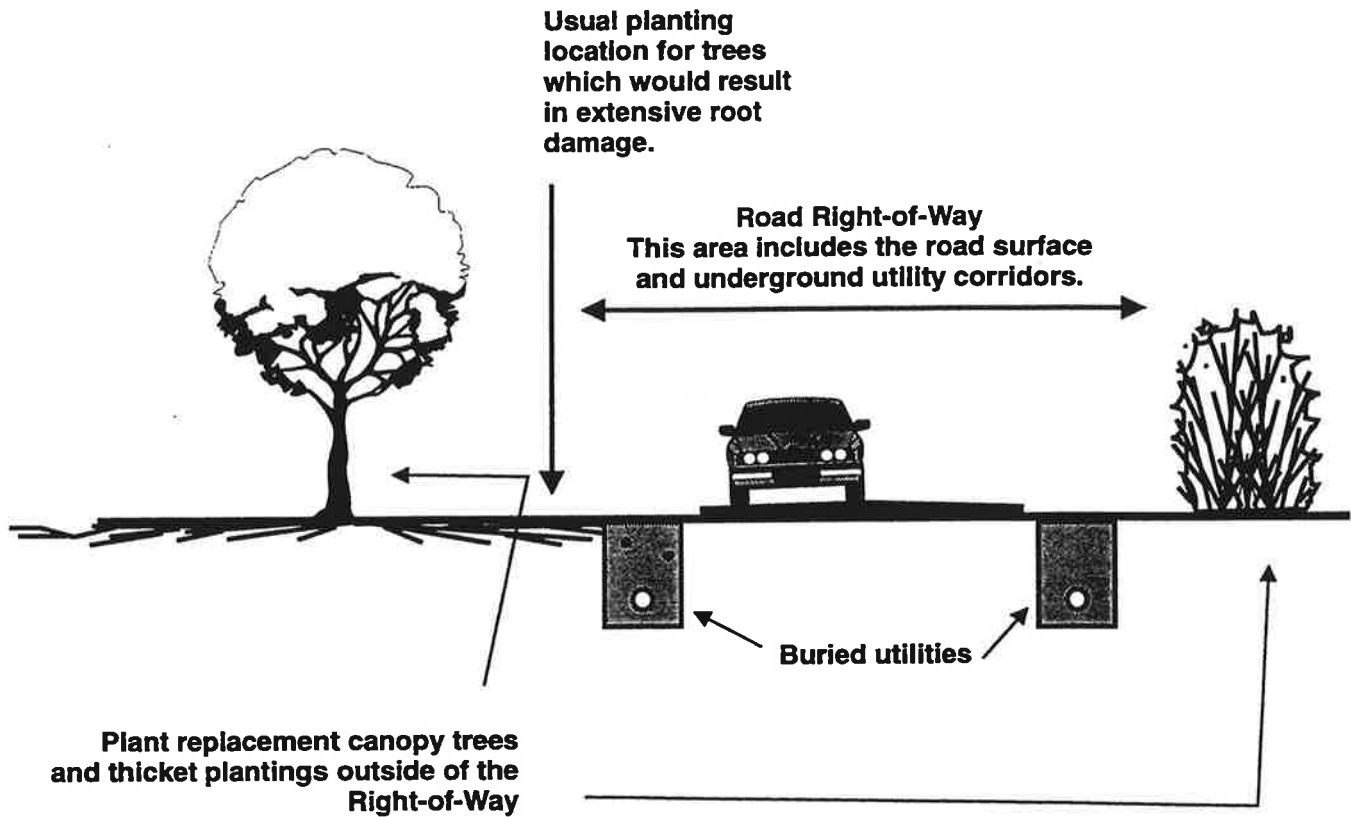


Figure 2
Place only short plants within Utility Right-of-Way

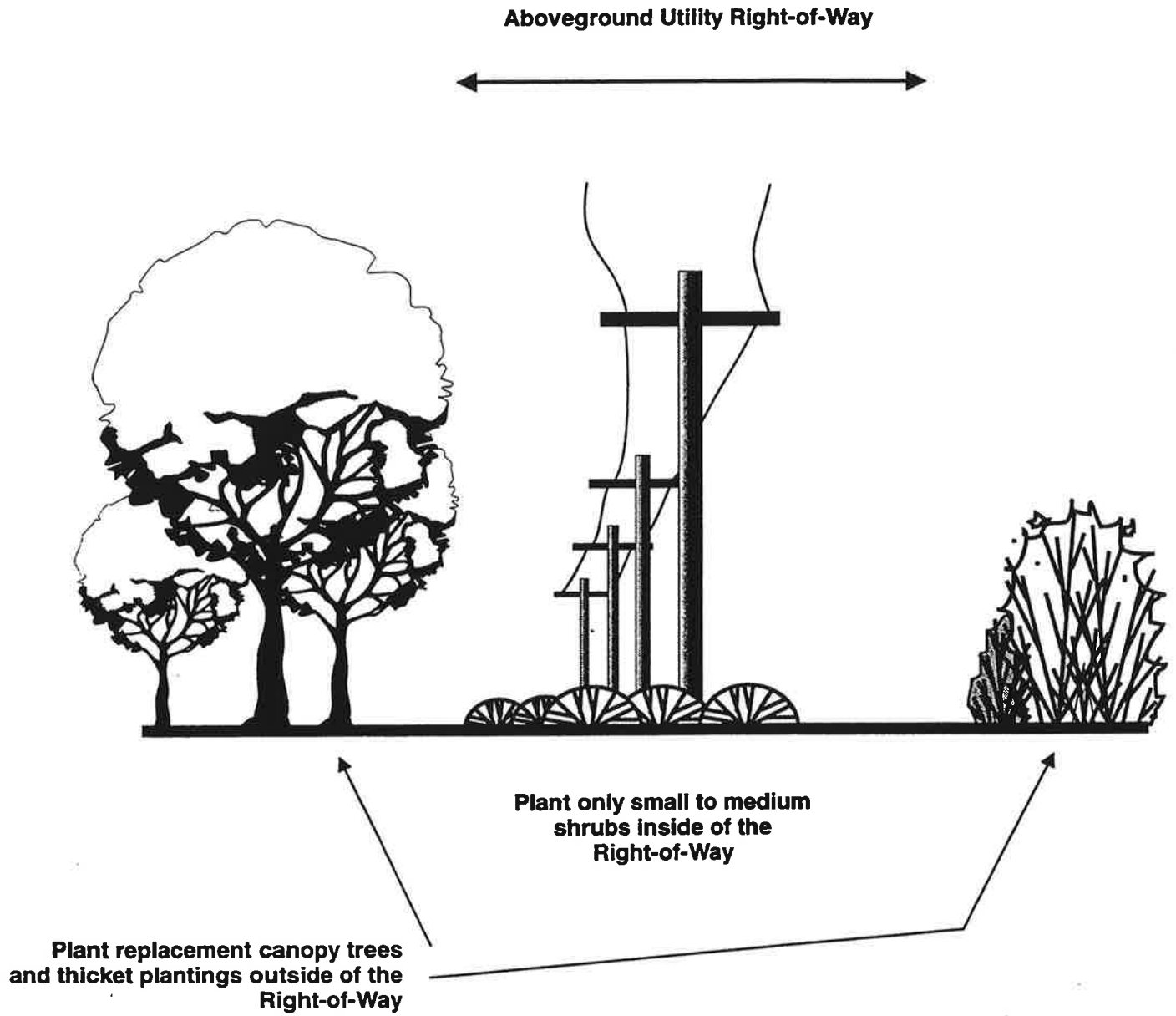
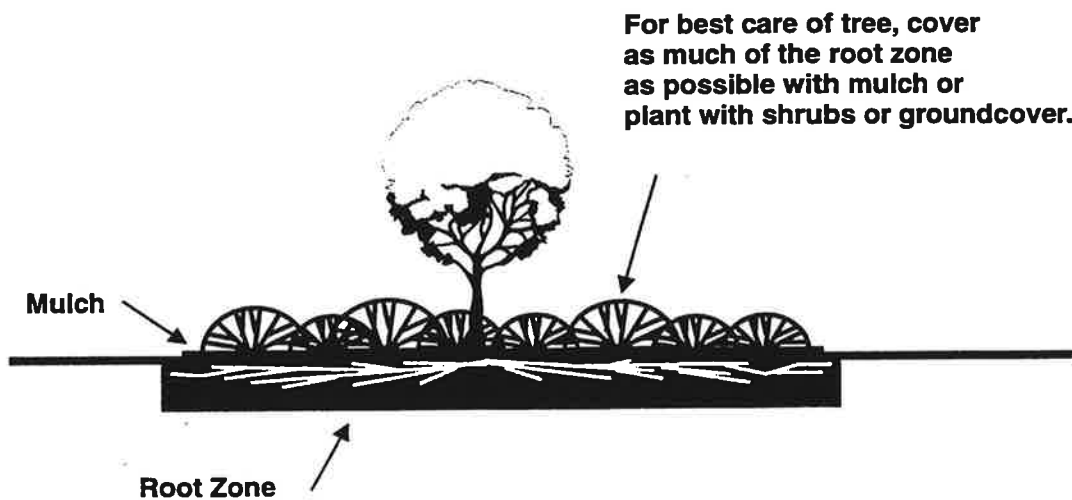
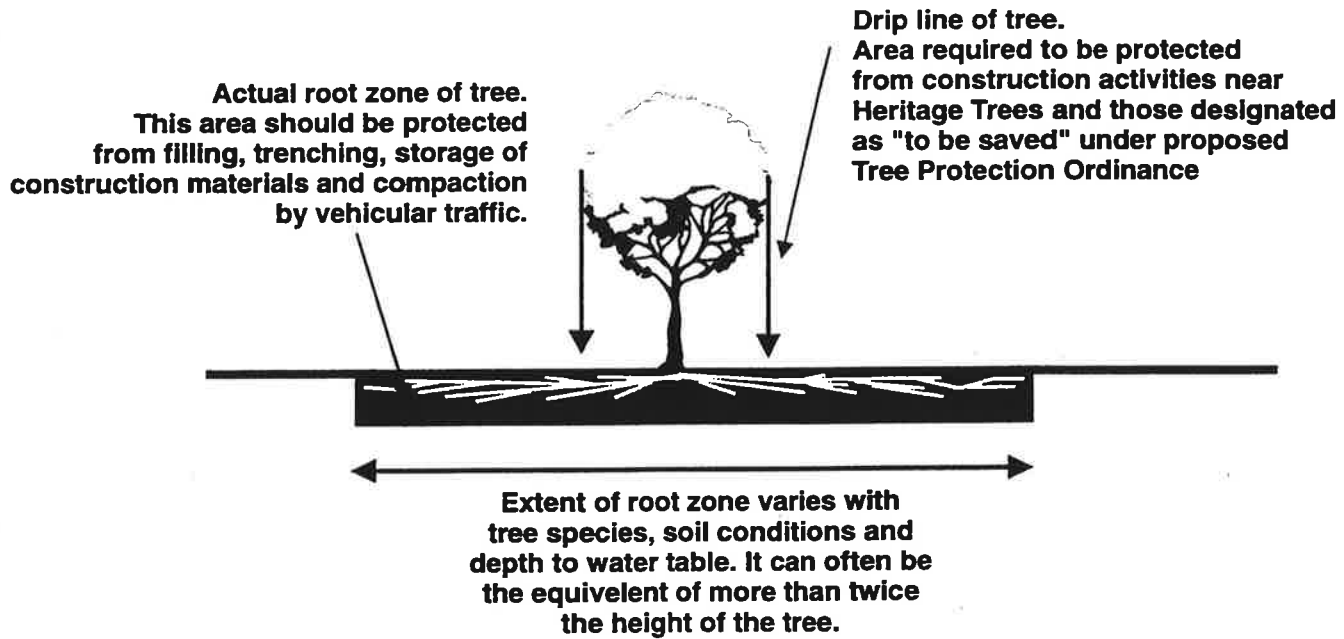
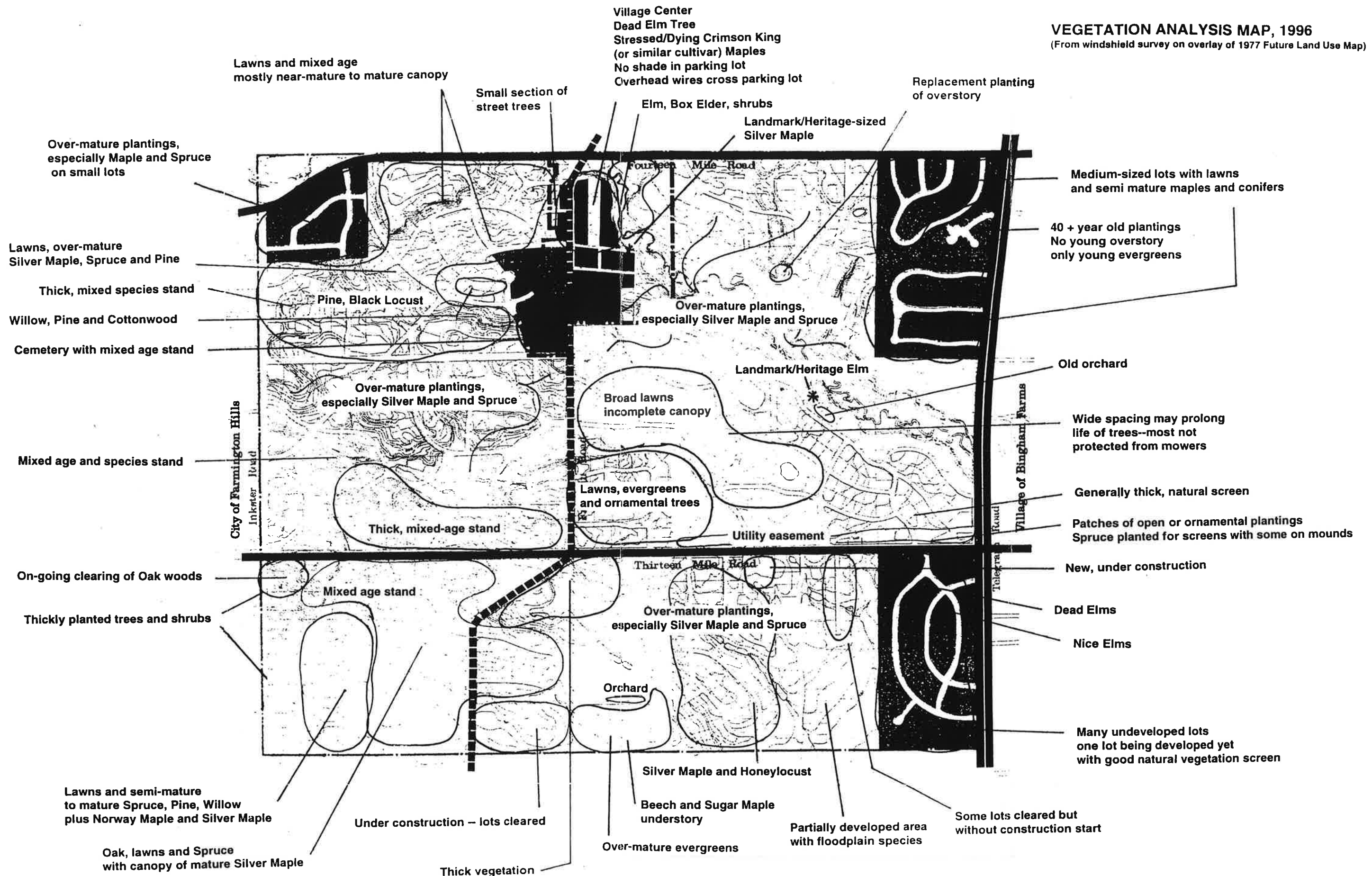


Figure 3
Protect Tree Root Zones



VEGETATION ANALYSIS MAP, 1996
(From windshield survey on overlay of 1977 Future Land Use Map)



VILLAGE OF FRANKLIN

RURAL LANDSCAPE CHARACTER PLANT LIST

The plants in the following list can be used in preference to ornamental and exotic plants in locations that are visible from streets, and in any area where a rural landscape appearance is important. Many residents may want to have showy plantings, with bright, colorful flowers and interesting textures. Place such plants near the residence or in areas where they can be seen from the residence but not so readily seen from the road. Then place plants on the list below along the street. Some of these plants do flower, and will still contribute to Franklin's rural character.

The list is arranged into two major groups by site conditions. The first is floodplain (wet) to medium moisture areas and the second is dry. Wet sites in Franklin Village occur in floodplains, near wetlands and in other areas where water tends to pond for long periods of time. Medium to upland (drier) sites are typical of ridge tops and slopes, especially south-facing slopes. Some plant species are adapted to growing on either wet or dry sites, and so appear in both sections. Along major roads, such as Telegraph Road, Thirteen Mile Road and the portion of Fourteen Mile Road from Telegraph to Franklin Road, only those plants that are the most salt-tolerant, should be planted within 100 feet of the pavement. Along other roads, only plant the most salt tolerant plants within 50 feet of the road. Salt-tolerant plants are identified by an (S) after the plant name. Several references were consulted, and those listed represent a consensus of plants that are either tolerant or very tolerant to salt spray and inundation by water with a high salt content. Salt damages plants both by contact with foliage and other tissue, and by changing the chemistry of the soil in the root zone. Grasses can be more tolerant than many trees and shrubs, and may be more useful in high-salt areas. Grasses can be left unmowed except where necessary for visibility at intersections and for providing shoulders along the roads.

Local nurseries will have some of these plants or can order them. Many can be more difficult to obtain, and may require ordering from specialty suppliers or starting them from seeds. The plants on this list are primarily native or naturally occurring. Some of them are not in the nursery trade because new varieties are more refined in appearance, have more showy flowers or are easier to propagate for sale. For example, the Silver Maple, *Acer sacharrinum*, is typical of Franklin Village, and can serve as a fast growing shade tree. Unfortunately it is weak-wooded, messy and has invasive roots. It is not appropriate for planting in the Village. Sugar maple and American beech are more suitable for plantings in the Village.

Note: Plants with an asterisk * should not be planted near sewers or pavement.

