

FRANKLIN 2010

The City of Franklin, Virginia Comprehensive Plan



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COMPREHENSIVE PLAN CITY OF FRANKLIN, VIRGINIA



Prepared by the Staff of the
Hampton Roads Planning District Commission
In Cooperation with
The City of Franklin

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TABLE OF CONTENTS

INTRODUCTION	v
CHAPTER 1 - DEMOGRAPHICS	1-1
CHAPTER 2 - HOUSING	2-1
CHAPTER 3 – ECONOMICS.....	3-1
CHAPTER 4 - ENVIRONMENTAL CHARACTERISTICS	4-1
CHAPTER 5 – TRANSPORTATION.....	5-1
CHAPTER 6 – UTILITIES	6-1
CHAPTER 7- COMMUNITY FACILITIES	7-1
CHAPTER 8 - URBAN DESIGN	8-1

LIST OF FIGURES

Figure	1-1: Combined Population, City of Franklin and Southampton County	1-2
	1-2: 2026 Population Projections	1-3
	1-3: 2000 Racial Mix, City of Franklin, Southampton County, and Virginia	1-4
	1-4: Franklin Population Age Distribution Trends, 1970-2026.....	1-5
	1-5: 2026 Projections, Number of Households	1-6
	1-6: Educational Attainment, City of Franklin, 2000	1-7
	1-7: Franklin Income Trends	1-8
	1-8: Employment by Occupation, Franklin Residents, 2000	1-10
	1-9: Commute to Work, City of Franklin, 2000	1-11
	1-10: Travel Time to Work, City of Franklin, 1990 and 2000.....	1-11
	2-1: City of Franklin Housing Units by Type, 2000	2-2
	2-2: Number of Households	2-3
	2-3: Total Franklin Housing Units.....	2-5
	2-4: Median Home Value	2-6
	2-5: Housing Vacancy Rates	2-7
	2-6: Percentage of Income for Rent.....	2-9
	2-7: Percentage of Income for Mortgage	2-9
	3-1: 2026 Total Employment Projection (BEA Basis).....	3-2
	3-2: Average Annual Percent Change in Employment by Industry, City of Franklin	3-3
	3-3: Agricultural Employment.....	3-4
	3-4: Retail Sales Comparison, Franklin and Southampton County	3-6
	3-5: 2001 Retail sales Comparison, Non-Metro Southeastern Virginia	3-7
	3-6: Average Annual Percent Change in Retail Sales, 1990-2001	3-7
	4-1: Air Emissions Reported to TRI by International Paper and Dominion Resources, 2000.....	4-3
	4-2: Surface Water Discharges Reported to TRI by International Paper, 2000	4-6
	4-3: Southeastern Virginia Aquifer System	4-8

LIST OF TABLES

Table	1-1: Gender Mix, 2000.....	1-3
	1-2: Population Age Distribution and Projection, City of Franklin.....	1-4
	1-3: Disability Characteristics of Franklin Population (noninstitutionalized), 2000.....	1-5
	1-4: Franklin School Enrollment, 1990 and 2000.....	1-7
	1-5: Income Summary, 1999.....	1-8
	1-6: Franklin Household Income Summary.....	1-9
	1-7: Poverty Status, City of Franklin.....	1-9
	1-8: Franklin Poverty Status by Race, 1999.....	1-10
	2-1: Average Household Size in Franklin and Surrounding Region.....	2-3
	2-2: Franklin Residential Building and Demolition Permits.....	2-4
	2-3: Multifamily Units in Franklin and Select Jurisdictions Within the Region.....	2-4
	2-4: Renter-Occupied Housing Units in Franklin and the Region.....	2-5
	2-5: Inadequate Living Conditions, City of Franklin.....	2-8
	3-1: Franklin Employment by Industry.....	3-2
	3-2: City of Franklin Major Employers.....	3-5
	3-3: Unemployment and the Work Force.....	3-5
	3-4: Top 10 Industries Contributing to GCP, City of Franklin, 1999.....	3-6
	4-1: General Climate Summary, Holland Weather Station.....	4-2
	4-2: Forest Lands, City of Franklin.....	4-9
	4-3: RCRA Hazardous Waste Activity Notification and Permit A Status, Franklin and Immediate Vicinity.....	4-12
	5-1: 2003 Daily Traffic Volumes, City of Franklin.....	5-3
	7-1: Franklin Parks and Recreational Facilities.....	7-5

LIST OF MAPS

Map	1-1: City of Franklin Historical Boundaries	1-12
	1-2: Population Density by Census Block	1-13
	1-3: Election Districts	1-14
	1-4: Total White Population by Census Block	1-15
	1-5: Total Black Population by Census Block	1-16
	2-1: Number of Households by Census Block	2-13
	2-2: Density of Owner vs. Renter Occupied Housing.....	2-14
	4-1: Location Map of Franklin	4-13
	4-2: Wetlands and Steep Slopes	4-14
	4-3: General Soil Texture.....	4-15
	4-4: 1980 Floodway & Floodplain	4-16
	4-5: 2000 Floodway & Floodplain	4-17
	4-6: Blackwater & Nottoway River Watersheds	4-18
	4-7: Forest & Agriculture Lands	4-19
	4-8: Most Suitable Open Space Lands	4-20
	5-1: VDOT 2020 Transportation Map.....	5-9
	6-1: Utilities & Public Works Facilities.....	6-8
	7-1: Community Facilities.....	7-7
	7-2: Parks & Recreation Sites.....	7-8
	8-1: Current Land Use	8-8
	8-2: Zoning Districts.....	8-9
	8-3: Downtown Franklin Historic District	8-10
	8-4: Future Land Use.....	8-11

INTRODUCTION

The City of Franklin, located in the Hampton Roads region of southeastern Virginia, combines small town ambiance and exceptional growth potential. Franklin is a retail and service center for the surrounding counties. Both population and employment are projected to grow significantly through the year 2036, reinforcing Franklin's importance as an economic center for the southwest section of Hampton Roads.

Franklin has a rich history as a main street community on the banks of the Blackwater River. The historic downtown and surrounding neighborhoods convey a traditional neighborhood charm. The Town of Franklin was incorporated as a City in 1961 and has continued to grow as a business and residential center.

Location

The City of Franklin is located in southeastern Virginia, forty miles west of Norfolk and nine miles north of the North Carolina border. Within an hour's drive to the east is the Virginia Beach resort area. Within an hour's drive to the northwest are the historical attraction's of Richmond and Petersburg. An hour's drive to the south is the resort area on the Outer Banks of North Carolina. An hour's drive to the north is Colonial Williamsburg.



The City, located at the head of the navigable portion of the Blackwater River, lies in the highly agricultural Coastal Plain. Situated on the eastern edge of Southampton County, adjacent to Isle of Wight County, it has always been a center of trade and transportation for the surrounding countryside.

History

As with most communities, Franklin's location has affected its history. Since the City is adjacent to the Blackwater River, water transportation has played a large part in Franklin's development. Franklin has also become an important rail point between the City of Norfolk and the Western Roanoke Basin.

Franklin first developed as a town located in the eastern part of Southampton County. The railroad had first arrived in 1835 when the Portsmouth and Roanoke Railroad bridged the

Blackwater and Nottoway Rivers and extended its line across the county. The railroad brought with it people and commerce, leading to the development of the town of Franklin in the 1840s.

During the Civil War, federal gunboats bombarded Franklin, effectively halting development in the area. Recovery from the Civil War came slowly, but railroad construction finally resumed with the construction of the Atlantic and Danville Railway in 1888 (which later became the Norfolk, Franklin and Danville Railway).¹

Franklin developed considerable steamboat commerce along the Blackwater River southward to North Carolina ports in the late 1800s and early 1900s. The combination of rail and water transportation led to more rapid growth here than in the other towns. The steady growth of the Camp family's lumber business after the Civil War accelerated this growth.² St. Regis Paper Company came to Franklin in 1954 and Hercules Chemical Company in 1955. In 1956, Union Bag and Paper merged with Camp Manufacturing Company, to form Union Camp. In 1999, International Paper acquired Union Camp. International Paper, located just across the Blackwater River in Isle of Wight County, is currently the largest industry in the region.

Franklin also became a major collection point for peanuts, which had become popular nationwide during the steamboat period. It is now the major center of commerce and industry for Southampton County. Franklin remained part of the county until it was chartered as an independent city in 1961.³



¹ Southampton County, "Our History" (<http://www.southamptoncounty.org/history.asp>).

² Landmark Design Group, *Vision 2020; County of Southampton, Virginia, 2000 Comprehensive Update* (Adopted August 27, 2001).

³ Southampton County, "Our History" (<http://www.southamptoncounty.org/history.asp>).

Climate

Franklin's climate is mild with an average annual precipitation of 47 to 48 inches, and a temperature average of about 40 degrees in January and 77 degrees in July.

Population

Franklin was incorporated as a Town in March of 1876. The first official census of 1880 indicated that there were 447 inhabitants within its limits. In 1900, the population had increased to 1,143; in 1910, 2,271; in 1920, 2,363; in 1930, 2,930; in 1940, 3,466; and in 1950, 4,670. On January 1, 1960, the boundaries increased from 1.02 square miles to 3.92 square miles due to annexation. The Town became a City on December 22, 1961. Subsequent annexations in 1986 & 1996 increased the population and land area of the City. The population today is approximately 8,400 and the land area is 8.75 square miles.

City Government

Franklin was first incorporated under a Mayor-Councilman form of government. This form of government consisted of a Mayor, six members of Council, a recorder, a sergeant and a street commissioner. In 1922, a charter change was requested of the General Assembly and was approved allowing Franklin to establish the Manager-Council form of government. Under this form a Council composed of seven members, elected from the City at large, formulates the policies of the city government and in a meeting selects one of its members to serve as Mayor of the City.

The City Manager is selected by the Council and serves at its pleasure. The Manager is charged with the administrative duties of the City, being responsible for carrying out the policies adopted by the City Council, the enforcement of its ordinances and the general management of the City's affairs.

Commercial Establishments

The City of Franklin has a wide array of commercial establishments: contractors, clothing stores, grocery stores, restaurants, a movie theater, car dealers, beauty salons, furniture/appliance stores, florists, jewelry stores, hardware stores, hotels and many more.

Recreation

The City of Franklin has excellent recreational facilities. The Department of Parks and Recreation operates and manages eleven recreational areas, which include facilities and parks for indoor as well as outdoor activities. Activities include sports programs (football, basketball, soccer, hard & softball) tennis courts, swimming pool, playgrounds, picnic areas and a skateboard park. The City has a full service YMCA, which provides a year-round program for its members in facilities located near Franklin High School.

The Cypress Cove Country Club, just west of the city limits, offers its members a clubhouse, swimming pool, an 18-hole golf course, driving range and several tennis courts. There are many opportunities for the outdoor enthusiast around Franklin. In many ponds and rivers there is excellent fishing including bass, speckle, brim and catfish. Some striper fishing is available in the Blackwater and Nottoway rivers. Many hunt clubs are active in the fall and winter season. This section of the State is exceptionally fine for hunting deer, birds, ducks, rabbits and squirrels. The City has a 25 lane bowling facility and a triplex theater.



Community Facilities

There are active Churches in Franklin with congregations representing the Methodist, Baptist, Christian, Presbyterian and Episcopal protestant denominations and a Roman Catholic Mission. Among the civic organizations serving the community of Franklin are: Rotary Club, Lions Club, Ruritan Club, Kiwanis Club, Women's Club, Business and Professional Woman's, Parent Teachers Association, Garden Clubs, fraternal organizations, Boy and Girl Scouts, Jaycees, Boys & Girls Club, and Franklin-Southampton Area Chamber of Commerce.

The YMCA opened on January 1, 1970. The YMCA provides a well-rounded program of spiritual, educational, physical and social activities for the whole family. A 66' by 92' foot gym is well equipped. A 25' by 75' foot indoor year-round heated pool as well as an outdoor pool and picnic facilities are available. Indoor tennis courts are also available. Clubrooms, offices and a social lounge are also provided.

Franklin has a public library, open five and one half days a week, containing over 45,000 volumes. The City also has a modern 221-bed Hospital. The hospital is well staffed with resident physicians. It serves as a medical center for Southampton County, Franklin, western Isle of Wight County, the City of Suffolk and northeastern portions of North Carolina. The Virginia Department of Health operates a Health Department in a City owned facility adjacent to the Hospital. The City Department of Emergency Services operates ambulance service. The City is also served by Lakeview Medical Center located on Armory Drive.

The Tidewater News, published twice weekly, serves Franklin, Southampton County, Isle of Wight County and the surrounding communities. It has won awards from the Virginia Press Association for writing, makeup and advertising over the years. Radio Station WLQM, 101.7FM, is located in the City of Franklin. It is well equipped by an efficient and capable staff and is an asset to the community.

Municipal Services

City services are rendered through the operation of six major departments: the Department of Public Works, Franklin Power & Light, Department of Emergency Services, Police Department, Department of Parks & Recreation and City Administration.

The Department of Public Works is responsible for the construction and maintenance of all City owned property, including public buildings, streets, sidewalks, curb and gutter, water mains, sewer lines, cemeteries, parks and the municipal airport.

The City owns and operates its own electric and water utilities. Electric energy is purchased from Dominion Virginia Power Company, and resold to City customers at a retail rate that is less than other area providers. Water is supplied from 2 deep wells, which provide an abundant supply of unusually soft, pure, palatable water. Water storage capacity is 1.3 million gallons.

Franklin has and maintains a municipal airport located one mile east of Franklin on U.S. Routes 58 and 258. The area of the Airport is approximately 375 acres. It has one paved runway, which can accommodate small business jet aircraft. Several private planes are based there. The Airport is lighted and has equipment for instrument landings. There is no regularly scheduled airline service, but charter service is available.

Existing Industry

Agriculture is the chief industry of Franklin and Southampton County, with manufacturing a close second, and growing steadily. Southampton is the Commonwealth's leading county in both cotton and peanut production. Hog raising is also important in the county's agricultural economy. Manufactured products include meat products, smoked and cured meats, lumber, paper, chemical and concrete products, plastics and peanut products.

Although Franklin is located in a predominantly agricultural area, manufacturing provides the largest employment for the City's residents. Franklin began as a transportation and trade center after construction of the Seaboard Railroad in 1837; however, the City's growth was retarded until 1887 when the Camp lumber mill was established. At the present time the City serves as a major retail, wholesale, service trades and marketing center for the surrounding area and as a manufacturing center for native forest products.

Franklin's major industrial presence, International Paper (which purchased Union Camp in 1999), is located in Isle of Wight County. This company produces lumber, Kraft paper, pulp and chemical by-products. Other major industries include Hercules Inc. located in Southampton County, producers of Pamak (tall oil fatty acids) rosin, and other chemical processing materials; Franklin Equipment Co. located in Isle of Wight County, manufacturers of the Franklin Logger; Birdsong Peanut Co.; Money Mailer, LLC, a direct-mail coupon distributor and Southampton Memorial Hospital which is the City's largest employer. Industrial sites are available in a City owned Industrial Park adjacent to four-lane Route 58.



The people of Franklin welcome new industry. Cotton mills, furniture factories, lumber products, hosiery mills and firms engaged in food processing – to mention a few would find Franklin accessible to both raw materials and a ready market.

Education

Franklin has one high school, a middle school serving grades six through eight, and one Pre-kindergarten through fifth grade elementary school. Higher education facilities are abundant (within a 60-mile radius) with several colleges and universities in the area, many offering engineering and technical as well as general education programs. Paul D. Camp Community College located within the City serves the City of Franklin and surrounding communities. The City also has a Workforce Development Center as part of the Community College. Workforce Development provides an array of business-related services designed to meet the needs of new and existing employers. These services include pre-employment training, customized training, job analysis, employee basic skills assessment, open enrollment classes, and business startup and expansion training.

CHAPTER 1 DEMOGRAPHICS

A. In General

The population of Franklin is projected to increase significantly over the next twenty years. This increase will have a direct effect on the land use patterns in the city as new housing and business are constructed. Understanding of demographic trends is critical to successful planning for the future of Franklin.

This chapter provides an overview of several important characteristics of the citizens of the City of Franklin. The population section contains a discussion of trends and projections for the population as a whole and specific analysis by gender, race, age and disability. Subsequent sections provide similar analysis of households in Franklin, educational attainment, income levels, and labor force characteristics.

B. Population

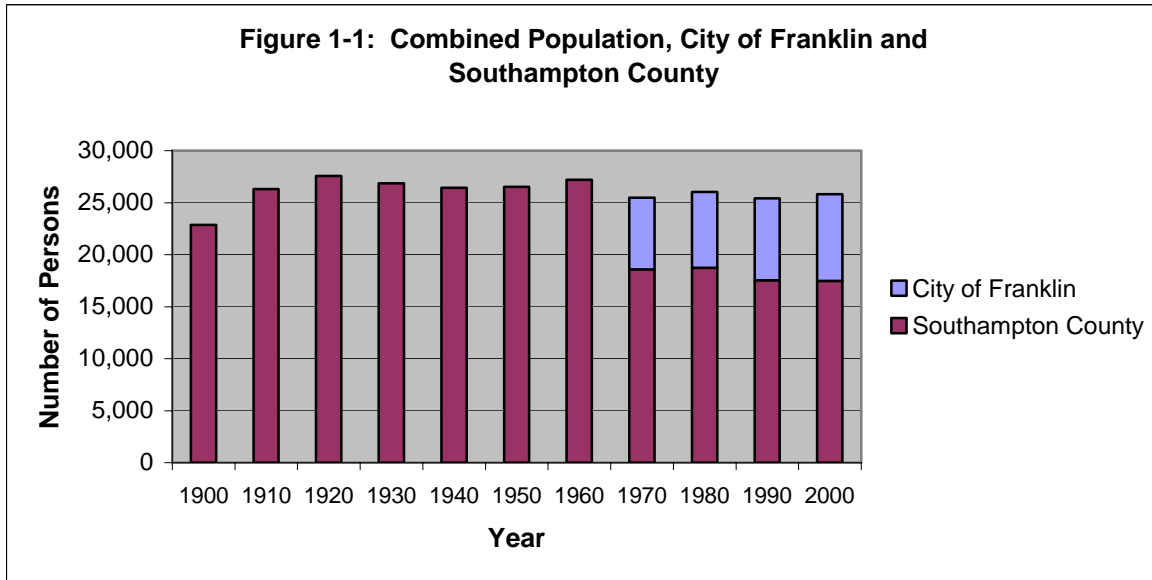
Population Estimates and Projections

The City of Franklin was incorporated as a city separate from Southampton County in 1961. Over the past thirty years, Franklin's population steadily increased from 6,880 persons in 1970 to 8,346 persons in 2000. During this time period, the city annexed land twice from Southampton County, altering the total population of both localities. The first annexation in 1986 transferred a total of 2,518 acres in three parcels from Southampton County to Franklin. The 1996 annexation added a fourth parcel, 436 acres of land from Southampton County, to the northwest corner of Franklin. Map 1-1 shows the series of annexations that brought Franklin to its present dimensions. The 2000 Census estimated that 416 persons were transferred to Franklin as a result of the 1996 annexation. Franklin's 2000 population by Census block is portrayed in Map 1-2. The voting district boundaries for the City of Franklin are depicted in Map 1-3.



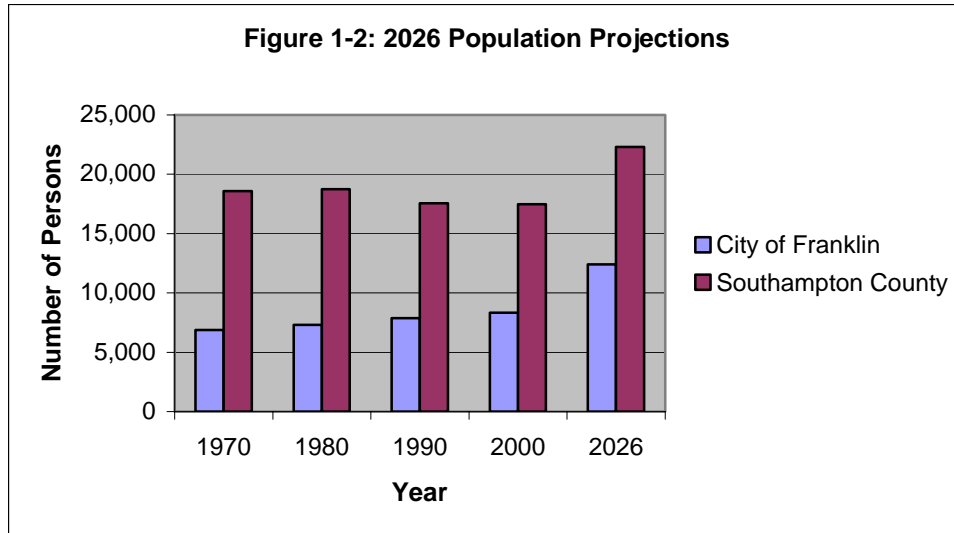
Because the city originated from Southampton County and because of subsequent land transfers, it is important to consider that the combined population for Southampton County and Franklin has been remarkably stable during the past 100 years. As shown

in Figure 1-1, the total combined population has fluctuated slightly and currently stands at 25,828 persons in 2000.



Source: U.S. Bureau of Census, Census 1900-2000.

The year 2026 population projections were produced through the Hampton Roads Planning District Commission's 2026 Economic Forecast. These numbers are produced using the REMI model developed by the University of Massachusetts to analyze trends in the Hampton Roads area, with adjustments to reflect trends in the specific localities. The projections for Franklin and Southampton County are also based on the year 2000 land areas for each locality. The population of Franklin is projected to increase 49%, from 8,346 in year 2000 to 12,400 people in year 2026, as shown in Figure 1-2. During the same period, the population of Southampton County is projected to increase 28%, from 17,482 to 22,300 people. In comparison, population growth for the entire Hampton Roads Region is estimated at 22%.



Sources: HRPDC, 2026 Economic Forecast. U.S. Bureau of Census, Census 1970-2000.

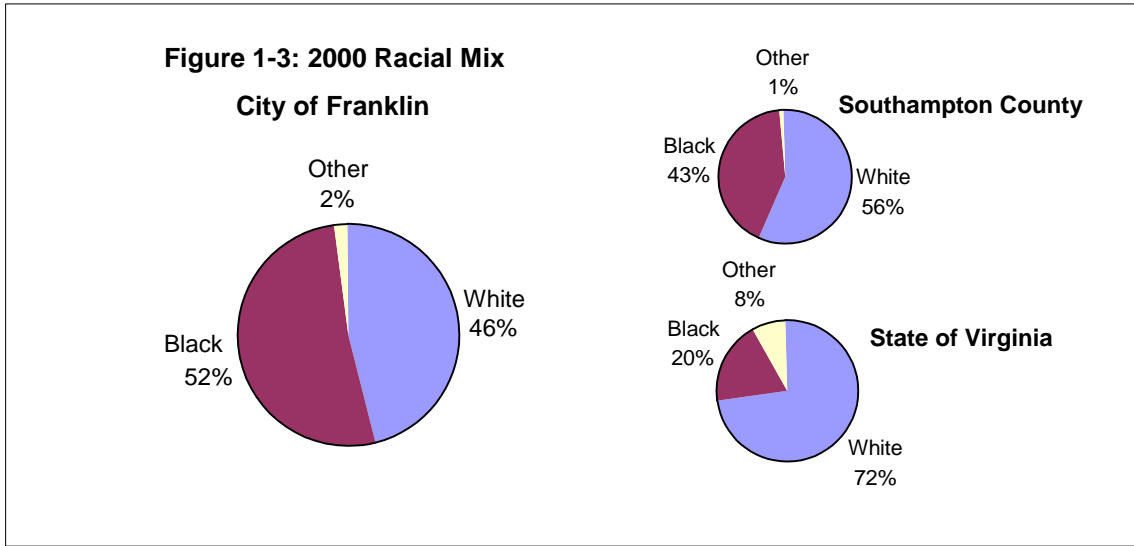
Population Characteristics.

In 2000, Franklin’s gender mix was 44% male (3,689 persons) and 56% female (4,657 persons). This remains relatively unchanged from 1990. Table 1-1 shows how Franklin’s gender mix compares to Southampton County and the State of Virginia.

	Male	Percent	Female	Percent	Total Population
City of Franklin	3,689	44.2%	4,657	55.8%	8,346
Southampton County	9,226	52.8%	8,256	47.2%	17,482
State of Virginia	3,471,895	49.0%	3,606,620	51.0%	7,078,515

Source: U.S. Bureau of Census, Census 2000.

Franklin’s racial mix has varied little since 1980. The population is predominantly white and black with only 2% of the population reporting in the other race category. Figure 1-3 compares Franklin’s racial demographics to Southampton County and the State of Virginia. Maps 1-4 and 1-5 show Franklin’s 2000 population by race and Census block.



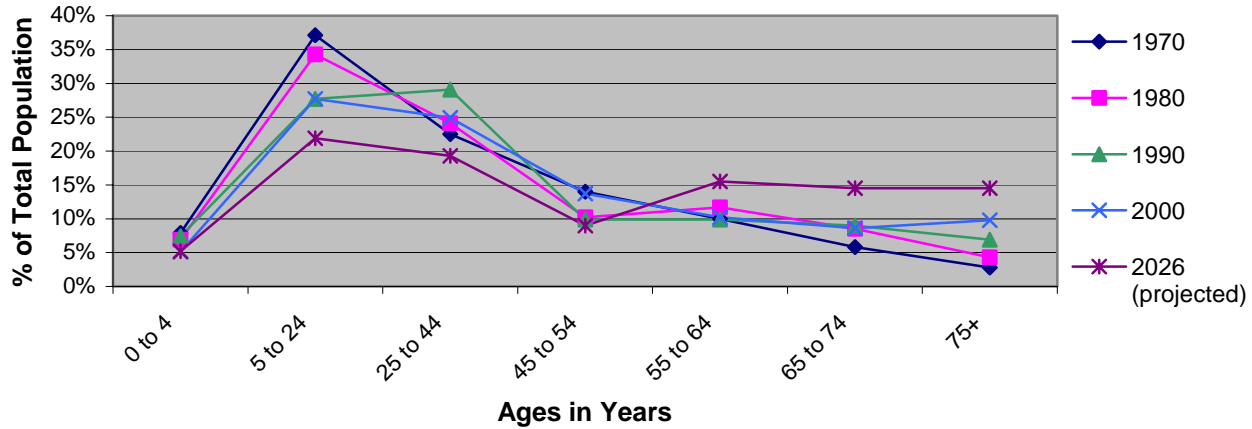
Source: U.S. Bureau of Census, Census 2000.

Table 1-2 portrays the age distribution of the city's 2000 population. Notably, over the thirty-year period from 1970 to 2000, the Census reports that the median age of Franklin's population increased from 29.3 to 39.9. This trend also holds true for both neighboring localities and nationwide. As illustrated in Figure 1-4, the change in Franklin was due to a significant decrease in the percentage of persons under age 25 and an increase in the percentage of persons over 65. In fact, the number of elderly over 85 increased from 29 persons (0.4% of the population) in 1970 to 265 (3.2% of the population) in 2000.

Persons	Percent of 1970 Pop.	Percent of 1980 Pop.	Percent of 1990 Pop.	Percent of 2000 Pop.	Projected Percent of 2026 Pop.
Under 5 years	7.9%	6.9%	7.4%	5.1%	5.2%
5 to 24 years	37.1%	34.3%	27.7%	27.7%	21.9%
25 to 44 years	22.5%	24.1%	29.1%	24.9%	19.3%
45 to 54 years	14.0%	10.2%	9.9%	13.7%	9.0%
55 to 64 years	10.0%	11.7%	9.9%	10.2%	15.5%
65 to 74 years	5.8%	8.5%	9.0%	8.6%	14.5%
75 and over	2.8%	4.3%	6.9%	9.8%	14.5%

Sources: U.S. Bureau of Census, Census 1970-2000. HRPDC, 2026 Economic Forecast.

Figure 1-4: Franklin Population Age Distribution Trends, 1970-2026



Sources: U.S. Bureau of Census, Census 1970-2000. HRPDC, 2026 Economic Forecast.

Table 1-2 also shows the projected age distribution for Franklin through the year 2026. The forecast identifies a significant increase in the percentage of persons over 54 years in age. This segment of the population is expected to account for 45% of Franklin's total population by 2026 (compared to 29% in 2000). The segment of the population ranging in age from 0 to 24 is estimated to be 27% of the total population in 2026 (compared to 33% in 2000).

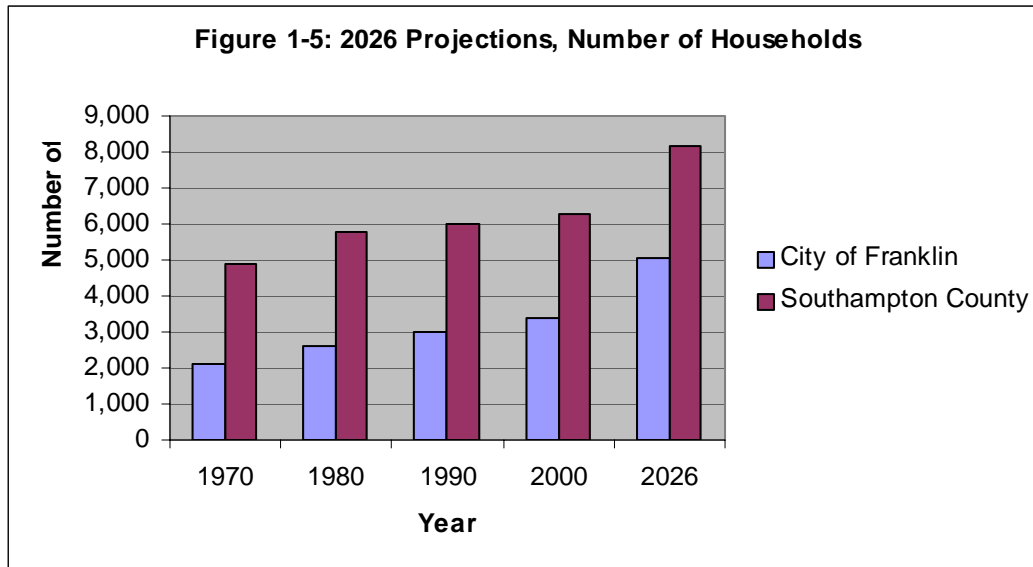
Table 1-3 documents the disability status of residents in the city. Along with the increase in total population, Franklin experienced an increase in the total number of disabled citizens. Of the 1,311 residents aged 65 and over, 689 or 53% were disabled. Compared to the State of Virginia in 2000, the percentage of elderly with disabilities is ten percent higher.

	Persons	Percent
Population 5 to 20 years	1,939	100.0%
With a Disability	146	7.5%
Population 21 to 64 years	4,406	100.0%
With a Disability	896	20.3%
Percent Employed	48.3%	
No Disability	3,510	79.7%
Percent Employed	74.5%	
Population 65 years and over	1,311	100.0%
With a Disability	689	52.6%

Source: U.S. Bureau of Census, Census 2000.

C. Households

The number of households in Franklin is projected to increase 49% from 3,384 in 2000 to 5,030 in 2026. As shown in Figure 1-5 below, this percent increase is significantly greater than the increases anticipated for Southampton County (30%) and the Hampton Roads region (29%). Based on 2000 Census data, the average number of persons per household in Franklin was 2.39. The estimated number of persons per household for 2026 is 2.47.



