FRANKLIN COUNTY

COMPREHENSIVE DEVELOPMENT PLAN

Maps Prepared by: Franklin County GIS Department
in conjunction with Franklin County Zoning
Hampton, Iowa

Approved by the Board of Supervisors on April 5, 2010.

INTRODUCTION

The comprehensive land use plan, required by Iowa law for those counties wishing to enforce a zoning ordinance, annexation, urban renewal tax benefits and other land use controls, is developed to be the county's primary guide for future decision making. It is comprehensive in nature, assessing current conditions and making projections about population, housing, economic conditions, and land use issues.

The core of the plan is comprised of two areas: Goals and Objectives for a 15-20 year period into the future, and a Future Land Use Map displaying an ideal pattern of future land uses and development. The goals and objectives should agree with the land use map, and vice versa. Included within this executive summary are the overall goals and objectives and the proposed land use map. Supporting data is available within the main body of the plan, as well as additional policy recommendations for the future of Franklin County.

This document is intended to update and replace the 1985 Franklin County Comprehensive Plan. This planning program is based on the overall comprehensive plan goal for Franklin County: "The Comprehensive Land Use Plan shall protect and promote the health, safety and general welfare of all citizens and visitors of Franklin County and protect the environment and Franklin County's physical and natural resources. It shall protect and enhance the County's quality of life through including the citizen's views on the issues facing Franklin County and shall engage in natural resources and land-use planning and community development activities that effectively improve the health, safety, and welfare of Franklin County residents. It shall provide planning, program development and implementation services to the citizens and elected and appointed officials of the County in a fashion and format that is inclusive and user friendly. The Plan shall:

1) Promote development that contributes to community goals and is in harmony with our natural environment;
2) Support local elected and appointed officials and coworkers in their efforts to improve the public health, safety, and welfare of Franklin County's citizens;
3) Promote a high quality of life for all citizens of Franklin County;
4) Encourage public participation in planning for the future; and
5) Strive for excellence in serving our county and its communities.

These statements are the most significant elements underlying the comprehensive development plan.

GENERAL DEVELOPMENT TRENDS AND GOALS:

General development goals guide the comprehensive planning process and are summarized as follows:

- Franklin County has experienced a general decrease in population over the past twenty years according to the US Census. Based on this fact, the county's population is expected to continue its decreasing trends in the next 15 to 20 years. Population growth should be promoted both within the incorporated cities and rural developed areas of Franklin County.
- Economic indicators including lack of gains in labor force, unemployment, and lack of increases in the manufacturing, services, and retail sectors are indicators regarding the future

course of the county's economy. Franklin County should continue to promote countywide economic development efforts.

- Franklin County contains a mix of land uses, with a minimum of conflicting land uses. The separation and delineation of existing or potential conflicting land uses will promote a healthier, safer, and more prosperous county.
- The county should continue to preserve the separate character of urban and rural areas.
- The county should establish a pattern of land uses that will maximize the safety and welfare of residents, while considering the protection, preservation and mitigation of sensitive environmental areas and critical natural habitats.
- The county should develop an infrastructure system that will provide for the safe, convenient and economical movement of people and goods in and out of the county.

Objective statements and the policy recommendations formulated in this plan are intended to achieve the overall goal and mission statement identified above. The policy statements are supported through the land use elements of this plan, and stated in a form which is specific enough to provide the Planning and Zoning Commission with a basis for decision making but still general enough to remain valid for a reasonable period of years. The Board of Supervisors, Planning Commission and Board of Adjustment should utilize this comprehensive land use plan as the principal guide for future decision making and development decisions. Implementation of the recommendations made in the comprehensive land use plan should help decision makers to improve the health, safety, and welfare of the residents of Franklin County.