FLOODPLAIN TO MEDIUM MOISTURE SITES:

Large trees

American elm * (*Ulmus americana* 'American Liberty') (new disease resistant variety)
 Basswood (*Tilia americana*)
 Black cherry (*Prunus serotina*)
 Black willow (*Salix nigra*)
 Cottonwood * (*Populus deltoides*)
 Larch (*Larix laricina*) (S)
 Red maple (*Acer rubrum*)
 Sugar maple (*Acer sacharum*)
 Sycamore (*Platanus occidentalis*)
 White pine (*Pinus strobus*)

Small trees

Alternate-leaved dogwood (*Cornus alternifolia*)
 American arborvitae (*Thuja occidentalis*)
 Flowering dogwood (*Cornus florida*)
 River birch (*Betula nigra*)
 Serviceberry (*Amelanchier laevis*) (S)
 Sweet birch (*Betula lenta*)

Large shrubs

American cranberrybush viburnum (*Viburnum trilobum*)
 American elderberry (*Sambucus canadensis*)
 Arrowwood (*Viburnum dentatum*)
 Buttonbush (*Cephalanthus occidentalis*)
 Common witch hazel (*Hamamelis virginiana*)
 Gray dogwood (*Cornus racemosa*)
 Highbush blueberry (*Vaccinium corymbosum*)
 Michigan holly (*Ilex verticillata*) (S)
 Nannyberry viburnum (*Viburnum lentago*)
 Red chokeberry (*Aronia arbutifolia*)
 Redosier dogwood (*Cornus sericea* or *C. alba* in more moist sites)

Small shrubs

Bush cinquefoil (*Potentilla fruticosa*)
 Canada yew (*Taxus canadensis*) (S)
 Common juniper (*Juniperus communis*)
 New Jersey tea (*Ceanothus americanus*)

Serviceberry (*Amelanchier laevis*)
 Wild red cherry or Pin cherry (*Prunus pensylvanica*)

Large shrubs

American filbert (*Corylus americana*)
 Spicebush (*Lindera benzoin*)
 Honeysuckle (*Lonicera tatarica*) (**S?** flourishing along roads in Franklin Village so may be tolerant of road salt)
 Lilac (*Syringa vulgaris*) (**S** by observation)
 Redosier dogwood (*Cornus baileyi* in drier sites)
 Staghorn sumac (*Rhus typhina*) (**S**)
 Witch hazel (*Hamamelis virginiana*)

Small shrubs

Blackberry (*Rubus alleghaniensis*)
 Bush honeysuckle (*Dievilla lonica*)
 Highbush blueberry (*Vaccinium angustifolium*)

Ground-level shrubs and groundcovers

Fragrant sumac (*Rhus aromatica*)
 Ground juniper (*Juniperous communis-depressa*)
 Horizontal juniper (*Juniperous horizontalis*)
 River bank grape (*Vitus riparia*)
 Virginia creeper (*Parthenocissus quinquefolia*)

Grasses, wildflowers, and shrubs (herbaceous)

Bellwort (*Uvularia grandiflora*)
 Bishop's cap (*Mitella diphylla*)
 Blue stemmed goldenrod (*Soledago caesia*)
 Blue cohosh (*Caulophyllum thalictroides*)
 Blunt leaved wild licorice (*Galium lanceolatum*)
 Canada blue grass (*Poa compressa*)
 Canada mayflower (*Maianthemum canadense*)
 Carrion flower (*Smilax ecirrata*)
 Columbine (*Aquilegia canadensis*)
 Downey yellow violet (*Viola pubescens*)
 Dune goldenrod (*Solidago spathulata*)
 Evening primrose (*Oenothera biennis*)
 False heather (*Hudsonia tomentosa*)
 False solomon's seal (*Polygonatum pubescense*)
 Large white trillium (*Trillium grandiflorum*)
 Little blue stem grass (*Andropogon scoparius*)
 Marram grass (*Amphila breviligulata*)
 Meadow rue (*Thalictrum dioicum*)
 Partridge-berry (*Mitchella repens*)
 Sand reed grass (*Calamovilfa longifolia*)

Sweet clover (*Melilotus alba*)
 White baneberry (*Actaea alba*)
 White upland aster (*Aster ptarmicoides*)
 Plains coreopsis (*Coreopsis tinctoria*)
 Baby's breath (*Gypsophila elegans*)
 Candytuft (*Iberis umbellata*)
 Spurred snapdragon (*Linaria maroccana*)
 Purple prairie clover (*Petalostemon purpureum*)
 Prairie coneflower (*Ratibida columnifera*)
 Black-eyed Susan (*Rudbeckia hirta*)
 Hard fescue (*Festuca ovina duriuscula*)
 Sheep fescue (*Festuca ovina*)
 Little bluestem (*Schizachyrium scoparium*)

TREES TO AVOID

The following list identifies trees that are planted in many communities as street trees or parking lot shade trees. These plants are included here because they either contribute to a more ornamental, not rural visual character, or they have attributes such as poor disease resistance, short life, weak wood or messy fruit that are problems around paved areas.

Silver Maple, *Acer saccharinum*
 Linden, *Tilia cordata* varieties
 Norway Maple, *Acer platanoides*, including red-leaved cultivars
 Honeylocust, *Gleditsia triacanthos* varieties
 Bradford Pear, *Pyrus calleryana* 'Bradford'
 Crabapple, *Malus* spp.
 Pin Oak, *Quercus palustris*
 English Oak, *Quercus robur*
 Green Ash, *Fraxinus pennsylvanicum* and cultivars
 Weeping Willow, *Salix babylonica*
 Chinese and Siberian Elms *Ulmus parvifolia* and *U. pumila*
 Mountainash, *Sorbus aucuparia*
 Paperbark Birch, *Betula papyrifera*
 Flowering Cherries, *Prunus serrulata* varieties and *P. subhirtella* varieties

2. The shape and dimensions of the lot or parcel, together with the existing and proposed locations of structures and improvements, including existing and proposed utilities.
3. Locations and dimensions of all setbacks and existing or proposed easements.
4. All trees shall be tagged in the field with identifying numbers, using noncorrosive metal tags.
5. Locations of all existing trees six (6) inch DBH or more including trees within the adjoining street right-of-way, trees within twenty-five (25) feet of the property lines and all trees to be affected by the development such as trees located within areas of right-of-way improvements or off-site utility work. All such trees proposed to remain, to be relocated or to be removed, shall be so designated. The survey shall be accompanied by a separate key identifying the numbered trees by size, common name and condition. All such trees shall be tagged in the field with their identifying numbers. The existing and proposed grade at the base of each tree shall be indicated on the Tree Location Survey. [NOTE: VILLAGE HAS NO JURISDICTION ON TREES WITHIN RIGHT-OF-WAY OF ANY ROAD EXCEPT FRANKLIN ROAD.]
6. Tree Location Surveys are to be performed by actual field survey by a registered land surveyor and verified on site by a registered landscape architect, certified arborist or forester. Both must be identified by name on the survey at the time of submission.
7. If existing trees are to be relocated, the proposed location for such trees, together with a statement as to how such trees are to be protected and/or stored during land clearance and construction and how they are to be maintained after construction.
8. A statement showing how trees to remain are to be protected during land clearance, construction and on a permanent basis including the proposed use of tree wells, protective barriers, tunneling or retaining walls.
9. The number of trees to be removed which are six (6) inch DBH or more, plus a plan for replacement.
10. The requirements for a Tree Location Survey may be waived by the Village for areas fifty (50) feet or more outside the construction zone. If waived, a statement indicating predominant species and estimated

number and size of trees in this area will be required. The area to remain undisturbed shall be protected from construction equipment, materials, storage or other disturbance by a snow fence prior to any activity.

- (4) Large Tracts. For tracts of land five (5) acres or larger, a Tree Location Survey meeting the condition of subsection 5.505(3) above shall be submitted with the following supplemental requirements:
 - (a) An aerial photograph or copy thereof, of suitable quality 1" = 100' minimum.
- (5) Exemptions: An on site examination may be made by a Village representative in lieu of the Tree Location Survey requirements under any of the following conditions.
 - (a) Where a permit is required to remove or relocate trees on occupied single-family or site condominium lots.
 - (b) Where a permit is required to remove fewer than three (3) trees.
- (6) Reasons for Issuing a Tree Permit:
 - (a) Tree permits shall be issued for only the following reasons:
 - 1. Trees pose a safety hazard to pedestrian or vehicular traffic or threaten to cause disruption to public utility service.
 - 2. Trees pose a safety hazard to buildings or structures.
 - 3. Trees completely prevent access to lot or parcel.
 - 4. Trees unreasonably prevent development of a lot or parcel or the physical, use thereof. It is the intent of this provision that a permit shall not be granted for the removal of any tree where an alternative design solution exists consistent with the permitted use of the property under the Village of Franklin, Zoning Ordinance. The removal of trees shall be allowed when the following conditions exist:
 - a. When necessary for the location of a structure or site improvement and when no feasible alternative location for the structure or improvements can be achieved without causing undue hardship in the opinion of the Planning Commission.

- b. The tree is dead, diseased, injured and in danger of failing, is too close to proposed or existing structures, interferes with existing utility services, interferes with safe vision clearances, or conflicts with other ordinances or regulations.
- c. Replacement of trees as provided for in this Section shall not apply to removals permitted under this paragraph.

This exemption shall not be construed by affected property owners as an exemption from providing new plantings on the development site as a part of a landscaping plan which may be required by the Planning Commission in order to address the loss of trees or other vegetation due to construction activity.

- 5. Diseased trees or trees so weakened by age, storm, fire or other injury so as to pose a danger to persons, property, improvements, or other trees.
- 6. Where a Landmark Tree is proposed for removal and there is no reasonable alternative that would allow preservation of the tree while still meeting other Village requirements.

(7) Exemptions:

(a) The following are exempt from the provisions of this Ordinance:

- 1. Any tree less than six (6) inches DBH.
- 2. The removal of four (4) trees per calendar year on occupied single-family platted or site condominium lots of less than one (1) acre in area.
- 3. On occupied one-family platted or site condominium lots or parcels which are one (1) acre or more in area, the removal of eight (8) trees per calendar year or not more than ten percent (10%) of the total number of trees on the lot, whichever number is less. This provision shall not apply to Landmark Trees.
- 4. Trees for which it is determined by the Planning Commission to have a health condition factor less than 16 as per Section _____.

5. Where the proposed activity is located on a site with no trees of six (6) inch DBH or greater the applicant shall so indicate in his/her application and submit a "no tree" affidavit. In such case the Village shall conduct an inspection of the site. If the inspection substantiates the applicant's claim, the applicant shall be relieved of the necessity of providing information, such as the topographic survey, etc. However, where there are trees less than six (6) inches DBH that are otherwise potentially good specimens additional information will be required such as quality, size, species, health and such additional information as the Village may request.

(8) Tree Protection During Land Development:

- (a) Prior to the land clearing stage of development and before a tree permit will be issued, the owner, developer, or agent shall do the following:
 1. Clearly identify, on site, trees to be removed and to be relocated by fluorescent orange, spray paint or by red flagging tape prior to field inspection by the Village.
 2. Erect barriers of four (4) foot high wooden fencing or similar sturdy stock material staked with metal stakes ten (10) feet on center which will shield and protect trees, no closer than six (6) feet from the trunk or at the drip line, whichever is greater, of all such trees or groups of trees.
 3. Keep clear all debris or fill, equipment and material from within the required protective barriers
- (b) During the construction stage of development, the owner, developer or agent shall not cause or permit any activity within the drip line of any protected tree or group of trees including but not limited to the storage of equipment, dumpsters, boulders, dirt and excavated material, building or waste material or any other material harmful to the life of a tree.
- (c) No damaging attachment, wires (other than cable wires for trees), signs or permits may be fastened to any tree protected by this Section.
- (d) The Village shall conduct periodic inspections of the site during land clearing and construction in order to ensure compliance with this Section.

(9) Tree Replacement or Relocation During Land Development:

- (a) As a condition of granting a tree permit, the applicant will be required to replace trees being removed having six (6) inches or more DBH.
1. The permit grantee shall either relocate trees or replace trees on a one-to-one basis. All replacement trees shall measure 2½ inch caliper for deciduous trees, 10' height for evergreen trees, or greater. Where it is not feasible and/or desirable to replace or relocate trees on site, the Planning Commission may allow replacement at other locations in the Village or may waive the requirement or substitute greater size for replacement trees.
 2. Replacement trees shall have shade potential and other characteristics comparable to the removed trees and shall be State Department of Agriculture Nursery Grade No. 1 or better. Replacement trees shall be staked, wrapped and mulched and shall be guaranteed for one (1) year.
 3. As an alternative or partial alternative to the above, the Planning Commission may approve trees which are smaller in caliper size in situations where the intent is to recreate or create a densely wooded area. Such groupings of trees shall consist of tightly grouped trees and shall be a minimum of three-quarters (¾) inch caliper and shall be used only in situations and locations where it is appropriate to create a densely wooded effect. Spacing between trees shall be approved by the Commission. When this alternative is used, the sum of the caliper of the replacement trees shall be equal to the sum of the caliper of the trees which are being replaced.
 4. When Landmark Trees are permitted to be removed, replacement trees shall be provided to a minimum of twenty-five percent (25%) of DBH of the tree to be removed. Replacement trees, measured in DBH or calipers, shall be provided either individually or on an accumulative basis to meet the twenty-five percent (25%) DBH requirement.
 5. Applicants shall be required to replace trees originally indicated and intended to be saved when such trees are excessively damaged during construction to the extent that it puts the tree at risk of death as determined by the Village. The replacements shall have at least equal shade potential and other characteristics comparable to those of the damaged trees and be a minimum five (5) inch caliper, excluding Landmark Trees. Landmark Trees shall

be replaced at one hundred percent (100%) DBH on an individual or accumulative basis using minimum five (5) inch caliper stock.

6. Trees required to be planted in accordance with this Section shall be in place and properly supported prior to the issuance of a final certificate of occupancy. Center of said trees shall not be located closer than four (4) feet to any property line or ten (10) feet to any utility line.
7. All trees relocated or planted as replacements shall exhibit a normal live growth cycle. If any plant materials required by this Section die or become diseased, they shall be replaced within thirty (30) days of written notice from the Village or within an extended time period as specified in such notice. Planting of replacement plant materials shall be done between April 1 and May 30 or between October 1 and November 30.

(10) Emergency Tree Removal:

- (a) When it is necessary to expedite the removal of damaged or destroyed trees in the interest of public safety, health and general welfare following high winds, storms, tornadoes, floods, freezes, fires or other man-made or natural disasters, the requirements of this Ordinance may be suspended by the Village for a period of thirty (30) days in the affected areas.

(11) Penalties:

- (a) Each unauthorized removal of a tree protected by this Section shall be deemed a separate offense. Article _____ of this Section shall be applicable to violations and penalties.

(12) Landmark Trees:

- (a) The following is the list of Landmark Trees according to common name, species and DBH size which are protected under this Section:
 1. The listed DBH size for the Landmark Trees represent the minimum size protected for each species.
 2. The Landmark Trees herein listed are prevalent in the Village of Franklin and in the surrounding area.

(13) Tree Health/Condition Standard:

- (a) The Village shall be responsible for determining the health/condition standard for trees.
1. By field inspection of trees the Village shall evaluate the trunk condition, growth rate, structure, insects and diseases, crown development and life expectancy. From the evaluation, the Planning Commission shall determine a point value which describes the trees health/conditions.
 2. Any listed Landmark Tree or any twenty-four (24) inch or greater DBH tree with a score of sixteen (16) or higher is protected under this Section.
 3. The means by which the Village calculates the trees' health/condition is listed as follows:

RANKING

FACTOR	5 or 4	3 or 2	1
TRUNK	Sound & solid	Sections of bark missing	Extensive and hollow
GROWTH/RATE	More than 5" twig elongation	2" to 6" twig elongation	Less than 2" twig elongation
STRUCTURE	Sound	One major or several minor limbs dead	2 or more major limbs dead
INSECTS/DISEASES	No pests present	One pest present	2 or more pests present
CROWN/DEVELOPMENT	Full and balanced	Full but unbalanced	Unbalanced and lacking a full crown
LIFE EXPECTANCY	Over 30 years	15-20 years	Less than 5 years

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LANDMARK/HERITAGE TREE LIST

<u>Species</u>		<u>Diameter at 4'6"</u>
American Hornbeam, Ironwood	<i>Carpinus caroliniana</i>	8"
Arborvite	<i>Thuja occidentalis</i> /T. <i>orientalis</i>	18"
Ash	<i>Fraxinus</i> spp.	24"
Basswood	<i>Tilia americana</i>	24"
Beech, American	<i>Fagus grandifolia</i>	18"
Beech, Blue	<i>Carpinus caroliniana</i>	8"
Birch	<i>Betula</i> spp.	18"
Black Walnut	<i>Juglans nigra</i>	24"
Catalpa	<i>Catalpa speciosa</i>	24"
Cedar, Red	<i>Juniperus virginiana</i>	12"
Crabapple/Hawthorne	<i>Malus</i> spp./ <i>Crataegus</i> spp.	8"
Dogwood, Flowering	<i>Cornus florida</i>	8"
Elm	<i>Ulmus americana</i>	24"
Fir	<i>Abies</i> sp. (Douglas Fir= <i>Pseudotsuga menziesii</i>)	18"
Ginkgo	<i>Ginkgo biloba</i>	18"
Hackberry	<i>Celtis occidentalis</i>	24"
Hemlock	<i>Tsuga canadensis</i>	18"
Hickory	<i>Carya ovata</i>	18"
Honey Locust	<i>Gleditsia triacanthos</i>	24"
Kentucky Coffeetree	<i>Gymnocladus dioica</i>	18"
Larch/Tamarack	<i>Larix decidua</i>	12"
London Plane/Sycamore	<i>Platanus acerifolia</i> /P. <i>occidentalis</i>	24"
Maple	<i>Acer sacharum</i> /A. <i>rubrum</i>	18"
Oak	<i>Quercus</i> spp.	18"
Pine	<i>Pinus</i> spp.	18"
Redbud	<i>Cercis canadensis</i>	8"
Sassafras	<i>Sassafras albidum</i>	18"
Serviceberry	<i>Amelanchier arborea</i>	8"
Spruce	<i>Picea pungens</i>	18"
Sweetgum	<i>Nyssa sylvatica</i>	16"
Tulip Poplar	<i>Liquidambar tulipifera</i>	24"
Wild Cherry	(Black) <i>Prunus serotina</i> (Pin Cherry = P. <i>pennsylvanica</i>)	18"
Witch Hazel	<i>Hamamelis virginiana</i>	8"

SUGGEST ADDING:

Princess Tree or Royal Paulownia	Paulownia tomentosa	18"
Butternut	Juglans cinerea	24"
Horsechestnut	Aesculus carnea	24"

(Ord. 101. Passed 2-20-70.)



Franklin Village



VILLAGE CENTER ENHANCEMENT MASTER PLAN UPDATE



**Prepared by
Planning & Zoning Center, Inc.
September, 1997**

FRANKLIN VILLAGE VILLAGE CENTER ENHANCEMENT

INTRODUCTION

The Franklin Village Center is the historical "heart" of the Village and contributes to its identity. The Village Center contains the Village Hall, police facilities, Village Green, library, post office and several commercial and office establishments. There are private residences in or adjacent to the Village Center. The Village Center is located within the Historic District, but is only a portion of that District.

Both the General Development Plan (1978 and referred to in 1997 as the Master Plan) and a Design Workshop (1993) recommended improvements to the Village Center (See Appendices A and B). To date, few, if any of the recommendations have been implemented. This update of the Master Plan again looks at this important part of the Village in an effort to focus attention on the Center, and to recommend approaches that appear feasible to implement. These recommendations are also built upon those of the Franklin Village Center Enhancements Advisory Committee which studied the area in the spring and summer of 1996. See page 16 for specific recommendations.