Sources: U.S. Bureau of Census, Census 1970-2000. HRPDC, 2026 Economic Forecast.

D. School Enrollment and Educational Attainment

School enrollment is depicted in Table 1-4. With population growth, Franklin experienced an increase in school enrollment between 1990 and 2000. While black student enrollment increased significantly, there were decreases in all levels for white student enrollment. This change is to be expected as Franklin's black population under the age of 25 increased between 1990 and 2000 and now makes up 62% of the population under the age of 25. Concurrently, the white population under age 25 decreased between 1990 and 2000 and now makes up only 36% of the same population.



Table 1-4: Franklin School Enrollment, 1990 and 2000
Persons 3 yrs and over

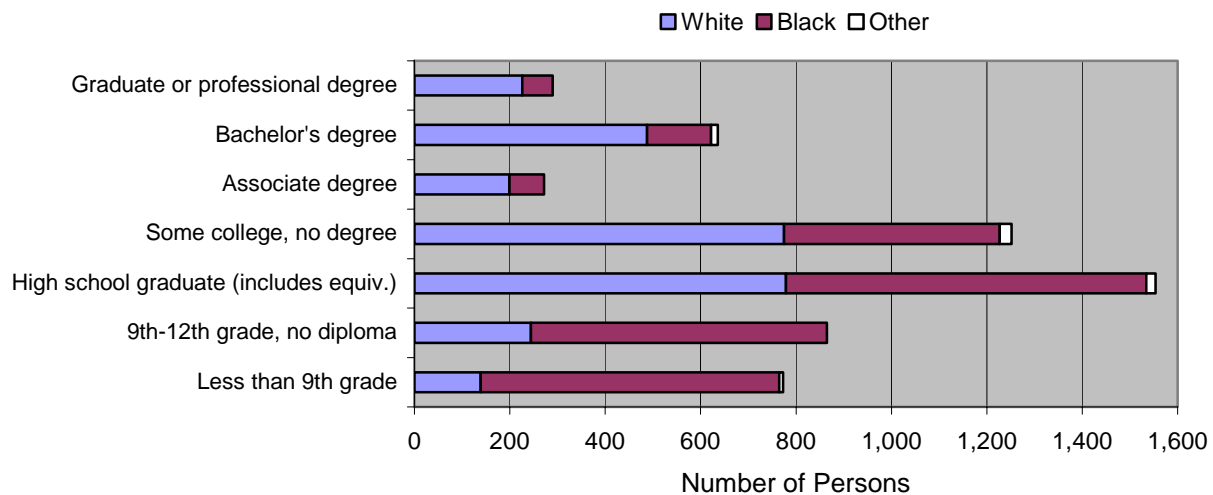
1990	White	Black	Other	Total	% of Total
Enrolled in preprimary school (nursery-K)	85	102	0	187	9.8%
Enrolled in elementary-high school (gr. 1-12)	607	829	0	1,436	75.5%
Enrolled in college or graduate school	170	109	0	279	14.7%
Total	862	1,040	0	1,902	100.0%
% of Total	45.3%	54.7%	0.0%	100.0%	
2000					
Enrolled in preprimary school (nursery-K)	73	207	0	280	12.9%
Enrolled in elementary-high school (gr. 1-12)	531	981	27	1539	70.8%
Enrolled in college or graduate school	117	232	7	356	16.4%
Total	721	1,420	34	2,175	100.0%
% of Total	33.1%	65.3%	1.6%	100.0%	

Source: U.S. Bureau of Census, Census 1990-2000.

Figure 1-6 displays educational attainment by category and by race. Since 1970, the percent of high school graduates more than doubled (34% in 1970 to 71% in 2000). The percent of persons with bachelor's degrees increased from 14% in 1990 to 16% in 2000.

Figure 1-6: Educational Attainment, City of Franklin, 2000

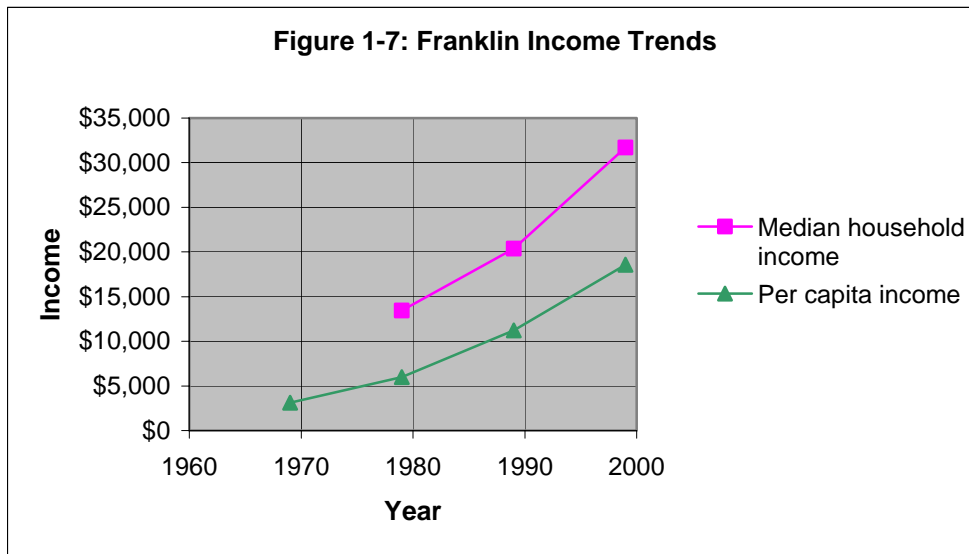
(5,642 persons 25 yrs and older)



Source: U.S. Bureau of Census, Census 2000.

E. Income and Poverty Levels

In 1999, the median household income in Franklin was reported by the U.S. Census Bureau to be \$31,687, and the per capita income was \$18,573. Figure 1-7 shows how these income levels have increased over time. As noted in Table 1-5, Franklin's numbers were below the medians reported for both Virginia and the entire United States. Compared to Southampton County, the median household income was slightly less; however, the per capita income for Franklin was greater.



Source: U.S. Bureau of Census, Census 1970-2000. Note Median household income not available for places with fewer than 50,000 people in Census 1970 data.

	City of Franklin			Southampton County	State of Virginia	United States
	White	Black	All			
Median household income	\$46,099	\$19,367	\$31,687	\$33,995	\$46,677	\$41,994
Per capita income	\$26,858	\$11,565	\$18,573	\$16,930	\$23,975	\$21,587

Source: U.S. Bureau of Census, Census 2000.

An estimated 74% of Franklin's 3,395 households in 1999 reported earnings, with a mean income of \$43,113. As noted on Table 1-6 below, of the income-earning households, 33% collected social security, 4% received public assistance and 22% earned retirement income. While the percent of households receiving public assistance dropped from 1989 to 1999, the percent with retirement income increased significantly. Given that the portion of the city's population above 65 is anticipated to grow from 18% in 2000 to 29% in 2026, the percentage of households drawing retirement income should continue to increase.

Table 1-6: Franklin Household Income Summary

	Income in 1979 (2,553 total households)		Income in 1989 (2,964 total households)		Income in 1999 (3,395 total households)		
	Households	%	Households	%	Households	%	Mean
With earnings	2,038	60.0%	2,095	61.7%	2,509	73.9%	\$43,113
With social security income	806	23.7%	1,075	31.7%	1,132	33.3%	\$10,558
With public assistance income	400	11.8%	374	11.0%	135	4.0%	\$2,332
With retirement income	--	--	518	15.3%	758	22.3%	\$19,132

Source: U.S. Bureau of Census, Census 1980-2000.

Poverty status is determined by comparison of a family's income with a threshold appropriate for its size and composition. The matrix used in this determination factors in total family size along with the number of family members under the age of 18. Out of Franklin's population of 8,346 people, 1,600 individuals (19%) were identified as being below the poverty level in 1999. This number reflects a net decrease of 212 individuals below the poverty level since 1969 when 1,812 persons (27% of the population) were classified as being below the poverty level. Table 1-7 notes the changes in numbers of individuals and families below the poverty level from 1969 to 1999.

Table 1-7: Poverty Status, City of Franklin

	1969	1979	1989	1999	Change 1969-1999
Individuals below poverty level	1,812	1,600	1,594	1,600	-212
Percent of individuals	26.5%	22.1%	20.6%	19.2%	-7.3%
Families below poverty level	330	367	370	389	59
Percent of families	18.1%	18.6%	17.2%	16.8%	-1.3%

Source: U.S. Bureau of Census, Census 1970-2000.

Of the 1,600 individuals below the poverty level in 1999, the vast majority (90%) was black. Table 1-8 shows the individuals and families below the poverty level by race for 1999. Out of Franklin's 2,309 total families, 389 (17%) were below the poverty level in 1999. While the actual number of families below the poverty level has increased, compared to the total number of families, there was a slight decrease (-1.3%) in the percent of families below the poverty level. Of the 389 families below the poverty level in 1999, the majority was black (92%). Specifically, families with black female householders with children under eighteen represented 296 (or 76%) of the families below the poverty level in 1999.

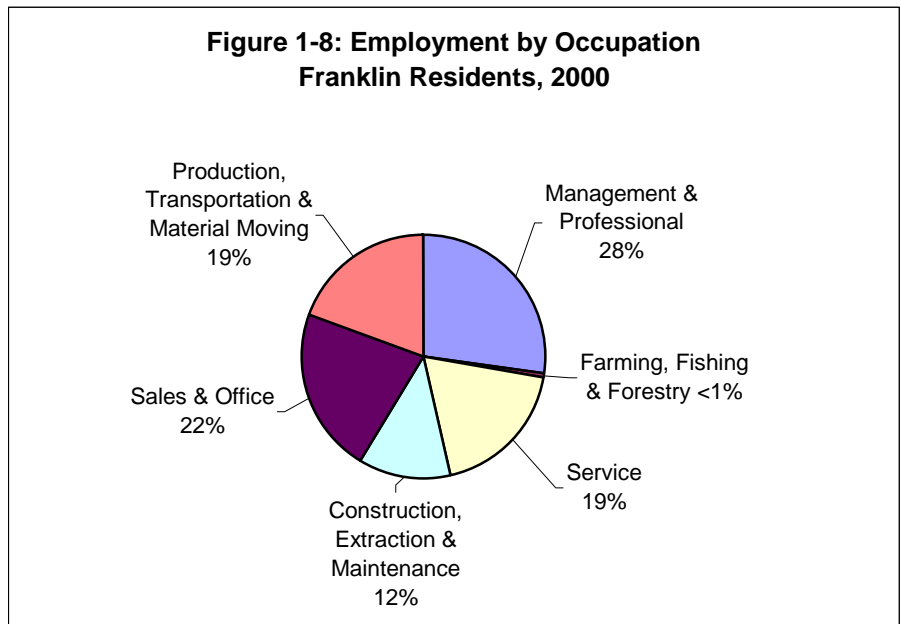
Table 1-8: Franklin Poverty Status by Race, 1999				
	White	Black	Other	Total
Individuals below poverty level (of 8,346 total individuals)	141	1,447	12	1,600
Percent of individuals	1.7%	17.3%	0.1%	19.2%
Families below poverty level (of 2,309 total families)	32	357	0	389
Percent of families	1.4%	15.5%	0.0%	16.8%

Source: U.S. Bureau of Census, Census 2000.

F. Labor Force

Employment by Occupation

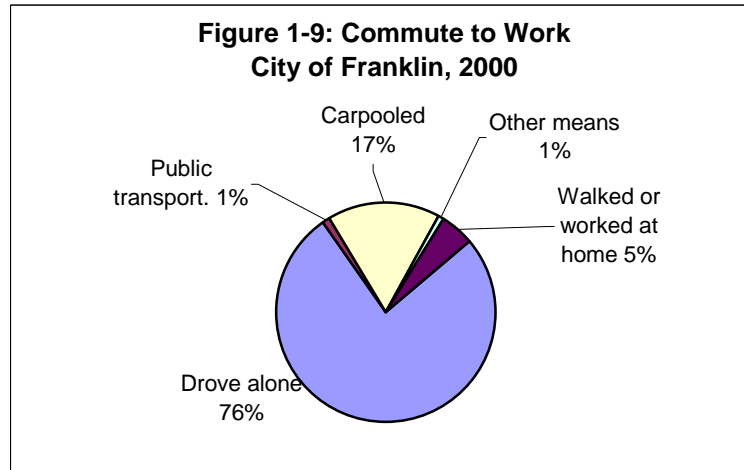
Figure 1-8 identifies employment by occupation for Franklin in 2000. This information was obtained from the U.S. Bureau of Census, which identifies employment by place of residence, rather than place of employment. Half of Franklin's employed citizens worked in management and professional or sales and office jobs. The industries employing the greatest number of Franklin residents included manufacturing (24%) and educational, health and social services (26%). Most of the residents with manufacturing jobs work in the surrounding counties. An estimated 22% of Franklin residents work in government jobs.



Source: U.S. Bureau of Census, Census 2000.

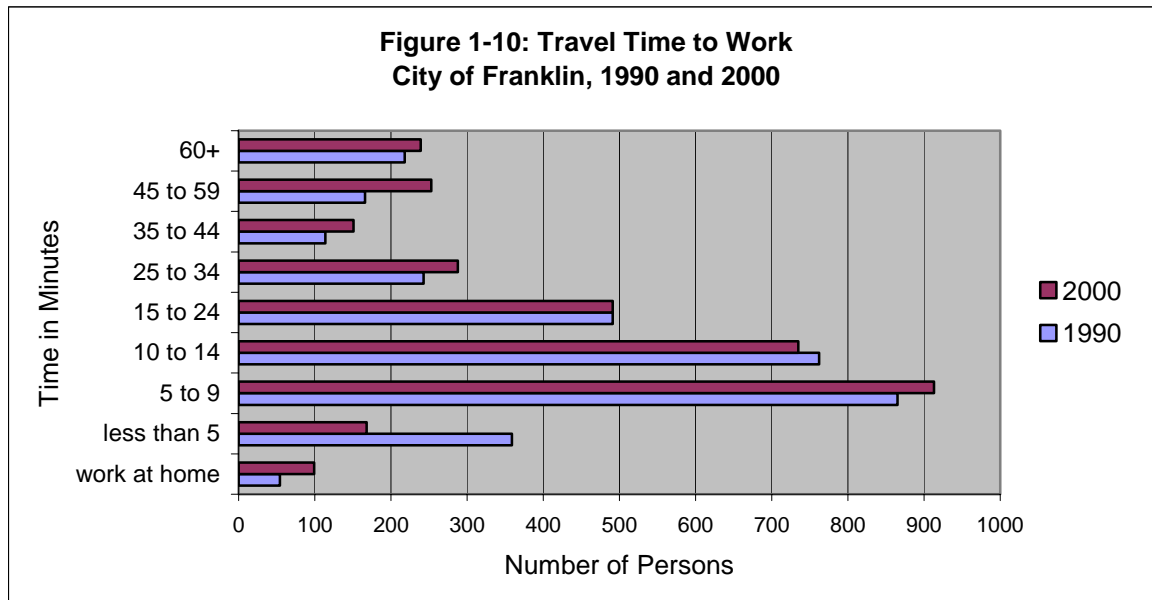
Commute and Travel Time to Work

Of Franklin's 3,337 workers (age 16 and older), the vast majority (76%) drove alone to work; however, a significant portion (17%) carpooled. Figure 1-9 illustrates how Franklin residents commuted to work in 2000.



Source: U.S. Bureau of Census, Census 2000.

Approximately 72% of Franklin residents who worked commuted less than twenty-five minutes daily. The mean travel time to work for 2000 was 20.9 minutes, which was below the national average of 25.5 minutes. Figure 1-10 displays workers' commute times for both 1990 and 2000. Notably, a significant portion of the working population did travel over forty-five minutes to work (15%). In addition, the number of people working from home-based jobs increased 83% between 1990 and 2000.

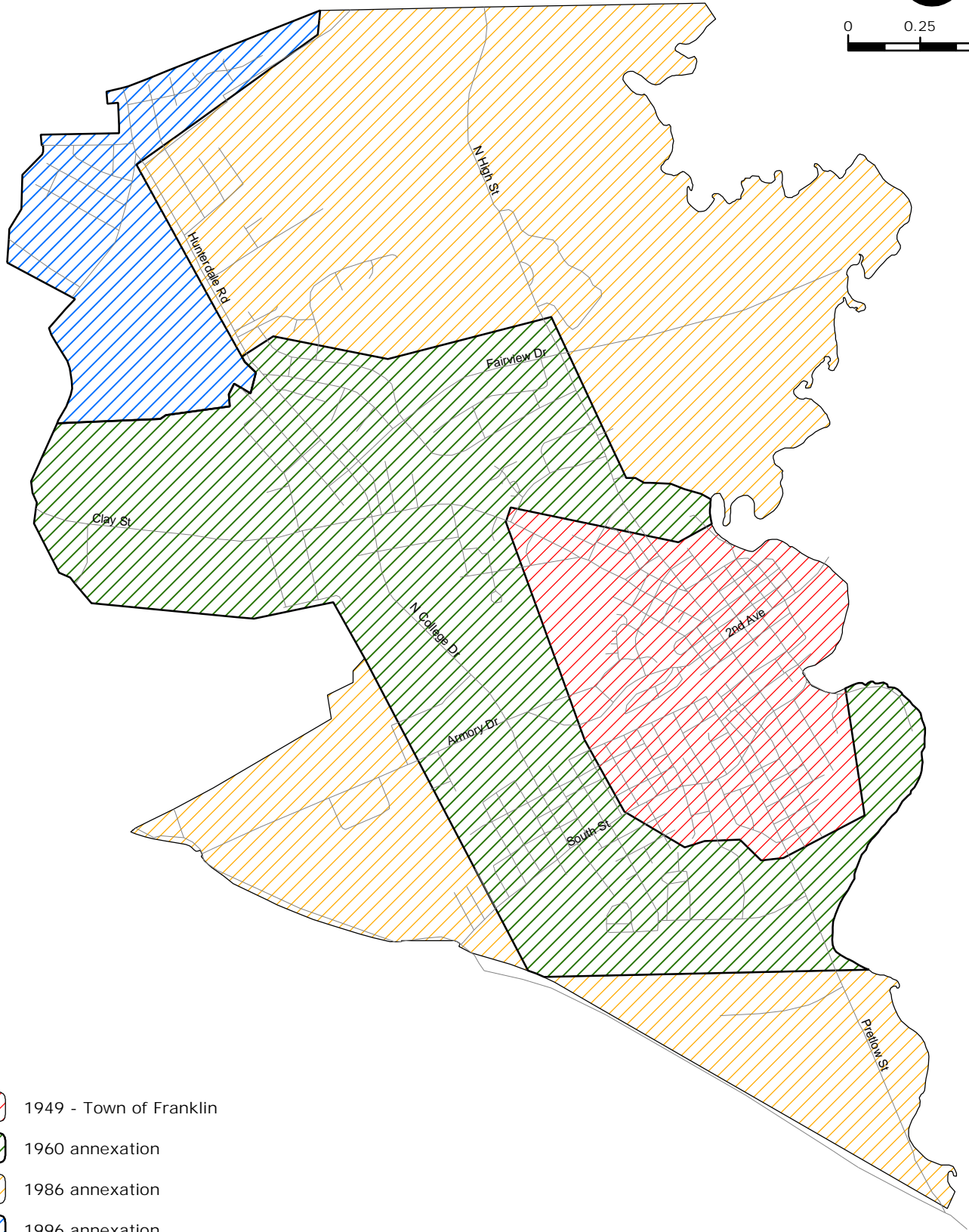






Source: U.S. Bureau of Census, Census 1990-2000.

Map 1-1



0 0.25 0.5 Miles



-  1949 - Town of Franklin
-  1960 annexation
-  1986 annexation
-  1996 annexation



City of Franklin Historical Boundaries

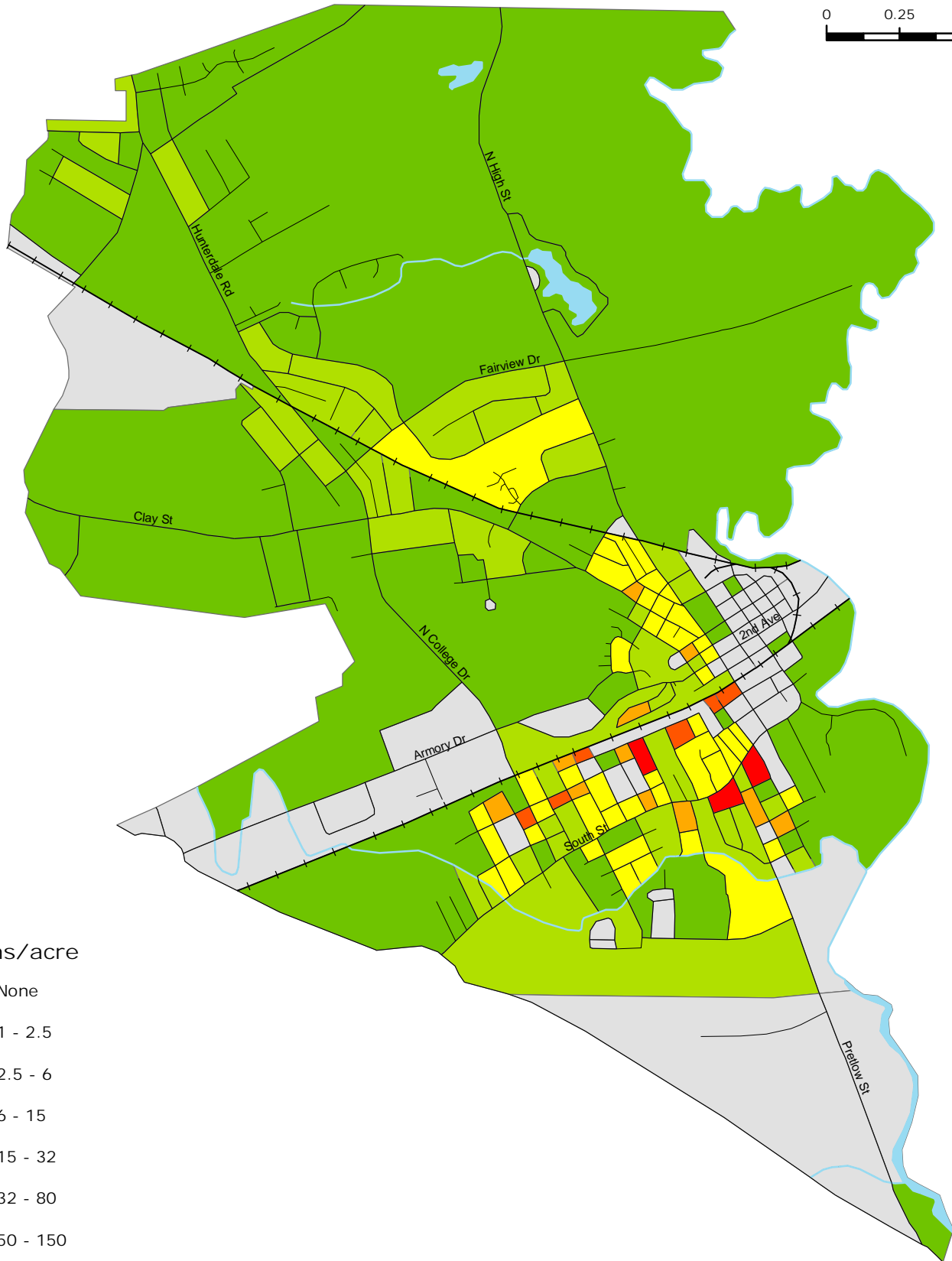
Map Created by HRPDC GIS Staff, March 2005
Data Source: U.S. Census, 1990 & 2000



Map 1-2



0 0.25 0.5
Miles



Persons/acre

-  None
-  1 - 2.5
-  2.5 - 6
-  6 - 15
-  15 - 32
-  32 - 80
-  50 - 150



Population Density by Census Block

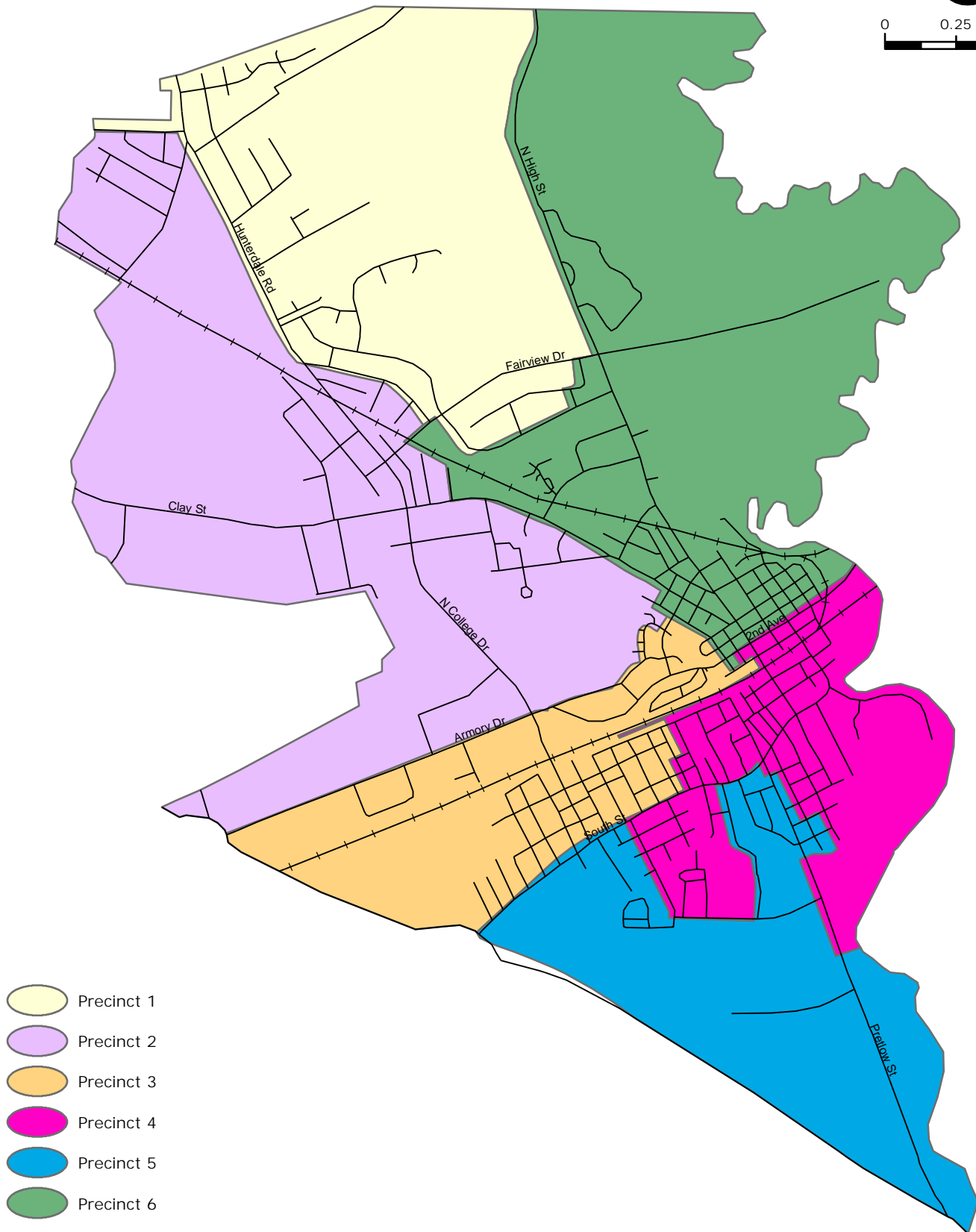
Map Created by HRPDC GIS Staff, March 2005
Data Source: U.S. Census, 2000



Map 1-3



0 0.25 0.5 Miles



- Precinct 1
- Precinct 2
- Precinct 3
- Precinct 4
- Precinct 5
- Precinct 6



Election Districts *January 1, 2002*

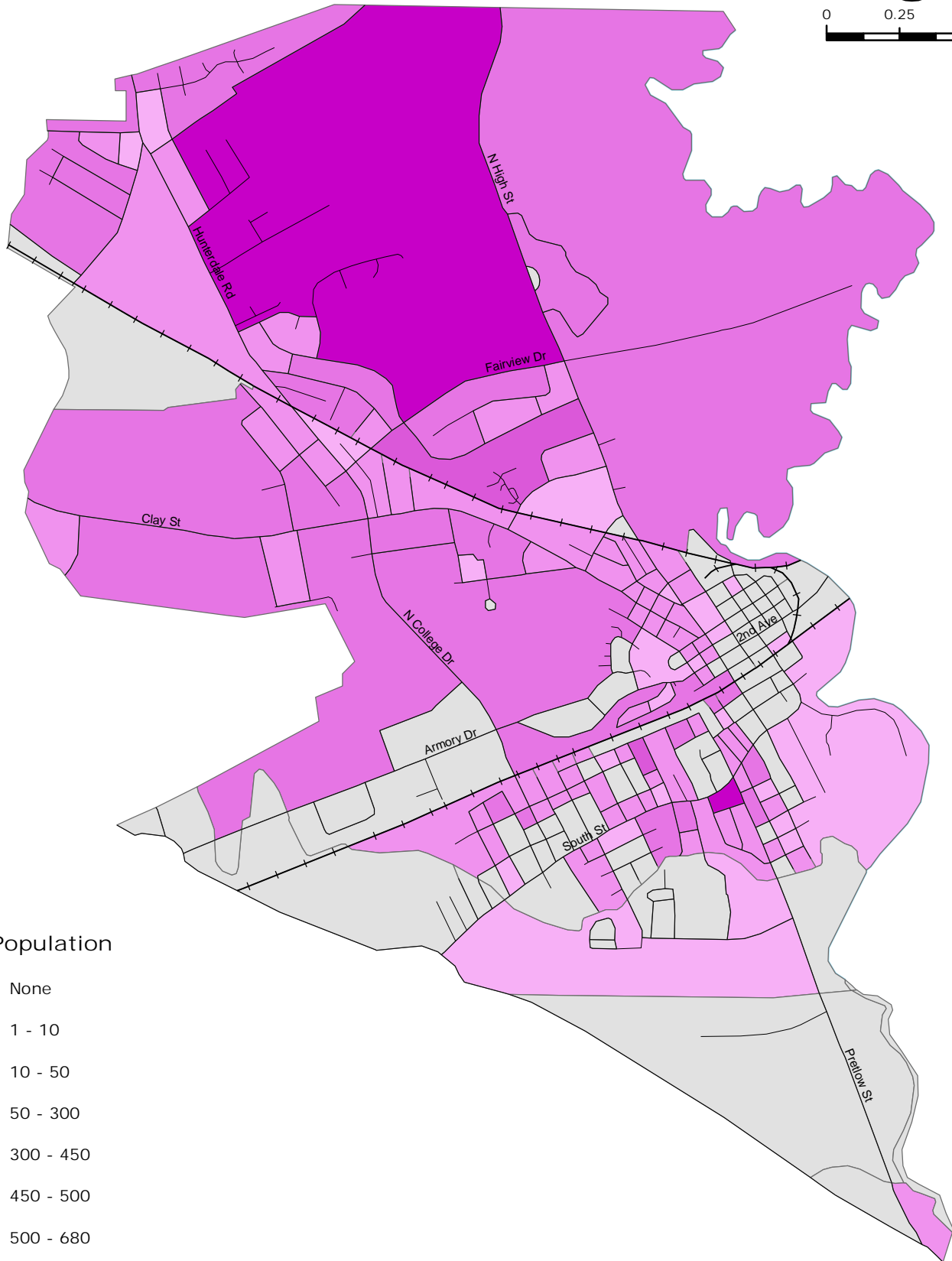
Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin



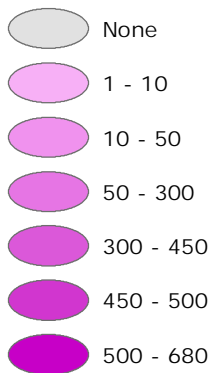
Map 1-4



0 0.25 0.5 Miles



White Population



Total White Population by Census Block

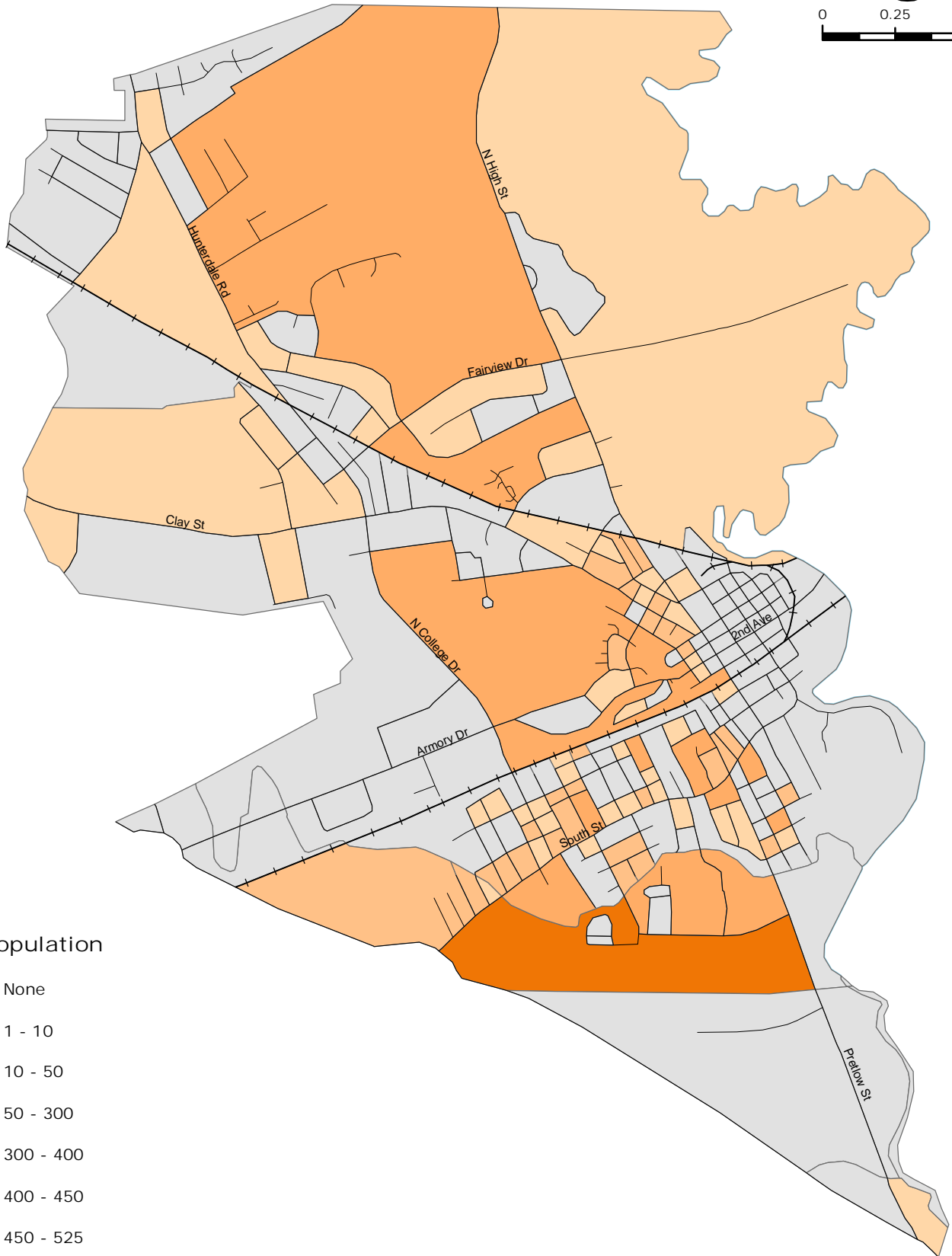
Map Created by HRPDC GIS Staff, March 2005
Data Source: U.S. Census, 2000



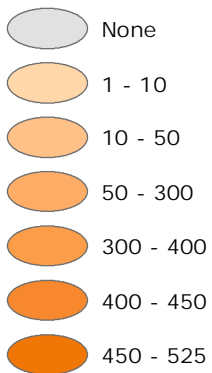
Map 1-5



0 0.25 0.5 Miles



Black Population



Total Black Population by Census Block

Map Created by HRPDC GIS Staff, March 2005
Data Source: U.S. Census, 2000



CHAPTER 2 HOUSING

GOAL: TO PROMOTE THE PROVISION OF DECENT, SAFE, SANITARY AND SOUND HOUSING IN VIABLE NEIGHBORHOODS WHICH MEETS THE NEEDS OF RESIDENTS AT ALL INCOME LEVELS, AND WHICH ENHANCES THE QUALITY OF LIFE FOR ALL RESIDENTS OF THE CITY.

A. In General.

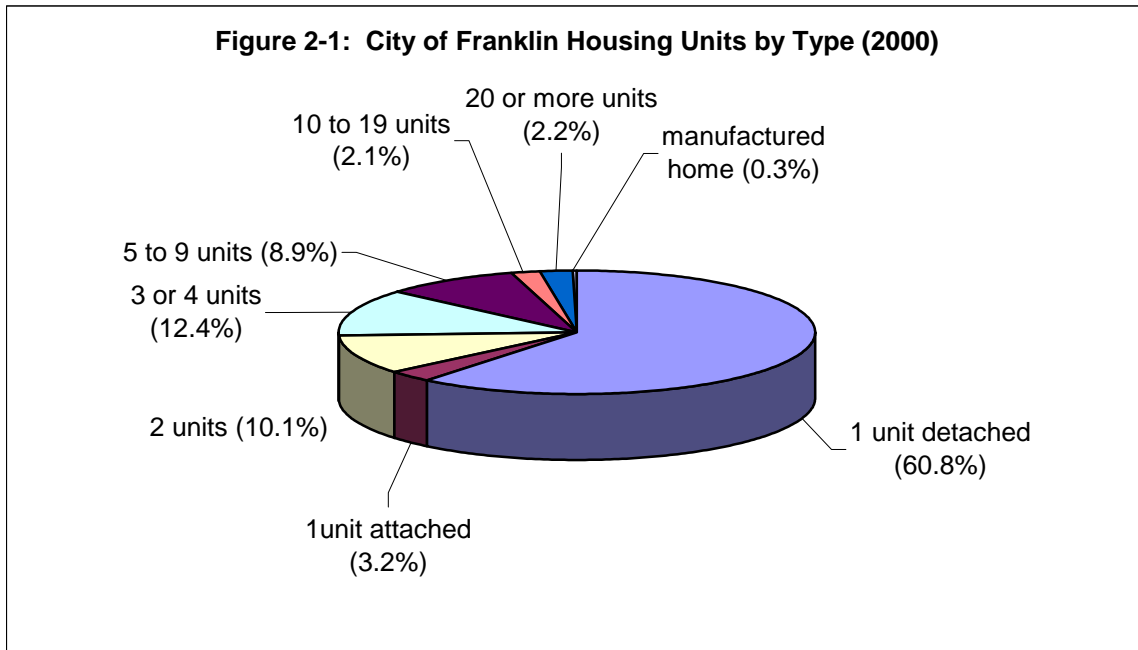
Residential development in Franklin, which formerly consisted mainly of single-family houses, has changed direction somewhat in recent years so that, in relation to neighboring communities, a larger proportion of housing in the City consists of multi-family rental units, including a large quantity of public housing and other publicly subsidized units. As a result, the City's homeowner population has not increased proportionally the way it has in a number of other area communities. In addition, the quality and maintenance standards of both owner-occupied and rental housing vary considerably from neighborhood to neighborhood in the City. Failure or inability of owners to properly maintain both owner-occupied and rental properties has resulted in a considerable quantity of substandard residential units in the city, particularly in the area south of the CSX Railroad Line.

B. Existing housing.

According to the 2000 U.S. Census, the City of Franklin contained a total of 3,767 housing units. Of these, 2,289 were one-unit detached structures (predominantly single-

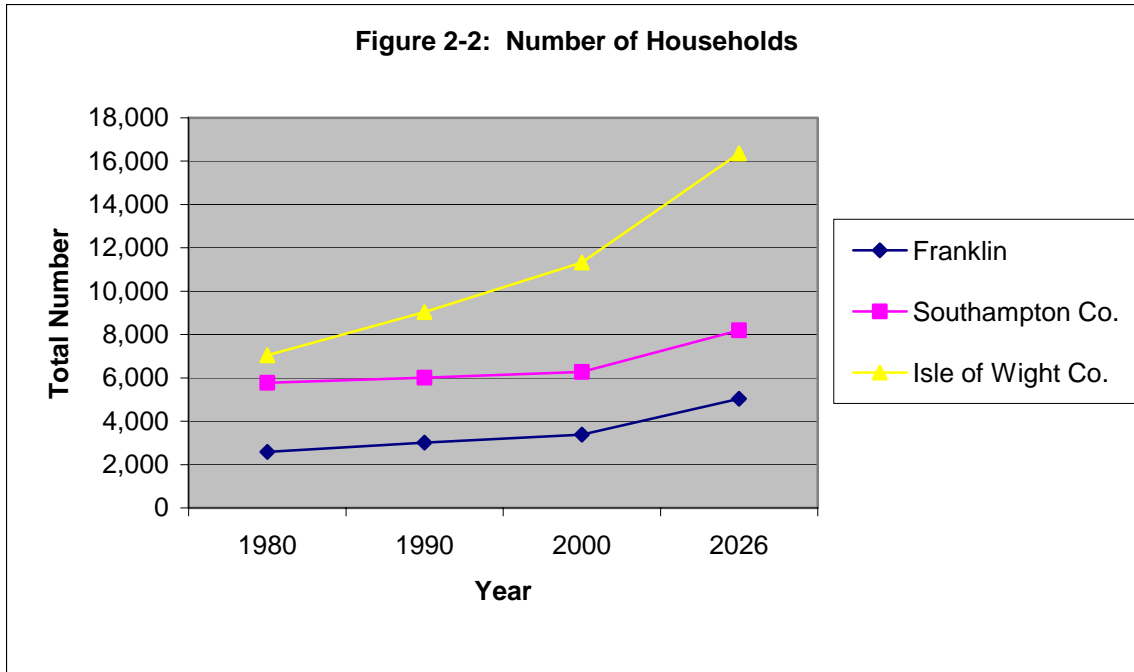


family homes), 121 were one-unit attached structures such as townhouses, 848 were two- to four-unit housing, 498 were five- or more unit housing, and eleven were manufactured homes. Figure 2-1 is a graphical representation of the breakdown of housing units in the City by type for the year 2000. Single-family homes make up the majority of the housing in the City, comprising nearly two-thirds of the total.



Source: U.S. Census Bureau

The number of households in the City increased 30.6% from 1980 to 2000, and 12.4% in the latter ten years of that period. Included in this span of time are two annexations of land from Southampton County, the first in 1986 and the latest in 1996. Figure 2-2 provides a visual representation of the increase in the number of households in the City and the surrounding region from 1980 to 2000, and also forecasts total household numbers for the year 2026.



Source: U.S. Census Bureau and Hampton Roads 2026 Economic Forecast.

Map 2-1 shows the number of households in Franklin by census block.

In the Hampton Roads region as a whole, the number of households increased 48.3% from 1980 to 2000. From 1990 to 2000, the number of households in the region increased by 14.9% to a total of 579,808 households. The 2026 projection for the region is 721,550 households (Hampton Roads 2026 Economic Forecast). As the above figures demonstrate, the number of households in Franklin is increasing at a rate faster than that of Southampton County, but still behind that of Isle of Wight County and of Hampton Roads as a whole.

At the same time that the number of households increased in Franklin, average household size decreased. Table 2-1 summarizes Census and projected household size data.

Jurisdiction	1980	1990	2000	2026	2000 % Change Since	
					1980	1990
Franklin	2.80	2.57	2.39	2.47	-14.6%	-7.0%
Southampton Co.	3.06	2.69	2.53	2.72	-17.3%	-5.9%
Isle of Wight Co.	3.04	2.75	2.61	2.60	-14.1%	-5.1%
Hampton Roads	2.84	2.69	2.60	2.58	-8.5%	-3.3%

Source: U.S. Census Bureau and Hampton Roads 2026 Economic Forecast.

Housing production and demolition permits for the years 1990 through 2002 are shown in Table 2-2. There was a net increase of 260 housing units in the City during this period (excluding the annexation of 1996). The year 1998 included the greatest number of building permits issued in a single year, while the largest number of demolitions occurred in 1999-2000, the year following the devastation of Hurricane Floyd.

Year	Total Single and Multifamily Building Permits	Demolition Permits	Net Increase
2004	45	25	20
2003	32	7	25
2002	16	9	7
2001	23	9	14
2000	56	34	22
1999	7	62	-55
1998	81	5	76
1997	11	8	3
1996	12	3	9
1995	20	0	20
1994	11	6	5
1993	56	4	52
1992	20	4	16
1991	19	10	9
1990	32	12	20
Total	364	104	260

Source: Hampton Roads Data Book, 2003.

Table 2-3 shows a comparison of the percentages of multifamily units in the City of Franklin with the same data for other communities in Virginia. The localities chosen for comparison were selected based on similar population and/or geographic proximity. Franklin exceeds every other locality in the percentage of multifamily units, and also leads in the percentage increase of such housing for the period from 1990 to 2000.

Jurisdiction	1990 Percent Multifamily	2000 Percent Multifamily	Change (percentage points)
Franklin	30.1%	35.7%	5.6
Bedford	27.6%	28.6%	1.0
Emporia	16.6%	16.9%	0.3
Isle of Wight Co.	5.4%	5.6%	0.2
Southampton Co.	4.0%	4.4%	0.4
Suffolk	16.1%	13.4%	-2.7
Virginia	22.7%	21.6%	-1.1

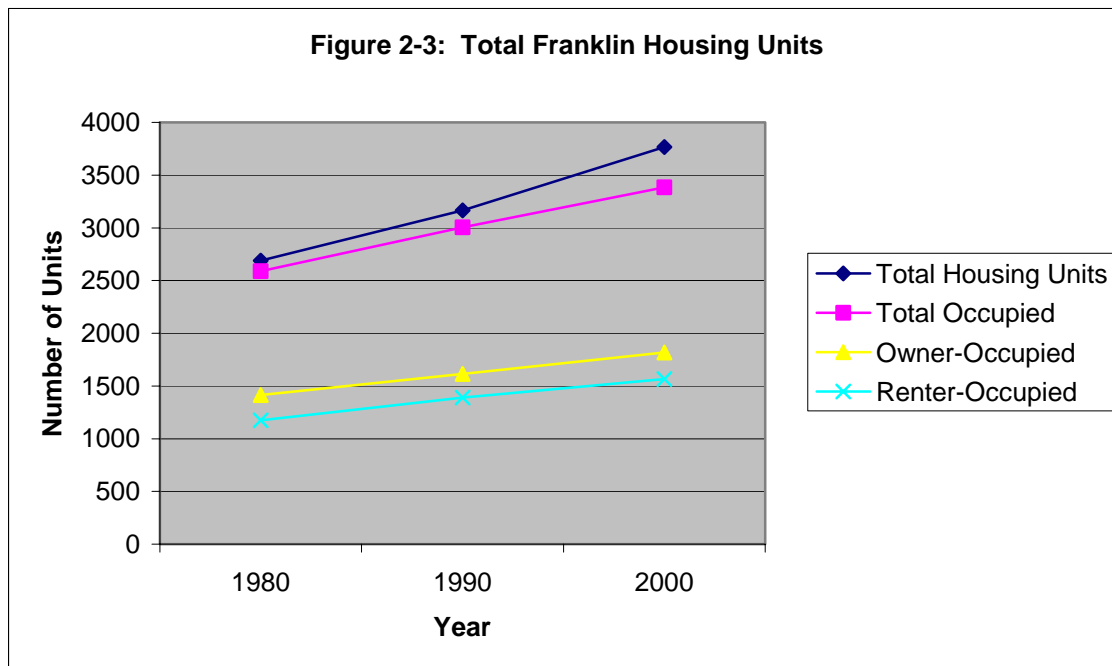
Source: U.S. Census Bureau

The 2000 Census also indicated that of 3,384 total occupied housing units, 1,818 were owner-occupied (53.7%), and 1,566 were renter-occupied (46.3%). Table 2-4 shows this breakdown for Franklin and each of the other jurisdictions listed above. Map 2-2 portrays the distribution of renter and owner-occupied housing within the City.

Jurisdiction	1990 Percent Renter-Occupied	2000 Percent Renter-Occupied	Change (percentage points)
Franklin	46.2%	46.3%	0.1
Bedford	37.7%	39.7%	2.0
Emporia	43.3%	47.8%	4.5
Isle of Wight Co.	20.5%	19.2%	-1.3
Southampton Co.	28.5%	25.7%	-2.8
Suffolk	32.3%	27.8%	-4.5
Virginia	33.7%	31.9%	-1.8

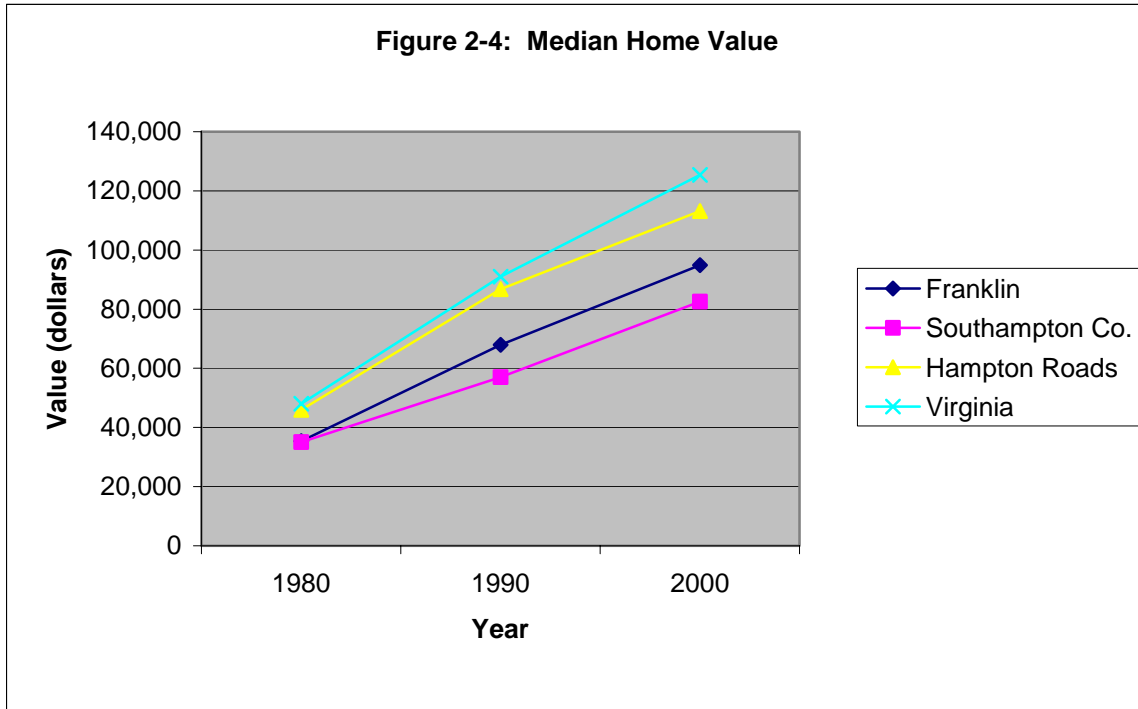
Source: U.S. Census Bureau

As the preceding table shows, the 2000 percentage of renter-occupied units in Franklin exceeds that in all jurisdictions considered with the exception of the City of Emporia. In addition, whereas the proportion of renter-occupied units decreased in adjacent localities and statewide during the decade represented, this percentage has remained relatively constant for Franklin. Figure 2-3 below provides a different portrayal of housing in Franklin, and a clear look at change in housing unit numbers over time.



Source: U.S. Census Bureau

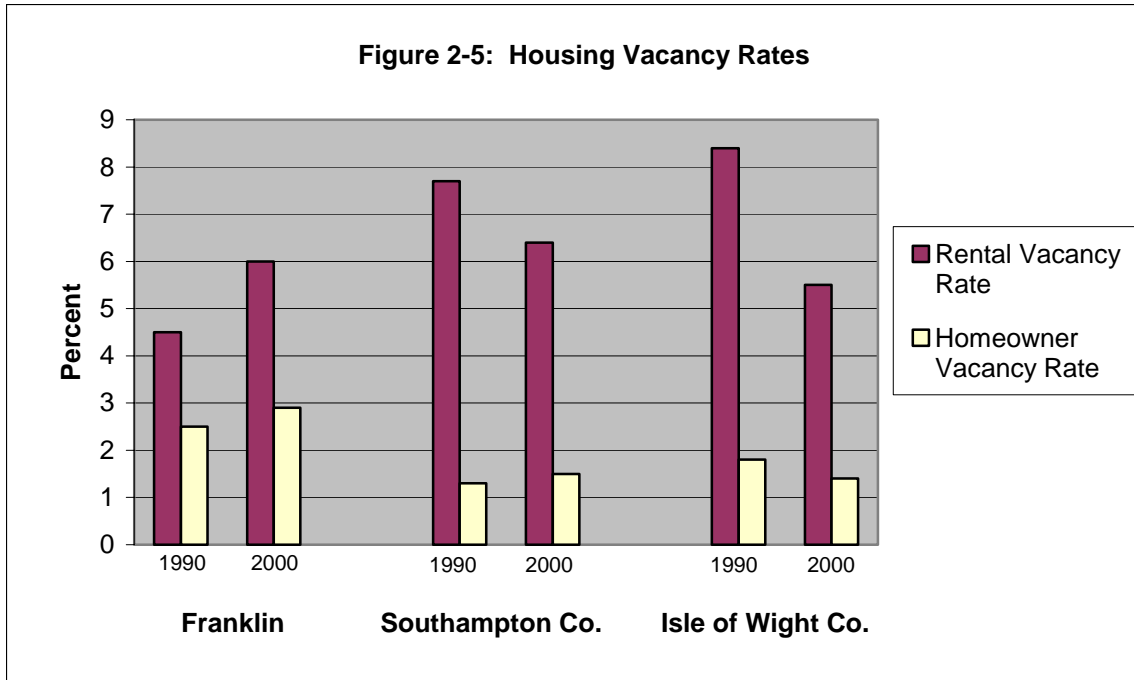
Median home value in the City has increased at a rate comparable to that of Virginia as a whole, yet in 2000 the average home in Franklin cost markedly less than the statewide average of \$125,400. Figure 2-4 is a graphical representation of the median values of owner-occupied housing units in Franklin, the region, and the Commonwealth.



Source: U.S. Census Bureau

The median monthly payment for mortgaged homes in the City was \$1,007 in 2000, while the average rent payment for the same year was \$493 monthly.

Figure 2-5 provides vacancy data for Franklin and the surrounding Counties of Southampton and Isle of Wight. The rental vacancy rate in the City increased from 1990 to 2000, while it decreased in both of the Counties. With respect to the homeowner vacancy rate, relatively small increases occurred in both Franklin and Southampton County, concurrent with a slight decrease in Isle of Wight County.



Source: U.S. Census Bureau

The age distribution of the City's housing stock reported in the 2000 U.S. Census is as follows:

- Pre-1939 – 8.3%
- 1940 to 1959 – 22.2%
- 1960 to 1979 – 39.9%
- 1980 to 1989 – 12.6%
- 1990 to 2000 – 17.0%

Because of the relatively old age of the City's housing stock, a considerable portion of the housing, especially that in the area south of the CSX Railroad line, is substandard in terms of facilities and maintenance. However, certain measures of housing quality have indicated improvement in recent years. The 1990 Census stated that 2.0% of housing units in the City lacked complete plumbing facilities, while today the City reports that no such units are present. Since 1991, the City has been performing safety and soundness inspections of substandard housing and requiring that unsafe units be repaired or demolished. Upon failure of owners to respond or act after the building official has issued notice of an unsafe structure, the City has contracted with private demolition companies to demolish and clear such structures. Pursuant to this program, thirty-three substandard residential units were demolished and the underlying lots cleared during the 1990s. In addition, several residential structures have been demolished by the owners thereof for business purposes. At this time, the City is still considering the adoption of a residential inspection program for rental units.

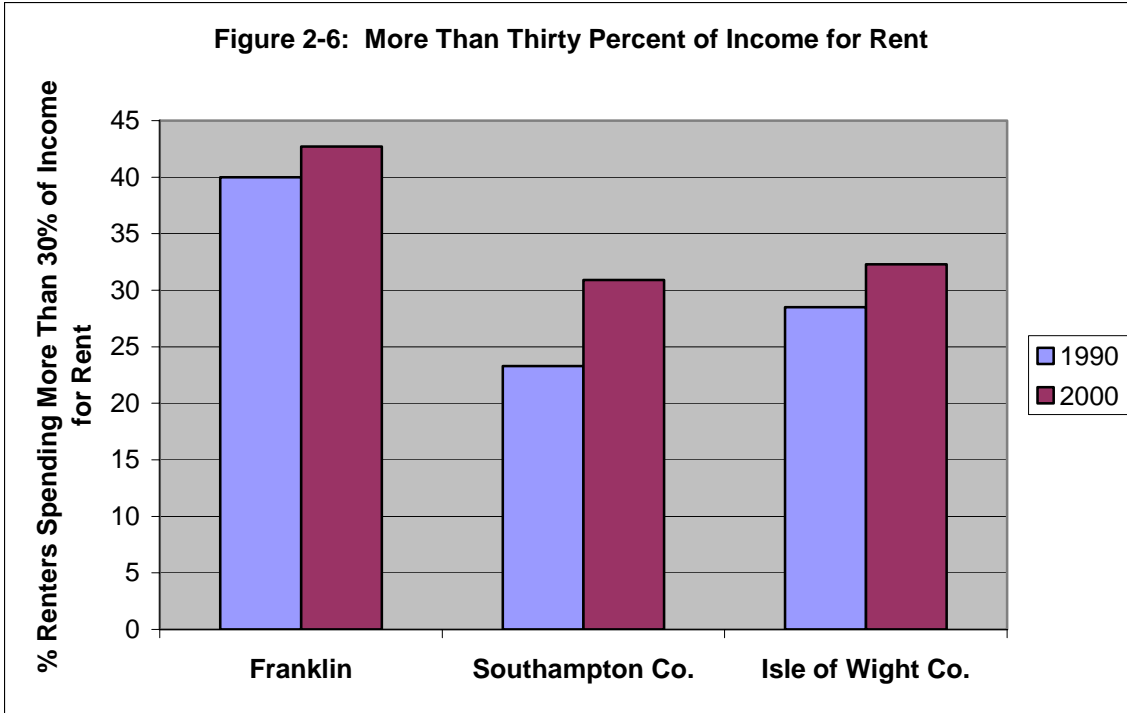
Table 2-5 documents living condition characteristics of the City's housing stock gathered in 1990 and 2000. Inadequate living conditions in both censuses were based on the presence of one or more of the following characteristics: more than 1.01 persons per room, lack of some or all plumbing, lack of a complete kitchen, and the payment of more than 30% of income for rent or mortgage. Unfortunately, due to the fact that the 1990 figures for incomplete kitchen facilities are drawn from total units and those in 2000 from occupied units, the numbers do not allow for a direct comparison. However, combined with the reported presence of no units currently lacking complete plumbing, the statistics do give an indication of overall changes in the City's housing during the study period.

Table 2-5: Inadequate Living Conditions, City of Franklin						
	1990		2000		Change	
	# Units	% Units	# Units	% Units	# Units	%
1.01 or More Persons/Room	74	2.5%	41	1.2%	-33	-44.6%
Lacking Complete Kitchen Facilities	50	1.6%	9	0.3%	-41	-88%
30% or More of Income for Rent	556	40%	668	42.7%	112	20.1%
30% or More Income for Mortgage	334	21.9%	417	24.6%	83	24.9%

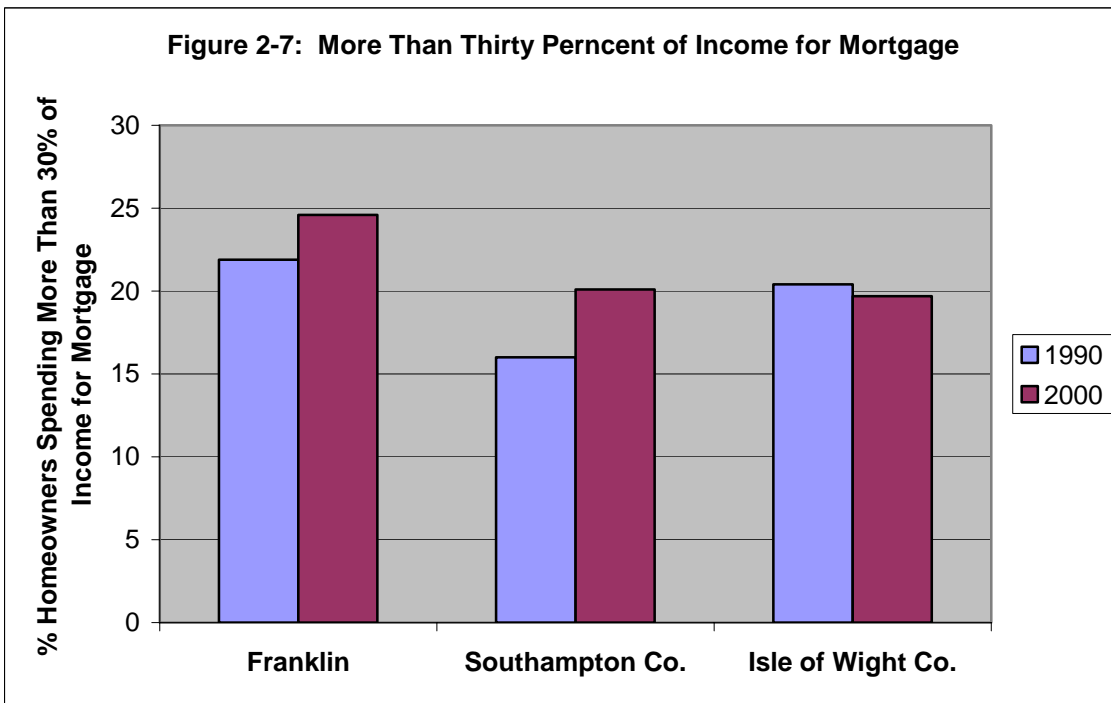
Source: U.S. Census Bureau.

Note: Census data reflecting the number of units in Franklin lacking complete plumbing facilities does not agree with information from City staff, and is therefore not included with the Census information above.