I. PURPOSE OF THE COMPREHENSIVE PLAN

A comprehensive plan is a combination of stated objectives and policy recommendations integrated together and working toward a common set of goals outlining the existing land uses and future needs of the county; while at the same time looking toward the future to establish a guideline in relation to long range goals and objectives. A land use map, a policy plan, a strategic plan, and even a set of goals are all useful tools in the planning process, but they are not substitutes for a comprehensive plan. These tools should be used as part of the whole, or as components of the comprehensive plan. The comprehensive planning process consists of utilizing past and present efforts and information provided by predecessors and integrating this information into a vision for the future.

What exactly is a "vision?" A vision is an image or foresight into what and where representatives of Franklin County wish to see the county directed in the future. A common vision is critical for the development of a comprehensive plan, because once a vision statement has been established; it serves as a focal point for all other long range plan goals and specific policy statements to aim for. A comprehensive plan's working expectancy will vary with each individual governmental body, but averages between fifteen and twenty years. The plan is an intense study and analysis into specific components that make the county work. Another aspect that is explored in the comprehensive plan is the physical county itself. Information on land uses, infrastructure, natural characteristics, and other features are very important in determining the current condition of the county and likewise important in determining where the local governing officials should "envision" the county in the future.

This information is extremely useful in determining objectives and policies relating to agricultural lands, the natural environment, the built or developed environment, varying land uses, and other such activities that directly affect the physical aspects of Franklin County. Most importantly, this comprehensive plan is not "etched in stone" per say. This document, specifically the visioning, goals, and policies section of the plan, is intended to be and should be amended as needed. As the county grows and changes from year to year, so will its needs.

Therefore, the comprehensive plan should reflect new changes and possibly new objectives or policies toward specific actions. Ideally, the comprehensive plan would be regularly updated on an annual basis. Actions recommended by the planning and zoning commission and taken by the Board of Supervisors can amend this plan to reflect current trends or simply a change in philosophy regarding one or more of the policy statements.

II. PLANNING ELEMENTS

Once the working definition of planning has been internalized by those involved, the steps of the actual process should commence.

1) The primary stage of a planning program is research and data collection. It is from this supply of data that all decisions will be based, indicating that the more extensive and specific the data is the more accurate and functional the decisions. The first step is to identify all sources of existing data, and to establish what data exists and what data needs exploration and research.
2) Analysis of the data collected is an ongoing activity conducted at the same time the research and data collection is being pursued. Analysis involves the collection and presentation of data in written and/or graphic form to establish a complete base of existing conditions. Once this base has been established, the analysis proceeds into projection of future trends and growth.
3) All of this input will facilitate the evolvement of certain broad and general goals for the planning area. A goal is that aim or end toward which effort is to be directed. Objectives involve bringing the goals closer to reality and specifically establishing those accomplishments that are desirable and closer to realizing established goals.
4) The goals and objectives constitute the framework for plan preparation. Before submission of the plan to the legal bodies concerned, it should have been studied and commented upon all the involved sectors and altered accordingly.
5) Legalization of the plan involves the plan adoption by the Board of Supervisors. Public hearings and wide distribution of the plan should take place before formal adoption proceedings. The plan must meet with the approval of those in the planning area to function properly.
6) Actual implementation of the plan is not carried out by any one department or agency, but is out of necessity a combined effort of all government, private and related entities. The plan will list and define various tools of implementation (zoning and subdivision regulations, capital improvements programs, etc.).

This comprehensive plan is to be used by both public and private sectors in land use decision-making processes.

The private sector, including developers, investors, industry, and businesses will use this document to become informed of the official positions of the county regarding land use and policy issues. The plan will provide the general public with an outline to make individual land investments, purchases, or development decisions. The public will become more informed as to the county's policies regarding land uses that are permitted, encouraged, prohibited, or protected.

The public or governmental sector, including but not limited to Franklin County, State of Iowa and the Federal Government shall use the plan as a guide in land use decision making processes. While this working document is the result of the efforts of the County, it has been prepared representing the interests of all Franklin County residents. Any activities affecting land uses by the County, State or the United States Federal Government should follow the comprehensive plan. All governmental bodies, businesses, individuals, and corporations are strongly encouraged to comply with the spirit and intent set forth in the goals and policies outlined in the comprehensive plan.