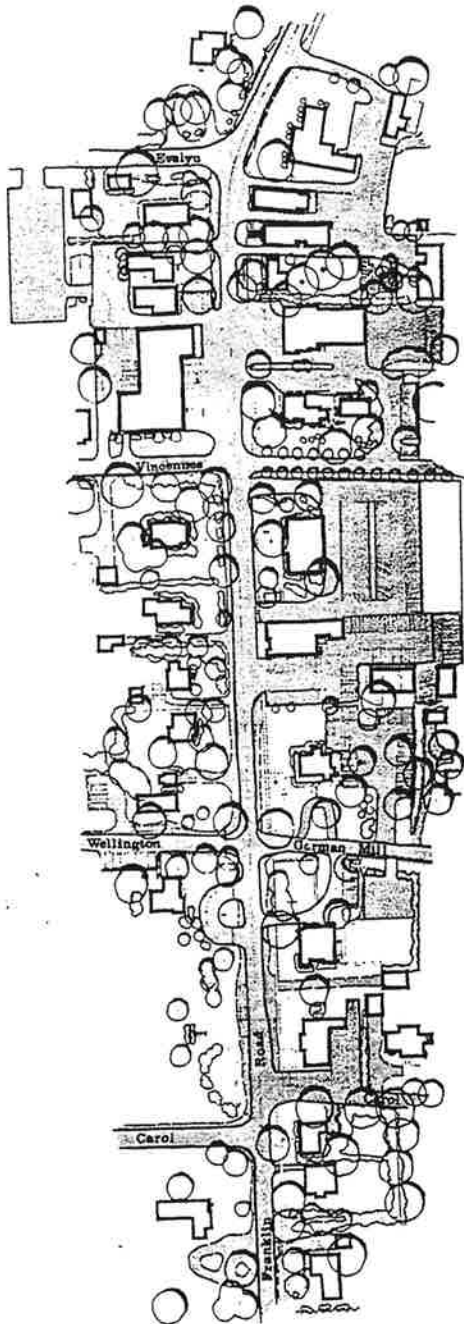
Map 1 illustrates the arrangement of buildings, streets and parking in the Village Center. (Source: Master Plan, 1978.)

The following issues need to be resolved concerning the Village Center:

- The Village Center needs improvement. This is due to deterioration of trees, other landscape plantings and paving materials, to chaotic signs, overhead wires and to a lesser degree, deterioration of buildings.
- Pedestrians feel that walking in the Village Center is risky due to a lack of clearly indicated and separated pedestrian pathways and to periodic heavy automobile traffic.
- It is difficult to circulate between parking lots, with the routes unclear. Parking spaces are not lacking most of the time, if rear parking is utilized.
- Franklin Village is too small to provide the sole economic support for the type of commercial activities found in the Village Center. While many Village residents prefer the Village Center to relate primarily to Franklin Village as its market (to the exclusion of outsiders), business viability depends upon a wider market. At least one business claims 80% of its market comes from people living outside of Franklin Village.
- Franklin Village owns Franklin Road, providing both opportunity to deal with circulation on, across and adjacent to Franklin Road, and the burden of maintenance and liability.

MAP 1

Village Center -Existing



LEGEND



Parking



Existing structure

Johnson Johnson & Roy/inc. 1978

**FRANKLIN
VILLAGE**

- *Providing a Village gathering place or restaurant.*
- *Help Franklin recall its historic and natural landscape by:*
 - *Coordinating signs and lighting to make it consistent with the scale and character of the Village.*
 - *Preserving the Village Green.*
 - *Preserving and replacing mature shrubs and large trees within the central Village to maintain the established landscape."*

These are all important components of the Village Center that should receive attention. The questions remain of how to make the improvements without destroying the desired Village character, how extensive should the enhancements be, and what should be the nature of the improvements? The list below, which looks at the big picture options that Franklin should consider, and Table 1, which looks at more specific options, outline an approach for enhancement of the Village Center.

BIG PICTURE OPTIONS TO ENHANCE THE VILLAGE CENTER

An emerging sense of how to proceed with the Village Center comes from the Design Workshop, the General Development Plan, citizen input at the Futuring Town Meeting held in January of 1996 and the Citizen Advisory Committee on Enhancing the Village Center which met in 1996. It is recommended that the following strategies be followed in dealing with the issues concerning enhancement of the Village Center:

Meet with business and property owners within the Village Center to identify their concerns and to discuss the interest of the Village in enhancing the Village Center and the range of issues and approaches recommended in the Master Plan Update.

Appoint a task force to implement the recommendations of the Master Plan Update. Implementation of recommendations concerning the Village Center is probably too time-consuming a task for the Planning Commission to undertake. This task force should include Village Center business and property owners. Improvements that enhance the Center should also find solutions to business and property owner concerns. The Task Force could be a continuation of the Village Center Enhancement Advisory Committee.

Hire a design team to develop design guidelines dealing with signs, circulation, landscape plant and hard materials, and architectural design. Design that reflects the historic character of the Village Center will be important. Designers should have experience or knowledge of the design of historic buildings, landscapes and accessories. Design guidelines are not a plan for the Center, but a pallet of ideas property owners can choose from that will improve the appearance of the Center without losing its rawness.

Develop incentives for improvements to the private portions of the Village Center. These could include:

- Public improvements (see below)

Table 1: Franklin Village Center Enhancement Issues and Options

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
Issue: Franklin Road through the Center Maintain recommendations of engineering study of Franklin Road to ensure proper drainage and usability of streets and sidewalks	Use visual paving for traffic control.	Need to deter traffic from using Franklin Road by narrowing, making surface less pleasant for driving and lowering speed limit	<p>Pros:</p> <ul style="list-style-type: none"> • Could provide more definition and separation of vehicular and pedestrian traffic. <p>Cons:</p> <ul style="list-style-type: none"> • Costly to install curbs and different paving. • Looks more refined than some may want.
Issue: Parking Parking is normally adequate under present conditions. Parking is strained during occasional, high-demand situations.	The space in the Village allotted to parking is minimally adequate, but it is poorly organized and needs to be reconfigured.	Parking needs to be reorganized, but don't forget service access and space for short period parking.	<p>Pros:</p> <ul style="list-style-type: none"> • Center would be more user-friendly with coordinated, well-planned parking. <p>Cons:</p> <ul style="list-style-type: none"> • Costly to improve parking.
Parking should remain out of view of Franklin Road. The density of the parking requires attentive drivers. Proper maintenance needed. Well designed and kept plant materials could improve the appearance of the parking areas..	The present parking situation at the Post Office appears to be adequate for Village usage. Parking at commercial locations throughout the Village such as the Market Basket and Slade House is inadequate and aesthetically in appearance. Landscaping, lighting, and proper paving materials could be used to improve the overall appearance of any commercial parking.	Place all parking behind buildings in Center.	<p>Pros:</p> <ul style="list-style-type: none"> • A less chaotic and more historic looking Village Center. <p>Cons:</p> <ul style="list-style-type: none"> • Merchants would not like to lose parking in front. • Requires coordination between property owners.

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
<p>A loop access to all parking areas behind the buildings on the east side of Franklin Road would be desirable, although a costly and challenging solution to implement.</p>	<p>Decrease the number of parking exits and entries throughout the Village. Instead, continuous circulation behind the main Village buildings should be implemented.</p>	<p>Control access to parking through limited number of entries off Franklin Road to a looped drive and parking behind buildings.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • More simple, user-friendly parking system. <p>Cons:</p> <ul style="list-style-type: none"> • Merchants would not like to lose parking in front. • Requires coordination between property owners.
<p>Issue: Appearance/Visual Character</p> <p>There should be an Architectural Design Ordinance requiring review of building changes and better enforcement of building maintenance standards.</p>		<p>Design guidelines are a helpful approach toward enhancement, but need incentives to help implement.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • Non-regulatory solutions, not imposed. <p>Cons:</p> <ul style="list-style-type: none"> • Costly to prepare doable solutions due to expertise required. • Implies costly upgrades for property owners. • Property owners don't have to conform.

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
Enforce existing Village ordinances		Review ordinances before enforcing to examine whether they do what was originally intended.	<p>Pros:</p> <ul style="list-style-type: none"> • Ordinances already exist so don't incur additional expense to create new tools. <p>Cons:</p> <ul style="list-style-type: none"> • Ordinance enforcement requires time and diligence of Planning Commission. • Ordinances don't automatically encourage individual expression in design of Center properties. • Ordinances don't provide ideas on positive approaches for property owners to take. • Ordinances often seen as invasion of private property rights and right to individual expression.
		Seek placement of overhead utility wires underground through the Village Center in locations that will not interfere with plantings.	<p>Pros:</p> <ul style="list-style-type: none"> • Enhances visual character of Village Center. <p>Cons:</p> <ul style="list-style-type: none"> • Costly to implement. • May be destructive of existing vegetation to place utilities underground.
	Preserve the Village Green	Periodically evaluate the condition of trees, lawns and paving, and take preventative action, as necessary, to preserve the Green.	<p>Pros:</p> <ul style="list-style-type: none"> • Preserves an important part of the fabric of Franklin Village. <p>Cons:</p> <ul style="list-style-type: none"> • Takes diligence and expenditure of moneys when no problems are apparent.

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
<p>Issue: Signs</p> <p>There are too many signs and they are unorganized.</p>	<p>Street signs need a new design, and an integrated system should be employed. Any tendency towards "cuteness or quaintness" should be avoided.</p>	<p>It will be helpful to have distinctively different signs for both street identification and traffic control. Standard traffic control symbols, letters, numbers and arrows can be produced in signs with a more historic character. Look for designs that project historic character without being quaint, but being quaint may be a small price to pay for improved character. Standard highway signs are out of character in Franklin.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • New design could be more attractive yet remain functional. • Could reduce visual chaos. <p>Cons:</p> <ul style="list-style-type: none"> • New design may not be effective in controlling traffic. • Fewer signs may not be effective in controlling traffic. • Costly to implement--hiring designer and constructing and installing new signs.
<p>Adopt ordinances for Village Center signs to establish uniformity of shape and historic appearance</p>	<p>The current ordinance needs reevaluation. In terms of placement and uniformity of any signs, no consensus was reached, although suggestions for areas to be looked at included use of a palette which would promote vitality in the Village and suggest different circumstances, i.e., shops and services, and an overall motion towards flexibility within the district with a unified system.</p>	<p>Ordinances should be coordinated with design guidelines that provide a range of materials and styles, to insure individual expression. Education and incentives may be more important than ordinances to achieving distinct and attractive signs.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • Could result in less visual chaos. • Ordinances would include an enforcement provision. <p>Cons:</p> <ul style="list-style-type: none"> • Could be viewed as over-regulatory by Village Center property owners. • Could reduce vitality and individual expression.

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
Form an association of business and residential property owners to ensure that quality standards are maintained		Oversight within the Village Center will be important to shape enhancements and maintain improvements over time. There needs to be a cooperative working arrangement between Village residents who are concerned about the character of their community and business owners, for whom Village Center businesses provide their livelihood.	<p>Pros:</p> <ul style="list-style-type: none"> • Gives Center property owners a voice in their own futures. • Provides a voice of experience in dealing with constraints and opportunities within the Center. <p>Cons:</p> <ul style="list-style-type: none"> • Owners may resist improvements due to costs incurred. • Business owners are not all same people as property owners, some of whom may be absentee.
	Historic markers should be removed from buildings and placed as low ground signs near pedestrian walkways. Such a pedestrian access would provide a focus on the building themselves. Individual historic plaques should be used.		<p>Pros:</p> <ul style="list-style-type: none"> • Avoids architectural distraction of signs on buildings. • ground signs are closer to walks and street. <p>Cons:</p> <ul style="list-style-type: none"> • Costly to change sign system. • Can be maintenance problem in landscape.
Welcome signs shouldn't be touristy. An historical marker may adequately serve this function.	Welcome signs, if any, are necessary only at the north and south entries to the Village.	Welcome signs, or Village entry signs are important in helping establish a sense of identity for the people who live within the Village.	<p>Pros:</p> <ul style="list-style-type: none"> • Welcome signs help provide Village identity. <p>Cons:</p> <ul style="list-style-type: none"> • Welcome signs call more attention to Village and the Center than many residents want.

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
<p>Issue: Lighting and Landscaping</p> <p>Adopt and enforce a uniform residential and retail lighting code that, among other standards, prohibits street lights. The Committee does not recommend street lights.</p>		<p>Effective lighting can both provide pedestrian safety and dramatically accentuate and beautify buildings and landscapes.</p> <p>Properly scaled and historic design street lights may be important in providing a safe environment. The Village Center may be an area where a completely rural character should be compromised.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • Can reduce visual chaos. • May protect rural character. • Uniform standards could, depending on provisions, improve pedestrian safety. <p>Cons:</p> <ul style="list-style-type: none"> • Prohibition of street lights may make street and parking lots less safe. • May be costly to property owners to change lighting to meet new standards. <p>Pros:</p> <ul style="list-style-type: none"> • Would contribute to the historic, rural character of the Village. • Historic appearance would help differentiate Franklin from other communities. <p>Cons:</p> <ul style="list-style-type: none"> • Requires expertise to select appropriate plant materials and planting design approaches. • May be costly for property owners to implement.
<p>Landscape materials should reflect the rural nineteenth century historic character</p>		<p>Properly researched design guidelines could provide this information and should be prepared.</p>	

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
<p>Issue: Pedestrian and Bike Circulation</p> <p>Bike paths are not feasible within the Village Center</p>	<p>Villagers would appreciate bicycle paths, with two groups suggesting paths be incorporated throughout the central Village, and one group suggesting bike paths be separated and along the Franklin River. With proper paving and planning, equestrians could use the same path as bicyclists.</p>	<p>While bikes probably should not share sidewalks and the street along Franklin Road through the center, bike access is important. A bike route coming to the Center and into it via the parking loop behind the businesses and Village buildings should be implemented. There would be no special bike access through the Village Center along Franklin Road.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • Bikes help lessen car traffic in Village Center. • Bikes provide exercise and fun for residents of all ages. • Helps make Center an integral part of lives of residents of all ages. <p>Cons:</p> <ul style="list-style-type: none"> • Bike paths in Center could increase traffic conflicts. • Space for paths on private lands difficult to obtain. • ROWs on many streets not sufficient to place separate but parallel paths. • Not all streets suitable for marked bike lanes. <p>Pros:</p> <ul style="list-style-type: none"> • Would provide safer walking access to Center. <p>Cons:</p> <ul style="list-style-type: none"> • Difficult to fit sidewalks along either side of Franklin Road. • Utility easement on west side of Franklin Road may be a better route for path.
<p>Sidewalks should run continuously through the Village Center on the east side of Franklin Road and extend to Fourteen Mile Road. Sidewalks should not change the existing contour of the ground.</p>	<p>Continuous walkways along both sides of Franklin Road from the cider mill to the Village Green are necessary.</p>	<p>Sidewalks on both sides of the road would be ideal for safety but may place too much pavement in the Village Center and destroy many trees and front-yard fences. Circulation should be designed to provide whatever pedestrian access is feasible.</p>	

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
	Roadway buffers should be incorporated into any overall design scheme.	<p>While buffers will be difficult to achieve in the Village Center, some separation and privacy screening should be provided for residences within the Center.</p> <p>The scale of the Village Center is not appropriate for buffering buildings. Some buffering of parking lots is warranted where visible from Franklin Road or from residences.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • Would ease the impact of roads on adjacent homes or businesses. <p>Cons:</p> <ul style="list-style-type: none"> • Difficult to fit buffers along roads in many portions of Franklin. • To avoid chaotic appearance, roadway buffers should be designed in unison, not on a parcel-by-parcel basis.
Marked crosswalks should be placed at appropriate locations.	Crosswalks are necessary, with suggested locations including the library, Franklin School, major intersections at 14 Mile and Wellington, and throughout the Historic District.	<p>A few, well-placed crosswalks are appropriate, and should be located at civic and commercial facilities. To be effective, crosswalks should link a pedestrian path on the east side of the road with homes and businesses on the other, and should be well marked, or constructed of highly visible paving. This could detract from a rural character.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • Helps place emphasis on pedestrians rather than on cars. • Helps make Center more user-friendly. <p>Cons:</p> <ul style="list-style-type: none"> • Costly to implement.
	Pedestrian rest areas would greatly enhance pedestrian comfort throughout the central Village, as well as contribute to the overall accessibility of the Village. <i>Suggested</i> locations include the Village Green, Cider Mill, library addition, school overlook, green area, Village office plaza, south Village entrance.	<p>A few benches would add to the user-friendliness of the Center. However, benches should be located away from the edge of the street.</p>	<p>Pros:</p> <ul style="list-style-type: none"> • Contributes to a user-friendly Village Center. • Provides helpful resting spot for seniors and parents with small children. <p>Cons:</p> <ul style="list-style-type: none"> • Costly to implement and maintain. • May be difficult to find space in some locations. • May be perception that these will attract wrong element.

Citizen Advisory Committee on Village Center Enhancements	Design Workshop 1993	1996 other Citizen Advisory Committees and the planning consultant	Pros and Cons
Issue: Business Types The mix of businesses in the Village Center should include a tea house or coffeehouse, galleries and gift shops, but not adult entertainment businesses.		It will be difficult to influence the mix of businesses in the Village Center and it is more important to help insure their viability. This can be done by helping make the Center an attractive place to shop, with sufficiently convenient parking to make them desirable places to shop.	Pros: <ul style="list-style-type: none"> • Coffee shop would help make Center user-friendly. • Coffee shop may be good for all businesses. • Adult entertainment not in keeping with Franklin character. Cons: <ul style="list-style-type: none"> • Difficult to regulate types of businesses and expect businesses to remain viable. • Franklin may not be a sufficient market to support a tea or coffee house by itself.
Explore the old Franklin School as a community center/police facility		According to the Community Facilities and Open Spaces Advisory Committee, the old Franklin School appears to be too big for use as a community administrative and cultural center. Other, more cost-effective approaches should be pursued. Try to obtain the open space in the future.	Pros: <ul style="list-style-type: none"> • Existing building so would not require additional construction. • Long history of the structure being a part of Franklin's community fabric. Cons: <ul style="list-style-type: none"> • The owners presently do not want to sell. • Building presently has a tenant. • Building may be too large to house community services. • Some rehab would be necessary in addition to costly acquisition.
The Historic Study Committee should foster the adoption of architectural and landscape architectural standards and the Committee should perform reviews and enforce the standards		Architectural and landscape standards should be combined with design guidelines and incentives to preserve the Historic District character.	Pros: <ul style="list-style-type: none"> • Could require higher level of design quality and maintenance of historic character. Cons: <ul style="list-style-type: none"> • Could be viewed as over regulatory and burdensome on property owners.

CONCLUSION

The Citizen Advisory Committee on Village Center Enhancement has added insight to the Design Workshop recommendations. These and other recommendations listed above should be examined by a task force appointed to begin implementing Village Center enhancements once consensus on the priorities for implementation are achieved. The task force should work cooperatively with business and property owners within the Center to devise an equitable implementation program and one that meets the needs of all parties. One of the most important components of the enhancement effort will be to hire a team to prepare design guidelines to deal with signs, landscaping, architecture and circulation. Additional components will include developing incentives for property owners to make improvements and funding for improvements to publicly owned facilities and infrastructure.