The following, Figures 2-6 and 2-7 represent comparisons of the rent and mortgage indicators of living conditions shown above with the same data for the neighboring counties of Southampton and Isle of Wight. In contrast to the other indicators mentioned, these financial measures of inadequate living conditions do not indicate improvement within the City of Franklin.



Source: U.S. Census Bureau



Source: U.S. Census Bureau

It is apparent that Franklin is not alone in the increasing percentages of both renters and homeowners spending more than 30 percent of income on housing. Despite improvements in other indicators of housing quality, the relative financial burden upon City residents for housing seems to have increased somewhat in recent years.

C. Zoning.

Within the City's corporate limits, there are 5,297 acres or 8.7 square miles of land. Of that total area, 3,784 acres, constituting 71.4% of the whole, are zoned residential. There are seven residential zoning districts with total areas set forth as follows:

- (1) The R-O Zoning District (2,712 acres or 51.2% of the total area of the City),
- (2) The R-OA Zoning District (136 acres or 2.6% of the total area of the City),
- (3) The R-1 Zoning District (384 acres or 7.2% of the total area of the City), and
- (4) The R-1B Zoning District. No property in the City is currently zoned R-1B.

These districts permit single family residential development only, with minimum lot size requirements ranging from 20,000 square feet in the R-O District to 7,500 square feet in the R-1B District.

- (5) The R-1A Zoning District (70 acres or 1.3% of the total area of the City), which permits single-family, townhouse and multifamily residential development. Multifamily residential development is only permitted on tracts of five acres or more with a minimum of 3,000 square feet per unit.



(6) The R-2 Zoning District (482 acres or 9.1% of the total area of the City), which permits single-family only, and

(7) The R-3 Zoning District, which permits townhouse residential development only. No property in the City is currently zoned R-3.

In addition to the above permitted residential uses (1) cluster residential development on lots five acres or more is permitted in all residentially zoned districts except the R-1A and R-3 Districts, (2) single-family and duplex residential developments are permitted in B-1 and B-2 Business Districts, and (3) mobile homes in mobile home courts are permitted as conditional uses in B-3 Business Districts. Currently there are no cluster residential developments or mobile home courts in the City.

The South Street corridor, from the southwestern city limits to Bruce Street, is an area of the City that has experienced a number of problems in the past several years. The problems include ABC violations, the commission of various petty crimes, loitering and drug-related crimes. A large proportion of this activity centered around certain commercial establishments in the neighborhood. The South Street corridor was rezoned in 2000 to an R-2 District, and the City is making use of Community Development Block Grants (CDBG) in its efforts to develop affordable single family housing in the area. Also in this neighborhood, the area surrounding the intersection of Pretlow and South Streets and the area between Stonewall and Madison Streets have been zoned B-1, allowing for a mix of neighborhood businesses and residences. In addition, Franklin adopted a new residential zoning district termed the Single Family Urban Revitalization District, or R-UR, in May 2004. This district provides for higher-density residential development, and will facilitate CDBG conservation and revitalization efforts within the South Street corridor.

D. Plans to Improve City Housing.

The City does not have the same control over residential housing as it does over public utilities, roads, and community facilities since it owns no single-family or multi-family residential units, and no lots subdivided for residential purposes. However, it does exercise indirect control over housing through zoning, subdivision, building code and related ordinances which govern among other things (1) what properties can be utilized for residential development, (2) the density limits of residential development, (3) the subdivision of land for residential development, (4) the infrastructure improvements which must be installed by developers in order to subdivide and sell residential lots and to construct



and sell or lease multifamily units, and (5) the construction, alteration, maintenance and demolition of residential units.

E. Recommendations to Assist in the Improvement of City Housing.

The following are recommendations that should assist in improvement of the City's housing stock with sources of funding indicated where required:

Short or Medium Range Recommendations

- Consider carefully any rezoning of land for the development of new multifamily rental units until the total percentage of rental housing has been significantly reduced in the city.
- Provide assistance for and encourage homeownership throughout the City.
- Explore the inclusion of a mix of housing types and price points in mixed use, cluster and planned unit developments as a means to improve availability of affordable owner-occupied housing.
- Given the relatively old age of the City's housing stock, expedite the City's identification and required repair or demolition of unsafe, unsanitary or hazardous housing and other structures. (Funding from property owners and from the City budget with appropriate liens placed on property for reimbursement to the City)
- Explore the creation of a Rental Inspection Program in support of revitalization and conservation efforts in the City. Investigate the possibility of sharing the cost of a rental inspector with the Franklin Redevelopment and Housing Authority.
- Consider requiring multifamily rental housing projects to obtain conditional use permits.

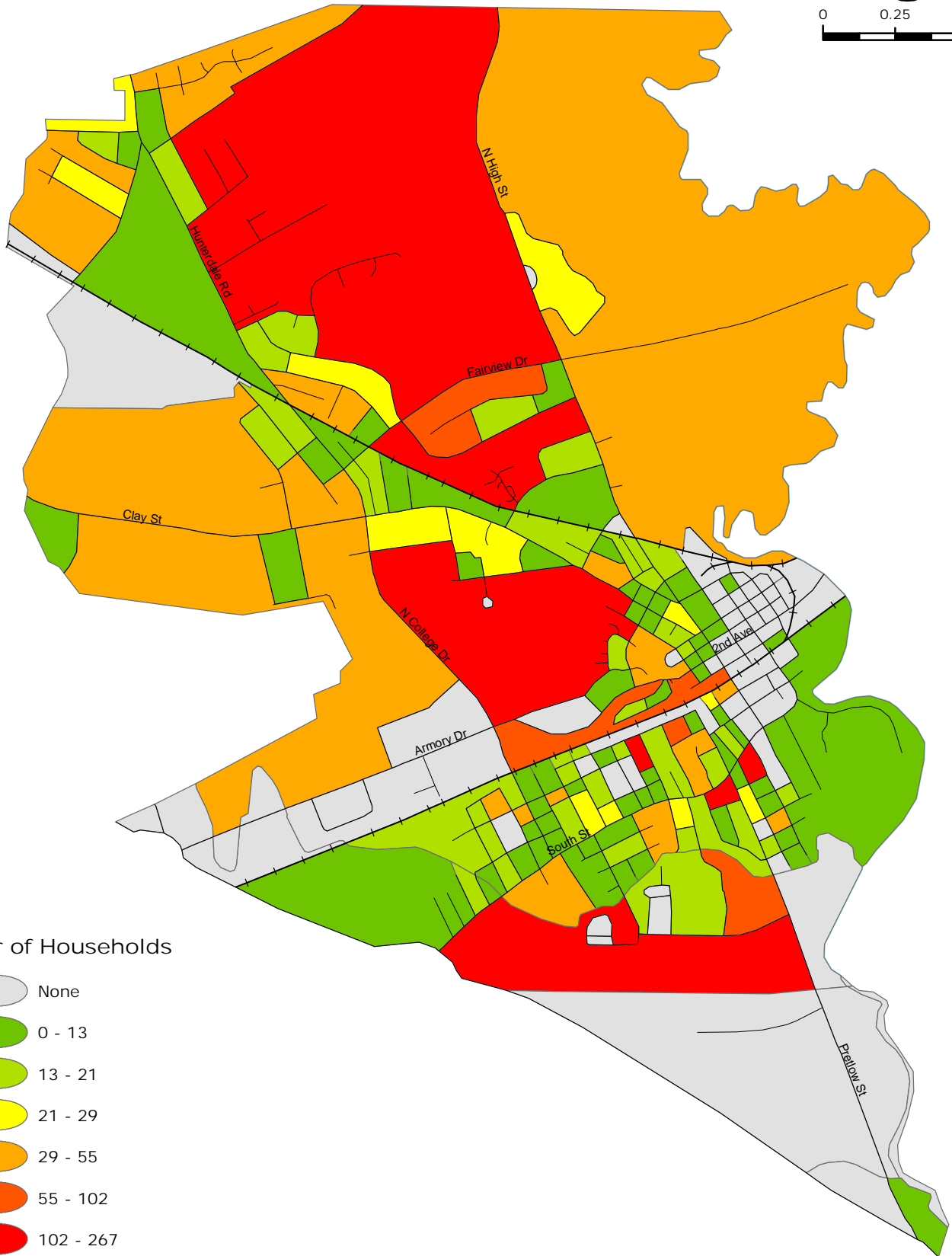
Long Range Recommendations

- Ensure that the Planning Commission and City Council periodically consider the housing needs of the community, what property is available to meet these needs, and whether any changes in zoning, subdivision or other housing related ordinances or regulations are required to meet these needs. (No funding required)
- Develop cooperative undertakings with the Franklin Redevelopment and Housing Authority to encourage and assist single-family home ownership, to rehabilitate deteriorating neighborhoods, to encourage welfare to work and self-sufficiency programs, and to encourage and assist the conversion of public housing residents to owner occupants. (Funding depending on projects undertaken)
- Continue to pursue interest in housing downtown.







Map 2-1



0 0.25 0.5 Miles



Number of Households

-  None
-  0 - 13
-  13 - 21
-  21 - 29
-  29 - 55
-  55 - 102
-  102 - 267



Number of Households by Census Block

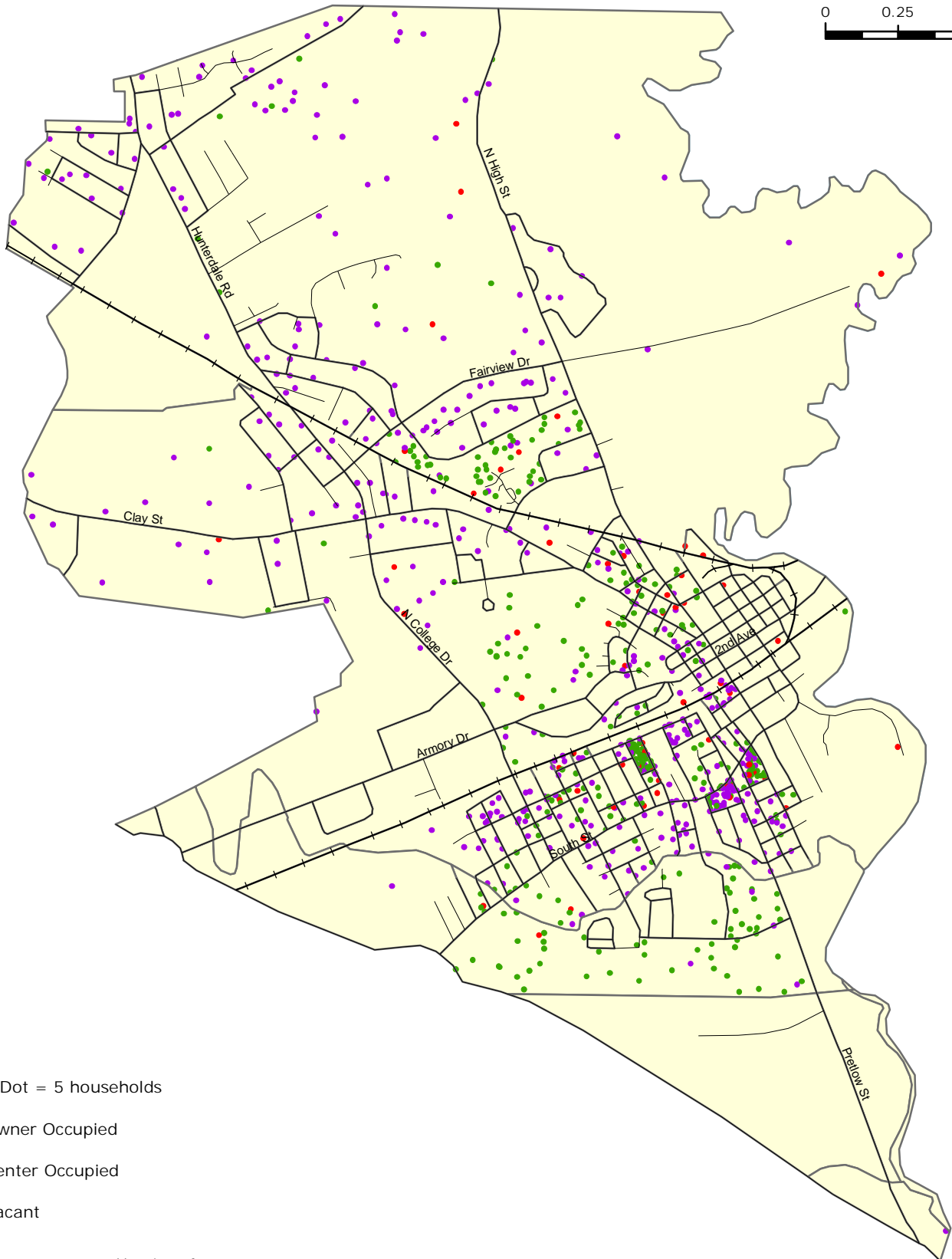
Map Created by HRPDC GIS Staff, March 2005
Data Source: U.S. Census, 2000



Map 2-2



0 0.25 0.5 Miles



- 1 Dot = 5 households
- Owner Occupied
- Renter Occupied
- Vacant

Note: Dots do not represent actual locations of structures.



Distribution of Owner & Renter Occupied Households

Map Created by HRPDC GIS Staff, March 2005
Data Source: U.S. Census, 2000



CHAPTER 3 ECONOMICS

A. In General

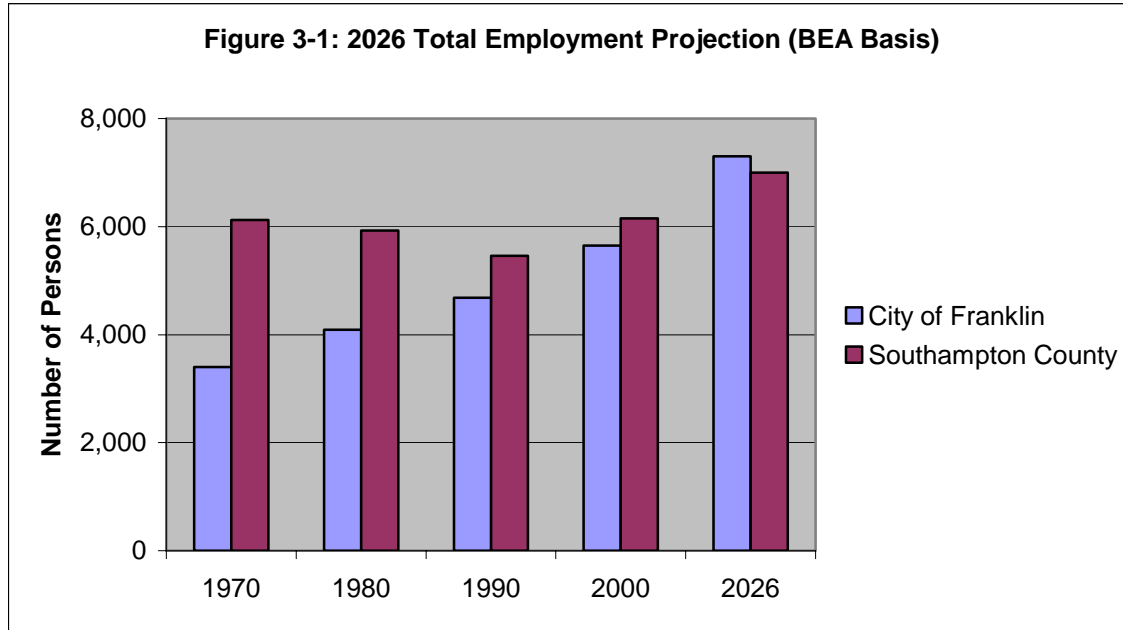
Employment in Franklin has grown steadily over the last thirty years. This growth is projected to continue over the next twenty years, with Franklin serving as a central shopping and service district for the surrounding counties.

This chapter provides an analysis of employment trends by industry, a listing of major employers, a discussion of unemployment and an analysis of retail sales.



B. Employment Trends and Projections

As shown in Figure 3-1, Franklin experienced sustained employment growth between 1970 and 2000. The HRPDC predicts that this trend will continue, with a 29% increase from 5,651 employed in 2000 to 7,300 persons in 2026.



Sources: BEA, Regional Economic Information System. HRPDC, 2026 Economic Forecast.
 Note: The HRPDC 2026 projection is based on 1970-1998 data.

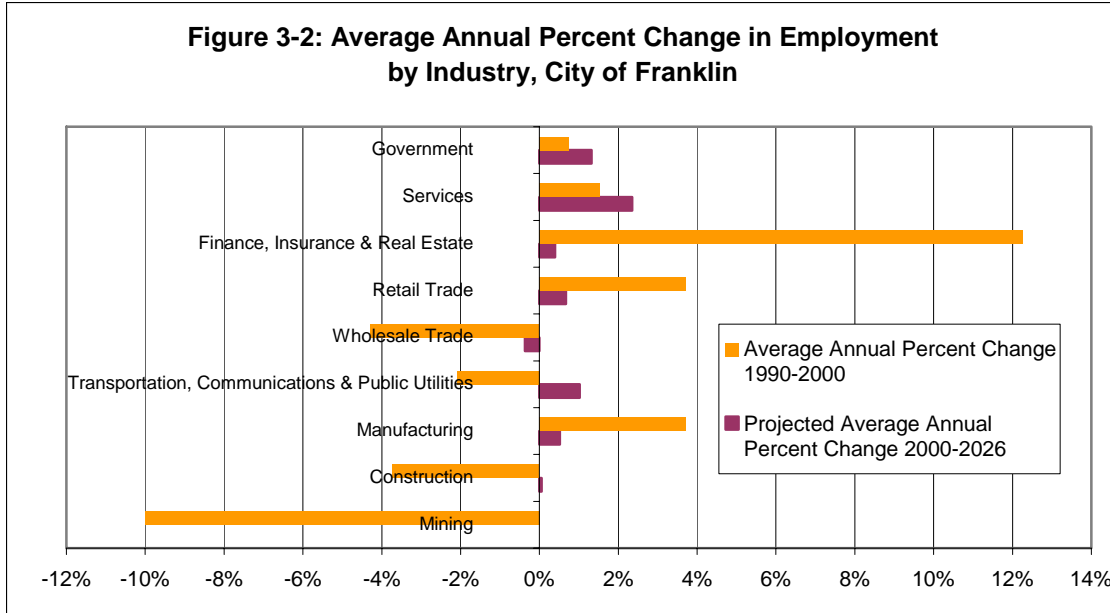
C. Employment by Industry

Significant growth is expected in retail trade, services, government, finance, insurance, and real estate employment. As noted in Table 3-1, the data presented is on a payroll basis; therefore, employment is accounted for by place of work regardless of place of residence. Figure 3-2 identifies the average annual percent change in employment by industry between 1990 and 2000.

BLS Payroll Basis	1970^a	1980^a	1990^a	2000^b	2026^c
Mining	0.01	0.02	0.01	0.00	0.00
Construction	0.09	0.09	0.11	0.07	0.07
Manufacturing	0.36	0.33	0.18	0.25	0.28
Transportation, Communications & Public Utilities	0.12	0.12	0.10	0.08	0.10
Wholesale Trade	0.13	0.22	0.31	0.18	0.16
Retail Trade	0.87	0.90	0.95	1.30	1.53
Finance, Insurance & Real Estate	0.05	0.09	0.11	0.25	0.27
Services	0.48	0.72	1.06	1.22	1.97
Government	0.33	0.62	0.70	0.75	1.01
Total	2.44	3.11	3.53	4.10	5.39

Sources: ^a HRPDC, Hampton Roads 2020 Economic Projections, June 1998. ^b VEC, Covered Employment, 2000. ^c HRPDC, 2026 Economic Forecast.

Figure 3-2: Average Annual Percent Change in Employment by Industry, City of Franklin

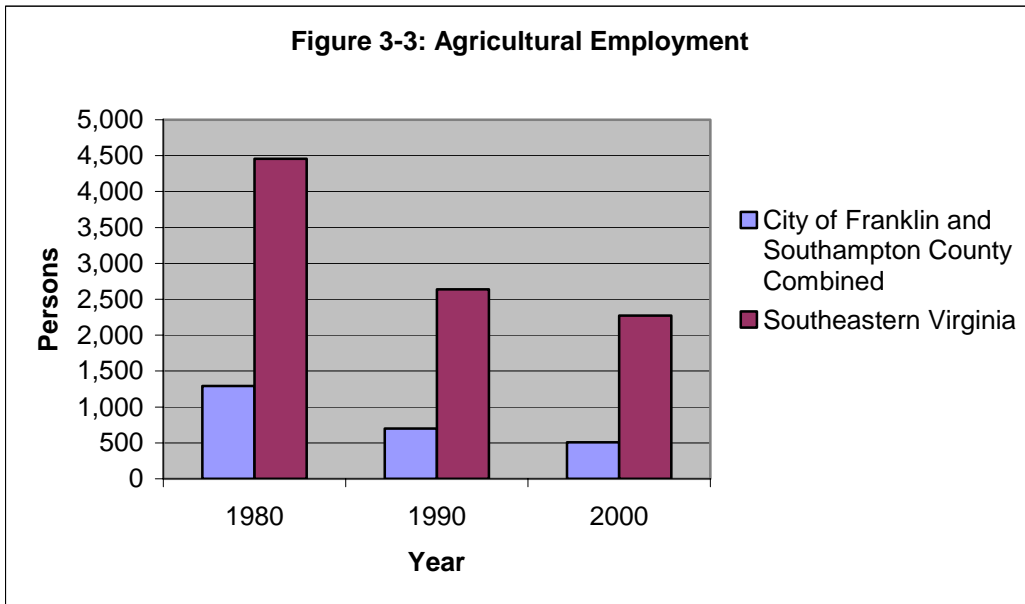


Sources: HRPDC, Hampton Roads 2020 Economic Projections, June 1998. VEC, Covered Employment, 2000. HRPDC, 2026 Economic Forecast.

Franklin serves as a central shopping district for many of the surrounding counties. As population and retail sales increase, retail trade employment increases as well. Employment in retail trade increased 50% between 1970 and 2000 and is projected to increase another 17% by 2026.

Service jobs increased 155% between 1970 and 2000. With population growth, service jobs are expected to increase another 61% by 2026. Government employment increased 128% between 1970 and 2000 and is anticipated to increase another 34% by 2026. Employment in finance, insurance and real estate steadily increased from 1970 to 2000. At only 50 jobs in 1970, this number should reach 270 jobs in 2026.

Following the regional trend, Franklin and Southampton County continued to experience a decrease in the number of persons employed in agriculture. In 1980, there were 1,291 persons employed in Franklin and Southampton County in agricultural jobs. By 2000, this number declined to just 506 persons. Figure 3-3 shows the trends in agricultural employment as compared to Southeastern Virginia. The Farm Bill that was passed in May of 2002 will have an adverse effect on the region's peanut farmers as it will likely reduce the size and production of local peanut farms. In September 2002, Birdsong Peanuts, the area's largest remaining peanut sheller, announced plans to close its shelling operation, leaving only the cold storage operation in Franklin.



Source: HRPDC, 2002 Economic Outlook, June 2002.

D. Major Employers

Many Franklin residents leave Franklin to work at large plants such as International Paper in Isle of Wight County or Hercules in Southampton County. Likewise, some county residents travel into the city for employment. The major employers in Franklin are shown in Table 3-2 on the following page.



Table 3-2: City of Franklin Major Employers (at least 25 full & part-time employees)		
Employer	Product	# Persons
Southampton Memorial Hospital	Hospital	450
Wal-Mart Super Center	Retail	287
Franklin City Public Schools	Education	220
City of Franklin	Government	168
P.D. Camp Community College	Education	125
S.W. Rawls, Inc.	Oil	60
Byerly Publications, Inc.	Newspapers	52
Sadler Auto Center	Car Dealership	49
Dail's Home Center	Hardware	32
Blackwater Pallet Co.	Lumber, Pallets, Crates	26
Butler Paper Recycling, Inc.	Recycling	25

Source: Franklin/Southampton 2002 Industrial Directory.

E. Unemployment

Another indicator of a region's economic health is unemployment. Table 3-3 shows unemployment trends in Franklin between 1998 and May 2002. The table also compares Franklin's May 2002 unemployment to that of Southampton County and the State of Virginia. Overall, unemployment in Franklin appears to be more stable and is lower now than was reported in the 1980s. The 4.0% unemployment rate shown in May 2002, while slightly higher than Southampton County's, is lower than the rates of both the State of Virginia (4.1%) and the United States (5.5%).

Table 3-3: Unemployment and the Work Force							
	City of Franklin					Southampton County	State of Virginia
	1998	1999	2000	2001	May-02	May-02	May-02
Civilian Labor Force	3,762	3,958	3,866	3,896	3,944	8,530	3,779,303
Employed	3,617	3,781	3,740	3,721	3,788	8,244	3,624,569
Unemployed	145	177	126	175	156	286	154,734
Unemployment Rate	3.9%	4.5%	3.3%	4.5%	4.0%	3.4%	4.1%

Sources: VEC, Velma Area Profile. HRPDC, Hampton Roads Data Book, June 2002.

F. Gross City Product

Gross City Product (GCP) is a measure that is used to evaluate municipal economic growth. Simply stated, GCP is the total value of a city's goods and services produced less the cost of inputs. The GCP is a valuable comparative measure that can be used to determine the economic significance of local economies. In 1999, the total GCP of Franklin was estimated to be \$210 million. In comparison, Southampton County's GCP was \$222 million. As noted in Table 3-4, the hospital was the largest contributor to the city's GCP. Located in the City of Franklin, Southampton Memorial Hospital is the area's

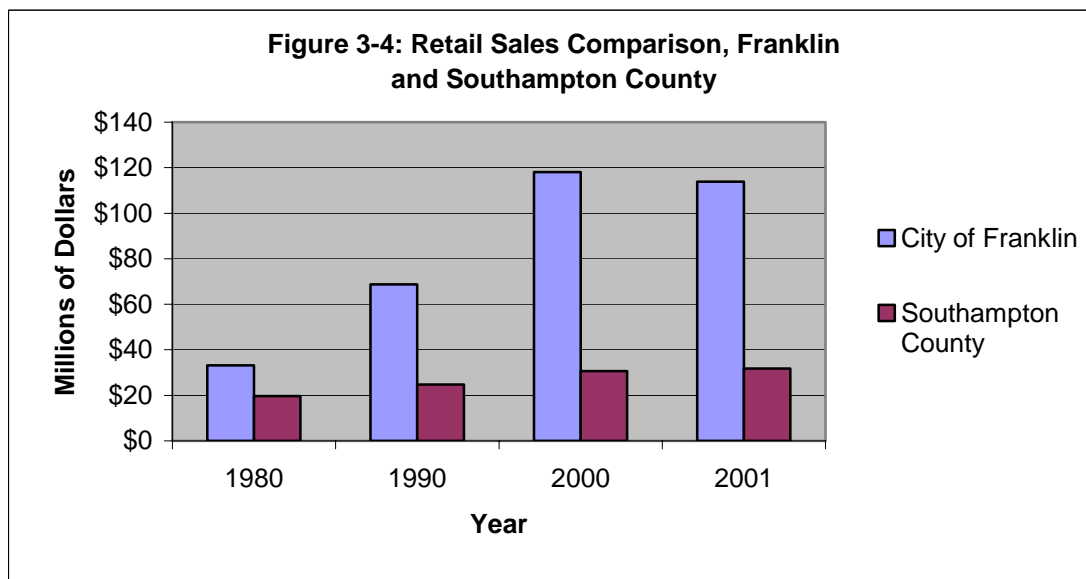
largest hospital and provides service to Isle of Wight, Southampton, and Sussex Counties as well as Hertford County, NC.

Table 3-4: Top 10 Industries Contributing to GCP, City of Franklin, 1999	
1. Hospital	6. General Merchandise Stores
2. Doctors and Dentists	7. Auto Dealers & Service Stations
3. State & Local Government - Education	8. Newspapers
4. Real Estate	9. Electric Services
5. Owner-occupied Dwellings	10. Wholesale Trade

Source: Implan Data: Output, Value Added and Employment, City of Franklin, 1999.

G. Retail Sales

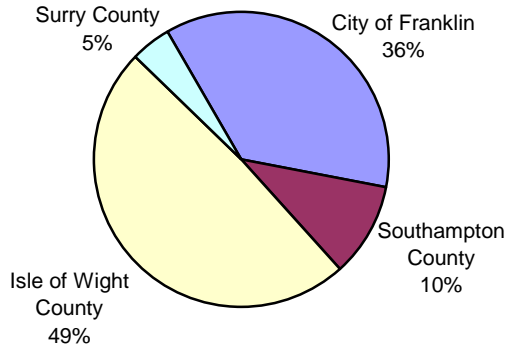
Inflation adjusted retail sales in Franklin fell from \$118.1 million in 2000 to \$113.8 million in 2001 (1982-1984 constant dollars). The combination of an economic slow down and the events of September 11, 2001 have reduced sales growth, resulting in a 3.6% decline in Franklin and a 1.7% decline in Hampton Roads. Despite these slight declines, inflation-adjusted retail sales in Franklin are up 65% since 1990, with an average annual increase of 5.9%. Historical patterns of retail sales in Franklin and Southampton County are presented in Figure 3-4.



Source: HRPDC, 2002 Economic Outlook, June 2002.

Franklin's \$113.8 million in retail sales accounted for over one-third of the retail sales in the non-metro portions of Southeastern Virginia (including Isle of Wight, Southampton, and Surry Counties) in 2001 as shown in Figure 3-5. Because Franklin serves as a shopping district for the surrounding counties, per capita retail sales are lower in the counties and higher in Franklin.

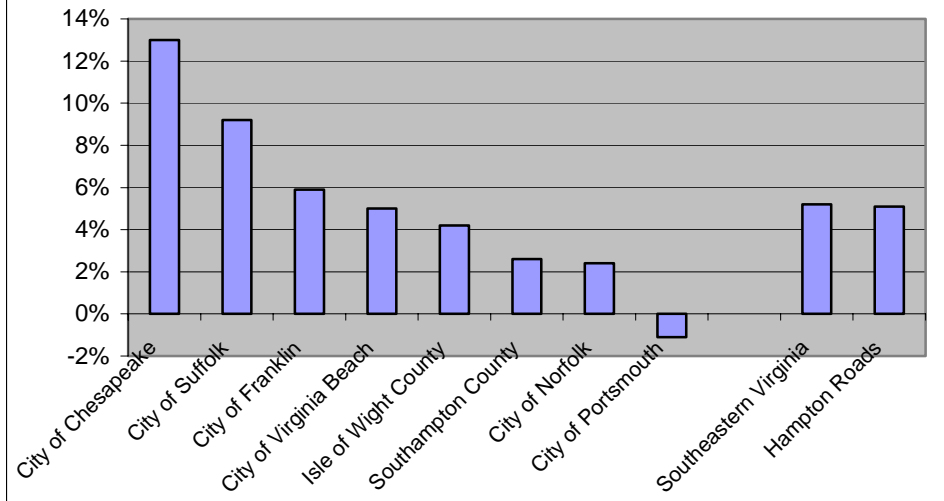
**Figure 3-5: 2001 Retail Sales Comparison
Non-Metro Southeastern Virginia
Total Retail Sales = \$311.8 million**



Source: HRPDC, 2002 Economic Outlook, June 2002.

Compared to the entire Hampton Roads Region, Franklin's average annual percent increase in retail sales is third to Chesapeake and Suffolk. Figure 3-6 compares the average annual percent change during the eleven years between 1990 and 2001.

**Figure 3-6: Average Annual Percent Change in Retail Sales
1990-2001**



Source: HRPDC, 2002 Economic Outlook, June 2002.