III. COUNTY HISTORY

Franklin County, established in 1851 and organized on August 5, 1855, is named in honor of the American statesman, scientist, and philosopher Benjamin Franklin.

The first county seat of Franklin County was Jefferson. This site was not suitable to most county residents, so, by order of election, it was moved to Benjamin in 1856. It was later renamed Hampton, in honor of Hampton Roads, Virginia. Other county seat battles continued, mostly from Maysville, but by April 1862, they had all but died out.

The first courthouse was built in Hampton by F. A. Denton. It was located on the Hampton square and officially dedicated on July 4, 1857. This building was made up of native lumber and resembled a one-room school house of that era. It was used by the county until 1866 when it was moved and used as a dwelling.

A second courthouse was built in 1866 at the same location. This building was contracted for $12,000, but the final cost greatly exceeded it. This large structure was made of stone and timber. It was 48-foot x 70-foot, two stories in height and capped by a cupola. This building was used by the county and community for nearly 23 years. It was finally condemned and torn down in 1889.

The county records were moved to the school until the third and present courthouse was completed in 1891. Original cost of the building was $60,000. This courthouse measures 76-foot x 102-foot, nearly twice the size of the previous one. The stone and brick structure has a large dome that contains a clock with faces for all four sides.

This building underwent serious renovation in 1975-76 at a cost of $825,000. These renovations consisted of modernization of the electrical and mechanical systems, installation of a third floor and elevator, and general repairs. This building has been placed on the National Register of Historic Places.

Franklin County is the home of Beed's Lake State Park. The lake is near the site of the sawmill built to aid the settlers with their building. The mill was changed to a flour mill and served the

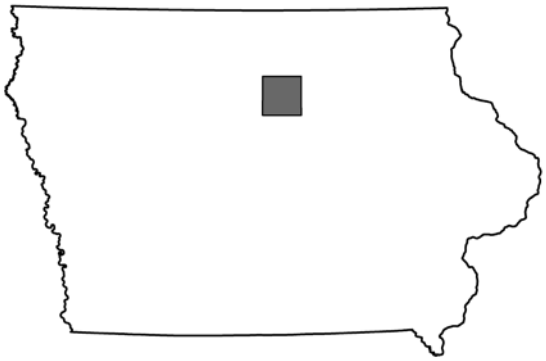
farmers by buying their wheat. However, the farmers weren't interested in growing wheat, and when they changed to growing corn, the mill was no longer needed. The area remained as a picnic and recreation area and was developed by the Civilian Conservation Commission.

The first Rural Electrification administration plant was built in Franklin County. The building, which is now owned by the Franklin County Historical Society, is located southwest of Hampton.

Sources:

- Arlene Maifeld, former Franklin County Recorder
- Foster, J.E. Franklin County History, Franklin County Historical Society 1970

Exhibit 1



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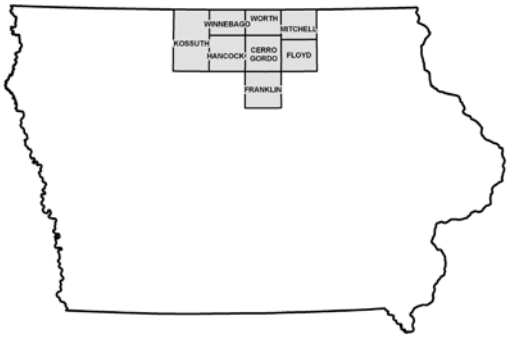