Map 2 is an overlay of the Master Plan, Village Center Plan--Future, highlighting in diagram form, options for Village Center enhancement. (Source: General Development Plan, 1978)

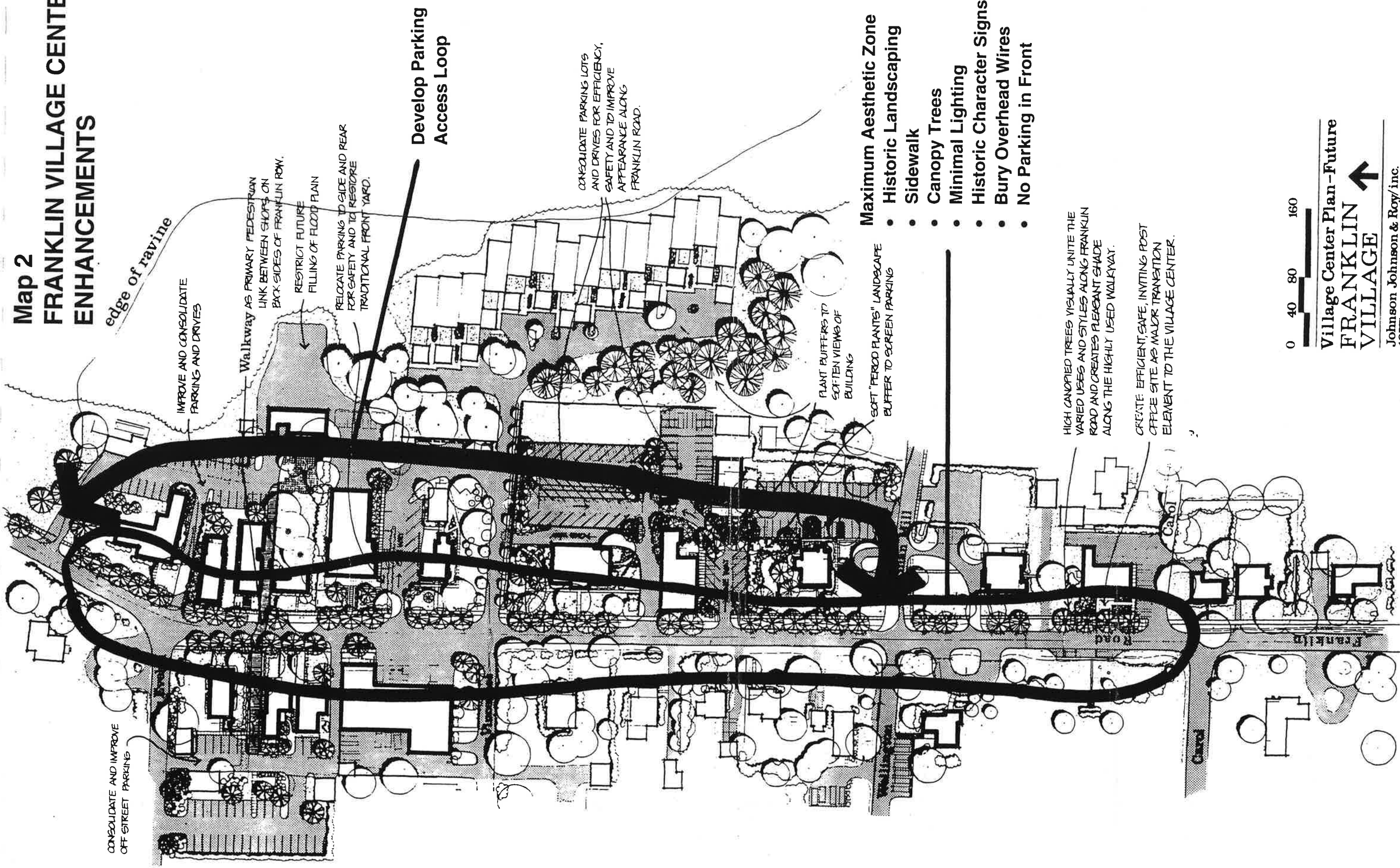
SPECIFIC RECOMMENDATIONS

The following recommendations are essential for Village Center enhancement:

- A task force is appointed to implement the recommendations of the Master Plan Update. The Task Force could be a continuation of the Village Center Enhancement Advisory Committee, but it requires a large enough group to deal with all the tasks, participation of Center property and business owners and a close working relationship with the Planning Commission.
- Hire a design team to develop design guidelines dealing with signs, circulation, landscape plant and hard materials, and architectural design. Design guidelines are not a plan for the Center, but a pallet of ideas property owners can choose from that will improve the appearance of the Center without losing its rawness. A specific plan may be deemed necessary by the task force to pull together such elements as a loop parking access drive.
- Develop incentives for improvements to the private portions of the Village Center.
- Seek Village funding or community foundation funds to implement design recommendations for the public portions of the Center.

Map 2

FRANKLIN VILLAGE CENTER ENHANCEMENTS



Maximum Aesthetic Zone

- Historic Landscaping
- Sidewalk
- Canopy Trees
- Minimal Lighting
- Historic Character Signs
- Bury Overhead Wires
- No Parking in Front

HIGH CANOPIED TREES VISUALLY UNITE THE VARIED USES AND STYLES ALONG FRANKLIN ROAD AND CREATES PLEASANT SHADE ALONG THE HIGHLY USED WALKWAY.

CREATE EFFICIENT, SAFE, INVITING POST OFFICE SITE AS MAJOR TRANSITION ELEMENT TO THE VILLAGE CENTER.

0 40 80 160

Village Center Plan - Future
**FRANKLIN
VILLAGE** ↑

Johnson Johnson & Roy/inc.
1977

APPENDIX A RECOMMENDATIONS OF THE 1978 GENERAL DEVELOPMENT PLAN

Village Center Plan

Historic preservation is an important concern of Franklin residents. According to an attitude survey, the Village Center is perceived as a quaint area with informal edges softened with abundant shade and shrubbery. It is neat but not over trimmed; composed but without apparent order. Based on the survey, seventy-seven percent of Village residents believe that historic preservation should be a high priority in Franklin's land use planning efforts.

In addition, eighty percent of the residents do not believe that the Village should seek to increase its tax base through additional commercial and office development. Eight-one percent of Village respondents agree that the community should have an identifiable center. However, seventy-seven percent do not believe that it is desirable to have commercial facilities within easy walking distance of their homes. Seventy-nine percent believe that the design (size, color, style) of commercial signs should be subject to control.

Given these survey results, as well as other considerations which have surfaced during the preparation of this document, design guidelines and a plan for the Village Center have been developed (see Figure 25). The guidelines are aimed at managing the impact of land use activities on the character of the Village's historic resources.

- A. Future preservation efforts should strengthen and emphasize the "essential" character (See Franklin Village Master Plan for an explanation of "essential" character and related terms) of the Village Center. Preservation of the Center's distinctive "essential" architectural structures, heightened pedestrian orientation and sensitive landscape measures should serve as the main efforts leading toward the achievement of the above goal.
- B. Residents and elected representatives of the Village should continue to encourage the preservation of the essential historical and environmental character in the Village Center as the focus of the community. Building uses should not be permitted to vary from existing zoning and existing use unless (a) there is sufficient Village demand for such change and (b) it conforms with this plan and is compatible with adjacent land uses.
- C. The existing setbacks along Franklin Road should be protected from encroachment by building additions or automobiles. Therefore, vehicular parking should not be permitted along Franklin Road, except as required for the public use at the Village Post Office.

- D. Desirable design treatments for these setbacks include small picket or wrought iron fences, and light standards and street signs that are compatible with the existing character. Safety features essential for roadway edges should receive special attention.
- E. Remaining front lawns and trees make significant contributions to the environment of the Village Center. Any reduction in the proportion of landscape to the architecture should be prohibited. New tree plantings should be encouraged.
- F. When changes in land use or additions to structures are contemplated, the scale, materials, and arrangement of structures and landscape should relate to those of the older buildings in the Village. Proposed changes should be reviewed and approved by the Historic Commission.
- G. The relationship of the Village Center to the Franklin River should be protected and enhanced. The Village Center should not be permitted to expand onto the steeper slopes of the Franklin River Valley. Likewise, the woodlots and vegetation masses in this area should be protected.
- H. Additional commercial zoning should not be permitted within the Village Center. This is consistent with the response of Villagers in the 1976 attitude survey.
- I. The Village should continue to develop and enforce its sign review ordinance. Moreover, a sign review committee concerned with the scale and style of signs and a part of the Historic Commission should be appointed.

APPENDIX B

DESIGN WORKSHOP FINDINGS

INTRODUCTION

"The Franklin Village Center Design Workshop (Charrette) was held March 25-27, 1993.

The ultimate goal of the organizers of the Design Workshop was and is to make the Village Center a more pleasant place for Villagers to walk in and to mingle with their neighbors. With this in mind, the Design Workshop was designed to study the visual experience of the Village Center from a pedestrian point of view, to isolate its problems and to propose community improvements. The larger purpose of the Design Workshop was to stimulate interest in the entire community for improving the Village Center and to act as a catalyst for getting that process started.

Members of the Design Workshop (design professionals, design students and Villagers) were divided into three groups, which worked independently to survey the Village Center from the cider mill to the cemetery. This area is contained within the Franklin Historic District."

SIGNS

It was agreed that much of the visual clutter in the Village could be replaced with signs more consistent with the scale and character of the Village.

Street Signs

All agreed that the signs need a new design, and an integrated system should be employed. It was also agreed that any tendency towards "cuteness or quaintness" should be avoided.

Traffic Control Signs

Consensus was reached on using visual paving for traffic control.

Commercial Signs

All groups agreed that the current ordinance needs reevaluation. In terms of placement and uniformity of any signs, no consensus was reached, although suggestions for areas to be looked at included use of a palette which would promote vitality in the Village and suggest different circumstances, i.e., shops and services, and an overall motion towards flexibility within the district within a unified system.

Historical Markers and Welcome Signs

It was suggested that historic markers be removed from buildings and placed as low ground signs near pedestrian walkways. Such a pedestrian access would provide focus on the building themselves. Individual historic plaques should be used.

All agreed welcome signs, if any, were necessary only at the north and south entries to the Village.

PEDESTRIAN TRAFFIC

It was generally agreed that bollards in Franklin Road at the Franklin School should be removed.

Pedestrian Walkways

Number. Presently, the central Village offers no viable pedestrian walkways. All groups agreed continuous walkways along both sides of Franklin Road from the cider mill to the Village Green are necessary. Access to the Franklin River was considered, the cider mill itself and a new east parking area across from German Mill were also considered, although the groups reached no consensus on these areas.

Appearance. In terms of appearance, all agreed roadway buffers should be incorporated into any overall design scheme, although no consensus was reached as to the design scheme itself or any materials to be used.

Pedestrian Crosswalks

All groups agreed crosswalks were necessary, with suggested locations including the library, Franklin School, major intersections at 14 Mile and Wellington, and throughout the Historic District. No consensus was reached as to their appearance.

Pedestrian Rest Areas

All groups agreed rest areas would greatly enhance pedestrian comfort throughout the central Village, as well as contribute to the overall accessibility of the Village.

Suggested locations included the Village Green, cider mill, library addition, school overlook, green area, Village office plaza, south Village entrance.

Bicycle / Equestrian Paths

All groups agreed Villagers would appreciate bicycle paths, with two groups suggesting paths be incorporated throughout the central Village, and one group suggesting bike paths be separated and along the Franklin River.

With proper paving and planning, equestrians could use the same path as bicyclists.

PARKING

There was a group consensus as to the need for improved parking. All agreed there is enough space in the Village allotted to parking, but it is poorly organized and needs to be reconfigured.

Parking was specifically addressed in terms of both its appearance and location, and resulting impact upon the Village.

How Improved Parking Would Affect Appearance of Central Village

It was generally agreed that parking should be confined to specific locations within the Village. The present parking situation at the Post Office appears to be adequate for Village usage. Parking at commercial locations throughout the Village such as the Market Basket and Slade House is inadequate and anesthetic in appearance. Landscaping, lighting, and proper paving materials could be used to improve the overall appearance of any commercial parking.

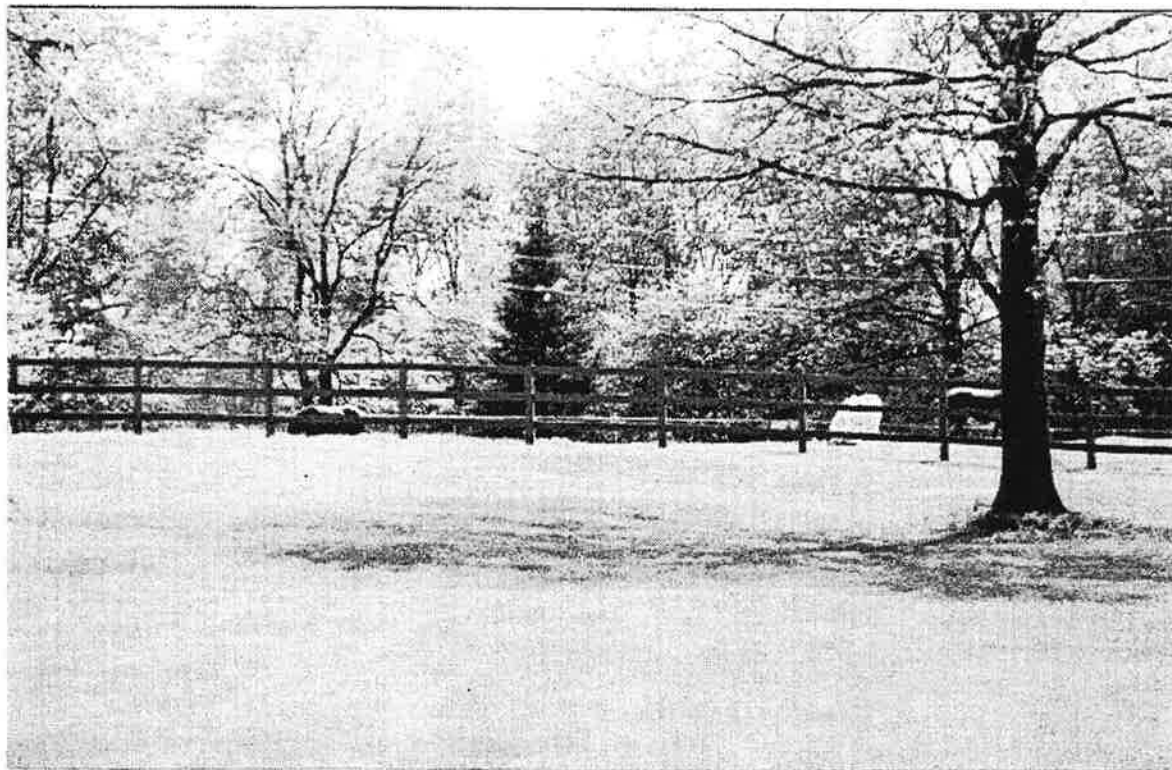
In terms of ingress and egress, all groups concluded that vehicular circulation would be vastly improved by decreasing the number of parking exits and entries throughout the Village. Instead, continuous circulation behind the main Village buildings should be implemented.



Franklin Village



VILLAGE CHARACTER MASTER PLAN UPDATE



Prepared by
Planning & Zoning Center, Inc.
September, 1997

FRANKLIN VILLAGE MASTER PLAN UPDATE

VILLAGE CHARACTER

INTRODUCTION

The visual character of the Village of Franklin makes it one of the most unique communities in Southeast Michigan. Its different appearance from surrounding communities is obvious when entering the Village. Observations about its character are among the most frequent that residents and visitors make when discussing the Village.

The character of a community is defined by the spacing and architecture of its buildings, the layout of its streets, trees, shrubs and other plants, signs and in general, the scale of the neighborhoods and commercial areas. Franklin is characterized by extensive mature tree cover, large lots, narrow tree covered streets, no curbs or gutters, occasional horse paddocks, large, well-kept houses and a general, rural "feel" throughout the community.

This section of the Master Plan Update is intended to guide future decision making by residents and local officials so that the cherished character of Franklin Village is protected. Franklin's visual character needs protection due to threats such as:

- New development that is not in keeping with the scale, style and vegetative patterns of existing neighborhoods.
- Redevelopment efforts on existing properties to upgrade or replace out-of-date structures or on properties that are too small for the home proposed or those undergoing extensive modernization, repair or enlargement.
- Lot splits that increase the density of housing in an area.
- Unintended effects from the actions of individual property owners, such as vegetation trimming or removal or filling of wetlands.
- Violations of ordinances or deed restrictions that affect appearance, such as demolition of historic structures or the use of out-of-character building materials
- Transportation and utility "improvements," or "maintenance" such as road widening and tree trimming along utility easements.

While the rights of property owners must be respected, a public commitment to a common sense of community character is also necessary for the community to retain those physical qualities that are important to its residents. Community character is more susceptible to slow destruction through small, incremental changes than nearly any other community feature. The cumulative effect of small changes to community character over time can result in a large character change that may not be recognized until it is finally gone. This Plan update is intended to inform members of the community about how to help protect Franklin's Village Character.

This Plan Update contains the following components:

- A definition of Franklin's Village character and a ranking of character attributes. This is very important as it forms the target at which all options are identified, all protection actions are aimed and all priorities are set.
- An evaluation of Village character in the existing General Plan.
- A discussion and table on existing deed restrictions affecting Village character.

- Options that could be taken to protect and enhance Village character.
- Recommended strategies for protecting Village character.
- A list of Citizen Advisory Committee responses to the Issue. (Appendix A and B)
- Zoning ordinance recommendations to deal with lot splits: (Appendix C, June 15, 1994 report from McKenna Associates, Inc.)

DEFINITION OF FRANKLIN'S VILLAGE CHARACTER

Members of the Franklin Village Character Citizen Advisory Committee, working with a list of images generated at a January 1996 Village Town Meeting and material from several reports prepared over the past twenty years, describe the character of Franklin as ***"having a small, rural town feeling and atmosphere."***

Five of the most important features of this character are:

- The presence and abundance of Early American historical structures, both commercial and residential;
- The presence and abundance of natural features: tree lined streets, wildlife, wetlands, woodlots, streams and ravines;
- The presence and abundance of horses and horse properties;
- The presence and abundance of large, extensively landscaped lots;
- The presence and abundance of open spaces.

Elaborating, the Committee wrote:

I am Franklin Village. I am an island of rural serenity in the middle of urban sprawl and fast paced living. My heart is found in my center, "the village," but my soul can be found throughout my many neighborhoods.

I am a warm and friendly place where folks can come together to share and celebrate the seasons. There is as much diversity in my character as anyplace in America, and this diversity is one of my best features. My neighborhoods reflect many eras of growth, with a mixture of many architectural styles and different homes; each adding to the value of the other.

I am a sanctuary for nature and man; providing a refuge for a diminishing wildlife population because of my ponds, my streams, my woods and my many open areas.

I provide room for many recreational activities: from horses to baseball; from sledding to jogging. I am festivals and parades... both big and small. I am a retreat for my people in a real and important way. My existence enhances the quality of life of the families who live here. My history inspires tradition and memories.

I am home.

Ranking of Character Attributes

The Citizen Advisory Committee listed a variety of different attributes that contribute to the character of Franklin. They then ranked those attributes in an effort to provide greater weight to certain ones. They recommended those with the higher ranking should receive more attention in any action plan, and should be viewed by residents and officials as the attributes worthy of the most diligent protection efforts. The five sets of character attributes in descending order of significance, by category (not within a category) are as follows:

Ranking Key (all of the below listed character attributes are important, but decline importance as follows):

1 = 1st priority, top 5 in importance

2 = 2nd priority, these are very important, but secondary to the first five.