Retail business comprises about 40% of Franklin's Main Street Community (one of the first five so named in Virginia) and sales there have risen every year since 1989. Among the 168 retailers, there is a good mix of professional and consumer services, restaurants and specialty shops.

H. Recommendations

- Continue to support the recruitment of businesses and industries, in order to build a diverse economy.
- Promote industrial development and the creation of small businesses within the City.
- Continue to identify locations for industrial, commercial and office development
- Continue to promote economic development downtown, drawing upon the Downtown Flood Recovery Master Plan.
- Promote the development of new businesses in Franklin through support of the Business Incubator.
- Support business and educational institutions to encourage career preparation and employment orientation.
- Coordinate with local, regional and state organizations to place economic emphasis on tourism.



CHAPTER 4 ENVIRONMENTAL CHARACTERISTICS

A. In General

The City of Franklin has been shaped by its advantageous location along the Blackwater River and by the multiple railroads that have served the city since the mid-nineteenth century. Like most cities, Franklin's development has also been influenced by its topography, type of soils, prevailing winds, and the natural resources found in the city and in neighboring localities. The city also benefits from its location between the seashore and the mountains of southern Virginia.

Franklin's location and natural resources made it an ideal site for many industries. For example, the location of a lumber and paper industry immediately east of the city in Isle of Wight County was made possible by Franklin's location at the head of navigation on the Blackwater River and by the forested hinterlands surrounding the city. Furthermore, the location of a peanut processing industry in the city was made possible by the fertile, sandy soils in the rural lands surrounding the city.

This chapter summarizes the principal environmental features of Franklin and its surroundings. This summary aids in defining issues which must be considered in the development of a sound land use plan and the regulatory measures which will be necessary to accomplish the community's development goals.



B. Physical Setting

The City of Franklin lies in the western part of Virginia's coastal plain at 36°40'N longitude and 76°54'W latitude. The Blackwater River and Isle of Wight County border Franklin to the east, while Southampton County borders the City to the west, north, and south as shown on Map 4-1. The total land area of the city is 8.7 square miles with approximately eight miles along the Blackwater River.

C. Climate

Although Franklin's climate is influenced by proximity to the Atlantic Ocean, on average, the area experiences slightly lower temperatures and a few more inches of rainfall annually than Metropolitan Hampton Roads. The nearest National Weather Station is located in the Holland community in the adjacent City of Suffolk. Table 4-1 presents recent climate data made available by the National Climatic Data Center (NCDC).

Average January temperature ¹	37.7 °F	Average annual precipitation ¹	49.07 in
Average July temperature ¹	77.1 °F	Average annual snowfall ²	7.1 in
Average annual temperature ¹	57.8 °F	Growing season ³	March 23-October 24
Prevailing winds ³	SW 9 mph		

Sources: ¹NCDC, 1971-2000 Monthly Normals, Holland, VA; ²NCDC, 1948-2000 General Climatic Summary, Holland, VA; ³City of Franklin, Downtown Development: A Community Profile.

Typically, the city enjoys mild winters with warm, humid summers. In addition to summer thunderstorms, major producers of rainfall include northeasters and tropical storms. According to the NCDC, no tornadoes were reported between January 1990 and April 2002 in Franklin. Hurricanes are typically downgraded to tropical storms before traveling as far west as Franklin. Thunderstorms, severe lightning, high winds, and hail are more frequent. As reported by the NCDC, winter storms, flash floods, and drought were observed in the region during the January 1990 to April 2002 time period.

Wind direction is predominantly from the west and southwest; however, immediately following storm systems, northwesterly winds typically dominate for some time.

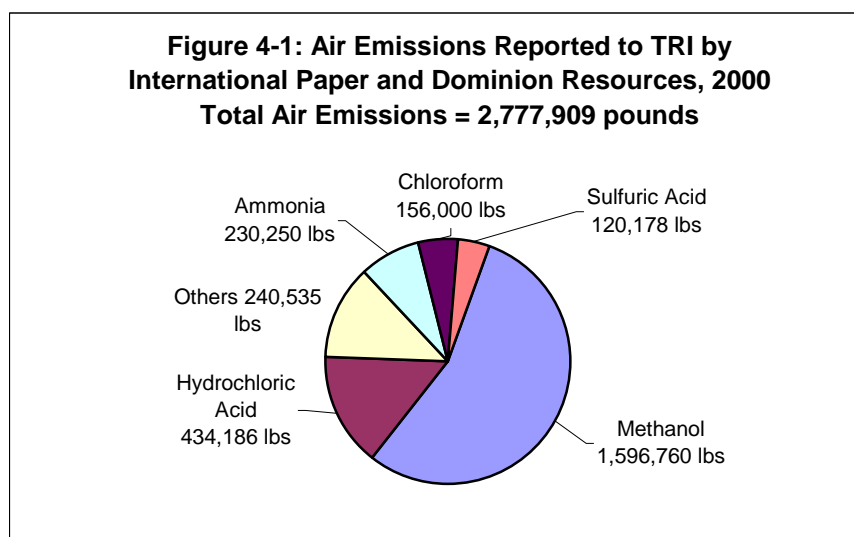
D. Air Quality

According to the Virginia Department of Environmental Quality (DEQ), there are no known air quality problems in the City of Franklin. There is no air monitoring station located within the city limits; the closest station is at Holland, Suffolk (station 183-F) and does not monitor for all criteria pollutants. As reported in DEQ's 2001 Virginia Ambient Air Monitoring Report, all stations in the Tidewater Monitoring Network (to which Franklin belongs) were below the U.S. Environmental Protection Agency's (EPA's)

National Ambient Air Quality Standards for carbon monoxide, nitrogen dioxide, sulfur dioxide, and particulate matter. Regarding ozone, the city falls outside the Hampton Roads Marginal Ozone Non-Attainment Area, which does encompass neighboring Suffolk and Isle of Wight County. The designation, effective as of June 2004 and bearing an attainment date of 2007, is based on average annual 8-hour ozone levels, although the Marginal designation carries with it minimal requirements.

Furthermore, there are no known regular emissions of hazardous air pollutants in the City of Franklin. Obviously, accidents involving the use or transportation of hazardous materials could cause a release of such pollutants.

Facilities manufacturing, processing or otherwise using listed toxic chemicals above certain thresholds are required to report to EPA's Toxic Chemical Release Inventory (TRI) annually. Within the city limits, there are no facilities subject to these reporting requirements; however, in the 23851 zip code area, three International Paper facilities (in Isle of Wight County) along with Dominion Resources' Southampton Power Station (southwest of Franklin in Southampton County) are subject to requirements and reported a combined 2.8 million pounds of air emissions to the TRI in 2000. Figure 4-1 identifies the listed chemicals reported. International Paper Franklin Mill's 1,530,000-pound air emission of methanol constituted 55% of the total reported air emissions in the area. By 2006, International Paper plans to significantly reduce methanol emissions by collecting additional air streams for incineration.



Source: U.S. Environmental Protection Agency, TRI Database, 2000 Data Release.

Although greatly improved since the 1970's, the most recognized air pollution issue in Franklin and the surrounding counties is odor, associated with the Hercules, Inc. plant located west of the city in Southampton County and International Paper located across the river from Franklin in Isle of Wight County. As noted earlier, the prevailing wind direction is from the west; therefore, the odor from the paper mill does not present a major problem under normal atmospheric conditions. Odor from Hercules, however, is noticed more frequently. In either case, temperature inversions are required for these

odors to become significant problems. International Paper has installed systems to reduce odor-causing emissions and continues to address this issue within the constraints of existing technology.

E. Topography, Geology and Soils

Virginia's coastal plain is relatively flat. This plain is broken up by a series of steep scarps, or sand ridges, that run generally north and south, and by the rivers and streams, which generally flow to the east and southeast. Franklin lies in a portion of the coastal plain known as the Isle of Wight Plain, lying to the west of the Suffolk scarp. Most topographic variation in Franklin is associated with the eroding action of rivers and streams.

Elevations range from less than five feet above sea level on Franklin's eastern boundary along the Blackwater River to a maximum of eighty feet in the northwestern portion of the city. High Street lies atop a steep slope and parallels the river through the city from north to south. The Blackwater River Floodplain lies east of the foot of this slope. Both Hunterdale Road and Clay Street lie atop a higher ridge to the west. This ridge constitutes the drainage divide between the Blackwater and the Nottoway Rivers. South of and parallel to Clay Street is another steep slope marking the southern boundary of this ridge. Areas of steep slope within the city are shown on Map 4-2.

Slope can be a critical factor in determining the developability of certain soils, particularly highly erodible sandy soils. Areas of sandy soils on steep slopes are present in Franklin and include the slope along High Street and the area to the south of Clay Street. Conservation measures would be necessary in some of these areas as a precondition to further development. Some of these locations are not suitable for development and would be best utilized as parks and open spaces. Map 4-3 presents basic soil types found in Franklin. Roanoke loam (25%), Slagle fine sandy loam (19%), and Bibb sandy loam (11%) are the most dominant soil types present in Franklin. Prior to proceeding with a development project, site-specific soils information should be obtained from the Natural Resources Conservation Service soil survey or by conducting an on-site survey.

F. Wetlands and Floodplains

Wetlands are defined based on soil characteristics, the presence of certain types of vegetation, and the presence of water in the soil for all or part of a year. Wetlands fulfill many valuable functions, including flood conveyance and storage, sediment and pollution control, ground water recharge, wildlife habitat, open space, recreation and education. As shown on Map 4-2, there are areas classified as non-tidal wetlands within the city, including extensive areas along the Blackwater River and its tributaries. Generally, these areas should be conserved and are not suitable for development. Permits from the U.S. Army Corps of Engineers and State of Virginia are required for development in non-tidal wetlands.

Floodplains are defined as land that has been or may be covered by floodwater during a regional flood. A floodplain includes the floodway (the river or moving water) and the flood fringe, or the area that is covered with standing water during a flood. In September 1999, the rains associated with Hurricane Floyd caused the Blackwater River to flood to record levels and devastate the City of Franklin. As a result of the flood the U.S. Army Corps of Engineers and the Federal Emergency Management Agency revised the floodplain and floodway boundaries for the section of the Blackwater River in and adjacent to Franklin. Map 4-4 depicts the 1980 floodplain and floodway. Map 4-5 depicts the 2000 revised floodplain and floodway. The land area within Franklin overlain by both the floodplain and floodway is significantly larger in the year 2000 map, reflecting the magnitude of the 1999 flood. In January 2001, the city released the Downtown Flood Recovery Master Plan, which describes in detail the flood event, resulting damage, and plans for redevelopment. In addition, Franklin has recently developed a Parks, Recreation and Open Space Master Plan, which makes recommendations for parks and greenways along the floodplain and in other wetland areas within the city limits.



G. Surface Water Resources

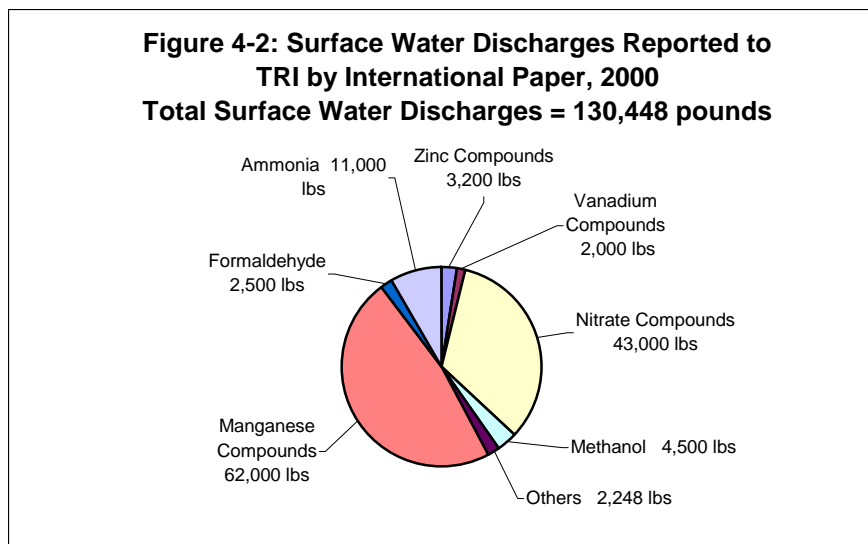
The dominant surface water resources in the Franklin area are the Blackwater and Nottoway Rivers and their tributaries. These two rivers join at the State of North Carolina line to form the Chowan River, a tributary of the Albemarle Sound. As shown in Map 4-6, the majority of the City of Franklin lies in the Blackwater River drainage basin while the northwest corner of the city lies in the Nottoway River drainage basin.

The Blackwater River, a relatively slow moving, dark river, is a valuable resource for the city. Residents rely on the river for recreation, using it heavily for boating and freshwater fishing. In addition, the City of Norfolk withdraws water from the river at Burdette, north of the city, to supplement its water supply during periods of high river flow.

Furthermore, the Franklin Sewage Treatment Plant contributes permitted wastewater discharges to the Blackwater River. The plant is well within DEQ's compliance standards, and has achieved permit requirements on a monthly basis for the past few years with one exception, the 1999 Hurricane Floyd flood event. The color and clarity of the effluent is indistinguishable from drinking water without the use of sophisticated

analytical equipment. Other than International Paper, discussed below, there are also wastewater discharges to the river north of Franklin in Waverly, Wakefield, and Windsor.

As mentioned in the air quality section, facilities manufacturing, processing or otherwise using listed toxic chemicals above certain thresholds are required to report to EPA's Toxic Chemical Release Inventory (TRI) annually. Within the city limits, there are no facilities subject to these reporting requirements; however, International Paper, located on the Blackwater River across from Franklin in Isle of Wight County, does meet reporting requirements. International Paper reported a total of 130,448 pounds of fifteen listed toxic chemicals released as surface water discharges for reporting year 2000. Figure 4-2 identifies the chemicals and quantities released.



Source: U.S. Environmental Protection Agency, TRI Database, 2000 Data Release.

Historically, the Blackwater River has experienced significant water quality problems, including algal blooms and occasional fish kills. While most issues have occurred below Franklin in the Chowan River, the Blackwater and Nottoway Rivers join to form the Chowan River so problems in the Blackwater River in Virginia directly impact the quality of the Chowan River in North Carolina.

In 1996, a 9.84-mile segment of the Blackwater River originating near Franklin Municipal Airport was identified by DEQ as an impaired water body. In DEQ's recent 303(d) report, data show that violations of Virginia's water quality standard for dissolved oxygen were recorded along this segment of the Blackwater River at nine monitoring stations between 1996 and 2000. The violations were attributed to naturally occurring conditions because the slow moving river flows through swampy areas where the decomposition of vegetation hinders mixing and re-aeration of waters.

In October 2003, Virginia Department of Health fish consumption advisory for the Blackwater River was issued due to mercury contamination. Sampling efforts by the DEQ had indicated elevated levels of mercury in fish, prompting advice that an individual consume no more than two eight-ounce meals per month of any largemouth bass or redear sunfish.

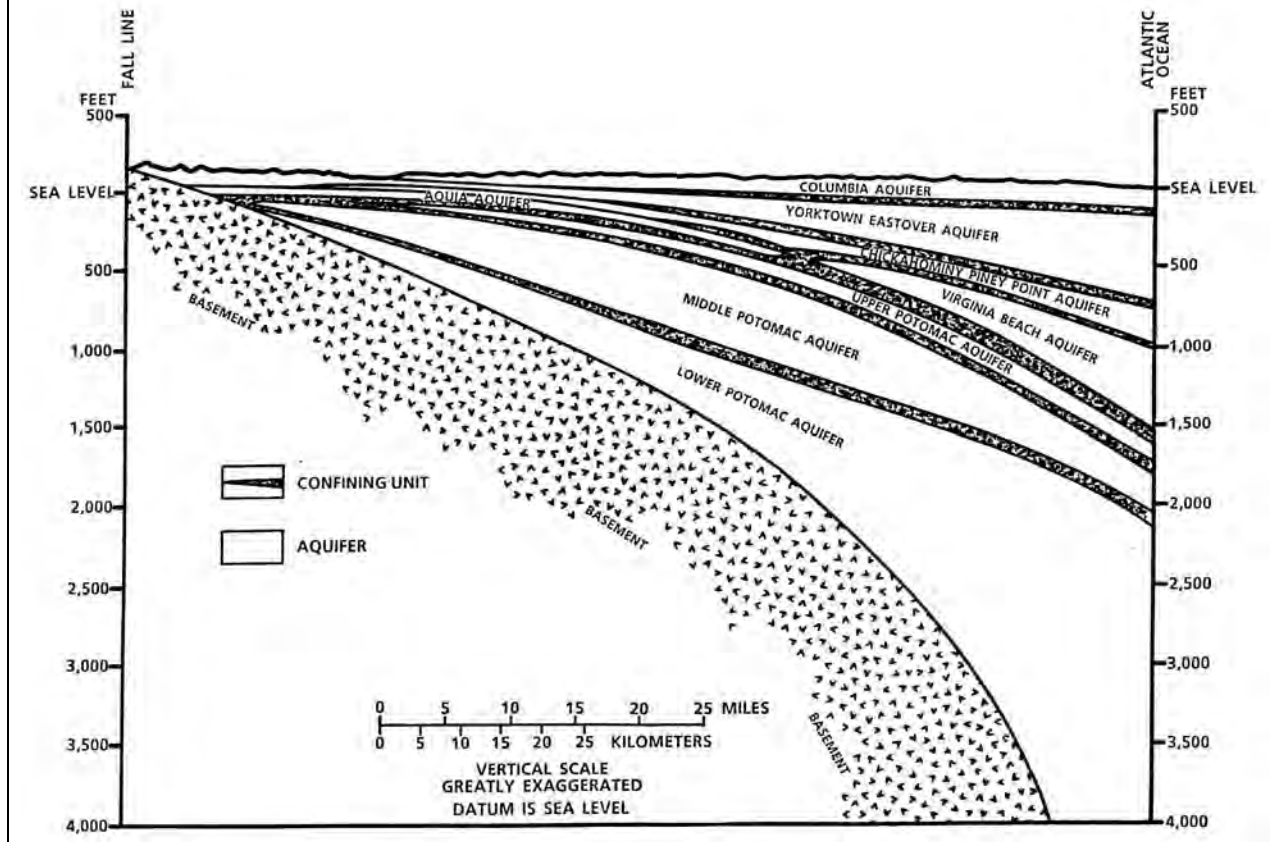
In an effort to coordinate non-point source pollution management efforts within shared watersheds, Virginia's Department of Conservation and Recreation signed a Memorandum of Agreement (MOA) with the State of North Carolina in October 2001. Instituted through North Carolina's Albemarle-Pamlico National Estuary Program, the MOA commits the States of Virginia and North Carolina to work together. In addition, the states jointly fund a watershed field coordinator to examine water quality problems throughout the Chowan drainage basin.

H. Ground Water Resources

The City of Franklin and the surrounding communities rely on ground water for water supply. Since Chapter 6, Utilities, discusses Franklin's water usage and supply, this section focuses on the physical environment and the quality of the city's ground water.

The ground water system of southeastern Virginia consists of a series of interconnected aquifers, which are recharged west along the Fall Line, the dividing line between the harder rocks of the Piedmont and the softer strata of the Coastal Plain. As shown on Figure 4-3, the water-bearing layers slope and thicken to the east. In addition to the unconfined Columbia water table aquifer, the U.S. Geological Survey (USGS) identifies six confined aquifers (Lower Potomac, Middle Potomac, Upper Potomac, Aquia, Chickahominy, Piney Point, and Yorktown-Eastover) beneath Franklin. The most productive aquifers in the area are the deepest, with both municipal and industrial wells using water from them. The water table aquifer is pumped primarily for small domestic, urban irrigation and agricultural purposes.

Figure 4-3: Southeastern Virginia Aquifer System



Source: Hampton Roads Planning District Commission

The Ground Water Management Act of 1992 designated eastern Virginia (east of Interstate-95 and south of the Mattaponi and York Rivers) as a ground water management area. In a ground water management area, withdrawals over 300,000 gallons per month require a ground water withdrawal permit. Studies by the USGS indicate that large increases (already permitted) in the amount and duration of withdrawal may result in significant adverse impacts to the aquifer system. Because little is known about the potential for movement of saltwater into the aquifers, these studies are continuing. Evidence to date shows no saltwater intrusion from pumping; however, the potential still exists and is being monitored.

Limited data indicate that the quality of the region's ground water is generally good. In Franklin, the major ground water issue is the presence of naturally occurring fluoride. Fluoride, which is commonly added to drinking water for its dental benefits, can cause cosmetic dental problems when its concentration is too high. The city's municipal wells, which withdraw water from the Potomac Aquifers, are routinely monitored. As a result of the high fluoride levels in Franklin water, the City has entered into a Consent Order with the Virginia Department of Health and has recently satisfied the conditions set forth. A discussion of the City's municipal water system can be found in the Utilities Chapter.

Finally, the Virginia Department of Health conducted a Source Water Assessment for Franklin’s waterworks in 2001. The College Drive and Downtown wells, both of which are no longer in use, were determined to be of high susceptibility to contamination, largely due to fluoride standard violations over the past five years. Hunterdale and Pretlow, the wells currently in use, were determined to be of low susceptibility because they are “properly constructed ground water sources located in areas that tend to inhibit contaminant migration, are protected with appropriate aquitards, and have no known detection of contamination within the last five years.”

Within a 1000-foot fixed radius of each of Franklin’s wellheads, the Source Water Assessment identified several medium and low-risk land use activities, and should be consulted in making land use decisions. The City is currently considering the adoption of a wellhead overlay district as an addition to its zoning ordinance.

I. Agricultural Lands and Forest Lands

Approximately 34% of the city is forested while 29% is devoted to cropland and pastures. The remaining areas are designated as residential and commercial, 29% and 8%, respectively. Map 4-7 identifies forest and agricultural lands in Franklin. Roughly one third of the forested lands is evergreen, one third is forested wetlands and the remaining third is mixed forest as shown in Table 4-2.

Table 4-2: Forest Lands, City of Franklin	
Deciduous forest land	1.4%
Evergreen forest land	11.8%
Forested wetland	10.9%
Mixed forest land	10.1%
Total forest land	34.2%

Source: U.S. Geological Survey, USGS Land Use and Land Cover Data, 1994. Map scale 1:250,000.

J. Natural Heritage Resources

Statewide, natural heritage resources include plant and animal species as well as communities with special status. As of October 2002, the Virginia Division of Natural Heritage database reports no communities or plant species of concern within the city limits.

In November 2002, the Virginia Fish and Wildlife Information Service reported that one federal/state listed endangered species, the red-cockaded woodpecker, is known to nest and live year-round in Sussex County in mature, living pine trees (saw-timber), particularly loblolly pines infected with red heart disease. Although this extremely rare forest dweller is not known to reside in Franklin, it is listed as having a likely occurrence and has been observed in the surrounding counties. A federal/state threatened species with known distribution throughout southeastern Virginia, the bald eagle, has been

observed in Franklin and is likely to occupy wooded areas along the river year-round. The eastern big-eared bat, a state listed endangered species, is known to inhabit the surrounding counties and is likely to be spotted in Franklin. State threatened species, Mabee's salamander and the upland sandpiper, have likely occurrences while the loggerhead shrike (butcher bird) has a known occurrence. In addition to endangered and threatened species, the Department of Game and Inland Fisheries designates another twenty-four animals as either federal or state species of concern with known or likely occurrences in the City of Franklin.

Finally, the common white-tailed deer, abundant in the city and surrounding counties, is a valued resource for another reason. Hunting, particularly for deer, is permitted in the City and is a favorite recreational activity. Due to the abundance of deer in the area, they have come to be seen by some as a nuisance in the City. Certainly, all of these species and their habitats should be considered in making future land-use decisions.

K. Open Space and Recreation

Land areas presently classified for open space and recreation uses are further discussed in the Parks and Recreation section of the Community Facilities Chapter (Chapter 7). The preservation of areas for open space presents numerous environmental and aesthetic benefits to a city and is therefore discussed below, as excerpted from Franklin's recently developed Parks, Recreation and Open Space Master Plan. Given the city's projected population growth, now is the time to preserve open space and to create opportunities to improve the quality of life in Franklin.

In the 2002 Virginia Outdoors Plan, the Department of Conservation and Recreation defines greenways as "open space corridors that can be managed for conservation, recreation, and/or alternative transportation." "Greenways often follow natural land or water features such as ridgelines, stream valleys, rivers, canals, utility corridors, abandoned rail lines and others." Greenways, publicly or privately owned, connect recreational, natural, cultural and/or historic areas and can be designed for numerous purposes, including: recreational use, non-motorized transportation corridors, wildlife habitat, and scenery. Greenways not only improve the quality of life of a locality, but also have many environmental benefits. If such a system is developed along a river, it can act as a riparian buffer, protecting areas from floods and erosion and providing valuable wildlife habitat.

The City of Franklin has a large percentage of open space, consisting of forests, agriculture and wetlands. The wetlands are adjacent to the Blackwater River and are largely forested. Map 4-8 shows the most suitable lands for preserving open space, the most suitable lands for future parks and possible alignment for a trail system. The areas designated as "Most Suitable Open Space Lands" are not suitable for future development and provide the substantial environmental services. Based on the aforementioned quality of life and environmental benefits of greenways, preservation of open space should be accomplished in these areas. These open space areas offer

great opportunities for trails, picnic areas, nature programs, camping sites, and access to the Blackwater River.



L. Solid Waste Disposal

Non-hazardous solid waste is regulated by EPA through the Resource Conservation and Recovery Act (RCRA) and by DEQ through the Virginia Waste Management Act. Presently, Franklin's municipal solid waste is transferred to the Regional Landfill operated by the Southeastern Public Service Authority in Suffolk. Solid waste disposal is further addressed in Chapter 6 (Utilities).

M. Hazardous Waste

DEQ and EPA regulate hazardous waste through RCRA and state regulations. Permits are required for the treatment, storage and disposal of hazardous waste. Presently, there are no permitted hazardous waste disposal sites in the State of Virginia. In addition, there are no Superfund hazardous waste sites and no large quantity generators of hazardous waste in the City of Franklin. Furthermore, EPA's Envirofacts database identifies 28 sites (not all of which are actually located inside the city limits) with hazardous waste activities. Table 4-3 presents the list of sites that have submitted a Notification of Regulated Waste Activity and those that have obtained a RCRA Part A Permit to handle hazardous waste to date.

Table 4-3: RCRA Hazardous Waste Activity Notification and Permit A Status, Franklin and Immediate Vicinity (as of 2002)	
Notification & Part A Permit:	Notification Only:
7-Eleven #19380	Blake Chrysler Dodge Jeep
Sadler Ford	City of Franklin, Public Works
Bracey Quality Cleaners	CSX Transportation
Franklin Equipment Company	Franklin Equip. Co. Sales & Svc.
Franklin Master Cleaners	Grizzard Auto Parts
International Paper Company, Inc.	International Paper Co.-Nevamar
Laidlaw Environmental Services	International Paper Lumber mill
Pentapco, Inc.	Paul D. Camp Community College
Pioneer Aviation	Specialty Minerals Inc.
Champion Chevrolet	VDOT Burnt Chimney Area HQ
Sinclair & Valentine Co.	VDOT Callaway Area HQ
Southampton Memorial Hospital	VDOT Glade Hill Area HQ
VAARNG-Armory-Franklin	Wal-Mart

Source: U.S. Environmental Protection Agency, Envirofacts Data Warehouse, Waste, December 2002.

Finally, EPA’s RCRA Corrective Action Program requires investigation and cleanup of releases of hazardous wastes and constituents that pose an unacceptable risk at RCRA hazardous waste treatment, storage, and disposal facilities. To date, there are no RCRA Corrective Action Baseline facilities in the city; however, two facilities (major employers of Franklin residents) are in close proximity. The International Paper Franklin Mill is currently under investigation, while cleanup has begun at Hercules, Inc.