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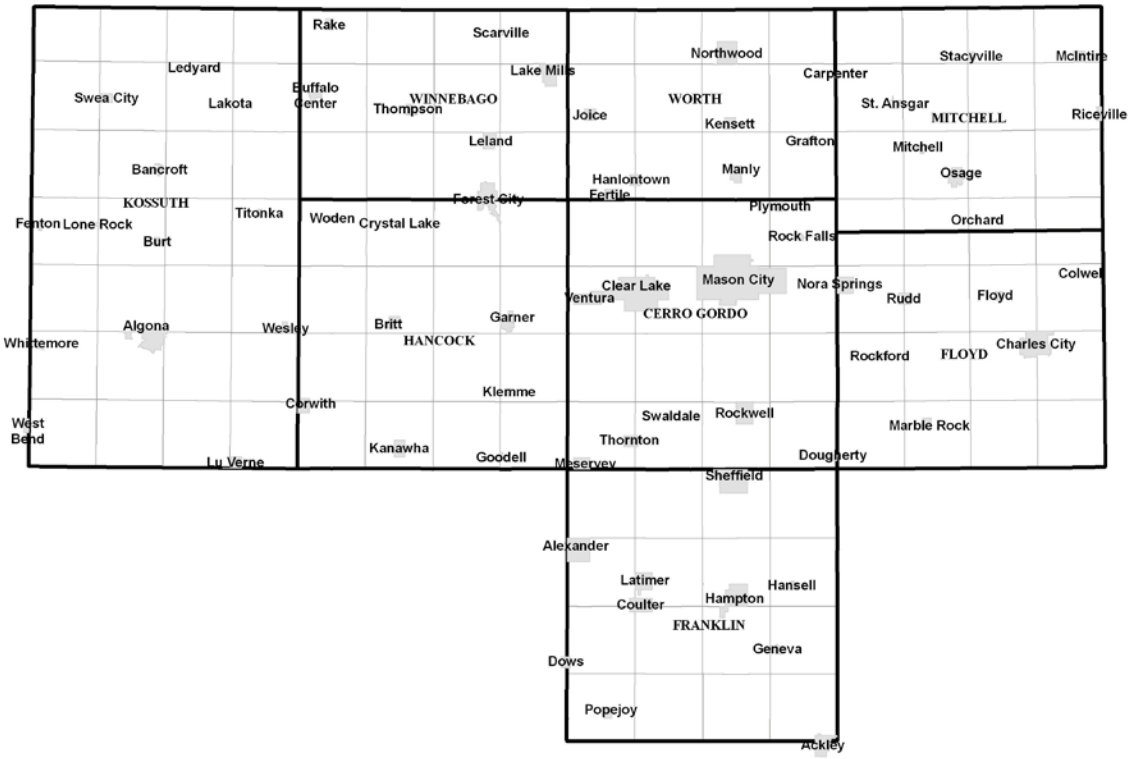


IV. PUBLIC PARTICIPATION AND PLAN HISTORY

BACKGROUND OF COMPREHENSIVE PLANNING

Franklin County initiated its planning efforts by joining with the incorporated cities in the county to participate in a Housing and Urban Development planning program under the direction of D. K. Rippel Planning Consultants. The consultants and a citizen advisory group developed a plan format that was adopted by the Franklin County Board of Supervisors in 1968.

The Board of Supervisors, Planning and Zoning Commission, and Board of Adjustment actively utilized the plan in making land use decisions for the next seventeen years. The Board of Supervisors indicated the need to update the comprehensive plan and revise the zoning ordinance and subdivision regulations to reflect the trends, needs, and philosophies of the time. This time the Board of Supervisors sought the assistance of the regional Council of Governments (COG), of which they were a participating member. The North Iowa Area Regional Council of Governments (NIACOG) staff planners prepared a plan that was adopted in 1985.

By 2006, the Board of Supervisors felt that it was time to once again complete a comprehensive review of the plan's goals and objective statements, followed by an update of all background information, reflective of new 2000 Census data completed and published in 2001 and 2002. The County initiated the comprehensive planning process in early 2007. Franklin County pursued an update to its Comprehensive Land Use Plan and Zoning Ordinance. Franklin County believes that a Comprehensive Plan is a document used as a tool to direct growth of all types to designated areas where development will have the least negative affects and the best possible outcomes. Generally, the idea is to promote the health, safety, and welfare of Franklin County Citizens. Specifically, the Plan can be a tool to attract new jobs and business while encouraging preservation of our natural resources and agriculture heritage. The results are an increase in quality of life for all citizens in Franklin County. The Zoning Ordinance enforces the principles in the Comprehensive Plan.