3 = These are important,

4 = These are significant

5 = These are the least important character attributes.

Attributes Rated 1st Priority:

- Early American historic structures; commercial & residential
- Natural features; trees, wetlands, woodlots, wildlife, streams and ravines
- Horses and horse properties
- Large, extensively landscaped lots
- Open spaces

Attributes Rated 2nd. Priority:

- Absence of sidewalks outside Village center
- Winding and narrow streets
- Walking, biking, and bridle paths
- Absence of street lights
- Horse barns and sheds (accessory buildings)
- Plank and wooden rail fences; stone walls
- Buildings set back from road and property lines
- Property maintenance
- Wild critters
- Community festivals & celebrations
- Wishing wells & historic/rural relics
- Cider Mill
- Village Green
- Ponds and streams
- Historical markers
- Diverse architecture
- Eclectic neighborhoods
- Informational/Roadway signs (other than street signs)

Attributes Rated 3rd Priority:

- Litter free
- Trash free
- Housing appearance

- House size appropriately proportional to lot size
- Size, scale and number of shops in the commercial district
- Church
- Cemetery

Attributes Rated 4th Priority:

- Landscaping
- Lawns; natural vs. manicured
- Control of noxious weeds

Attributes Rated 5th Priority:

- Street signs
- Mailboxes
- Temporary Signs

AN ANALYSIS OF VILLAGE CHARACTER IN THE EXISTING GENERAL PLAN

General Plan Density

The General Plan establishes six density levels in neighborhoods within the Village, which range from one dwelling unit per three acres to one dwelling unit per half acre for most of the area of the Village. Densities as low as one dwelling unit per quarter acre (12,000 sq. ft.) occur in two zoning districts that are small in area, and located close to the Village Center. While these densities are relatively low, newer construction and redevelopment of existing homes in the last few years is negatively affecting Village character. This change is the result of recent housing market trends and the limited space available in Franklin to plat new, large lots.

Neighborhood Areas

The General Plan contains design guideline recommendations to protect natural features and the character of neighborhoods from future, potentially destructive development.

While there are only small areas of undeveloped land remaining in Franklin, the guidelines, prepared in 1977, remain valid, yet they run against market trends for property development in the area. Public sewers have made areas of the Village that are otherwise unsuitable for septic systems, developable. Because high property values encourage developers to place very large homes on relatively small lots, the rural, large lot, vegetated look of Franklin may be economically difficult to duplicate with new development. With few exceptions, existing trees that are left on small, newly developed lots will decline and die within a few years due to the effects of construction and clearing of adjacent trees.

Recent developments appear to violate goals and objectives of the Village General Plan, regarding maintaining a simple, rural way of life (Goal 1), preserving the predominately large lot characteristic of the Village (Goal 4) and preserving the natural resources of the Village (Goal 8). These would be grounds for denial of new

development proposals, according to section 1252.06 of the Franklin Codified Ordinances.

The Schedule of Regulations, Appendix B of Section 1268.30, Site Plan Review permits sizable homes to be built on lots less than one acre. However, there are still one-half acre and three-quarter acre lots, (Zones R-2 and R-1, respectively) and the resulting character remains spacious. The building height maximum of 27' may contribute to an apparent increase in bulk of newer houses, which are only just recently beginning to be built at the maximum height on these smaller lots. Most previously built homes appear to be less than the maximum height.

The General Plan states that Franklin's tree cover is an important asset in maintaining an energy balance and a far more comfortable climate than in surrounding communities. This is in addition to the important visual character benefits of the vegetation. This attribute is certainly in danger without a replacement program for trees and shrubs.

The General Plan recommends brief design guidelines regarding plantings which are renewed and expanded upon in the Vegetation Management Report, prepared in 1996.

The General Plan recognizes the existence of unbuilt parcels of private lands in many of the neighborhoods. It recommends a series of steps to protect that land as open space, including an inventory, updating deed restrictions, obtaining conservation easements or purchasing the land. These recommendations continue to be valid and are important to the preservation of Franklin's character.

The General Plan suggests that design guidelines be developed to address the future of undeveloped lands along the southern boundary of the Village. Much of this area is already being developed. This proposal remains vital. New developments should incorporate open space into their designs in ways that contribute to the rural character of the Village. While the General Plan illustrates the protection of natural features in new development, natural features such as wetlands and woodlands are often centrally located within large parcels. Road boundaries and entries to developments are also important for their importance to visual character, and should be the location for open spaces as well.

Community Facilities

A separate General Plan Update deals with community facilities. However, it is important to note that the construction of new community facilities or the reconstruction of existing facilities has a visual character component, and attention should be paid to protecting or enhancing visual character as community facilities are addressed. The General Plan notes:

- The historic character of community buildings and public greens and landscapes should be maintained in the Historic District.
- Open space under public ownership is rare, as are undeveloped parcels with restrictions for future development.

Circulation

The General Plan contains design guidelines to help ensure that improvements to major roads be planned in ways that protect the visual character of Franklin. Some of the circulation-related issues are dealt with in the Traffic Calming General Plan Update. However, some effort is made in this section of the Plan to deal with visual character.

The General Plan advocates “softening” the rights-of-way of local arterials and collector streets, such as Thirteen Mile Road and Franklin roads, respectively, with vegetation planted within the right-of-way. This may be a waste of money. Future road widening or utility placement or repairs are likely, and this would destroy the character of such roadways. Considerable damage has already been done to the vegetative character of Thirteen Mile and Franklin Roads. More trees and shrubs should be planted, but outside of the right-of-ways. While this is not the most desirable solution in that it does not contribute to a small-scale feeling, there is no other, viable, long term choice. Vegetation planted within the right-of-way will likely never have the opportunity to grow to a suitable size to contribute to the desired Franklin visual character. An exception would exist if trails and pathways were also placed within the right-of-way and vegetation was planted to separate paths from road lanes.

Planted earth berms have been used as noise and visual buffers, as suggested in the General Plan. Plants, in combination with berms and walls are possible in selected locations. However, excessive or awkward use of these techniques can serve to diminish the rural character of Franklin.

The General Plan proposed designating Thirteen Mile, Franklin and Fourteen Mile Roads as scenic roads. This would prohibit road widening and tree cutting along the right-of-way. Such protective measures were not taken. Thirteen Mile and Fourteen Mile Roads are destined for improvements by the Oakland County Road Commission, and the traffic loads on Franklin Road will require future repairs, although not necessarily widening. Franklin Road is owned by the Village. Both Thirteen Mile Road and Fourteen Mile Road are bordered by utility easements for long segments where vegetation cutting has already taken place. While the Village should promote rural character along those roads, it may be difficult to control it through scenic road classification (which requires the approval of the County Road Commission). A better solution will be to prepare scenic road corridor plans for these roads which includes designs for road improvements, room for non-motorized paths, utilities and adequate space for vegetation to survive to maturity and to thrive.

Non-motorized paths are proposed in the General Plan when residents desire to establish them. The primary uses would be for bikes, but secondary uses include pedestrians and horses. These would be limited to the roadsides of the major roads as there is not a problem along interior roads. This issue is being addressed in the Community Facilities and Open Space General Plan Update. It should also be addressed by the Traffic Calming Committee.

Circulation in the Village Center is dealt with in the General Plan Update on the Village Center.

Historic Areas

The General Plan identifies visual character attributes of the Historic District and reports on the three types of character in evidence: *essential*, the most true to the original form of buildings; *simulated*, newer buildings built to resemble an earlier period of architecture; and *changed*, where the buildings have alterations which make them look different from buildings displaying essential historic character or which are designed to have a contemporary look that does not blend at all with historic structures.

The General Plan Update on the Village Center deals with visual character of the Center. However, there are visual character concerns in other areas of the Historic District, which does not include the Village Center. The General Plan identifies the preservation of historic structures everywhere in the Village as an important concern. This remains a vital concern. The General Plan proposes that the Village place certain homes outside the Historic District in a separate historic district to help owners qualify the sites for possible State and Federal registry. The General Plan also proposes that the Historic Commission assist owners in researching their properties and in registration. Some of this work has been accomplished. Additionally, design guidelines could be prepared to help owners of homes in the Historic District maintain their important visual character when dealing with repairs, the need to remodel buildings and the upgrade or refurbishing of landscapes.

Conclusion

The General Plan contains suggestions that have not yet been implemented, but should be, and some areas where the suggestions should be amended or expanded. The Planning Commission should view the update to the General Plan as a mandate to implement the following:

Concepts from the General Plan that are yet to be implemented:

- During the Site Plan Review process for development proposals, deny requests that are contrary to the goals and objectives regarding maintaining a rural, simple way of life and preserving the natural resources of the Village.
- Design guidelines for plantings to perpetuate the vegetative character of Franklin.
- Protecting the rural character of unbuilt parcels and public space.
- Design guidelines for development along the southern border of the Village.
- Maintaining the historic character of the Village Center.
- Improving circulation within the Village Center.
- Development of non-motorized paths within the rights-of-way of major streets.
- Extending historic district recognition to outlying parcels on which there are historic structures.

Concepts that should be amended from the General Plan:

- Plantings within the rights-of-way of major streets should not be implemented unless to separate road lanes from paths and trails. Plantings should be aggressively pursued outside but adjacent to the rights-of-way.
- Design guidelines in the General Plan for residential neighborhoods are quite general and should be expanded to provide detailed information for property owners.

- Density designations, developed in the General Plan for the different neighborhoods, should be reviewed and modified as needed to reflect existing densities and to curb future development at densities greater than intended.
- Design Guidelines outlined briefly in the General Plan for the southern boundaries of the Village should be modified to provide open space on areas of parcels that lie adjacent to roads.
- The proposal to provide scenic road designation for Thirteen Mile Road, Fourteen Mile Road and Franklin Road should be modified to urge the preparation of scenic road corridor plans. According to Oakland County Road Commission, Natural Beauty Roads require substantial naturally occurring vegetation, and the three roads in Franklin would not qualify.
- Design guidelines for the Historic District need to be more detailed so that property owners have a range of ideas from which to draw, and at the same time preserve the “vernacular rawness” of individual solutions without an organized “cuteness”.

AN ANALYSIS OF DEED RESTRICTIONS FOR THE NEIGHBORHOODS OF FRANKLIN VILLAGE

The Village Character Advisory Committee undertook the research of deed restrictions for the different neighborhoods within the Village of Franklin. They searched the records of the County Register of Deeds and found copies of Deed Restrictions on nearly all neighborhoods. Some of the Deed Restrictions dated from the 1930s. While many do not have more recent dates, the deed restrictions typically are self-perpetuating, in that they are valid for a specific period, often about twelve years, but automatically reinstate themselves without action to the contrary. Modifications have been made to a few over the decades.

A table of deed restriction provisions that affect Village character follows. See Map 1 for a key to the location of the different neighborhoods.

The deed restrictions typically deal with minimum characteristics designed to foster larger, quality homes within the Village. These minimum characteristics include lot size, house size, setbacks and quality of materials. See Table 1 for more detailed information.

There are a number of provisions affecting community character which are not included in the current deed restrictions. The current deed restrictions generally approach the properties from the prospective of first home development. They do not anticipate all of the issues facing Franklin today, which often deal with the prospect of remodeling and redevelopment. These are issues of maximums, such as:

- What is the largest size house that should be placed on lots of the various sizes?
- How much of a lot should be devoted to a manicured landscape and how much to a natural landscape that could provide habitat for wildlife?
- How much of a lot should be devoted to private use, and is there a portion that could be devoted to an easement for a pathway for residents to walk or bike to community facilities and the Village Center?

Areas where revised deed restrictions or new zoning regulations could play a role in preserving Village character are listed below. They are addressed in more detail in Table 2, Franklin Village Character Issues.

- Owners of properties with adjoining unbuilt parcels should be encouraged to place restrictions on their deeds for those parcels to remain unbuilt and in a natural habitat condition.
- About eight existing neighborhoods and all of the new developments do not (yet) have deed restrictions. Appropriate deed restrictions, based on those of similar neighborhoods and newly proposed concepts should be proposed to owners of property in neighborhoods where there are no deed restrictions.
- All neighborhood deed restrictions should be reviewed in conjunction with a review of the Zoning Ordinance Schedule of Regulations with the purpose of establishing maximums for development or redevelopment, in addition to minimums.
- Horses should be permitted within neighborhoods where space is adequate.

Table 1
Deed Restrictions by Subdivision
Village of Franklin

Map #	Subdivision Name	Size of Lots	Lots Splits	Size of House	Set Backs
2	Shirley Farms	Minimum remaining size of 1 acre and 140' frontage	Permitted provided minimum lot size maintained	Min. 20,000 cu. ft.	50' from street and 25' side yard
3	Dorchester Hills	1/2 acre min	Two or more lots used for one building site thereafter considered one lot.	1 1/2 story max. Min. 1,200 sq. ft. single story or 800 sq. ft. ground level of 1 1/2 story	50' front and 15' side and rear
4	Dorchester Hills #1	See Above	See Above	See Above	See Above
5	Dorchester Hills #2	See Above	See Above	See Above	See Above
6	Dorchester Hills #3	See Above	See Above	See Above	See Above
7	Dorchester Hills #4	See Above	See Above	Min. 20,000 cu. ft.	Min. 50' front. 15' one side, 25' other side, 40' rear
8	Blueberry Hill	See Above	See Above	1 1/2 story max. Min. 1,200 sq. ft. single story or 800 sq. ft. ground level of 1 1/2 story	Min. 50' front. 17.5' one side, 12.5' other side, 20' rear
9	Franklin Villas	None	Subdivision of lot prohibited. Two lots developed as a unit considered one lot.	Min. 1,500 sq. ft. first floor and min. 20,000 cu. ft.	Min. 6' from any lot line
11	Riverwood	See Above	See Above	Cost-based: \$7,500 to \$10,000 in 1937 dollars -- amended to 20,000 cu. ft. in 1975	See Above
13	Oak Court Estates	None	Divisions prohibited	None	None

Note: "See Above" means the same provision applies as in the box in the row above.

Table 1 continued

Map #	Building Materials	Plan Approval by Assoc. Required	Accessory Buildings/ Livestock (horses, chickens, etc.)	Signs	Landscape (including fence)	Conformance with Zoning Ordinance
2	No cement or cinder block or stucco. No used materials except reclaimed brick.	Yes	No barns, stables. Livestock prohibited	One Real Estate "For Sale" sign, max. 3 sq. ft.	Committee review to remove trees 6" or more in diameter	
3	Masonry foundation and brick, stone or frame exterior walls	Yes	Livestock prohibited	One Real Estate "For Sale" sign, max. 3 sq. ft.	No tight-board fences	
4	See Above	See Above	See Above	See Above	See Above	
5	See Above	See Above	See Above	See Above	See Above	
6	See Above	See Above	See Above	See Above	See Above	
7	See Above	See Above	See Above	See Above	See Above	
8	See Above	See Above	See Above	See Above	See Above	
9	See Above	See Above	Stables and greenhouses permitted for use of owner but not for commercial use	One Real Estate "For Sale" sign, max. 3 sq. ft.	Committee review to remove trees 6" or more in diameter	Side setback below zoning ordinance
11	See Above	See Above	See Above	See Above	See Above	Side setback below zoning ordinance
13	None	Only for exemptions	Horses and poultry permitted provided manure does not accumulate beyond 4' by 4' by 4'	Only "For Sale" signs max. 24" by 36".	Max. height of 5' for fences and walls, with no solid board fences.	Horses only permitted under Zoning Ordinance

Table 1 continued

Map #	Subdivision Name	Size of Lots	Lots Splits	Size of House	Set Backs
14	Suburban Hills	None	Requires permission of Architectural Control Committee	Min. 2,200 sq. ft. and garbage disposal required. Max. 1 1/2 stories except tri-level homes per committee review.	40' front, 12 1/2 ' side for total 30' side and 40' rear. Lots #1 and #10 require additional 30' side.
16	Franklin Village	Not listed	Only with permission of seller or representative	Min. value of \$10,000 (lots 75-155 and \$15,000 all other lots. Lots 80, 81, 100, 116, 117-132 may be used for churches, private schools, community club or fraternal purposes.	None
17	Supervisor Plat # 8	None	Division prohibited.	Min 1,000 sq. ft first floor and min. 15,000 cu. ft.	Min. 6'
18	Village Ravines (condominiums)	Not applicable	Not applicable	Pre-built	Pre-built
22	Franklin Manor	None	None	Min. 20,000 cu. ft. plus attached , 2-car garage	50' front, 18' side
23	Elmview	None	None	See Above plus garages open to side or rear lot line	50' front, 20' side
24	South Meadow	None	None	See Above	None