Map 4-1



0 0.25 0.5 Miles



City of Franklin, Virginia

Map Created by HRPDC GIS Staff, March 2005
Data Source: U.S. Census Bureau TIGER Data, 2000







Map 4-2



0 0.25 0.5 Miles



-  Slope > 10%
-  Upland
-  Non-tidal Wetlands
-  Water



Wetlands and Steep Slopes

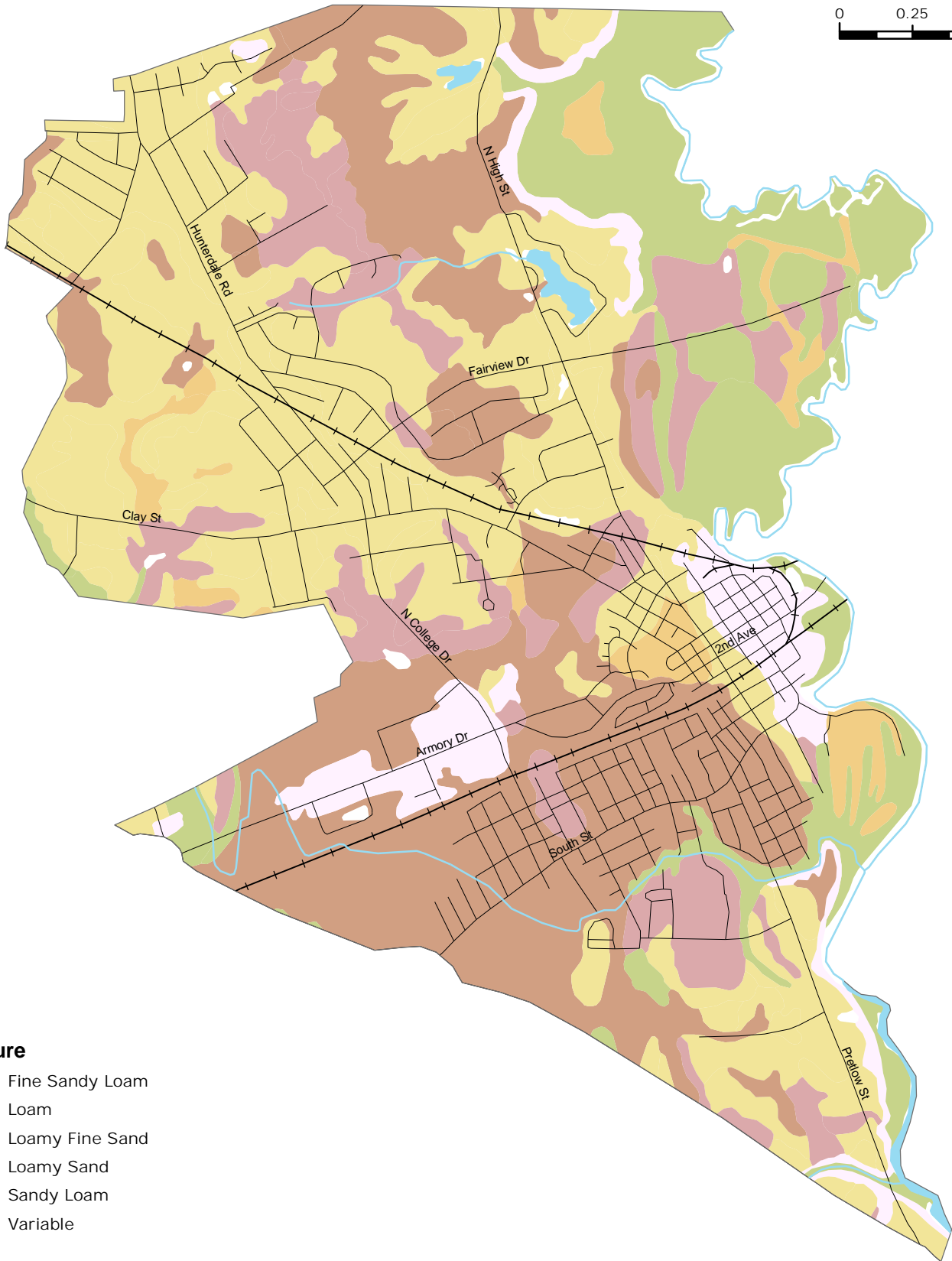
Map Created by HRPDC GIS Staff, March 2005
Data Source: Nat'l Wetlands Inventory; Natural Resources Conservation Service



Map 4-3



0 0.25 0.5 Miles



Texture

-  Fine Sandy Loam
-  Loam
-  Loamy Fine Sand
-  Loamy Sand
-  Sandy Loam
-  Variable



General Soil Texture

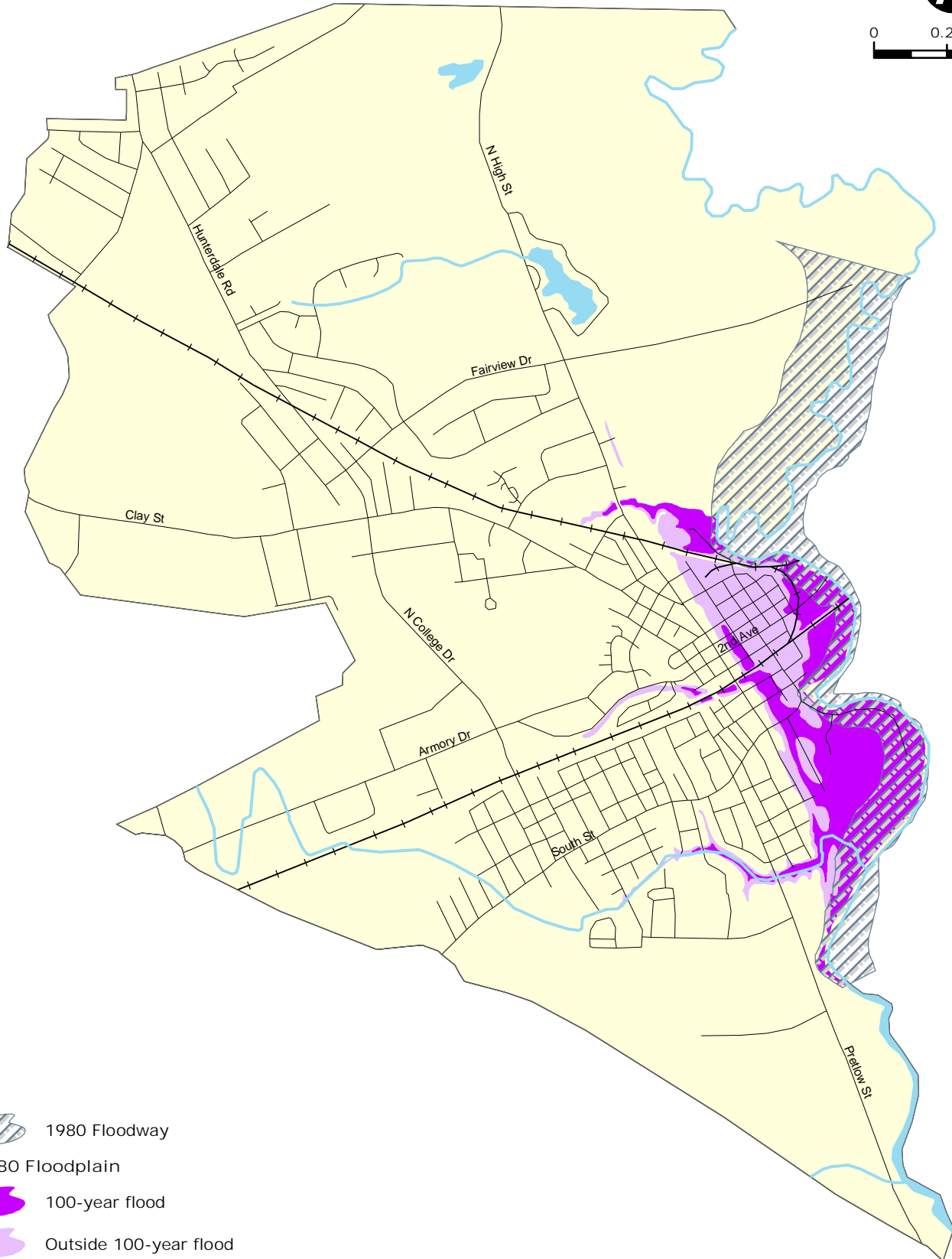
Map Created by HRPDC GIS Staff, March 2005
Data Source: Natural Resources Conservation Service, 2002






Map 4-4



0 0.25 0.5 Miles



-  1980 Floodway
- 1980 Floodplain
-  100-year flood
-  Outside 100-year flood



1980 Floodplain & Floodway

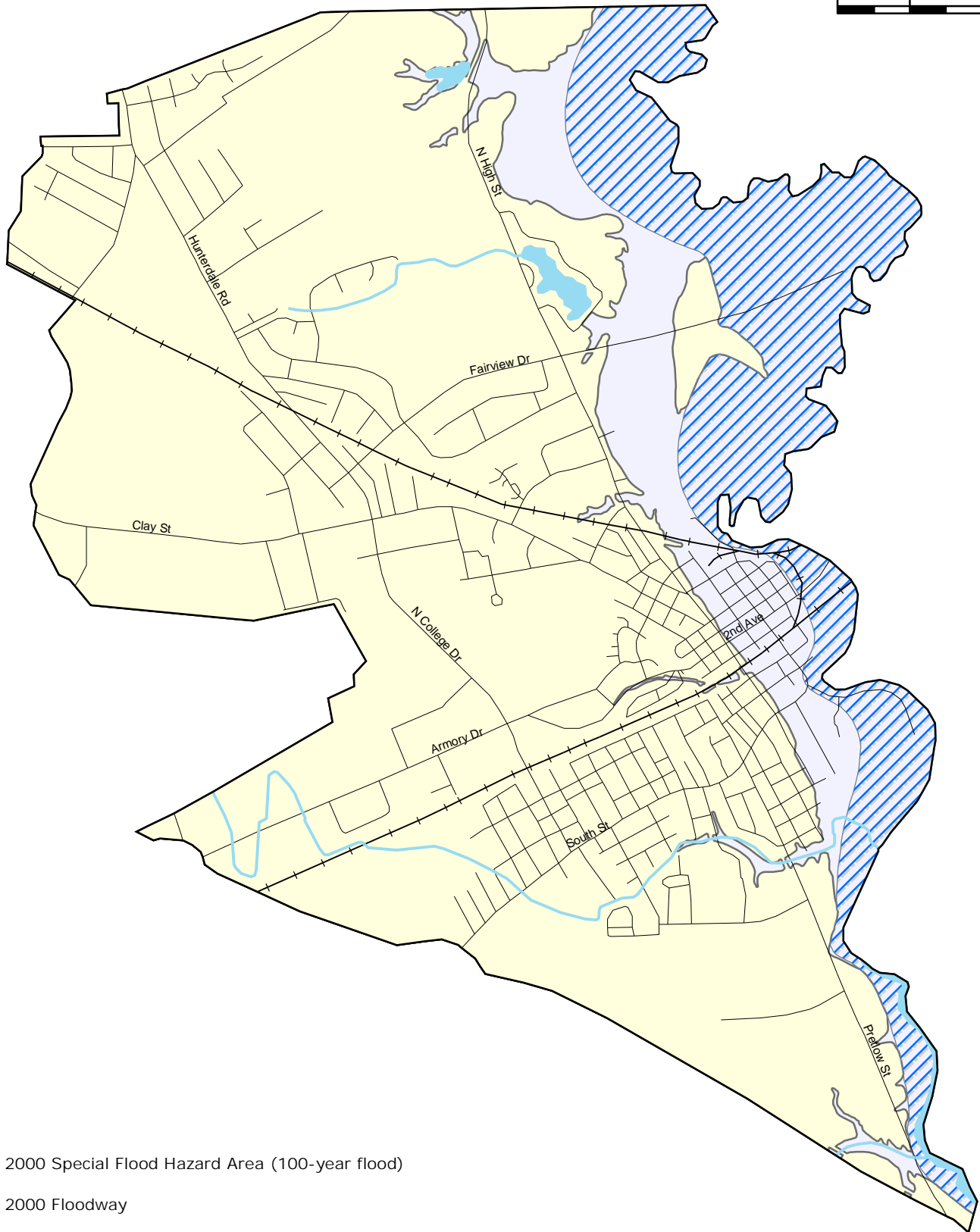
Map Created by HRPDC GIS Staff, March 2005
Data Source: US Army Corps of Engineers; FEMA



Map 4-5



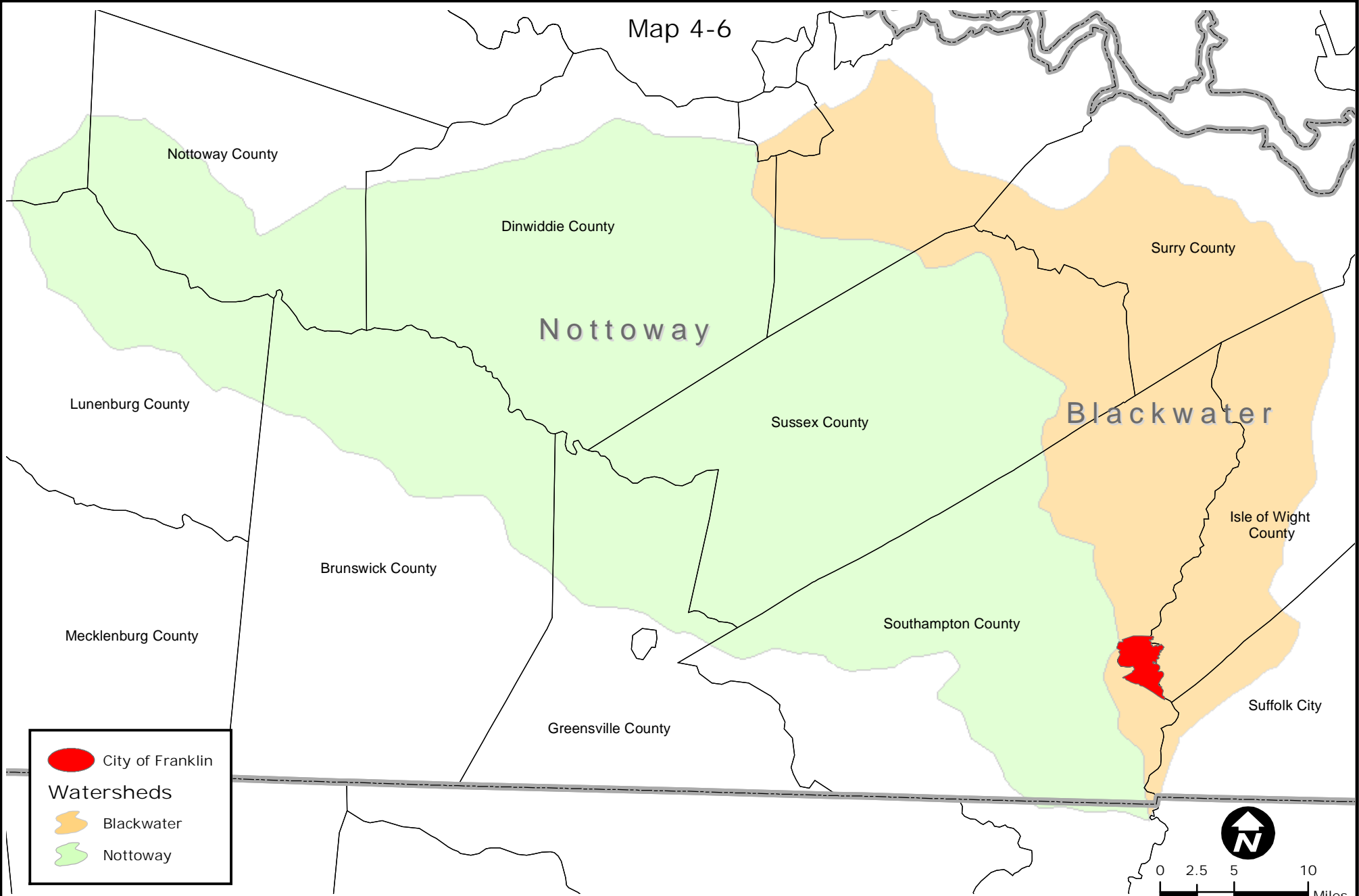
0 0.25 0.5
Miles




2000 Floodplain & Floodway


Map Created by HRPDC GIS Staff, March 2005
Data Source: US Army Corps of Engineers; FEMA







 City of Franklin

Watersheds

 Blackwater

 Nottoway



0 2.5 5 10
Miles



Blackwater & Nottoway River Watersheds

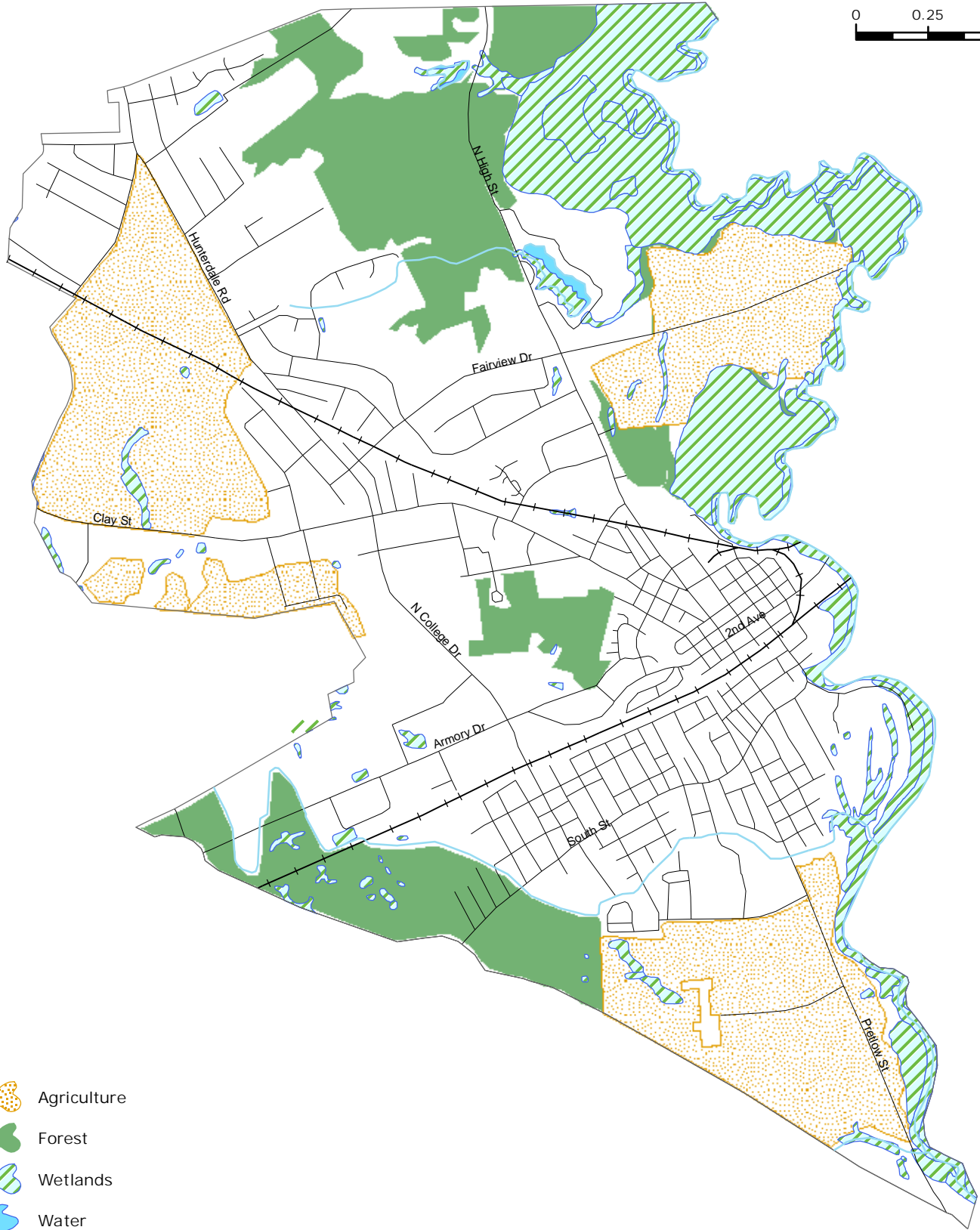
Map Created by HRPDC GIS Staff, March 2005
Data Source: USGS







Map 4-7



0 0.25 0.5 Miles



-  Agriculture
-  Forest
-  Wetlands
-  Water



Forest & Agriculture Lands

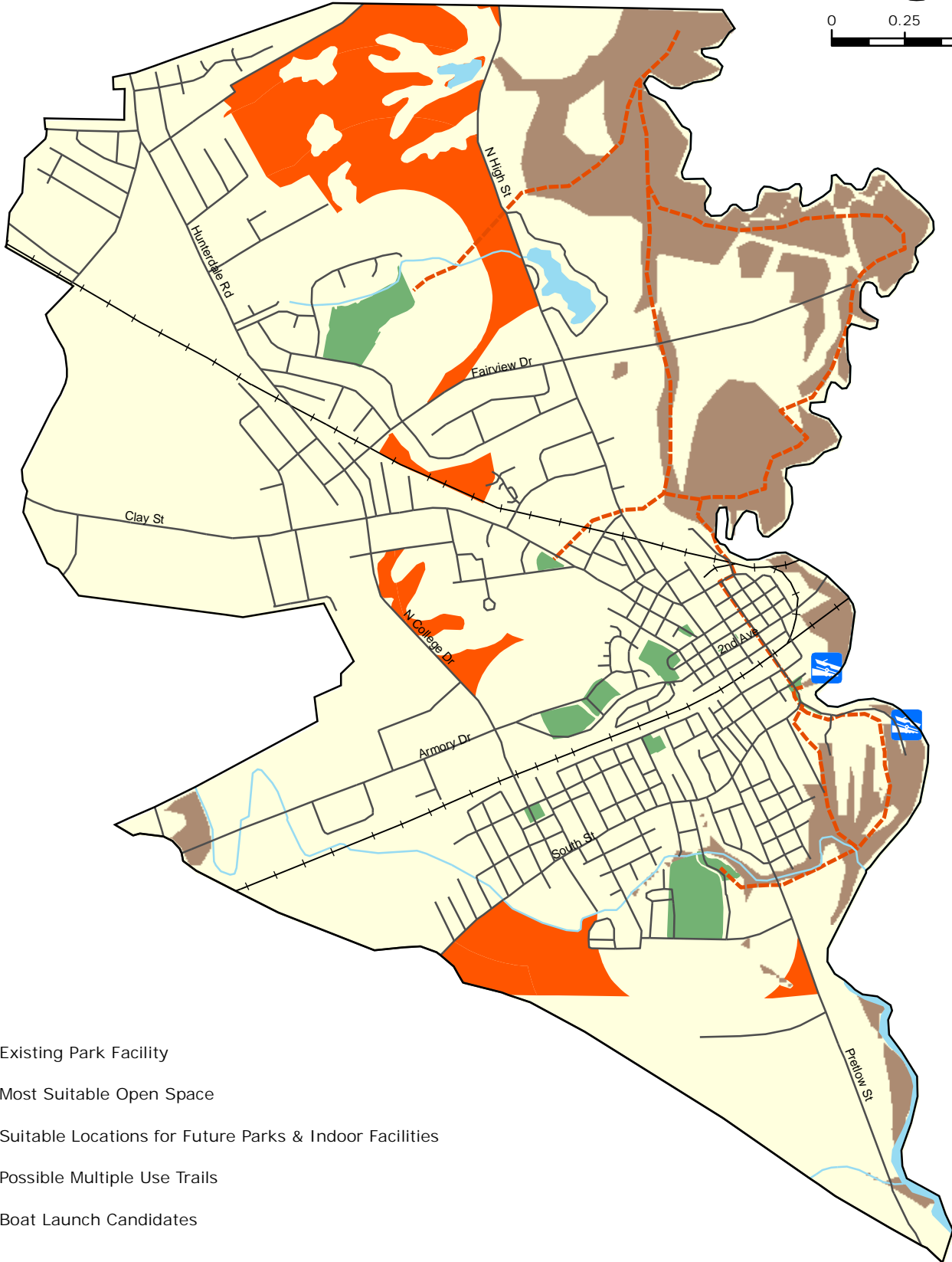
Map Created by HRPDC GIS Staff, March 2005
Data Source: National Wetlands Inventory; National Land Cover Database





Map 4-8



0 0.25 0.5 Miles



-  Existing Park Facility
-  Most Suitable Open Space
-  Suitable Locations for Future Parks & Indoor Facilities
-  Possible Multiple Use Trails
-  Boat Launch Candidates



Parks, Recreation & Open Space System Plan

Map Created by HRPDC GIS Staff, March 2005
Data Source: USGS, FEMA, NRCS



CHAPTER 5 TRANSPORTATION

GOAL: TO DEVELOP A TRANSPORTATION SYSTEM CAPABLE OF MOVING PEOPLE AND GOODS SAFELY AND EFFICIENTLY THROUGHOUT THE CITY.

A. In General

The City of Franklin's transportation system depends heavily upon its highway and street network. Although private companies in Franklin provide taxi service, the only existing bus service is that by Greyhound for passengers entering or leaving the City. Rail service is not available for personal travel, although Norfolk Southern and CSX lines do cross the City for the movement of goods. The Franklin Municipal Airport, located in adjacent Isle of Wight County, does not offer air travel to the public. The closest commercial airport is Norfolk International, approximately 50 miles northeast. To the north and slightly farther is Newport News-Williamsburg International Airport.



B. Existing Roadway System

Franklin is served by the U.S. 58 Bypass, which is part of "Super 58," a four-lane highway to be constructed from the City of Virginia Beach to Interstate 77 northeast of Galax. Route 58 is currently at least four lanes (with a few exceptions) from Virginia Beach to the west side of South Hill. It links the City in an easterly direction to metropolitan Hampton Roads and in a westerly direction to North-South Interstate

Highways 95, 85, and 77. The following three U.S. 58 interchanges serve the City of Franklin: Pretlow Street, South Street, and Armory Drive.

U.S. 258 links Franklin in a southerly direction with the State of North Carolina and in a northerly direction with Isle of Wight County and the Virginia Peninsula.

The roadway system in Franklin consists of almost 60 miles of publicly maintained roads. It is made up of a network of streets divided into four functional classifications for purposes of urban maintenance funds. From large to small, they are as follows:

1. Principal arterial - These roads are the most significant roads in the City and serve the major centers of activity, constitute the highest volume traffic corridors, serve the longest trips, and carry the major portion of through traffic in the City.
2. Minor arterial - These roads interconnect and supplement the principal arterial roads by providing continuity between principal arterials and collector roads. They have a greater emphasis on land access and a lower volume of traffic than principal arterials.
3. Urban collector - These roads provide land access and traffic circulation within residential, commercial, and industrial areas. They collect local traffic and distribute it to the arterial system.
4. Local access - These roads provide direct access to adjacent land and provide access to urban collectors and the arterial system. Service to through traffic is discouraged.

The only primary arterial in the City is Business 58, which extends from the eastern city limits to the western city limits through the downtown area on Second Avenue, Mechanic Street, Fourth Avenue, and Clay Street. It has a length of 3.05 miles.

Minor arterials in the City include (1) Armory Drive, (2) College Drive, (3) High Street from the northern city limits to South Street, (4) Hunterdale Road, (5) Main Street from Second Avenue to South Street, (6) Pretlow Street, (7) South Street and (8) Second Avenue from Mechanic Street to Armory Drive. The combined length of all minor arterials in the City is approximately twelve miles.

There are twelve streets designated as urban collectors in the City with a total length of over 5 miles. The remaining streets in Franklin are local access streets, encompassing a total length of 29.59 miles.

The Virginia Department of Transportation conducts traffic counts using sensors along streets and highways in order to determine daily traffic volumes on specific road segments. The resulting two-day averages provide an illustration of demand upon particular stretches of road. Table 5-1 below provides a listing of the highest 2003 Daily

Volumes for streets within the City, along with the length of the segment studied. Included are those with 9,000 or more vehicles per day.

Table 5-1: 2003 Daily Traffic Volumes, City of Franklin				
Route	From	To	Length (mi.)	Volume (Vehicles)
Armory Drive	Western City Limits	Bailey Drive	0.70	14,037
Armory Drive	Bailey Drive	College Drive	0.44	14,030
U.S. 58	Second Avenue	Eastern City Limits	0.19	11,449
College Drive	Stewart Drive	Sycamore Road	0.62	9,808
South Street	College Drive	Bank Street	0.25	9,726
College Drive	Sycamore Road	Clay Street	0.12	9,668
Hunterdale Road	Clay Street	Fairview Drive	0.19	9,408
South Street	Bank Street	Roosevelt Street	0.35	9,106

Source: 2003 VDOT Daily Traffic Volume Counts, February 2003.

The above clearly shows that the Armory Drive commercial corridor is the area of the City experiencing the largest daily traffic volumes. With this level of traffic comes certain challenges, and a Mature-Corridor Signal Coordination Plan for Armory Drive, developed in 1999 by the Hampton Roads Planning District Commission, points to the fact that proper location of traffic signals should be a priority in managing the City's roadways.

Franklin has adopted an ordinance forbidding the through passage of trucks in excess of 10,000 pounds gross weight on any city street. This applies in all cases except those trucks receiving or making deliveries in the City, undergoing repair, and those visiting fuel stations on Armory Drive or Hunterdale Road and exiting via those routes. The new road resulting from the Route 258 Relocation Project opened on June 10, 2003 and bypasses the City to the east, allowing trucks easy access from U.S. 58 to the International Paper plant without passing through the City.

Since FY 1997-98, the City has reduced the number of one-way streets from nine to two, both of which are local access streets. Currently, only portions of Third Avenue and Middle Street remain one-way.

Although there are presently no bicycle facilities within the City of Franklin, pedestrian needs are served by sidewalks along the majority of the City's thoroughfares. Especially in light of the complete lack of bicycle facilities, it is crucial to address the needs of both pedestrians and bicyclists in an analysis of Franklin's future transportation goals.

C. Other Transportation Systems

(1) Bus Service

The Greyhound Bus Line provides passenger service to and from the City, but no intracity service. The bus terminal is located at 2016 South Street.

(2) Rail Service

There are two railway companies providing freight service, but not passenger service, to and from the City. The Norfolk Southern Railway has a rail line running through the City in a generally northwest-southeast axis with an infrequently staffed office located off Mechanic Street. The CSX Railroad has a line running in a generally northeast-southwest axis through the City. Its predecessor company abandoned the passenger terminal/office located on Main Street at the railway crossing.

(3) Franklin Municipal Airport

The Franklin Municipal Airport owned by the City is located approximately one mile east of the city limits on U.S. 58/258 Business in Isle of Wight County. It is a General Aviation Community Airport according to the Virginia Air Transportation System Plan, with a service area defined by a circle with a radius of 20 miles. The airport has one paved runway as follows:

1. Runway 9-27 is asphalt with a width of 100 feet and a length of 4,977 feet, and is equipped with MIRL lighting.



Runway 4-22 was closed in December of 2001. Franklin Municipal Airport is one of only four General Aviation Airports in Virginia with more than one runway, and Federal Aviation Administration policy is to fund only one runway at an airport of this type. Due to these funding limitations, Runway 14-32 closed in July 2005, with a portion of it converted into a taxiway at that time. Grant funding is expected to allow increasing the length of Runway 9-27 from 4,977 to 5,000 feet.

The airport has two maintenance facilities, one corporate hangar, two eight plane T-hangars, one six plane T-hangar, and a new state of the art terminal building erected in 1999. In addition, efforts are currently underway to lease airport land for the construction of a new private maintenance hangar. The airport is used by corporate and general aviation aircraft. Marketing efforts to north-south traffic have significantly

increased use of the Franklin Municipal Airport, increasing fuel sales and creating business for local restaurants and motels.

D. Planned and Recommended Improvements to the Transportation System

Most of the recommended improvements to the transportation system in the City consist of improvements to the roadway system. These and others are listed below.

Roadways

The Virginia Department of Transportation Six-Year Improvement Program includes replacement of the U.S. 58 bridge across the Blackwater River at Second Avenue. The preliminary engineering and right-of-way efforts are currently underway, with construction to take place in fiscal year 2007.

VDOT has also developed a Franklin 2020 Transportation Plan, which includes recommended improvements to address the transportation and travel needs of the community through the year 2020. The Plan is part of the agency's Small Urban Areas Transportation Plans project, which is an effort to update plans for towns and cities with less than 50,000 people. The study was based on traffic counts, accident reports, roadway geometric conditions, and a review of the City's tourism and goods movement issues. The Plan was presented to City Council on April 22, 2002 and approved on June 24, 2002.

Improvements to the Franklin roadway system included in the VDOT 2020 Plan are to be implemented in three phases: Base Year roadway recommendations, Interim Year 2010 recommendations, and Study Year 2020 recommendations. Although the primary focus is on the arterials and collector roads of the "thoroughfare highway system," local needs are also addressed in the Plan.

Map 5-1 shows the VDOT 2020 Transportation Plan for the City with short, medium and long-range improvements designated thereon.

Included in the VDOT 2020 Plan are recommendations for eight-foot hike and bike trails to be constructed along North High Street and Hunterdale Road as part of the projects to widen these arterials. These trails would be separated from the motorized travelway and could provide the foundation for a bicycle network throughout the City. An integrated bike plan could link residential areas with other parts of Franklin, including downtown and Paul D. Camp Community College.

For example, widening projects for major portions of Armory Drive, College Drive, and Second Avenue are also included in the 2020 Plan. Addition of bike lanes along these stretches of road, accompanied by several other adjoining segments, could allow for linkage of the northern residential areas with downtown businesses and the College. Multi-use trails along the Blackwater River have already been proposed in the City of

Franklin Parks, Recreation and Open Space Master Plan, and these could also become an integral part of a citywide bicycle plan.