As stated before, Franklin County adopted a Zoning Ordinance and Comprehensive Plan in 1968. The documents adopted at that time were general in nature and lacking in several areas. Since adoption of zoning Franklin County has been confronted with several shortfalls within the Comprehensive Plan. The shortfalls include:

- Lack of guidance for economic development efforts
- Lack of direction and support for rezoning requests
- Lack of updates to the future land use plan map
- Lack of updates to the Zoning Ordinance
- Lack of substantial public education and participation
- Lack of adequate planning for storm water drainage/retention
- Lack of consideration for environmental impacts
- Lack of city/county planning in fringe areas

Franklin County was facing pressures from numerous sources as rural acreage seekers and industrial and commercial developers are beginning to consume quantities of non-agriculture land. While Franklin County does not have substantial growth currently, there is a need to

address potential growth issues prior to significant impacts from new development occurring under a lacking set of planning policies.

This new finalized Comprehensive Plan:

- Correlates future land use categories and zoning districts with maps and tables.
- Provides for criteria for rezoning to commercial, residential and industrial districts.
- Establishes design standards for rural unincorporated towns.
- Acknowledges growth policies between cities and the county.
- Establishes standards for density and a variety of lot sizes.
- Develops regional subdivision storm water requirements.
- Requires minimum service levels to be provided at the time development occurs.
- Identifies alternatives for on-site sewage treatment facilities and water systems.
- Establishes subdivision access standards.
- Establishes buffering and compatibility standards.
- Incorporates fairness principles (equality to citizens) and other growth policies
- Incorporates planning with other entities
- Considers natural resource management issues with regards to new development.
- Considers open space and recreation.

The new Franklin County Comprehensive Plan is:

- Easy to read and understand for all users, including citizens, developers, and elected and appointed officials;
- Flexible and easily administered by minimal staff, and;
- Innovative and creative in approach to land use regulations.

The document time-frame is 20 years with regular review.

PUBLIC PARTICIPATION

On June 6, 2006, members of the Franklin County Board of Supervisors, the Planning and Zoning Commission and the Board of Adjustment were invited to attend a public forum to discuss land use and planning issues important to the county with regards to the comprehensive plan. The Planning Director facilitated the meeting. After explaining the comprehensive planning process, staff asked guests to openly share their thoughts about the strengths Franklin County can offer, some of the challenges facing the county, and an insight into the future vision of what they would like to see in 15 to 20 years. There were twelve elected and appointed officials in attendance at the visioning meeting. Participants were asked to identify the positive aspects of the county, areas needing improvement, a vision for the future and actions that they would see to realize that vision. The following summary is a combination of the public verbal comments received during the visioning meeting.

Positives:

- High Quality Farm Ground
- People
- Family Values
- Location
- Active Agriculture
- Cost of Living
- Proximity to Mason City
- Work Ethic
- Clean Air
- Easy Commute

Good Place to Raise Kids
Good Place to Live
Recreational Opportunities
Schools
Banks
Community Pride
County Government
Development Growth
Educational Opportunities
Enthusiasm
Hospital & Medical Clinics
Hunting & Fishing
Good Labor force
Local Festivals
Low Crime Rate
Parks & Public Land
Rural Character

Areas Needing Improvement:
- Increased Local Value Added Ag Opportunities
- Expand Retail Base
- Youth Opportunities
- Expand Recreational Opportunities
- Less Isolation between Neighbors
- Lower Drug Abuse
- More Variety of Businesses
- Pride in Cleanliness
- Reasonable Taxes
- Air Quality
- Better Communication w/Citizens
- Better Paying Jobs
- Building Codes
- Cooperation between Governments
- Declining Population
- High Deer Population
- Encourage Small Businesses
- Hi Speed Communications
- Formal Planning
- More Natural Areas
- Increased Conservation