Table 1 continued

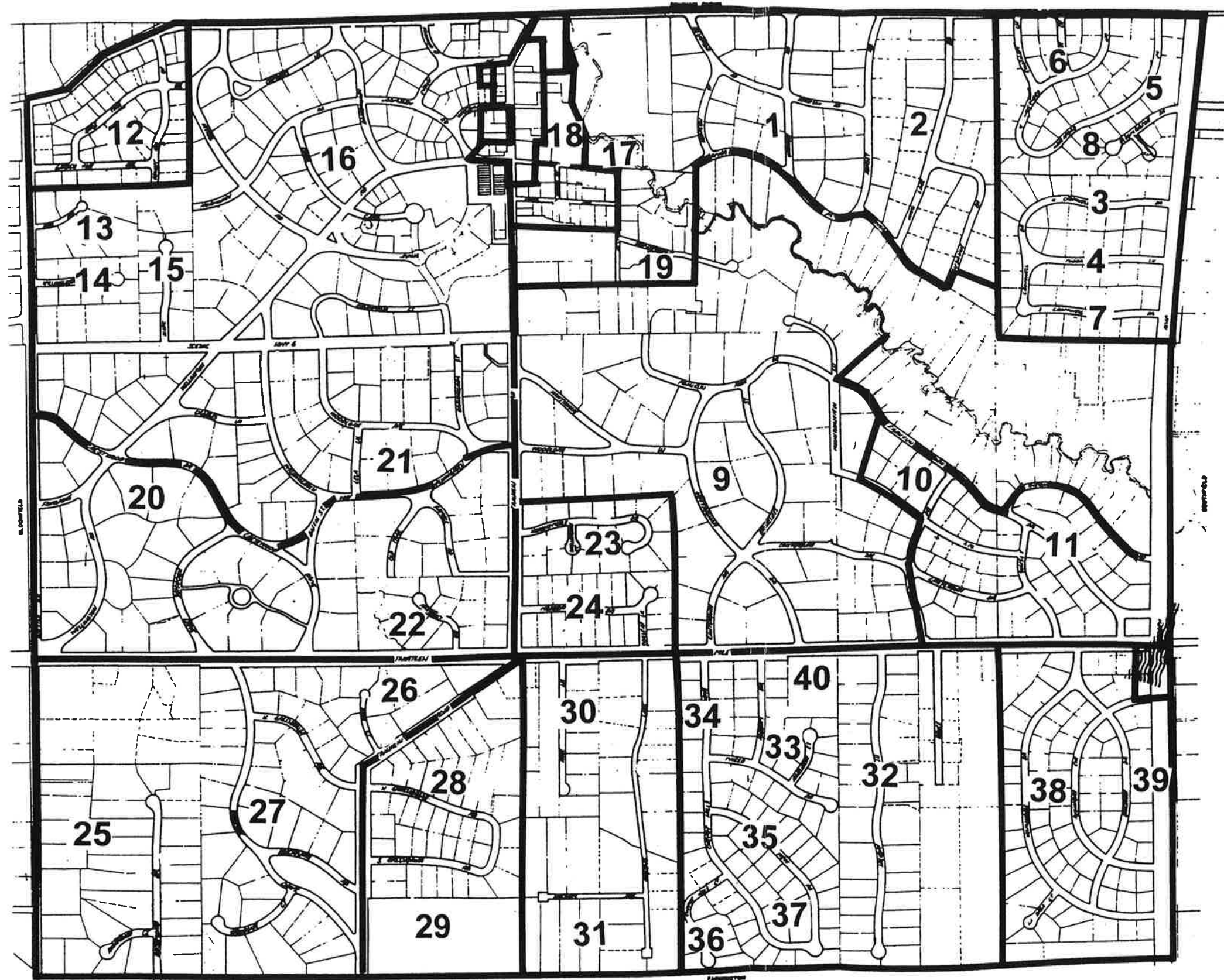
Map #	Building Materials	Plan Approval by Assoc. Required	Accessory Buildings/ Livestock (horses, chickens, etc.)	Signs	Landscape (including fence)	Conformance with Zoning Ordinance
14	No used materials except reclaimed brick. Recommend no television or radio antennas.	Yes	Livestock prohibited	Only "For Sale" or "For Rent" signs of max. 5 sq. ft. or builder signs during cons.	Committee review to remove trees 6" or more in diameter. Removal of topsoil from lot prohibited. Fences max. 4'.	
16	Lots 156-195 according to plans on file. These lots are for business purposes, and include apartments on top. Buildings on lots 75- 77, 81- 88 (To be purchased by Franklin Community Association for community center) shall conform to traditional early American or Williamsburg design or in keeping with plans on file for lots 157-161 and 191-195.	Yes	Restrictions not listed, but accessory buildings must conform to setbacks.	Only "For Sale" or "To Rent" signs of max. 6 sq. ft.	Hedges or wire woven fence not exceeding 4' in ht., with iron posts. No hedge over 2' nor any fence between building and front lot line. No removal of trees 6" dia or over without permission of Committee.	
17	None	Yes	Stables and greenhouses permitted for use of owner but not for commercial use	Only "For Sale" signs max. 3 sq. ft.	No removal of trees 6" dia or over without permission of Committee	Side setback below zoning ordinance
18	Pre-built exterior	For alterations	Pre-built garage	Only a max. 5 sq. ft. "For Sale" sign permitted	None for small entry gardens	
22	Bona-fide suburban type of architecture	Yes	Livestock prohibited. Cats and dogs only as household pets.	None	Fences require approval and tree cutting only for utilities	
23	See Above	Yes	See Above	Only "For Sale" signs max. 24" by 36"	Tree cutting for utilities only	
24	Prohibited materials include stucco, log, yellow brick, concrete or cinder block.	Yes	See Above plus no old structures moved to lot	Only "For Sale" or "For Rent" signs of max. 5 sq. ft. or builder signs during cons.	See Above	

Table 1 continued

Map #	Subdivision Name	Size of Lots	Lots Splits	Size of House	Set Backs
25	Rosemond Estates (residential except for commercial on lots 13, 14, 36-39)	1 acre	Permitted if new lots are 1 acre minimum and have 150' road frontage	Min. 1,000 sq. ft. ground floor and 1 1/2 stories high	70' front
26	Winwood Hills Estates	None	Prohibited except for Lot #2	Two story (two groups of buildings permitted on Lot #2) Min. 750 sq. ft. ground floor and 22,500 cu. ft.	70' front except for certain lots ranging from 50' to 60' and 20' side and rear
27	Winwood Hills Estate #1 (Copy of deed restrictions for Winwood Hills Estates)	See Above	See Above	See Above	See Above
28	Stone Oaks	None	No further subdivision of joined lots	Min. 1,200 sq. ft. in 1 story, min. 800 sq. ft. in 1 1/2 or 2 story house, min. 15,000 cu. ft.	40' front, 15' side and rear plus 40' min. on lots 28 and 31 from north line and lots 8 and 29 from south line
32	Franklin Hickory Acres	None	None	Min. 1,800 sq. ft. first floor and 20,000 cu. ft.	50' front, 15' side and 40' rear
33	McKinney Fr. Vg. Farms	Not covered	Not covered	1,800 sq. ft. min for 1 story, 1,-- sq. ft min. for Colonial, 1,450 sq. ft. min. for 1 1/2 story and 1,600 sq. ft. min. for tri-level. Min. 20,000 cu. ft. Colonial min. width 40' excluding garages	50' front, 15' side and 40' rear
34	McKinney Fr. Vg. Farms #1	See Above	See Above	See Above	See Above
35	McKinney Fr. Vg. Farms #2	See Above	See Above	See Above	See Above
36	McKinney Fr. Vg. Farms #3	See Above	See Above	Min. 20,000 cu. ft.	See Above
37	McKinney Fr. Vg. Farms #4	Not discussed	Not discussed	Not discussed	Not discussed
38	Helman Woods	Not discussed	Not discussed	Min. 1,250 sq. ft. and 15,000 cu. ft.	Not discussed

Table 1 continued

Map #	Building Materials	Plan Approval by Assoc. Required	Accessory Buildings/ Livestock (horses, chickens, etc.)	Signs	Landscape (including fence)	Conformance with Zoning Ordinance
25	Residential: brick, brick veneer, stone or wood siding. Commercial: masonry	Yes	Not covered	Only "For Sale" or "For Rent" max. 24" by 36"		
26	See Above	Yes	Livestock prohibited	See Above	No removal of trees 6" Dia or over without permission of Committee	
27	See Above	See Above	Not covered	See Above	See Above	
28	See Above	See Above	Livestock Prohibited	See Above	Only "For Sale" Max. 3 sq. ft.	
32	See Above	Yes	Not covered	Not covered	Fences require association approval	
33	See Above	Yes	Livestock prohibited and max. 2 dogs.	Not mentioned	Fences req. association review.	
34	Colonial style homes req. 5/12 pitch	See Above	See Above	See Above	See Above	
35	See Above	See Above	See Above	See Above	See Above	
36	See Above	See Above	See Above	See Above	See Above	
37	Not discussed	Not discussed	Not discussed	Not discussed	Fences permitted within utility easements	
38	Min. 6'	Yes	Stable, greenhouses permitted but not for commercial purposes	Only "For Sale" max. 3 sq. ft.	Prohibits removal of trees 6" diameter or greater without association approval	Side setback below zoning ordinance



MAP 1
VILLAGE OF FRANKLIN
KEY TO DEED RESTRICTIONS

OPTIONS TO PROTECT OR ENHANCE VISUAL CHARACTER

The options that follow should be considered by the Village of Franklin to protect and enhance its visual character. These should be considered the “big picture” options that create a framework for a series of more specific options, many of which follow this list in a table, and many more which will be developed as these options are implemented.

- Prepare design guidelines for new development and re-development of existing homes to illustrate how new and re-development can keep or expand the rural character scale, style and vegetative patterns of existing neighborhoods.
- Protect existing vegetation, trees, hedges and mixed plantings to retain the rural look of Franklin.
- Implement a replacement planting program of shrubs and trees for mature vegetation, so that there will always be a natural, vegetative look to Franklin as existing, mature plantings decline and must be removed.
- Ensure that existing natural features are not destroyed by the unintended effects from the actions of individual property owners, such as vegetation trimming or removal or filling of wetlands.
- Refine and enforce ordinances or deed restrictions that affect appearance, such as demolition of historic structures or the use of out-of-character building materials.
- Work with property owners to refine deed restrictions, with the purpose of adequately protecting visual character throughout all neighborhoods of the Village.
- Prepare for transportation and utility “improvements,” or “maintenance” such as road widening and tree trimming along utility easements by planting rural landscape vegetation outside the road and utility right-of-ways.

Franklin Village Character Options Table

The following table outlines options available to the Village to protect Franklin’s Village Character that are more specific than the list above. The table lists issues that have been identified as important to Village character by the Citizen Advisory Committee, by residents of the Village in the Futuring Town Meeting and with consultant assistance. This list is consistent with the Goals and Objectives, as modified in the General Plan Update. Many are also consistent with proposals from the General Plan of 1977. This list repeats many of the items contained in Appendix A, from which this table is derived. Appendix A also prioritizes actions and identifies the action to be taken.

The “Pros and Cons” of the suggestions are also included so that the Planning Commission can better understand the implications of these actions, both in the benefit to the community, and the costs in time, money and limits in flexibility for some property owners in the future. Some of the proposals may be perceived as restrictions on the rights of property owners to do with their properties as they wish. Some self-restriction may be necessary to protect Franklin’s Village Character for future generations.

Table 2. Franklin Village Character Issues and Options

ISSUES/CONCERNS INVOLVED	OPTIONS	PROS AND CONS OF OPTIONS
<p>Early American historical structures, both residential & commercial</p> <ul style="list-style-type: none"> • Considered a most important attribute. • Franklin has experienced a gradual loss of historic structures. 	<ul style="list-style-type: none"> • Recognize more buildings as "historic," make it more difficult to demolish such buildings; give special priority to those on busiest streets and boundaries. • Mandate that new construction near a historic structure either blends with it or is visibly obscured from it so that architectural styles don't clash. • Establish conservation districts or "clusters" to protect buildings of a similar era or architectural style. 	<p>Pros:</p> <ul style="list-style-type: none"> • Can contribute toward preservation of historic structures and Village character. • Residents may learn more about importance and attributes of historic structures. <p>Cons:</p> <ul style="list-style-type: none"> • Some property owners will have less flexibility over future of their homes or businesses. • Requires diligence and enforcement.
<p>Natural Features: trees, wetlands, woodlots, wildlife, streams and ravines</p> <ul style="list-style-type: none"> • Identified as an attribute that is both very important and one that faces great risk due to increasing development of new subdivisions, etc. • Tree lined streets are especially at risk from road improvements, utility company tree trimming and death of mature vegetation without a replacement program. 	<ul style="list-style-type: none"> • Need to take steps to protect and preserve the natural environment within the Village, especially on main roads & boundaries. • Explore public purchase of certain areas, deed restrictions and conservation easements. 	<p>Pros:</p> <ul style="list-style-type: none"> • Can be effective in protecting natural features. • Can raise awareness of residents about natural features. <p>Cons:</p> <ul style="list-style-type: none"> • Purchase requires expenditure of Village funds. • Reduces flexibility for some property owners in future.

ISSUES/CONCERNS INVOLVED	OPTIONS	PROS AND CONS OF OPTIONS
Open spaces <ul style="list-style-type: none"> There is general fear that through excessive development and unnecessary expansion into the woods and wetlands, Franklin Village will lose a great deal of its rural character. 	<p>Steps should be taken to protect the natural environment and preserve most of the existing open spaces.</p> <ul style="list-style-type: none"> Consider establishment of parks or protected natural areas. Protect wildlife that is central to the Village character. Obtain conservation easements. Seek deed restrictions from property owners. 	<p>Pros:</p> <ul style="list-style-type: none"> Preserves and enhances rural character of Franklin Village. Provides more passive recreation opportunities for future generations of Franklin residents and their children. <p>Cons:</p> <ul style="list-style-type: none"> Can be costly to purchase. Easements reduce options for development or redevelopment of some parcels.
Roadway signs (other than street signs) <ul style="list-style-type: none"> There is a proliferation of unnecessary signs on many of the main streets. Many of them, and the proliferation of them, are unattractive. 	<ul style="list-style-type: none"> Reduce the number of roadway signs that are repetitive and not absolutely essential to traffic safety and control. Consider change to more rural character of signs and lower height--to reduce visual impact. 	<p>Pros:</p> <ul style="list-style-type: none"> More simple, uncluttered character of Village. <p>Cons:</p> <ul style="list-style-type: none"> Reduction or change in sign character may be contrary to Road Commission standards. Liability may become an issue if number reduced or style changed.
Village Center <ul style="list-style-type: none"> Circulation to and within the Village Center is difficult and visually, poorly defined. Village Center is becoming shabby. 	<ul style="list-style-type: none"> Make the Village Center more accessible and "user friendly" by adding walking, biking & bridle paths connecting to it from Village neighborhoods or public easements (see Map 2) Encourage fix up of Village Center buildings. Develop a range of design ideas for Commercial buildings in Village Center. 	<p>Pros:</p> <ul style="list-style-type: none"> More safe and pleasant walking and biking routes. Reduces need to drive. <p>Cons:</p> <ul style="list-style-type: none"> Difficult to route through already developed landscape. More structured circulation may detract from "vernacular rawness."

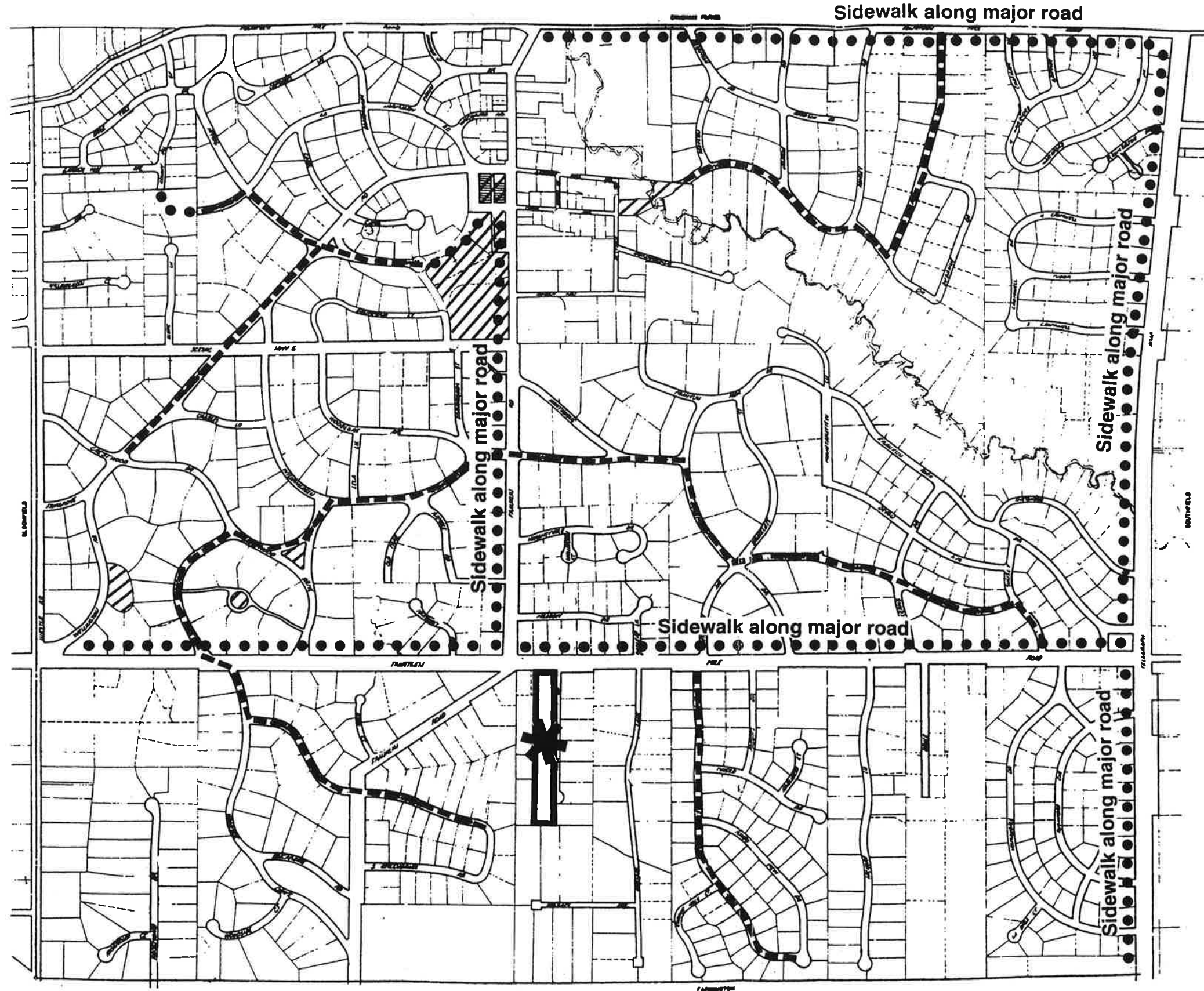
ISSUES/CONCERNS INVOLVED	OPTIONS	PROS AND CONS OF OPTIONS
Horses and horse properties <ul style="list-style-type: none"> One of the most important ingredients responsible for the rural, 19th century, open spaces character of the Village; and recognized as an important pastime for many residents. Although many barns are currently unoccupied, there has been a recent influx of families with young children moving into the Village and these properties will soon be in demand again. In recent years many barns have been torn down and others are in a deteriorated condition. 	<ul style="list-style-type: none"> Enforce zoning to maintain large lot size. Review deed restrictions with property owners to incorporate restrictions on barn removal and to rescind prohibitions on keeping livestock for personal use in neighborhoods where horses are suitable. 	<p>Pros:</p> <ul style="list-style-type: none"> Preserve rural character. Make protection of rural out buildings permanent. <p>Cons:</p> <ul style="list-style-type: none"> Requires time commitment to deal with deed restrictions. Requires time and diligence to enforce zoning. Some property owners prefer flexibility to do what they want with properties.
Large, abundantly landscaped residential lots <ul style="list-style-type: none"> Important to preserve "open feeling" of the Village and the natural habitat. 	<ul style="list-style-type: none"> Continue to enforce building restrictions and ordinance. Review zoning schedule of regulations. 	<p>Pros:</p> <ul style="list-style-type: none"> Preserves rural character. Reduces potential number of lot splits. <p>Cons:</p> <ul style="list-style-type: none"> Reduces flexibility of some property owners to dispose of portions of their property.
Sidewalks outside downtown <ul style="list-style-type: none"> Sidewalks are contrary to rural character. 	<ul style="list-style-type: none"> No action required. 	<p>Pros:</p> <ul style="list-style-type: none"> Preserves rural character <p>Cons:</p> <ul style="list-style-type: none"> Safety a concern when people share roads with cars.
Winding and narrow streets <ul style="list-style-type: none"> Typical attribute of Village character. 	<ul style="list-style-type: none"> Preserve as is. Do not permit any widening of main streets for traffic, or side streets for parking. 	<p>Pros:</p> <ul style="list-style-type: none"> Preserves rural character Narrow roads tends to slow speed of cars. <p>Cons:</p> <ul style="list-style-type: none"> Mile roads serve traffic largely from other places, widening may be necessary to meet area wide transportation need.