With respect to vehicular travel, base year roadway improvements can be divided into broad categories. One such grouping involves improving stretches of road and/or intersections where accidents occur most frequently. VDOT recommends a review of signage, sight distances, lighting, turn lanes, and markings for such intersections, and an additional review of parking and driveway consolidation for larger sections of roadway. This type of review is necessary in order to evaluate potential measures for improvement. For Franklin, base year reviews are recommended for the following locations:

1. Armory Drive from the southern city limits to College Drive
2. College Drive from South Street to Stewart Drive
3. High Street from South Street to Fairview Drive
4. Intersection of Clay Street and College Drive
5. Intersection of Second Avenue and Mechanic Street
6. Intersection of Armory Drive and College Drive

In addition, specific intersection improvements have already been outlined for the following:

1. Intersections of Second Avenue with Main Street and High Street – additional signage conveying the left turn restrictions for traffic on Second Avenue during peak hours
2. Protective flash lights and bells to be installed at railroad crossings on Old Bowers Road and Beaman Street through assistance from the VDOT Rail Safety Grant Program

Interim Year 2010 Recommendations include proposed widening projects at the following locations:

1. Armory Drive from College Drive to Gardner Street – two lanes to four plus a sidewalk
2. Fairview Drive from Hunterdale Road to High Street – widened to 30 feet including a sidewalk
3. High Street from Beaman Street to Fairview Drive –two lanes to three including center turn lane, and eight foot hike and bike trail
4. Hunterdale Road from Clay Street to northern city limits – two lanes to four plus eight foot hike and bike trail
5. Pretlow Street from Progress Parkway to 0.17 miles north of Morton Street – widened to 30 feet including sidewalk

Other projects are also listed as part of the 2010 Recommendations, including:

1. Addition of a pedestrian sidewalk along Pretlow Street from 0.17 miles north of Morton Street to Laurel Street
2. Signalization of the intersection of South Street and Pretlow Street
3. Reconfiguring the intersection of Armory Drive and College Drive to accompany the widening of Armory Drive

Widening projects listed for the Study Year 2020 include:

1. South Street from Amber Drive to High Street
2. Second Avenue from Armory Drive to Mechanic Street
3. Armory Drive from Gardner Street to Second Avenue
4. College Drive from South Street to Armory Drive

Four through lanes are recommended for all of the above. It has also been recommended that the above widening improvements be examined in relation to one another. In addition, the signalization of the intersection of High Street and Fairview Drive and the reconfiguring of the intersection of Second Avenue and Mechanic Street are listed as 2020 recommendations under the VDOT plan.

Local concerns have led to the development of a number of other roadway recommendations in addition to those from VDOT. The following is a list of these improvements, with suggested sources of funding.

Local Short or Medium Range Recommendations

1. Add a right turn lane on Fairview Drive onto Hunterdale Road. (Request VDOT to put on the State Transportation Board's 6-Year Improvement Program)
2. Replace all regulatory and guide signs to Diamond Grade standards. (Local funding)
3. Improve all arterial railroad crossings by rubberizing crossings and by improving flashing lights and gates. (Request grant from Virginia Transportation Enhancement Program)
4. Provide enhanced landscaping at the five major entrances to the City in accordance with the City's Gateway Enhancement and Street Tree Planting Plan – Second Avenue, Clay Street, South Street, Armory Drive, and Pretlow Street. (Local funding).
5. Explore the potential rerouting of Business 58 from Clay Street to Armory Drive.

Local Long Range Recommendations

1. Connect Hunterdale Road to High Street. The feasibility of making this connection by extending Andrews Avenue in an easterly direction to High Street with curbs, gutters and sidewalks was studied. However, there are concerns regarding wetlands impacts in that location. In addition, there is an opportunity to obtain a 60-foot deeded right-of-way on Bob White Lane, which may make a connection in that location the preferred alternative. (Local funding or construction by developer.)
2. Connect West Clay Street to West Armory Drive by constructing a connector road from Clay Street to Council Drive with curbs, gutters and sidewalks. (Local funding in conjunction with VDOT because a portion of the road would be in Southampton County, or construction by developer)
3. Widen Delaware Road to three lanes from its intersection with Hunterdale Road to the city limits. (Local funding)
4. Washington Street – Extend this street across the CSX railroad tracks and tie into Armory Drive with 30 feet of pavement, curbs, gutters and sidewalks. (Local funding)
5. Improve all residential railroad crossings by rubberizing and by improving flashing lights and gates. (Request grant from Virginia Transportation Enhancement Program)
6. Explore options for improvement of the intersection of Hunterdale Road and Delaware Road.

Franklin Municipal Airport

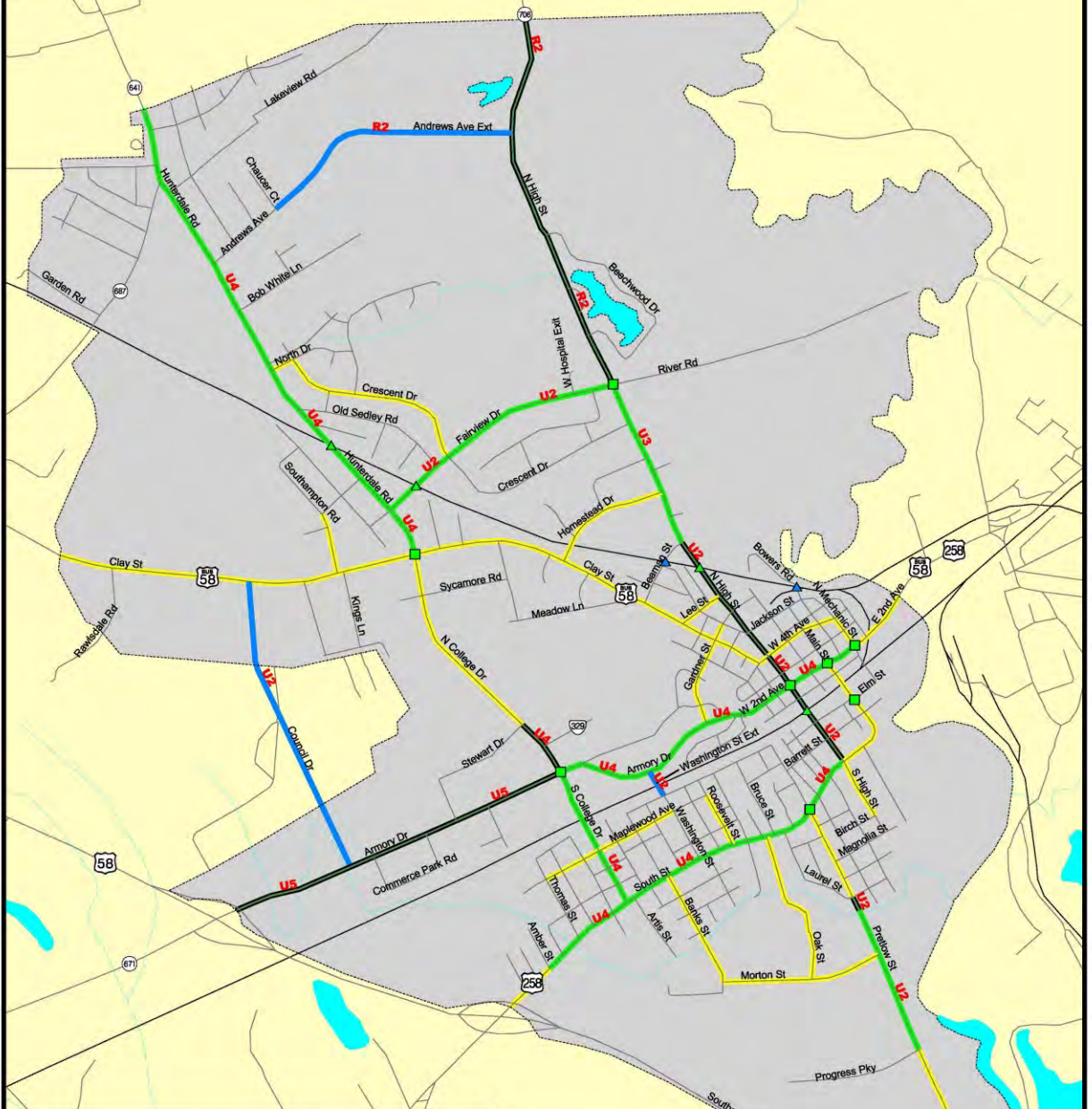
Short, Medium, and Long Range Recommendations

1. Continue construction of T-Hangars as needed.
2. Build taxiway to Runway 9.
3. Install a Precision Approach Path Indicator on Runway 9.
4. Provide parallel taxiway to Runway 27.
5. Rehabilitate runway lights and asphalt on Runway 27.
6. Increase the length of Runway 9-27 from 4,977 to 5,000 feet in 2006-2007.
7. Construct a new maintenance hangar.

The above projects would be funded with federal, state, and local money.

City of Franklin, Virginia 2020 Transportation Plan

Map 5-1



THOROUGHFARE ROADWAY IMPROVEMENT	LOCALLY PLANNED ROADWAY IMPROVEMENT	IMPROVEMENT TYPE
		Facility on New Location
		Reconstruction of Existing Facility
		Intersection
		Grade Crossing
		Virginia Transportation Development Plan Intersection Improvement
		Virginia Transportation Development Plan Roadway Improvement
		TSM Improvement
		Thoroughfare - No Improvements
		Recommended Typical Section
		Railroad
		Corporate / Study Area Boundary
		Water

1000 0 1000 2000 3000 4000 Feet

VDOT Transportation Planning Division, 2002



CHAPTER 6 UTILITIES

GOAL: TO DEVELOP AND MAINTAIN ADEQUATE AND RELIABLE PUBLIC UTILITY SYSTEMS FOR CITIZENS AND BUSINESSES IN THE CITY.

A. In General

The City of Franklin provides citizens and businesses in the City with a water supply and distribution system, a sewage collection and treatment system, a stormwater drainage system, a solid waste management system, and an electrical utility system. In addition to providing such services to residents and businesses, the City also supplies water, sewage collection and treatment, and electrical service to portions of adjacent localities. The location of existing water storage tanks, the sewage treatment plant and the electric plant is shown on Map 6-1.

B. Water System

Ground water from the Upper and Middle Potomac Aquifers is currently the sole source of the City's water supply, although the City, in conjunction with neighboring localities and International Paper (formerly Union Camp Corporation), participated in studies to identify and determine the costs of developing other sources of water for future needs. These sources were determined to be cost-prohibitive and therefore not feasible at this time.

The City currently draws from two wells - the Hunterdale well and the Pretlow well. These two wells pump water into three elevated tanks with a total capacity of 1.5 million gallons (Hunterdale tank - 500,000 gallons, Pretlow tank - 500,000 gallons, and College Drive tank - 500,000 gallons). Capacity could be increased significantly by the addition of more elevated storage. Distribution lines are interconnected so that water may be supplied from one or both of the wells.

Ground water in the Franklin area contains high levels of fluoride. Elevated levels of this naturally occurring mineral have been a source of some concern with respect to the City's water supply. Two wells in Franklin, the Downtown well and the College Drive well, also contributed to the municipal water supply until recent years. According to the 2002 Annual Water Quality Report, fluoride levels were above the Maximum Contaminant Level for samples from both of these wells. As a result, the City relies exclusively on the Pretlow and Hunterdale wells for its water needs. In addition, the City completed construction of a new well near the current Hunterdale well in June 2003 as part of its Consent Order with the Virginia Department of Health. The new well meets fluoride standards and will satisfy the immediate conditions of the Consent Order. Construction of the new well's pump was completed in November 2004. As a result, the Downtown well was permanently closed in 2005, with the College Drive well also taken offline at that time to serve as an emergency backup. The potential exists for future

changes in the federal regulatory standards regarding fluoride, with significant financial implications for the City if additional reductions are required.

Another area of potential concern with respect to the supply of ground water involves the International Paper plant across the Blackwater River in Isle of Wight County. The plant withdraws over 30 million gallons each day from the Lower and Middle Potomac Aquifers, resulting in a large depression of ground water in the vicinity, termed a cone of depression. Ground water modeling performed by the Department of Environmental Quality clearly shows the International Paper cone of depression to be the largest such feature in the Coastal Plain of Virginia. Models incorporating total permitted use in the area rather than current usage indicate that the depression has the potential to become an even more significant feature of the region's ground water supply in the coming years.

All developed areas of the City are served by the water distribution system. In addition, the City provides water to the Cypress Manor subdivision and portions of the Route 671 corridor in Southampton County, and to portions of Isle of Wight County immediately east of the City. The City has entered into a contract with Isle of Wight County for the bulk sale of water to the County and has sold the water distribution system in Isle of Wight County to the County.

The City water system is permitted for usage of 2.8 million gallons per day by the Virginia Department of Environmental Quality, with 1 million gallons of this reserved for the Franklin/Southampton County shared revenue area. The current ground water withdrawal permit from the DEQ was issued in September 2001, and present average usage stands at 1.3 million gallons daily. Included as part of the most recent ground water withdrawal permit application was a 2001 study regarding water and sewer availability.

The City has adopted a Water Conservation ordinance which should assist in conservation of water during periods of water shortage and a Water Conservation Fixtures and Installations ordinance which should eliminate excessive water usage from new or replacement plumbing fixtures. In addition to efforts to ensure adequate quantity, the City is considering a wellhead protection overlay to its zoning districts to provide safeguards for the quality of its water.



C. Sanitary Sewer System

The City has an ordinance mandating connection of indoor plumbing to the City's sanitary sewer system for "any house, building or property used for human occupancy, employment, recreation or other purposes, situated within the city and abutting on any street, alley or right-of-way in which there is now located or may in the future be located a public sanitary sewer." There is an exception for buildings located more than 200 feet from a public sewer line or constructed at an elevation that does not permit gravity flow to such a line. Virtually all properties in the City are connected to the public sewer system. Collection and treatment of sewage is also provided for the Edgehill subdivision and parts of the Route 671 corridor in Southampton County, and for parts of Isle of Wight County immediately east of the City.

The City operates a sewage treatment plant with the capacity to treat 2 million gallons of sewage per day. Isle of Wight County has contracted with the City for the treatment of an average of no more than 333,333 gallons of sewage per day at the City's sewage treatment plant. Currently, 1.1 million gallons per day are treated at the plant. According to federal and state guidelines, plant expansion should commence when the average volume of treatment reaches 85% of treatment capacity. This figure for Franklin's treatment facility is 1.65 million gallons per day. Based on the above guidelines, when the average daily flow increases by 550,000 gallons per day, plans for plant expansion should commence.

The City has recently satisfied the requirements of a 1995 Consent Order from the Department of Environmental Quality to reduce inflow and infiltration into the sanitary sewer system.

D. Stormwater Drainage System

Stormwater drainage facilities in the City have been constructed by the City, by City contractors, and by private developers. Currently, most such facilities are installed by private developers and then deeded to the City for maintenance. The City maintains retention ponds, open and piped ditches and other drainage facilities. The Virginia Department of Transportation maintains drainage facilities on the U.S. 58 By-Pass and on other highways in surrounding localities.

In 1988, Baldwin & Gregg, an engineering firm under contract with the City, conducted a master drainage study of Franklin and made recommendations for improvements to the system based on the assumption that all land in the City would be developed to the fullest extent allowed by the zoning classifications then existing. In April 1989 as a result of this study, City Council adopted a Stormwater Management Ordinance that impacts most new development. In addition, a program of public drainage facility improvements was adopted which has continued to the present.

E. Solid Waste Management System

Solid waste collection in the City is provided through a combination of public and private sources. The City collects most residential and small business refuse and garbage, and private waste management companies collect solid waste from apartment complexes, medium to large businesses, and large non-commercial entities. The City also collects yard waste and bulk waste from single-family residences.

All solid waste collected by the City is hauled to a solid waste transfer station operated by the Southeastern Public Service Authority of Virginia (SPSA) on Virginia State Route 671 in Southampton County, from which it is transferred to either the Regional Landfill in the City of Suffolk or the Regional Refuse Derived Fuel Plant in the City of Portsmouth.

Franklin also participates in automated curbside recycling service through SPSA, which is available to residents who must place designated recycling containers at the curb on a specific collection day. Curbside recycling in Franklin has been quite successful, with consistently high rates of participation. The City in 2004 introduced new 95 gallon recycling carts to all single family homes, replacing the former 18 gallon bins.

F. Electric Utility System

The City of Franklin operates its own electric utility system by purchasing bulk power from Dominion Virginia Power Company through the Virginia Municipal Electric Association and reselling it to residential and business customers in the City and in portions of Suffolk and the Counties of Southampton and Isle of Wight. The City serves approximately 5,500 customers within a 20 square mile area, with the sale of 135,000,000 kilowatt-hours of electricity in 2003. The City system has 170 miles of distribution lines (150 miles above ground and 20 miles below ground) and three substations, making it among the largest municipal electric systems in Virginia.

G. Planned and Recommended Improvements to Public Utility Systems

General

- Pursue continuous purchases or lease of replacement equipment as needed for Public Works Department and Electric Department.
- Lease or purchase a Geographic Information System (computer based mapping system) for use by the Public Works Department, the Planning Department, the Electric Department, and other City departments as needed.
- Explore the possibility of “impact fees” to help offset the cost to the City of waste collection, water and sewer, and other community services.

- Enter into discussions with the staff of adjacent localities to determine their intentions with respect to future land use in the areas surrounding the City and their need for City utilities.
- Adopt policies and enter into agreements involving utility services with other localities that will facilitate development in areas outside the City that will benefit the City and enhance the appearance and function of outlying areas in accordance with the City's vision for future land use.
- Cooperate with Southampton County in making water service and sewer treatment available to new industrial and commercial users in the Revenue Sharing Area west of the City.
- Develop an ordinance to direct the construction of telecommunications towers in Franklin.

Water System

- Replace water mains on Pretlow Street, North High Street, Harris/Thomas Street, Sunset/Barrister Lane, Pace Court, and Hunterdale Road in order to increase capacity and eliminate dead-end lines. These upgrades are based on a water system improvement study conducted by URS Consultants in 1997 and should be completed within the next five years.
- In the long term, identify additional sources of water for future use and determine the feasibility of obtaining such water. This project should be approached, if possible, on a regional basis.
- Develop a wellhead protection overlay to the City's zoning ordinance in order to provide protection for the quality of Franklin's ground water.

Sanitary Sewer System

The following should be accomplished within the next five years and are based on a 1995 study by URS Consultants:

- Upgrade the pump stations at Armory Drive, Harrison Street, Commerce Park, Woodland Drive, and High Street.
- In order to address the inflow and infiltration problems of the sewer collection system, slipline and replace the sewer mains in the Pace's Court subdivision, the West End subdivision, and the Bank/Oak Street area.

In the long term,

- Commence expansion of the sewage treatment plant when the average daily volume of treatment reaches 85% capacity, or 1.65 million gallons per day.

Stormwater Drainage System

- Improve the stormwater drainage system in the following areas of the City: Cobbtown, Pine/Fair Street, Hunterdale Road, Railroad Avenue, Stonewall Street, Morton Street, and Woodland Drive. In addition, stormwater upgrades will be conducted in any other portions of the City targeted for Community Development Block Grant revitalization, including Mariner, Delk, and Britt Streets.
- Explore the integration of Low Impact Development (LID) practices into the existing stormwater infrastructure and into planned improvements recommended in the 1988 Baldwin and Gregg Master Drainage Study. A discussion of LID can be found in Chapter 8. Also, exploration of the use of regional stormwater management facilities is a priority in planning for Franklin's future needs.



Solid Waste Management Stream.

- Purchase or lease a grappling truck in order to automate the collection of appliances and other bulky items for disposal.
- Seek a contract proposal on outsourcing solid waste collection and management.

Electric Utility System

The following should be completed within the next five years.

- Move overhead electric wires underground in the downtown area.
- Add 3 megawatts of generation for a total of 12 megawatts.
- Reconnector 20 miles of overhead circuits.
- Relocate to a new Electric Utility Center.

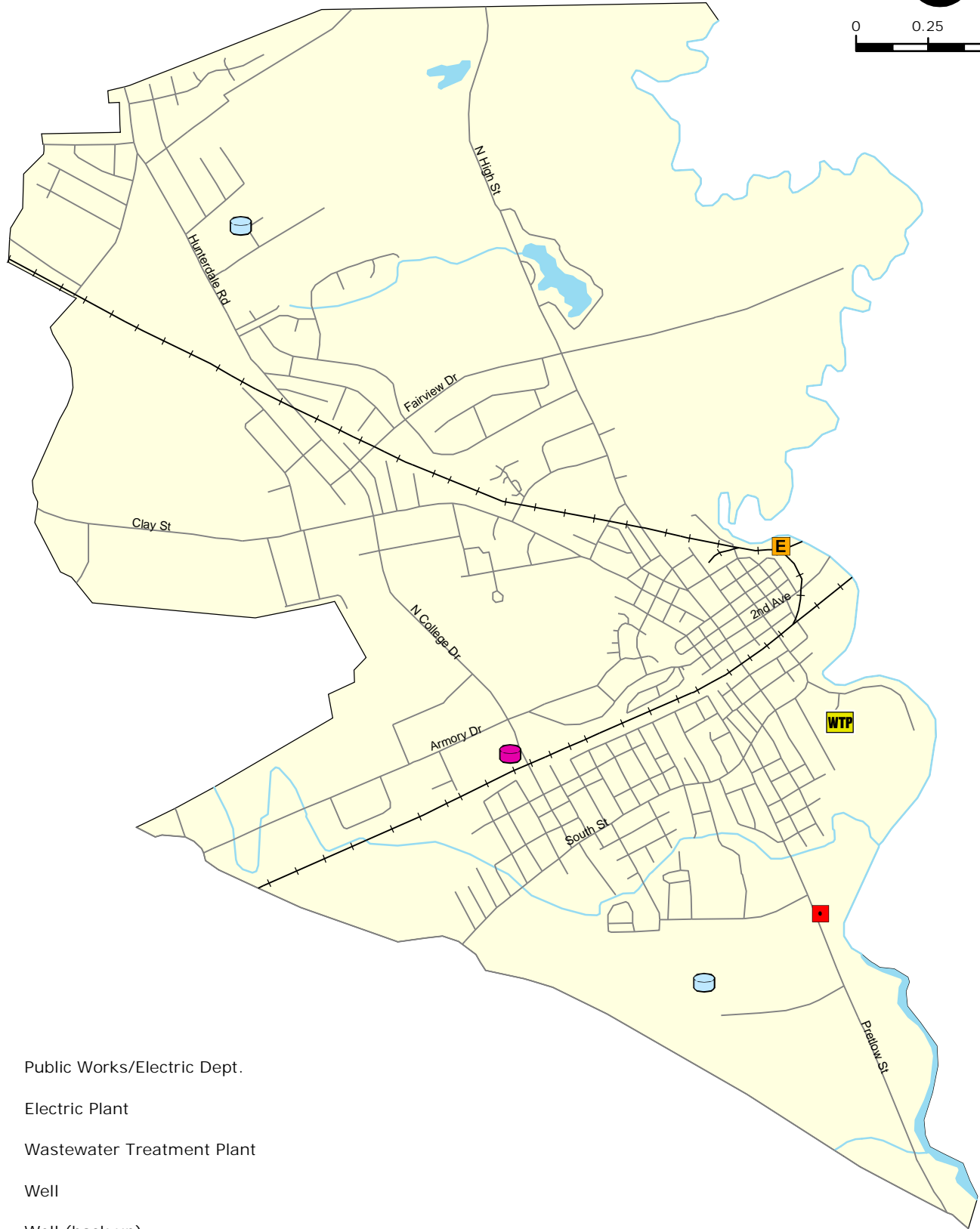
Also,






- In response to deregulation of the purchase and sale of electricity, work through the Virginia Municipal Electric Association to obtain the lowest cost electricity for the City.
- Construct a new substation at Pretlow Industrial Park when needed.
- The City has applied to the Virginia State Corporation Commission for license to furnish local exchange telephone service within Franklin and adjacent portions of Suffolk, Southampton County, and Isle of Wight County. Plans are to initially offer customers high-speed broadband Internet access, with the possibility of adding local telephone service in the future.

Map 6-1



0 0.25 0.5 Miles



-  Public Works/Electric Dept.
-  Electric Plant
-  Wastewater Treatment Plant
-  Well
-  Well (back up)



Utilities & Public Works Facilities

Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin; VDOT



CHAPTER 7 COMMUNITY FACILITIES

GOAL: TO PROMOTE THE CREATION AND MAINTENANCE OF FACILITIES WHICH EFFECTIVELY SERVE THE NEEDS OF FRANKLIN RESIDENTS AND PROVIDE FOR THE GENERAL WELFARE OF THE COMMUNITY.

A. In General

The City of Franklin provides facilities for its residents in the areas of local government, law enforcement, public safety, education, parks and recreation, and health. Map 7-1 provides an overview of these community facilities.

B. Local Government

The City Hall Building at 207 West Second Avenue opened in early 2003. The structure, built as a replacement for the predecessor destroyed in the floodwaters of Hurricane Floyd, contains the offices of the City Manager, Commissioner of the Revenue, the City Attorney, the Department of Planning, Inspections, Zoning, and Building Codes, the Finance Department, the City Treasurer, and School Administration.



C. Law Enforcement

The building at 1018-1020 Pretlow Street was constructed in 2002 and houses both the Franklin Police Department and the Franklin Combined Courts (the General District Court and the District Juvenile and Domestic Relations Court). The Police Department moved to its current location from the Public Safety Building it shared with the Fire and Rescue Department. The Franklin Police Department employs 30 sworn law enforcement officers along with ten civilians.

The Western Tidewater Regional Jail in Suffolk serves the City's correctional facility needs.



D. Fire and Rescue

Franklin's main station is located in the Emergency Services Building at 100 South Main Street, the site of the Public Safety Building destroyed by Hurricane Floyd. The Department's Hunterdale Station at 201 Delaware Road and the auxiliary station located on Pretlow Street serve those areas of the City. The Fire and Rescue Department employs ten career staff and approximately 50 active volunteers and junior Fire Cadets. The Department makes use of three pumper/engines, one ladder truck, one heavy rescue truck, one technical rescue/support trailer, a rescue boat, and five Medic/EMS units in responding to approximately 2,500 calls each year within the City and in adjacent portions of Southampton and Isle of Wight Counties.



E. Education

The City of Franklin operates three public schools serving grades pre-kindergarten through 12 with a total student enrollment of 1,592 for the school year 2003-2004. A significant reorganization of the school system took effect with the opening of the 2003-2004 school year. Joseph P. King Elementary School became Joseph P. King Middle School, and S. P. Morton Middle School became S. P. Morton Elementary School. In addition, the grade levels were redistributed among the City's three schools. The elementary level previously consisted of grades pre-kindergarten through third, with middle school encompassing grades 4-7, and high school grades 8-12. Restructuring placed grades pre-kindergarten through 5th grade at the elementary level, grades 6-8 at the middle school level, and grades 9-12 in high school.

- S. P. Morton Elementary School, located on Morton Street, has a 2003-2004 enrollment of 694 students.
- Joseph P. King, Jr. Middle School on West Third Avenue has a 2003-2004 enrollment of 394 students.
- Franklin High School is located on Crescent Drive and has a 2003-2004 enrollment of 504 students.



Paul D. Camp Community College, a member of the Virginia Community College System, also has its main campus located within the City of Franklin. The Franklin Campus had a 2002 fall enrollment of 1,050 students. The College offers programs in a number of areas, and includes the Regional Workforce Development Center, a facility which opened in 2002 to serve the community through workforce training and services.

F. Libraries

The Blackwater Regional Library, headquartered in Courtland, has branches throughout the region, including the Ruth Camp Campbell Memorial Library in Franklin. This library on North College Drive has more than 40,000 circulating volumes and 90 periodical and newspaper subscriptions, along with audio book and video loans. In addition, the library provides free Internet access for the public and a telephone reference service. The library conducts a number of programs for readers of all ages, especially for small children.

In addition, the Paul D. Camp Community College Library, with approximately 23,000 volumes and 200 periodical and newspaper subscriptions, is available to both students and residents of the City and surrounding areas. The library also provides access to numerous computer resources.

G. Health Care

Southampton Memorial Hospital, a 221-bed facility established in 1963, is located on North High Street in Franklin. The hospital is fully accredited by the Joint Commission on Accreditation of Health Care Organizations and is licensed by the Virginia Department of Health. It contains a 24-hour emergency room and offers a full range of services, including long-term care and a cardiac rehabilitation center. In addition, the hospital contains a Virginia Department of Corrections Security Ward. Southampton Memorial just completed a 60,000 square foot addition and renovation, expanding the emergency care, outpatient, and secure facilities.



The Franklin City Health Department is located at 110 Fairview Drive and is part of the Western Tidewater Health District of the Virginia Department of Health. Services provided include prenatal and child care, family planning, immunizations, and the Women, Infants, and Children (WIC) supplemental food program. Home care and educational outreach are also important functions of the local health department.

H. Parks and Recreation

The City of Franklin currently maintains a number of facilities for use by its residents. The number of activities possible ranges from basketball to picnicking to skateboarding. Table 7-1 below, taken from the City of Franklin Parks, Recreation, and Open Space Master Plan provides a listing and brief description for each of Franklin's facilities. In addition, Map 7-2 shows the location of these within the City.

Table 7-1: Franklin Parks and Recreational Facilities		
Facility Name	Acreage	Activities/Features
College Drive Park	2.07	Skating, Basketball, Playground, Tot Lot, Picnic Tables
Bruce Street Park	2.83	Basketball, Baseball, Shelter
Barrett's Landing	1.80	Fishing Pier, Picnic Tables, Shelter
Memorial Park	2.20	Picnic Tables
M.L. King, Jr. Comm. Ctr.	2.00	Basketball, Community Center
High Street Park	1.22	Passive Area
Armory Drive Rec. Park and Franklin Skate Park	9.00	Athletic Field, Tennis, Softball, Baseball, Football, Field House, Skate Park, Swimming
National Guard Armory	7.49	Basketball, Meeting Space
Atkinson Memorial Park	0.09	Picnic Tables, Gazebo
Chamber Walk	--	Garden, Hurricane Floyd Memorial
Total	28.7	

Source: City of Franklin Parks, Recreation, and Open Space Master Plan, March 2003.

Also, the City maintains the Hayden Sports Complex multipurpose field and the Paul D. Camp Softball Field. A private YMCA facility is located adjacent to Franklin High School.

I. Planned Improvements to Community Facilities

Fire and Rescue

- The City should evaluate the need for a new fire and rescue station in the southern portion of the City, contingent upon new development in that area.

Education

- Obtain property for future construction of an additional school within the City.
- Consider options for partnering with Southampton County to meet Franklin's future education needs.

- Support educational initiatives that enhance the development of a skilled workforce.
- Support the training initiatives of the Regional Workforce Development Center.

Libraries

- Consider the expansion of library facilities within the City where feasible.