Vision for the Future:
- Alternative Energy Used
- Renewable Energy Generated
- Continue as a Farming Community
- Planned Growth
- Balance of Taxes vs. Wants/Needs
- Better Wages
- Healthy Natural Environment
- Value Added Ag Opportunities
- Balance Growth & the Environment
- Enhanced Job Opportunities
- Healthy Population Growth Rate
- Improved Senior Services
- More Paved County Roads
- Rural Churches
- Small Business Opportunities
- Things for Youth to Do
- Jobs for Youth
- Work Ethic

Actions to Achieve the Vision:

The groups felt that the development of the Comprehensive Land Use Plan Steering Committee was the first step in achieving the visions set above.

The Comprehensive Land Use Plan Steering Committee met and went over the Draft Comprehensive Land Use Plan on September 29. 2009. The committee discussed many issues and provided input on areas where changes could be made to improve the document. The Zoning Administrator then asked for members to contact him with other specific issues that they would like to see address in the final plan.

The outcome of the above planning activities is this Comprehensive Land Use Plan.

V. OVERALL GOAL AND LAND USE OBJECTIVES

Development of a comprehensive plan involving cooperation between diverse interests and various levels of government requires all to function with similar concepts in mind. This plan will establish the framework which will enable all interests to operate effectively. It is absolutely essential that involved parties understand each other's roles and responsibilities. Planning is theoretical in nature. There are many different theories advocated, but the general process remains much the same. The following two chapters will detail a series of goals, objectives and land use policies which will reflect the desires and intent of the county. Additional chapters in this plan will provide an overview of existing conditions in the county that will provide the background and supporting data of the goals and objectives.

There are several items the Board of Supervisors and the Planning and Zoning Commission need to remember in order to make this a successful comprehensive plan. The first and foremost is that all participants must realize there is a large commitment and effort required to make the planning process successful. The commitment of the Planning and Zoning Commission to work with county leaders to guide the implementation of this plan and other development issues of the county is essential. This plan is not a "quick fix" to the economic or development challenges that face Franklin County; however, this plan can serve as a guide to future development opportunities. A comprehensive land use plan needs to be modified and updated over time in order to maintain current plan and control ordinances.

OVERALL COMPREHENSIVE PLAN GOAL:

"To provide long term planning, growth, and balanced developments, which together with land use controls, will minimize the number of conflicting land uses, consider the impact on the natural environment, and preserve the character and intent of urban and rural developments. The County shall recognize and achieve a sensitive balance between urban and rural land uses which facilitate the economic potential of the county while at the same time preserving sensitive environmental resources of the region and facilitating necessary and required services to residents of the county."

FRANKLIN COUNTY'S MISSION STATEMENT:

"To work with and for our customers to provide the best possible government services in a responsive, efficient, and cost-effective manner, based on the expectations of our customers, residents, visitors, and business entities with an emphasis on Quality"

GENERAL DEVELOPMENT TRENDS:

Pace of Growth According to the US Census, one of the defining characteristics of Franklin County over the last half-century has been significant decrease in population. In 1950 the population of Franklin County was approximately 16,250. Currently it is approximately 10,700. This is a 35% reduction in population. Through that time, Franklin County's population decreased by about 111 persons a year. Natural increases in population (i.e., births) have not impacted the total growth in the last 50 years. While there has been migration from abroad, our growth has shown no signs of improving.

This pace of growth has posed considerable challenges for Franklin County. Efforts to stimulate growth may be seen through job creation, as well as education and training for under-skilled workers.

Land supply is not a critical issue for our community. As the population has not grown, developers have not needed to keep pace with increasing demand for housing and commercial facilities. Remaining land available for development is not limited.

Community Diversity Franklin County is a racially and ethnically diverse non-metropolitan county. Hispanics are the largest single ethnic group in our community, accounting for 7 percent of the population. Our diversity, with its unique challenges and strengths, greatly shapes the cultural, economic, and political life of our community.