ISSUES/CONCERNS INVOLVED	OPTIONS	PROS AND CONS OF OPTIONS
Absence of street lights <ul style="list-style-type: none"> Street lights are contrary to rural character. 	<ul style="list-style-type: none"> No action required 	Pros: <ul style="list-style-type: none"> Preserves rural character. Helps preserve “night sky” view of the stars. Cons: <ul style="list-style-type: none"> Reduced safety from accidents and crime (at least perceived).
Horse barns & sheds (accessory buildings) <ul style="list-style-type: none"> These are consistent with outdoor activities and country homes. Concern over needless demolition. 	<ul style="list-style-type: none"> Preserve through deed restrictions Obtain conservation easements. 	Pros: <ul style="list-style-type: none"> Preserve rural character. Make protection of rural out buildings permanent. Cons: <ul style="list-style-type: none"> Requires time commitment to deal with deed restrictions. Requires time and diligence to enforce zoning. Some property owners prefer flexibility to do what they want with properties.
Plank and wooden rail fences, stone walls <ul style="list-style-type: none"> Consistent with rural character. 	<ul style="list-style-type: none"> Protect them from demolition by neglect, especially stone walls. Establish resource file for repairs and volunteers. Preserve through deed restrictions and conservation easements. 	Pros: <ul style="list-style-type: none"> Preserve rural character. Make protection of walls and fences ongoing. Provides guidance to property owners uncertain of how to preserve. Cons: <ul style="list-style-type: none"> Requires time commitment to deal with deed restrictions. Requires time, diligence and money to maintain fences and walls. Some property owners prefer flexibility to do what they want with properties.

ISSUES/CONCERNS INVOLVED	OPTIONS	PROS AND CONS OF OPTIONS
Set backs of buildings from roads <ul style="list-style-type: none"> • Important in contributing to Village character. 	<ul style="list-style-type: none"> • Continue to enforce building restrictions and ordinance. • Review zoning schedule of regulations. 	<p>Pros:</p> <ul style="list-style-type: none"> • Preserves rural character. • Makes the "look" of properties in Franklin more consistent. <p>Cons:</p> <ul style="list-style-type: none"> • Reduces flexibility of some property owners to do what they please with their property. • Building larger homes on smaller lots reflects change in housing market.
Wild critters <ul style="list-style-type: none"> • Important to rural visual character. • Many wild animals require interconnected islands of natural habitat 	<p>Protect natural habitats and wetlands through:</p> <ul style="list-style-type: none"> • Deed restrictions • Conservation easements • Enforcement of wetlands ordinance. 	<p>Pros:</p> <ul style="list-style-type: none"> • Can be effective in protecting wildlife. • Can raise awareness of residents about wildlife. <p>Cons:</p> <ul style="list-style-type: none"> • Purchase requires expenditure of Village funds. • Requires time commitment to enforce ordinances. • Reduces flexibility for some property owners in future.
Community festivals & celebrations <ul style="list-style-type: none"> • Community activities are an important part of the fabric of the Village • Volunteerism is a cherished Village characteristic. 	<p>Encourage participation of residents.</p> <ul style="list-style-type: none"> • Continue festivals • Publicize volunteer contributions. 	<p>Pros:</p> <ul style="list-style-type: none"> • Village activities are better attended. • Residents get to know each other better. <p>Cons:</p> <ul style="list-style-type: none"> • Requires time commitment to organize.

ISSUES/CONCERNS INVOLVED	OPTIONS	PROS AND CONS OF OPTIONS
<ul style="list-style-type: none"> • Wishing wells & historic relics These are important to historic visual character. 	Protect from demolition by neglect through <ul style="list-style-type: none"> • Publicizing efforts at protection by private property owners • Deed restrictions • Conservation easements. 	Pros: <ul style="list-style-type: none"> • Preserve rural character. • Make protection of historic relics ongoing. • Provides guidance to property owners uncertain of how to preserve. Cons: <ul style="list-style-type: none"> • Requires time commitment to deal with deed restrictions. • Requires time, diligence and money to maintain. • Some property owners prefer flexibility to do what they want with properties.
Cider Mill <ul style="list-style-type: none"> • Important part of historic visual character near Village Center. 	<ul style="list-style-type: none"> • Work with owners to improve appearance when closed. • Take down snow fence and install security gate. Summer use as fruit/vegetable/flower stand. 	Pros: <ul style="list-style-type: none"> • Preserves historic character of Franklin Village. • Increases business in Center area. Cons: <ul style="list-style-type: none"> • Requires time commitment to organize and money to implement. • Increases traffic load on Franklin Road in summer.
Ponds & streams <ul style="list-style-type: none"> • Important part of Village character • Rarely visible to community as a whole. 	Improve access to public use: <ul style="list-style-type: none"> • Village owns a lot with river frontage on Bowden that could be developed for access. • Explore obtaining additional property on the river through purchase or easements. 	Pros: <ul style="list-style-type: none"> • Greater public river access. • Helps preserve natural features. • New feature of living in Franklin, potentially raising all property values. Cons: <ul style="list-style-type: none"> • Considerable expense in acquiring new property. • Costly to provide access on existing lot. • Easements restrict flexibility of property owners to portions of their properties.





ISSUES/CONCERNS INVOLVED	OPTIONS	PROS AND CONS OF OPTIONS
Historical markers <ul style="list-style-type: none"> Provides recognition of historic structures. 	<ul style="list-style-type: none"> Encourage programs to increase forms of recognition outside historic district, including satellite districts or clusters. Increase use of plaques, markers (Franklin Village Historical House) and state markers. 	<p>Pros:</p> <ul style="list-style-type: none"> Promotes history of Franklin. Increases value of historic structures. Increased sense of identity for Franklin residents. <p>Cons:</p> <ul style="list-style-type: none"> Time commitment. Small financial commitment. Some owners may not want historic designation for their properties.
Diverse architecture <ul style="list-style-type: none"> The diversity is important, but so is the harmonious blending of the new with the old. 	<ul style="list-style-type: none"> Prepare design guidelines to show how to protect, and to accomplish harmonious blending of new construction with existing structures, or visibly obscuring the new. 	<p>Pros:</p> <ul style="list-style-type: none"> Illustrates for residents how to develop or redevelop their properties with quality. Helps protect Franklin character. <p>Cons:</p> <ul style="list-style-type: none"> Costly to prepare design guidelines. Requires time commitment to work with property owners developing or redeveloping their properties.
Eclectic neighborhoods <ul style="list-style-type: none"> The eclectic nature of Village neighborhoods is considered very important to residents and to Village character. Diversity is important, especially with respect to new developments, but some consideration of relationship to other neighborhoods and overall character is also vital. 	<ul style="list-style-type: none"> Provide design guidelines to illustrate how new, varied development can occur while respecting overall Village character. Update deed restrictions to permit a range of architectural styles within each neighborhood where overly restrictive. Update deed restrictions to illustrate the range of architectural styles possible and desirable. 	<p>Pros:</p> <ul style="list-style-type: none"> Helps protect Franklin character. Illustrates for residents how to develop or redevelop their properties with quality. <p>Cons:</p> <ul style="list-style-type: none"> Requires time commitment to work with property owners. Reduces flexibility of property owners to do with their properties as they please.



MAP 2

VILLAGE OF FRANKLIN

Connection to Village Center from Neighborhoods

-  Public Land
-  Off-Road Link
-  Marked Link Using Local Street
-  Potential or Proposed Acquisition

STRATEGIES FOR PROTECTING FRANKLIN VILLAGE CHARACTER

The strategies that follow are steps the Village of Franklin should take in the effort to protect the character of Franklin Village. Some of these steps should be taken by the Village Planning Commission and the Village Council. Others are steps that individual property owners should take. These are noted. Generally, the steps for individual property owners will require education of the property owners by the Village Council and Planning Commission. One part of the education effort will be to publicize the elements of this General Plan Update.

Natural Habitat, Including Trees, Wetlands, Woodlots & Wildlife

The residents of Franklin Village frequently cite the naturalness of the Village as one of the major assets. The term, "naturalness" for a Franklin resident encompasses vegetation, wetlands, the Franklin River and its tributaries, ravines and wildlife. The tree canopy and thickets of shrubs and trees are the most distinctive visual character feature of Franklin Village. Trees soften the visual landscape, cool and oxygenate the air, and provide habitat for wildlife.

As stated in the Vegetation Management Report, an accompanying document prepared as another part of the 1996 Plan Update, the tree canopy and other vegetation is at great risk of disappearing in the next few decades. The result would be a drastic change in the visual character of the Village. The tree canopy is at risk due to the following factors:

- Most of the trees are nearing the end of their expected life spans, under the conditions of a developed landscape.
- There is no replacement plan to provide young trees that will grow and provide a canopy when the existing trees are gone.
- It will take a long time for young trees to grow and contribute to the rural visual character of the Village.
- Many trees are located within road right-of-ways, and there is a greater risk of loss of those trees from either removal from road widening or underground utility work (several major streets are outside the control of the Village), decline and death from the adverse environmental effects associated with roadways, or from damage by vehicles.
- Many trees are located within above ground utility right-of-ways, and the negative effect of tree trimming by utility companies can already be seen.
- There is a risk of widespread loss of trees to disease or pests due to the lack of diversity of species in the dominant vegetation of the Village.

The Village should undertake a major replacement tree program immediately if it wants to avoid a change in the visual character of the Village ten to twenty years from now. The Village, or residents in the Village, could be planting trees right now. These should

be planted outside the road and utility right-of-ways to avoid future tree damage or removal. While it is not too late to start planting, it may soon be if the Village wants to avoid a period in which it resembles nearby communities that are nearly tree-less. An annual Arbor Day celebration may be an effective way to educate residents about the need to act on options available, while planting new trees at the same time. See the separate Vegetation Management Plan element for more information on this subject.

The following steps should be taken to help protect wetlands and woodlands:

- Promote the concept that wetlands and woodlands are now scarce resources that need very careful protection. Make available to residents information on how the biological systems of wetlands and woodlands function. Point out to residents that intrusions to wetlands and woodlands can be highly destructive. Wetlands and woodlands can't survive filling and dumping.
- Develop a program for residents to donate conservation easements on wetland and wooded lots within the Village. There are many double lots under one ownership in which the home is built on one lot and the other left undeveloped. Some of these undeveloped lots should be preserved. Their wooded character will not survive the construction of other houses or large outbuildings because these lots are not large enough. There are no unbuilt, platted lots in Franklin that will retain a wooded character following construction of a house. The construction process is destructive to tree roots, and will lead to tree "decline" and the death of remaining trees within five years on virtually all platted lots in the Village. The exception will be on the very few large acreage parcels. It may be helpful for the subdivision associations to address this on a subdivision-by-subdivision basis, so that the effort becomes bottom up rather than imposed by the Village.
- Develop "natural links" between natural features such as wetlands and woodlands. These "natural links" should be linear plantings of trees and shrubs that can serve both to provide wildlife corridors and to reinforce the rural character of Franklin Village. Linear plantings could either follow the rear of properties, where residents want to retain an open or ornamental appearance to their front yards, or the roadside, where residents want to protect Franklin's rural character. In either location, the "natural links" will be most effective if they are continuous between properties and do indeed link up to wetlands and woodlands of substantial size. Refer to the recommended plant list in the Vegetation Management Report for appropriate plants to use as part of "natural links." Also refer to the Vegetation Map in the General Plan, figure 31 on page 93.

Landscaping (Natural Habitat Style) Along Major Roadways and Boundaries

The rural character of Franklin Village is highly dependent on the existence of large areas of "natural" vegetation in close proximity to Franklin streets. It is important to note that without a concerted effort to maintain or improve this stock of "natural" vegetation,

Franklin's visual character will change dramatically, probably away from a rural character to a more suburban character typical of neighboring communities.

"Natural" vegetation can be defined as native species or introduced, naturalized, species that are so widespread in landscapes where one expects to find native plants. Native species include Silver Maple, Red Maple, American Elm, Sycamore, Gray Dogwood, Michigan Holly, Trillium and Goldenrod. Non-native species (naturalized) that are so widespread as to have the appearance of being native include Tatarian Honeysuckle, Lilacs, and Honeylocust (native in America but not Southeastern Michigan).

The Village should encourage property owners to allocate a zone for "natural" plantings. These zones should be located along local streets or roads where such plantings do not exist and where the roadside plantings are not already predominately ornamental. The larger the natural zone, the more effective it will be in contributing to Franklin's rural character.

Refer to the Vegetation Management Report for a list of species of plants suitable for planting in natural planting zones.

Property owners who already have areas with "natural" plantings should be encouraged to protect those areas. While this can be done in an informal manner--the property owners simply decides to do so or conveys his or her intent--a more formal arrangement should be encouraged. These would include deed restrictions placed on the property to prohibit destruction of "natural" vegetation in designated zones, and donations of conservation easements for those portions of larger properties designated to remain in "natural" plantings. If there is a conservation easement dedicated, then some organization should be formed to maintain these easements within the village. Conservation easements will need to be formed for portions of land of reasonable size, not for narrow strips.

See the graphics on the following pages for illustrations of these landscaping concepts.

Figure 1.
Locations for Natural Planting Zones
Plan View

**Suggested Natural Planting Zone
at Rear of Properties**

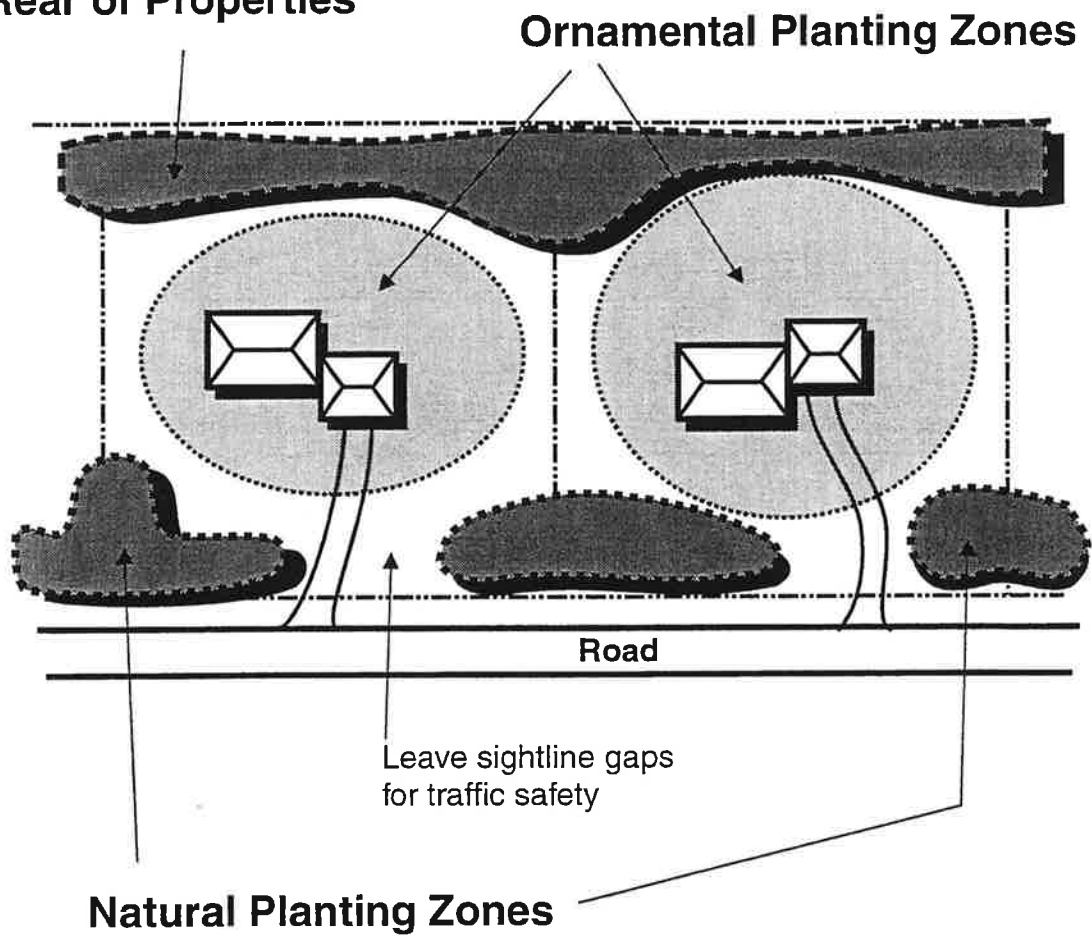
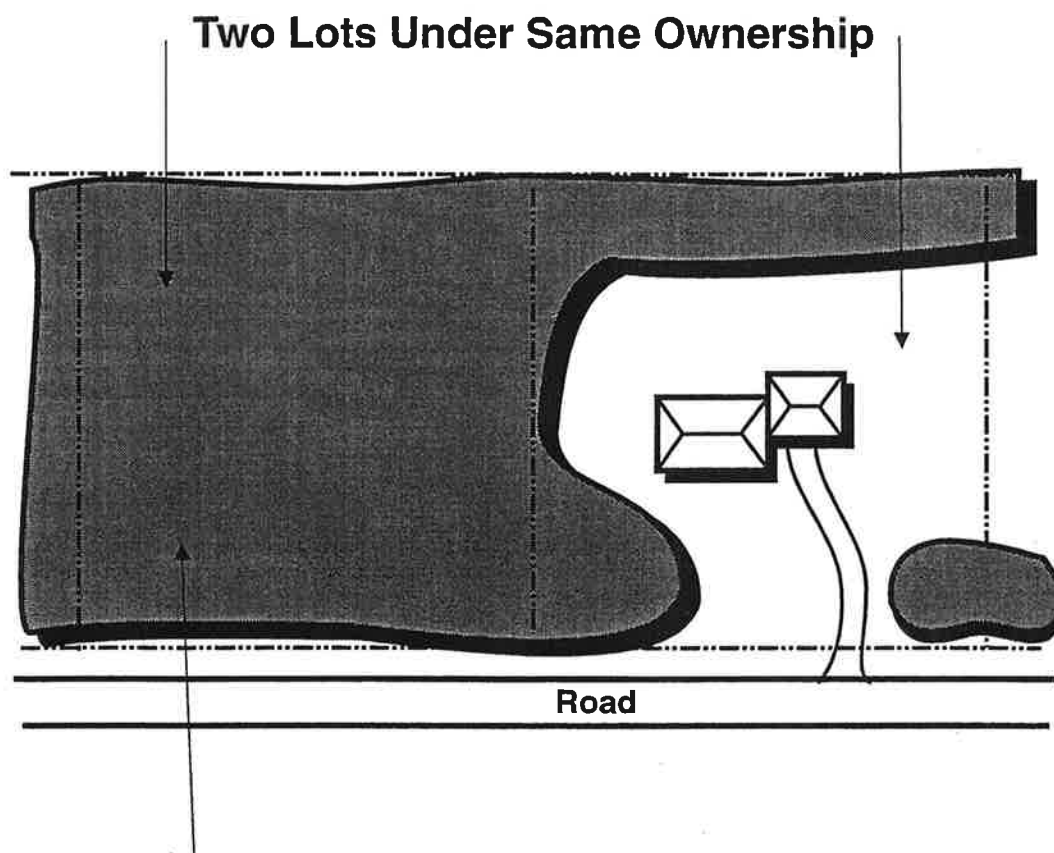


Figure 2.
Natural Planting Zones on
Second Lots Under One Ownership



Existing Wooded, Undeveloped Lot
Protected Through Deed Restriction
or Conservation Easement to
Protect Rural Village Character

House/Lot Relationships

Where land values are high and rapidly growing, as in Franklin Village, there is often a temptation for homeowners on smaller than average lots to tear down an existing home and rebuild a much larger home. Alternatively, an owner of a large lot may desire to split it to permit another home to be built and thereby recoup value from unused land. Either case usually results in increasing the total value of the property. However, if the new residence is proportionally too large for the lot, as has occurred with several new homes constructed in the Village in the last few years, then the character of the area suffers and the value of abutting properties could also. This is especially true in a Village like Franklin where large lots with proportionately larger than average homes is the norm.