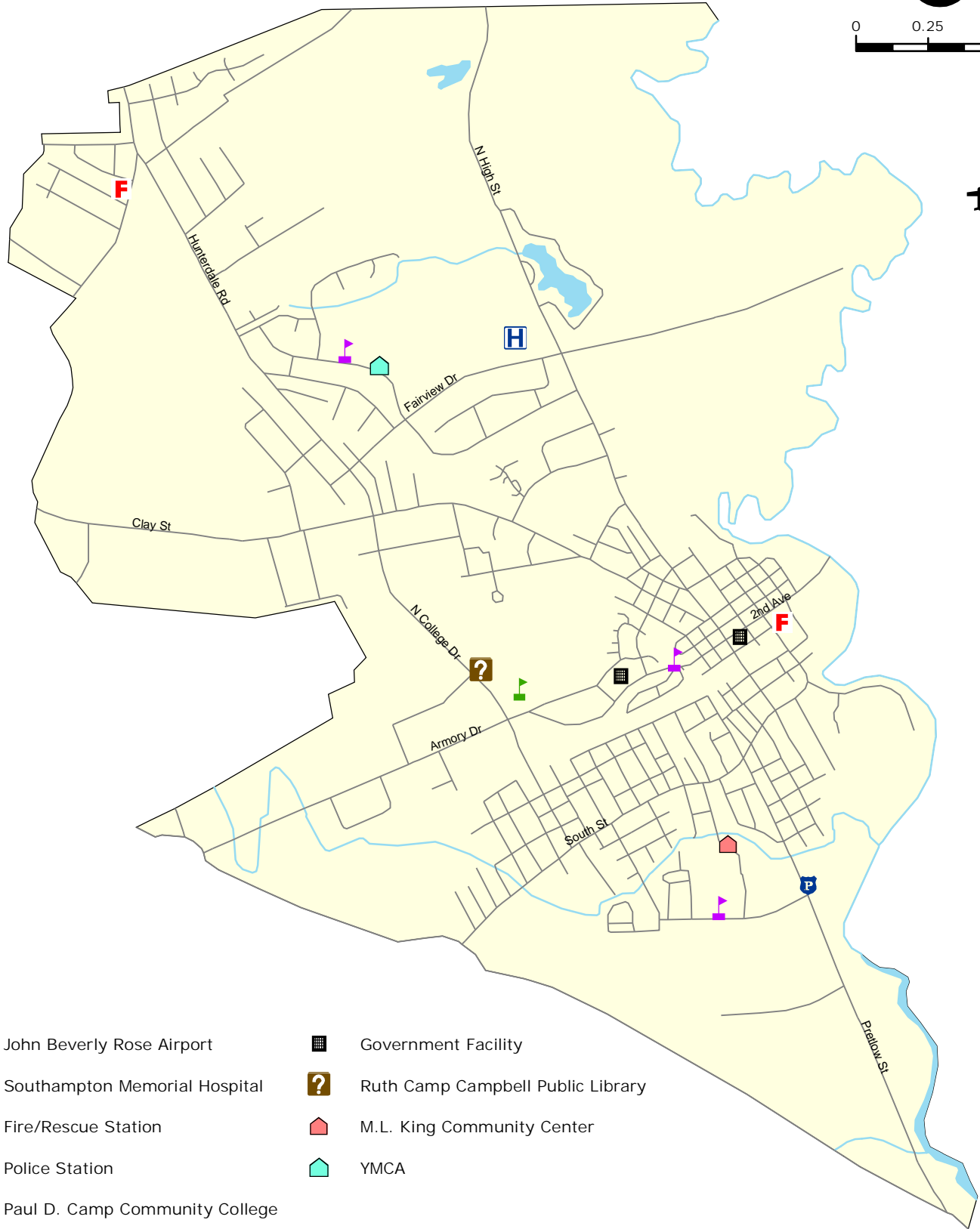
Parks and Recreation











- Construct a public boat ramp. The City has applied for grant funding toward this end.
- Carry out Phase II of the Boardwalk and Riverwalk expansion utilizing TEA-21 funding.
- Investigate potential parklands in the Hunterdale area of the City in order to locate a future park facility there.
- Implement suggestions set forth in the Parks, Recreation, and Open Space Master Plan.

Map 7-1



0 0.25 0.5 Miles



- | | | | |
|--|--------------------------------|---|-----------------------------------|
|  | John Beverly Rose Airport |  | Government Facility |
|  | Southampton Memorial Hospital |  | Ruth Camp Campbell Public Library |
|  | Fire/Rescue Station |  | M.L. King Community Center |
|  | Police Station |  | YMCA |
|  | Paul D. Camp Community College |  | Franklin Public Schools |



Community Facilities

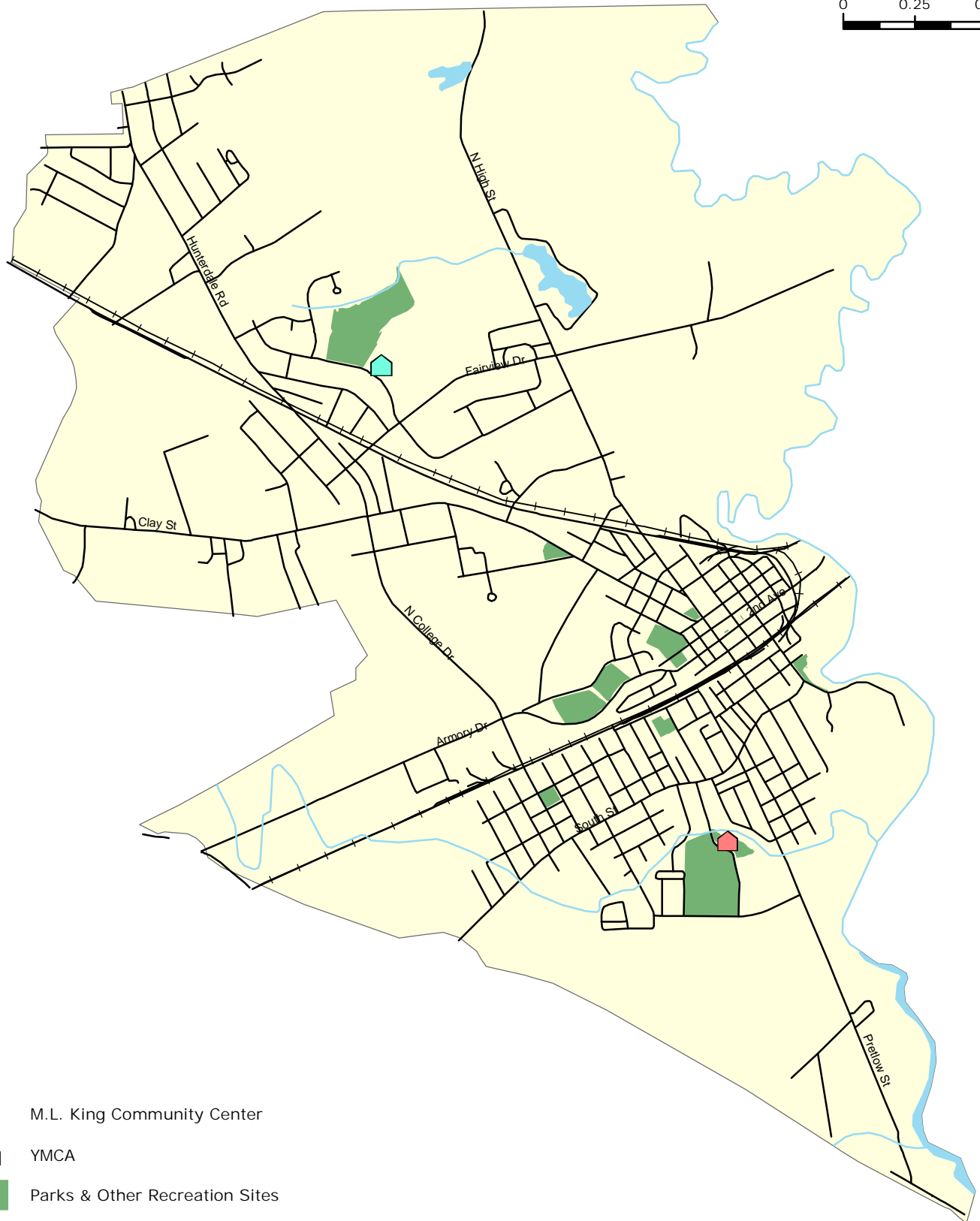





Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin; VDOT

Map 7-2



0 0.25 0.5 Miles



-  M.L. King Community Center
-  YMCA
-  Parks & Other Recreation Sites



Parks & Recreation Sites

Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin



CHAPTER 8 URBAN DESIGN

GOAL: THE PRIMARY URBAN DESIGN GOAL FOR THE CITY OF FRANKLIN IS THE DEVELOPMENT OF A BUILT ENVIRONMENT THAT SUPPORTS A HIGH QUALITY OF LIFE FOR ALL OF ITS CITIZENS. ACHIEVEMENT OF THIS GOAL WILL INCLUDE CAPITALIZING ON THE CITY'S EXISTING STRENGTHS, COMPENSATING FOR EXISTING WEAKNESSES AND INCORPORATING QUALITY DESIGN AS NEW DEVELOPMENT TAKES PLACE.

A. In General

The City of Franklin is at a crossroads between its past and its future. The historic downtown area and the surrounding residential areas provide a link to the past, to a time period when American urban design created pedestrian friendly neighborhoods. The floodwaters of Hurricane Floyd in 1999 submerged the downtown beneath nearly twelve feet of water from the Blackwater River, but the past four years have witnessed rebuilding and revitalization, once again making Franklin's downtown the center of activity it has been throughout the City's history. It is crucial for the City to look to its past in guiding its future.

Given the ample supply of undeveloped land and substantial projected population growth, the built environment in Franklin will change dramatically during the next twenty years. A clear articulation of the urban design goals for the City is essential in guiding



both new development and redevelopment in the coming years. Many principles of the urban design approach known as the New Urbanism have application to Franklin's situation. The movement's emphasis on pedestrian-friendly neighborhoods containing a mix of uses and housing types aims to create unified and sustainable communities.

B. Existing Land Use

The City of Franklin has a broad range of existing land uses including the historic downtown central business district and surrounding neighborhoods, big box, strip commercial and industrial development along Armory Drive, single-family residential development in the northwest quadrant of the city, and agricultural and forestal areas interspersed throughout. Map 8-1 depicts the existing distribution of land uses within Franklin. It is important to note that approximately half of the land within Franklin is currently in agricultural, forestal and open space uses that may be converted to more intense uses as population and land values increase.

C. Zoning

The existing zoning in Franklin is depicted in Map 8-2. The majority of the commercial and industrial areas are in and around the historic downtown, along the Armory Drive corridor and in the southern tip of the City. Most of the remaining land area is zoned for various types of residential use. Small areas of land zoned for Neighborhood Business are interspersed within the residential areas.

D. Downtown

The continued preservation and utilization of the historic downtown buildings is a critical aspect of capitalizing on the City's existing strengths. Map 8-3 shows the area encompassed by the Franklin Historic District, and also outlines the 2000 Floodway and Special Flood Hazard Area boundaries downtown. Restoration efforts following Hurricane Floyd have been quite successful, and today many businesses are thriving. Since 1985, Franklin has been a part of the Virginia Main Street Program. The Program, administered by the Virginia Department of Housing and Community Development in partnership with the Department of Historic Resources, ties historic preservation to economic development. As a designated Virginia Main Street Community, Franklin has access to state and national experts in efforts to promote investment in downtown. In addition, the Program provides assistance with design issues and marketing. The City's creation of a Franklin Architectural Review Board would further enhance the design integrity of the historic district.

Efforts are currently underway to utilize TEA-21 funding to convert the historic CSX passenger depot on South Main Street into a visitor's center for the City. Plans also include landscaping to tie the visitor's center to the Franklin Farmers Market, pending approval from CSX. Restoration efforts from Barrett Street to Second Avenue are likely to occur as well.

The introduction of additional housing in the downtown area is also an issue that should be considered. Housing in the upper floors of downtown businesses would provide additional economic and security benefits for property owners, and would promote activity in the area outside of normal business hours.

One issue that must be addressed in an analysis of the needs of downtown Franklin is the ability of residents to access the waterfront. The Blackwater River is a valuable asset to the City and should be both utilized and protected. Barrett's Landing Park is an example of the type of facility that can enhance residents' ability to enjoy the river. The Franklin Downtown Flood Recovery Master Plan speaks to the need for additional facilities along the river, including bike and pedestrian trails along the shoreline and through the wetlands, and a potential nine-hole golf course. The use of the area along the river for recreational purposes should be a priority for the City's future.



E. High Street Historic District

The residential neighborhood directly adjacent to downtown is another area to consider in addressing urban design needs. The High Street neighborhood contains some of the City's oldest homes, and expansion of the Franklin historic district to encompass this area has provided incentives for restoration and design integrity. Due to the large size of many of the houses, a number of them have been subdivided into rental units, presenting maintenance issues for the neighborhood. It is important to recognize the importance of the homes in this area to the character of Franklin, and take steps to ensure their preservation.

F. Entrance and Transportation Corridors

The major entrances and thoroughfares in the City of Franklin deserve special attention, as they are the first impression visitors have of the City. Roads such as Second Avenue, Armory Drive, Pretlow Street, South Street, and Clay Street serve as entry points, and should be addressed both from a functional as well as an aesthetic standpoint. Signage can play an important role in the demarcation of entrances, and street trees and pedestrian amenities can make an avenue more welcoming and tie the major thoroughfares into the urban heart of Franklin. The City is currently developing through its Beautification Commission a Gateway Enhancement and Street Tree Planting Plan, which includes a tree inventory and the evaluation of design priorities. As another example of work in this area, the Downtown Franklin Signage Study completed in January 2004 by the Hampton Roads Planning District Commission provides an analysis and recommendations for improved signage to direct travelers to the downtown area, and also to notify them of points of interest.

G. Armory Drive Commercial Area

As the center of much of the City's commercial activity, the Armory Drive corridor is a thoroughfare under a great deal of development pressure and one that merits close attention. The design of the Armory Drive corridor contrasts sharply with the older sections of Franklin. The application of some of the principles of New Urbanism could remedy to a degree the disconnect between Franklin's commercial areas. For example, Armory Drive as a shopping destination is not conducive to pedestrian activity. Many stores, although in relatively close proximity, are not easily accessible by foot. Reworking of the streetscape in the area and the introduction of pedestrian amenities would allow for better integration of this corridor with the urban fabric of Franklin. In addition, reuse of vacant shopping centers and the potential for limited introduction of mixed-use development adjacent to Armory Drive would further enhance the ability of this important corridor to serve the needs of City residents.

From a stormwater management perspective, the vast area of impervious cover resulting from the type of development prevalent along Armory Drive creates special concerns. Increased runoff leads to problems with effective stormwater management with respect to both water quantity and quality. One potential solution is application of the principles of Low Impact Development in both new construction and in retrofits. This strategy of dealing with stormwater involves reducing the amount of impervious cover in order to mimic the pre-development hydrology of the site. Principles such as constructing parking only to match demand, along with the use of bioretention areas, permeable pavers, and other infiltration devices can serve to decrease infrastructure costs and provide an alternative to the aesthetic drawbacks of stormwater detention ponds.

H. South Franklin Residential Area

The residential area of Franklin centered around South Street is another area of the City where urban design concerns should be addressed in order to serve the needs of the neighborhood. Many of the principles of the New Urbanism are relevant to revitalization efforts in this part of the City. An emphasis on mixed uses would be especially beneficial in maintaining and furthering the sense of community in this area, and future development and redevelopment should address the importance of this principle. For example, the commercial area along South Street provides neighborhood residents with shopping opportunities within walking distance, and promotes independence for those without other means of transportation.

In addition, the need for affordable housing of high quality must be a focus of any redevelopment within the South Street corridor. The sense of community resulting from making the neighborhood a defined and close-knit area will foster pride and responsibility for maintaining the quality of the homes there. Community Development Block Grant funding has and will continue to be utilized in this area of the City. In addition, the creation of a South Street Enhancement Plan outlining corridor revitalization and design needs would aid the City in accomplishing each of the above goals.

I. New Residential Development

The undeveloped areas in many parts of the City of Franklin present both opportunities and challenges for the future of the City. Agricultural and forestal areas in the northern and western reaches of Franklin will no doubt begin to feel the pressures of development in the coming years. How the City chooses to deal with opportunities for development will define the character of these areas.



The application of Conservation Design principles, as set forth by Randall Arendt, would allow for the preservation of significant open space while still accommodating

development needs. Conservation Design in the development of subdivisions involves less land consumption in that housing density is increased in one portion of a developable tract of land, leaving a significant portion of the total subdivision as permanently protected open space. Application of this technique in multiple subdivisions could allow for the creation of a connected network of open lands within these areas of Franklin. The Conservation Design process includes a site evaluation prior to subdivision to identify important natural features such as wetlands, rare and unique habitat areas and forested areas that should be protected during the development process. Other significant features such as historic areas and agricultural lands may also be identified for protection at this stage in the process.

In addition, the introduction of mixed uses in future development in outlying areas would further the creation of unified neighborhoods there. The higher-density housing of Conservation Design combined with interspersed commercial uses would create pedestrian-friendly and functional neighborhoods. Pedestrian and bicycle amenities in currently undeveloped areas of Franklin will be crucial in uniting any new neighborhoods with the rest of the City. Multi-use trails are already outlined in the VDOT Franklin 2020 Plan for widening projects along Hunterdale Road and North High Street. Linkage with trails along the Blackwater River would provide residents with abundant recreational opportunities.

J. Open Space Network

The protection of significant open spaces in any new subdivisions and the utilization of public open space along the Blackwater River should be a top priority for the City. While contributing to a network of trails for pedestrians and bicyclists, a network of protected open space can provide benefits for the management of stormwater, the protection of wildlife habitats, and also aesthetic benefits for the City as a whole. Protection of forested areas and agricultural areas should be considered as new development takes place. In addition to considering Conservation Design subdivisions in currently vacant areas of the City, examination of these lands for use as potential City park facilities should be a top priority before development takes place.

The City of Franklin Parks, Recreation, and Open Space Master Plan, completed in 2003, outlines the need for additional facilities within the City limits and the numerous potential areas which deserve attention and evaluation. Priorities include development of a Pedestrian and Bicycle Plan utilizing TEA-21 funding, and construction of Phase II of the Riverwalk along with a public boat ramp. Protection of Franklin's natural areas will allow the City's character to remain intact in the face of future changes.

K. Stormwater Management

Stormwater management presents a set of challenges and opportunities for the City. As development takes place new stormwater management facilities will be required. Questions to be resolved by the City include identifying the best mix of regional and on-site facilities and insuring that the facilities are properly maintained. One possible option

involves setting up a system in which private developers can purchase credits in publicly held open space or stormwater facilities. This type of approach could contribute to the preservation of an open space network.

L. Future Land Use

The Future Land Use map (Map 8-4) depicts the anticipated development patterns for the City of Franklin. Key features include the following:

- Continued commercial and industrial development in the Armory Drive corridor.
- Commercial development around the Route 58 interchanges.
- Residential development in the northern section of the City.
- Establishment of Gateway Corridor overlay districts at the primary entrance corridors to the City.

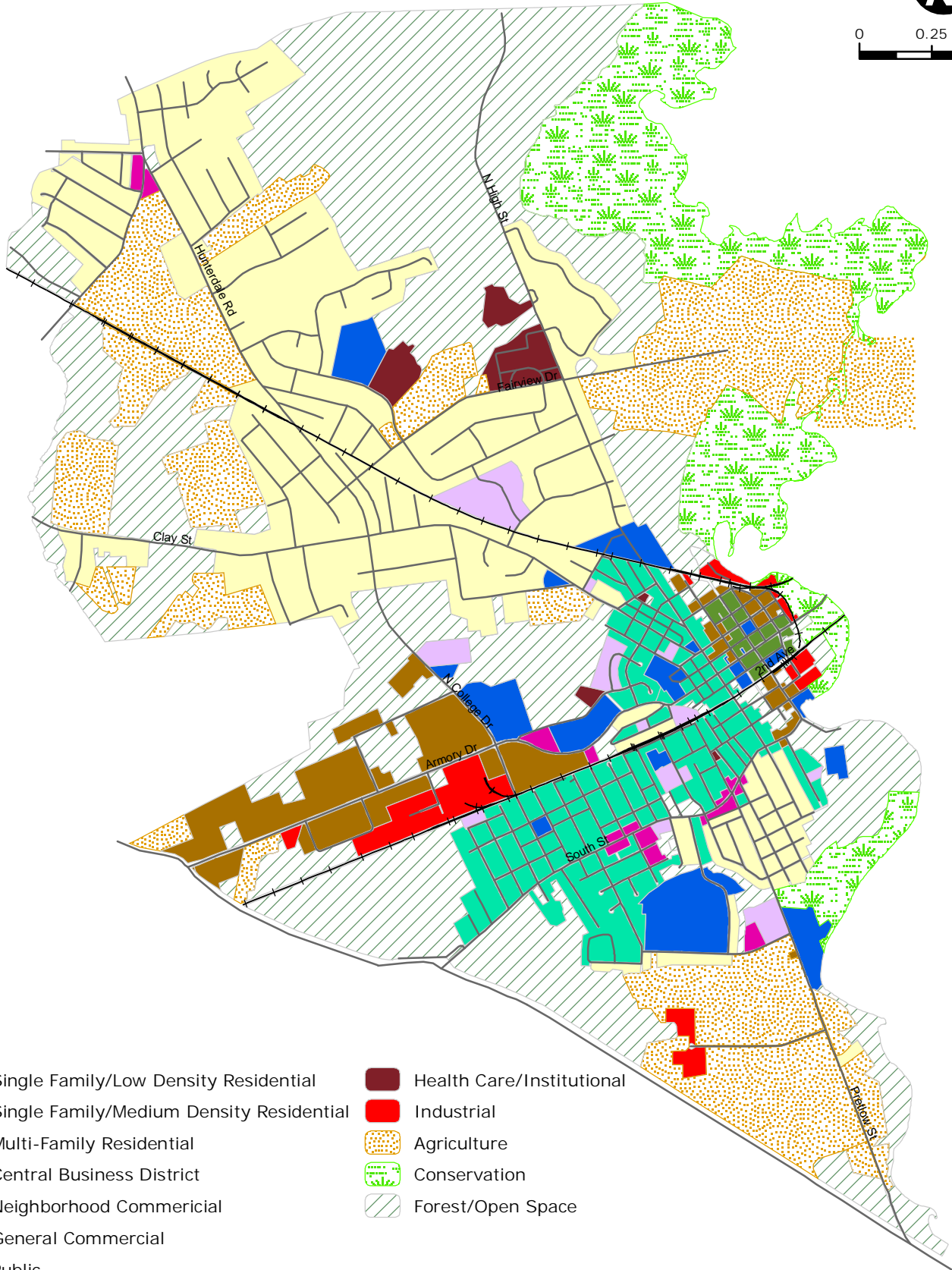
Recommendations

- Make necessary amendments to the zoning, subdivision and other ordinances to facilitate development in accordance with the vision set forth in the Comprehensive Plan.
- Determine the best mix of stormwater best management practices and facilities to accommodate new development and redevelopment. Consider options for stormwater facility maintenance agreements as the Franklin City Code is updated.
- Identify and protect significant natural features and open space through the application of Conservation Design principles as new rural residential development takes place.
- Emphasize quality urban and architectural design as new development and redevelopment takes place.
- Adopt an ordinance setting up an Architectural Review Board to oversee new development and redevelopment in the historic district.
- Create a Redevelopment Master Plan for the City.

Map 8-1



0 0.25 0.5 Miles



- | | |
|--|---------------------------|
| Single Family/Low Density Residential | Health Care/Institutional |
| Single Family/Medium Density Residential | Industrial |
| Multi-Family Residential | Agriculture |
| Central Business District | Conservation |
| Neighborhood Commercial | Forest/Open Space |
| General Commercial | |
| Public | |



Current Land Use

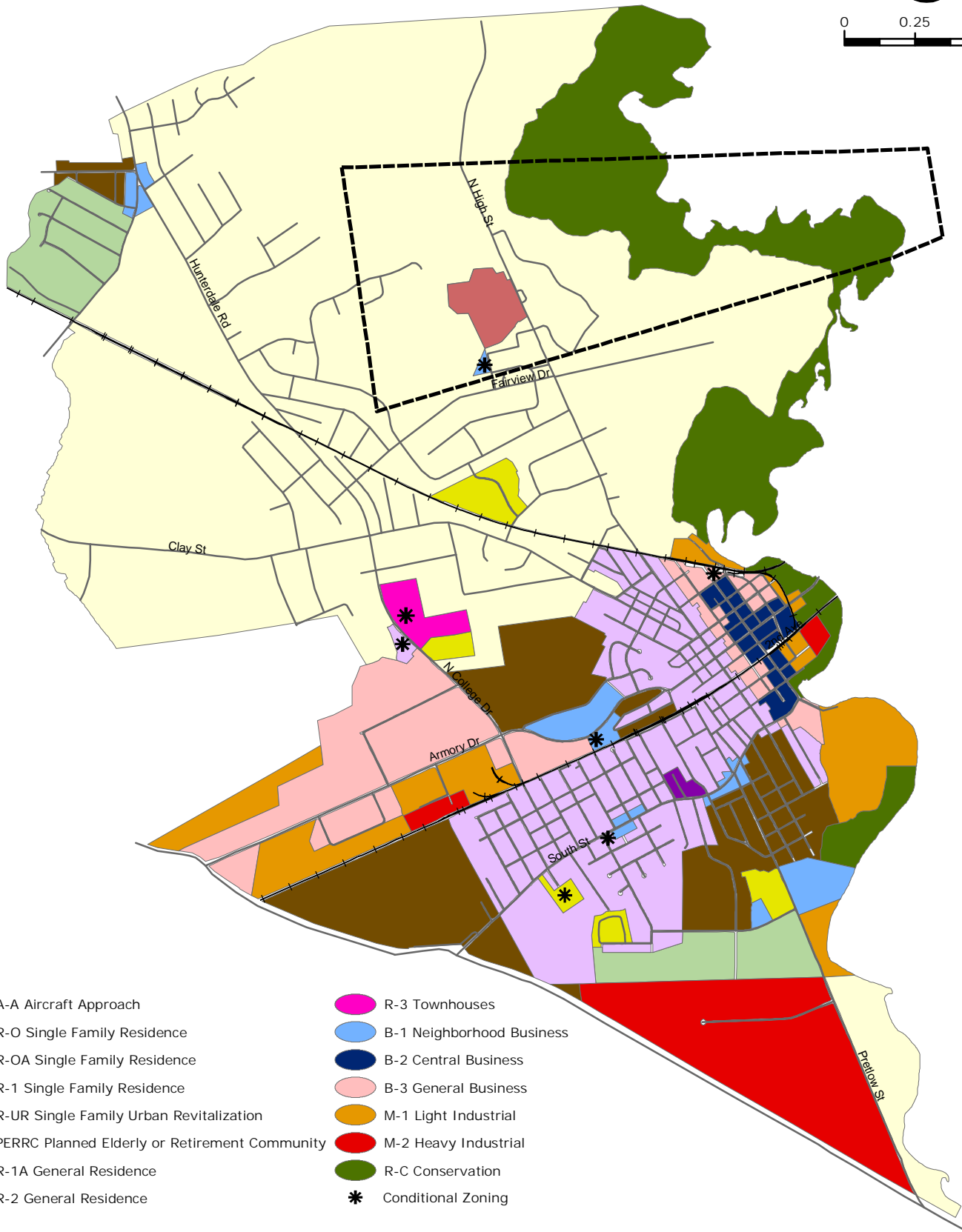
Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin



Map 8-2



0 0.25 0.5 Miles



- | | |
|---|---------------------------|
| A-A Aircraft Approach | R-3 Townhouses |
| R-O Single Family Residence | B-1 Neighborhood Business |
| R-OA Single Family Residence | B-2 Central Business |
| R-1 Single Family Residence | B-3 General Business |
| R-UR Single Family Urban Revitalization | M-1 Light Industrial |
| PERRC Planned Elderly or Retirement Community | M-2 Heavy Industrial |
| R-1A General Residence | R-C Conservation |
| R-2 General Residence | Conditional Zoning |







Zoning Districts

Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin



Map 8-3



-  Historic District
-  Buildings
-  2000 Floodway
-  2000 Special Flood Hazard Area (100-year flood)



City of Franklin Historic District

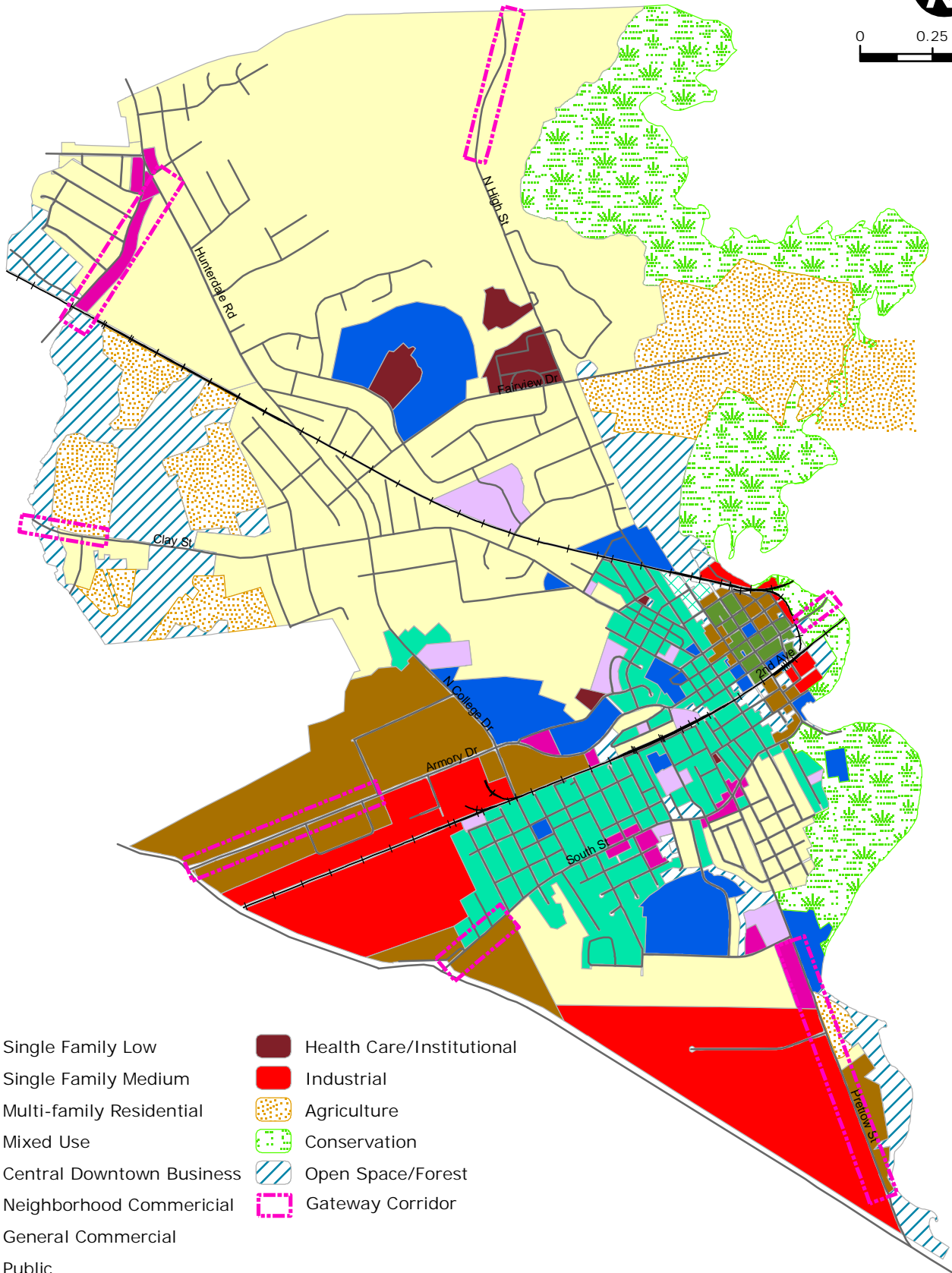
Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin; Army Corps of Engineers
Aerial Imagery (c) 2002 Commonwealth of Virginia



Map 8-4



0 0.25 0.5 Miles



- | | |
|---------------------------|---------------------------|
| Single Family Low | Health Care/Institutional |
| Single Family Medium | Industrial |
| Multi-family Residential | Agriculture |
| Mixed Use | Conservation |
| Central Downtown Business | Open Space/Forest |
| Neighborhood Commercial | Gateway Corridor |
| General Commercial | |
| Public | |



Future Land Use

Map Created by HRPDC GIS Staff, March 2005
Data Source: City of Franklin



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