To ensure that new homes being reconstructed on existing lots are not proportionately too large, zoning regulations should be reviewed, amended and thereafter enforced, to ensure the following:

- Maximum lot coverage by similar residential area reflects existing building coverage, and if not, to consider reducing maximum lot coverage to correspond to existing structural coverage.
- To establish maximum building footprint, setback and height restrictions per lot area per similar residential area based on existing structures in that area. Thus if new residences are desired larger than those presently in place, the lot must be large enough to accommodate the structure size.

The Planning Commission should study floor area ratios and setbacks and develop a modified schedule of regulations for the Zoning Ordinance that reflects an acceptable range of floor area ratios and setbacks for a series of defined (based on similar existing neighborhood characteristics such as lot size, floor area and setback) residential areas.

See the **Franklin Village Floor Area Ratio Study** for preliminary findings on this topic.

A June 15, 1994 report from McKenna Associates, Inc. recommends changes to the Franklin Zoning Ordinance to minimize impacts on community character from new lot splits. Appendix C presents these recommendations along with a map indicating parcels large enough to be split in the Village at that time. The three principal recommendations should be implemented at the earliest opportunity. These include: 1) Increasing lot width requirements in four of the residential zones; 2) Establishing a width to depth ratio; and 3) Increasing the minimum lot area requirements in especially the R-1 (Low Density) District by 9%. These changes, if implemented, would also help protect community character by preventing over building on lots and ensuring future lots are more in character with the size and shape of existing lots.

Historic Structures

While comprising a relatively small area of the original core of Franklin Village, the Historic District contributes much to Franklin's character. Residents need to understand that the gradual loss of structures in the District would mean the gradual loss of what is known as Franklin. While there is a designated historic district, and an Historic District Commission exists, more should be done to preserve and improve historical structures. The following steps should be taken to help protect historic structures:

- Establish an endowment fund for the Historic District for the purpose of obtaining professional services relating to the preservation and improvement of historic structures, for acquiring historic properties that would otherwise become demolished by neglect, for documenting and educating Franklin residents about the Historic District, for other preservation or improvement project and for upgrading roads, paths and utilities in a manner which would enhance and not damage the structures and landscape of the Historic District.
- Develop design guidelines for historic structures to show property owners of both residential and commercial structures how to maintain visual integrity, insure structural integrity, develop period landscapes and incorporate modern conveniences such as parking, lighting, decks and etc.
- Develop an incentive program to honor and/or reward those who protect their historic structures. This program could involve publicity, prizes, community recognition, financial awards or, possibly, tax incentives.
- Re-circulate copies of the existing historic preservation ordinance to all owners of historic properties. All property owners of historic structures should fully understand their rights and responsibilities as owners of such properties.
- Develop an outreach program between the Historic Commission and individual property owners. Property owners of historic structures would have a forum to express their special concerns, which would be conveyed to the appropriate authorities. This should include concerns about Zoning Ordinance provisions dealing with historic structures. The Historic District Commission would provide access to specialized knowledge about the restoration, upkeep and improvements of historic structures.
- Develop an "Historic Model House" improvement project. The Historic District Commission would raise the funds to do a "make-over" of one historic structure. This "make-over" would include both exterior and interior improvements and period landscaping. A portion of the costs might be obtained as donations from specialty contractors as publicity for their services. The process could also be part of a local TV program, and expertise could be drawn from Michigan university architecture and landscape architecture departments and historic preservation architectural consultants.
- Provide periodic training for Historic District Commission members to update them on historic preservation techniques, standards and methods of enforcement of regulations.

Maintaining Diverse Architecture and Eclectic Neighborhoods

The style of architecture in the homes of Franklin Village vary widely. Franklin residents find this an asset, introducing diversity and representing individual expression. That the homes are largely of a substantial size represents to residents of Franklin Village a symbol of personal achievement. Diversity of architectural style is more a feature of older neighborhoods, which developed over long time periods. Inspiration for home design came from a variety of sources and periods, establishing Franklin as a Village of eclectic neighborhoods. More recent subdivisions tend to display very similar architectural styles.

There may be some further erosion of diverse architectural styles through remodeling projects throughout the Village. As homes are remodeled, new details, surfaces and colors are added that are similar to new home construction in subdivisions in the area. The movement to tear down existing homes and build new, larger homes on small lots with inadequate set-backs is having a destructive effect on Village character. Some of these homes contribute to architectural diversity. If the change occurs on many or adjacent lots, and the new homes only reflect certain contemporary styles, the effect will be to diminish architectural diversity.

The following steps are suggested to maintain diverse architecture and eclectic neighborhoods:

- Document the various styles of “contemporary” architecture in Franklin Village. This effort should be directed at neighborhoods not within the Franklin Historic District. Promote this study within the Village to help residents understand the value of its architectural resource beyond the Historic District. Where possible, include interviews with residents who had the homes built, architects and builders. List those details which contribute to the various styles.
- Develop design guidelines to protect Village character. See the section later on design guidelines.

Open Spaces

While woods and thickets are important to Franklin’s Village character, broad lawns and the Village Green are also intrinsic visual elements. These open spaces also need to be protected and other open spaces should be acquired for the following reasons:

- There are few public open spaces available to the residents of Franklin Village. While the large lots of Franklin provide a degree of openness to the residents, changes in the buildings or landscapes of just a few properties could seriously erode the characteristic openness contributed by private properties.
- Public open spaces help contribute to the sense of identity and belonging of a community.

part of the Traffic Calming Plan Update. However, access to the Village Center is also important to Franklin's Village character.

There is limited opportunity to create new, off-road routes to the Village Center from Franklin's neighborhoods. Sidewalks are not desired by residents and are felt to be contrary to the existing Village rural character. Map 2 proposes routes for pedestrian and biking routes plus open spaces or public facilities that should be connected to the pedestrian system.

Many of these routes should utilize inside streets where traffic is comparatively low. These could be designated by small signs. Connections to off-road paths should be made where feasible.

Signs

There are a variety of sign types and a variety of sign styles in Franklin Village. Signs in Franklin are used for street identification, traffic control, Village entry, business and office identification, and for real estate sales. Styles range from the efficient, straight-forward traffic control signs to professionally designed and constructed business identification signs (that reflect the period and character of the structure to which they relate) to hand-made signs. Franklin appears to be free of commercially manufactured, portable, flashing, temporary signs.

In many communities, signs are loosely restricted. While this, in theory, permits communication of a great amount of business-related information, it can also result in a chaotic landscape. Franklin has few businesses that rely on signs. However, signs in the Village Center are chaotic, if only on a small scale.

While the sign provisions of Franklin's Zoning Ordinance are already fairly restrictive, there is concern that too many signs and poorly designed signs have a negative effect on Franklin's Village character. This was a comment made many times at the Futuring Town Meeting held in the Village in January, 1996. In addition, the Village Character Advisory Committee observed that there were too many roadway signs.

The character of Franklin Village would benefit from small improvements in its signs. Suggested steps include:

- An incentive program for businesses and community facilities to upgrade their signs. A simple incentive could be for the Historic Commission to provide a traveling award to the building with the most attractive set of signs. The award could be a small sculpture or plaque for placement inside the establishment. Criteria for the award could include faithfulness to the period of the structure, simplicity, readability and effective relationship to the colors and textures of the building.
- Work with the County Road Commission to review sign standards and find areas where the number of signs or the character of signs could be changed. Consider

mounting signs on more attractive posts or making signs out of more attractive materials, such as wood, especially on Franklin Road, which the Village owns.

Design Guidelines

While this Report provides general principles for protecting and enhancing Franklin's visual character, Village officials and residents need more specific, "how-to" information. Design guidelines are documents that illustrate the range of architectural, landscape, sign and lighting options that property owners have to achieve good visual quality. They are not regulations, but guides for new development and redevelopment.

Each community should have their own design guidelines prepared to reflect unique, important characteristics of that community. Design guidelines for Franklin Village should be prepared to deal with the following design issues:

- Remodeling houses -- Help residents with additions and major repairs in ways that do not destroy the architectural style of their homes. Rather, new construction should blend into the existing setting, which includes the scale, lines, materials, details, colors and heights of existing structures and landscaping.
- Fences -- Provide design ideas to property owners so that where fences are required, they contribute to the rural character of the neighborhood through styles, materials, opacity and colors.
- Lighting -- While street lighting is not desired in the residential neighborhoods, many property owners may desire lighting for security and to show off their homes. Landscape lighting can provide beauty, interest and sufficient light for driveways and sidewalks and to deter intruders without the harsh large-area lighting typical of street lights and pole-mounted security lights used by farms and industry.
- Historic structures -- Show property owners of both residential and commercial structures how to maintain visual integrity, insure structural integrity, develop period landscapes and incorporate modern conveniences such as parking, lighting, decks and etc.
- Vegetation -- The Vegetation management report contains ideas that can help protect Franklin's rural character that is so dependent on vegetation. This should be developed as a guide for residents interested in doing their part in protecting Village character.
- Signs -- As indicated in the Village Center Enhancement Report, design guidelines for signs could provide a range of ideas to business owners on sign designs that both enhance the image of the business and protect the vernacular rawness and rural character of Franklin Village.

APPENDIX A

RANKING OF ACTION PRIORITIES FOR FRANKLIN VILLAGE CHARACTER ISSUES

			unnecessary signs on many of the main streets. Many of them, and the proliferation of them, are unattractive.
Village Center	1	C&I	Action should be considered to make the village center more accessible and "user friendly" by adding walking, biking & bridle paths connecting to it from village neighborhoods or public easements (see Map).
Horses and Horse Properties	2	P	Identified as one of the most important ingredients responsible for the rural, 19th century, open spaces character of the village; and recognized as an important pastime for many residents. Although many barns are currently unoccupied, there has been a recent influx of families with young children moving into the village and these properties will soon be in demand again.
Large, Abundantly Landscaped Residential Lots	2	P&I	Important to preserve "open feeling" of the village and the natural habitat. Action recommended: continue to enforce building restrictions and ordinance; increase minimum lot area necessary for lot-splitting in each zoning district to minimum lot required in next lowest density zone.
Absence of sidewalks outside downtown	2	P	NCA. Somewhat controversial, but sidewalks are contrary to rural character.
Winding and narrow streets	2	P	Preserve as is. Do not permit any widening of main streets for traffic, or side streets for parking.
Absence of street lights	2	P	NCA. Somewhat controversial, but street lights are contrary to rural character.
Horse barns & sheds (accessory buildings)	2	P&I	These are consistent with outdoor activities and country homes, and we need action to preserve them. Concern over needless demolition.
Plank and wooden rail fences, stone walls	2	P&I	Consistent with rural character. We need action to protect them from demolition by neglect, especially stone walls. Establish resource file for repairs and volunteers.
Set backs (deep, from roads)	2	P C I.	Need to keep existing set backs and improve when possible through new construction and enforcement of current ordinances
Property maintenance	2	I	Only a few cases of neglect. Open to suggestions. Strengthen deed restrictions and neighborhood associations.
Wild Critters	2	P&I	Need action to protect natural habitats and wetlands.
Community festivals & celebrations	2	P&I	Volunteerism is an important village characteristic, as are community activities. Would like to increase participation of residents.
Wishing Wells & Historic Relics	2	P	Protect from demolition by neglect.
Cider Mill	2	P	Work with owners to improve appearance when closed. Take down snow fence and install security gate. Summer use as fruit/vegetable/flower stand.

Ponds & streams	2	P & I	Improve access to public use. Open to suggestions. Village owns a lot with river frontage on Bowden.
Historical markers	2	P&I	Encourage programs to increase forms of recognition outside historic district, including satellite districts or clusters: increase use of plaques, markers (Franklin Village Historical House) and state markers.
Diverse architecture	2	P	Action to protect, and to mandate harmonious blending of new construction with existing structures, or visibly obscuring the new. The diversity is important, but so is the harmonious blending of the new with the old.
Eclectic neighborhoods	2	P&I	Same as diverse architecture, especially with respect to new developments. The eclectic nature of village neighborhoods is considered very important to residents and to village character. Put in Deed Restrictions.
Landscaping	2	P&I	The "natural habitat" style of landscaping should be mandated along 13 Mile (from Telegraph to Inkster) with a canopy of trees over the street and only the historic homes and horse properties visible to the street. The same should be mandated along Franklin Road from the village boundary near Northwestern, up to the historic district. The Telegraph boundary of Franklin should be kept a natural "greenbelt." Fourteen Mile Road and Inkster are fine as they are now. Entrances to any new subdivisions opening onto any of the main roads need to reflect the <i>vernacular rawness</i> and natural habitat landscaping of the area. The planting of flowers should be limited to wild flowers.
Trash free	3	P	NCA.
Litter free	3	I	The problem is mainly on heavily traveled streets. Suggest making Neighborhood Association activity, or Community Clean-Up in fall & spring; use FCA newsletter to remind.
Housing Appearance	3	P	NCA.
House Size Appropriately Proportional to Lot Size	3	IPC	Concern is mainly on smaller lots. Big houses on big lots are more preferable than splitting big lots into smaller parcels and building multiple homes as they have in many communities. If splitting lot or demolition, require that a bigger footprint must bump up zoning minimum requirement to next lower density. Upgrade set-back standards for over-sized houses. Require that nonconforming lots that are contiguous to any lots owned by same owner be joined.
Size, Scale and Number of Shops in the Commercial District	3	I	Looks shabby & run down. Feeling is that it needs improving, but in the style suggested by the Charrette Report, namely: "keeping its <i>vernacular rawness</i> -- what we see looks to have evolved out of basic human needs over a long period of time without the self-consciousness evident in most environments." The essential character of Franklin is raw, 19th century, early American village. We

			wish to avoid any changes that look contrived or "cute."
Church	3	P	NCA.
Cemetery	3	P & I	Add trees to replace old ones; institute replanting program; repair fencing; make all fencing uniform with the style used originally.
Lawns: Natural vs. Manicured	4	P	NCA
Control of Noxious Weeds	4	P	NCA
Street Signs	5	I	Should have <i>vernacular rawness</i> style in the historic district and downtown. Upgrade rest of Village and provide better maintenance. Replace missing and broken signs.
Mailboxes	5	P	NCA
Temporary Signs	5	P	NCA. Enforce current ordinances.

APPENDIX B

VILLAGE CHARACTER REPORT ON SPECIFIC PZC QUESTIONS REGARDING ARCHITECTURE & DESIGN ISSUES

APPENDIX B

VILLAGE CHARACTER REPORT ON SPECIFIC PZC QUESTIONS REGARDING ARCHITECTURE & DESIGN ISSUES

1. In terms of residential areas, we do not feel that there are any examples of architecture within Franklin that are inconsistent with the character of the community. There are some examples of newer buildings that are not in harmony with the architecture and style of the clusters of homes they are being built in; and there are some examples of poor design, but the preferred character of the village is a variety of architectural styles and designs. Styles range from wonderful, simple, homes from the early 1800's through many eras up to some magnificent contemporaries. Styles also reflect the character of Village residents. Perhaps because Franklin has large spaces, it has been an area that people have built dream homes in. These serve as a shelter; a financial investment; and as an expression of personal taste and achievement.
2. In terms of the commercial area, we feel that the architecture of the building housing the cleaners, and the building housing Dr. Sutton's office are out of character with the historic buildings which surround them. We also feel that the bright green plastic signs at the gas station are out of character and should not be allowed in the historic district.
3. We feel that the issue of village character also relates to new developments, new homes and home additions. The issues, and our positions on them, are included in detail in the Issues Priority Report. There is great concern over the new subdivisions presently being developed and planned. The design of Stonegate (off Franklin Road) is very pleasing. It is a large parcel with homes of a totally new style to Franklin which would not fit in harmoniously with the older home styles in the area; however, the new homes are visually separated from the older homes and the two clusters work fine side-by-side. The entrance to the development is understated and beautiful. It utilizes wide, open spaces, natural stone posts, and a pleasing mix of deciduous and evergreen landscaping. All three elements are very typical of Franklin
4. There are two developments off of 13 Mile Road which are not pleasing. One is a small cluster of large homes on small lots known as The Woods of Franklin Village, and the other is a collection of 6 track homes being built on 6 small, non-conforming lots at the entrance to Bruce Lane. The former is in an area of 19th century farm houses, barns, and an historic Christopher Wren style colonial. After naming the sub "The Woods of Franklin Village," the developer immediately tore down all the trees. The style of home being built is completely out of place in that cluster of existing homes and the sub needs to be obscured from sight on 13 Mile by replacing the natural landscaping that was razed. Much the same can be said about the 6 track homes on Bruce Lane.

5. The issue of architectural controls for historic homes is not viewed as a big concern. The feeling is that controls are already in place (historic commission) and it seems to be working satisfactorily.
6. The committee does not feel that specific guidelines for architectural and landscape design are appropriate, other than as necessary to ensure blending into an existing setting.
7. Other features should also be included in recommendations. Fences need to be rural and property lighting needs to be for security or landscaping only (street light look is not appropriate). Garages are not viewed as an issue.
8. Several subdivisions currently have restrictions on various aspects of building size and appearance. A table is incorporated in the compiled **Deed Restriction Reference** showing subs with restrictions on: lot size; lot splits; size of house; set backs; building materials; accessory buildings; and landscaping (including fences).

APPENDIX C

Excerpts from the McKenna Associates Report, Large Lot Analysis

LOT SPLIT ORDINANCE (ORDINANCE NO. 117)

Ordinance No. 117 was adopted to regulate lot splits within the Village's existing subdivisions. The Ordinance does a good job of establishing a procedure for evaluating lot splits and makes appropriate references to other Village Ordinances in order to provide a mechanism to evaluate the proposed lots consistent with Zoning Ordinance requirements.

Problems With Lot Split Ordinance

In response to a request from the Village in December 1988, correspondence from the Village Attorney, Michael H. Feiler, indicated that the Ordinance was not written to include and control division of unplatted land. Mr. Feiler stated that division of unplatted acreage was governed by the Zoning Ordinance and any "other ordinances" that may "govern the location, size and configuration of lots." Although he suggests there may be other ordinances governing lot creation, no additional regulations emerged for analysis during this investigation. We are unable to find any record of adoption of a subdivision control ordinance to provide local requirements and procedures for platting new subdivisions.

Additional correspondence from an attorney representing the Village in 1985 reviewed the issue of increasing the non-conformity of non-conforming lots. The attorney expressed the opinion that the non-conformity of lots could not be increased through action of the Ordinance. However, it should be noted that the Ordinance does include a provision, Section 2.01(a), where it is suggested that non-conforming lots may result from a split. That section provides direction requiring execution of a covenant to run with the land specifying that the property owners acknowledge the resulting non-conforming lots may not be developed or used separately.

Recommendations for the Lot Split Ordinance

The Lot Split Ordinance is very limited in its regulatory scope. It does not purport to regulate creation of subdivisions or even control lot splits outside of existing subdivisions. Additionally, some problems have been revealed by Village legal counsel.

Ordinance No. 117 should be replaced with a comprehensive Subdivision Control Ordinance. The new ordinance should include regulation of lots outside of established subdivisions and provide controls for development of new subdivisions.