The Changing Economy Twenty years ago, Franklin County's per capita income was above that of the eight county region and 56th in the state. Since 1980, per capita income has continued to increase. The county is now fourth in the region but 53rd in the state. In 1980 Franklin County families accounted for 0.6% of the families in Iowa below poverty levels (341 families). Currently that number is 0.4% (171 families). Franklin County government, the Chamber of Commerce, and other institutions recognize the economic growth issues and are working on finding economic development opportunities.

LAND USE OBJECTIVES:

1. Physical Setting: Franklin County is characterized by small urban areas throughout the county that do not contrast with the rural atmosphere in the county. Future developments should be scrutinized for potential effects it may have upon the physical setting and natural resources of the county.
2. Agricultural Lands: The soils of Franklin County are an extremely valuable and nonrenewable natural resource. This natural resource must be protected, especially the control of soil erosion, soil manipulation, and soil contamination which can influence the depletion of this resource and lead to polluting local and regional water resources.
3. County Development: Overall development of the county must not become stagnant. At a minimum, existing businesses and housing should be maintained and encouraged to expand. One primary objective for countywide development involves focus on increasing the county's existing tax base through the promotion of new opportunities. New development should be encouraged in order to strengthen and promote the continued economic viability of Franklin County
4. City Development: City growth in Franklin County must be encouraged in order to strengthen the overall community and economic vitality. However, the county will encourage cities' growth trends toward infill development and within existing city limits. The county will be careful to review and comment upon any future proposed annexations of unincorporated areas by the cities in Franklin County. Growth within the incorporated cities makes the most efficient use of available capital resources and community facilities.
5. Residential Development: Adequate space for future residential development must be maintained if the county is going to grow in the future. Furthermore, the county should be careful to consider the needs and services required by existing housing developments. A

variety of persons require a variety of living environments; thus, a variety of locations and situations must be expected. Housing growth should be monitored through land use management, zoning and subdivision control measures to ensure that poorly scattered development or poor construction techniques on and near sensitive natural resource areas do not occur.

6. Commercial Development: Citizens of Franklin County demand a variety of goods and services through retail establishments. Commercial development should be located adjacent to major arterials where services and products are made readily available to the public. However, these establishments should locate in conjunction with adequate parking and or frontage roads to help eliminate traffic hazards. Such areas should be near existing commercial sites and in areas set aside for commercial expansion. Commercial activity of a "home occupation" nature should be allowed in both the "Agricultural" and "Residential" zoning districts as long as given conditions are met by the home occupation.
7. Industrial Development: The economic base of a county is strengthened and expanded by the variety of industries which it contains. Expansion of industrial land uses should occur within existing corporate limits or in planned industrial parks where necessary services and utilities can be provided with a minimum of expense and maximum efficiency. Hazardous industrial uses should be considered, upon careful review and consideration, to locate into agricultural zoned areas and then receive zoning protection to keep residential land uses at a safe distance. Any industrial development should be reviewed and considered in regards to its impact upon the surrounding environment.
8. Parks & Recreation: Recreational and park areas enhance the quality of life for all those who have access to them. The addition of new recreational areas should be considered, but also examined to determine what affects new park or recreational places will have upon the local community, residents, environment, and social structure of the county.
9. Natural Resource/Environmental Areas: Franklin County is a host to a myriad of natural areas requiring special attention to protect them. Heavy or intense agricultural uses, industrial uses, commercial uses and even residential uses should be scrutinized before they are allowed to locate in or near these areas. If human-made developments are not compatible, or even questionable, in relation to the natural area, special consideration, alternatives, or mitigation measures should be implemented in order to provide a cohesive and respectful development. These measures can be addressed and maintained through land use controls including the zoning ordinance or subdivision ordinance.
10. Transportation/Infrastructure: Improvements to the county's transportation and infrastructure systems is one of the primary vital components to developing a sound economic base. To ensure the best use of county funds, all roads should be regularly maintained, but more critical collector and arterial routes should be monitored, maintained and replaced as necessary. In order to provide transportation of people and goods in the most efficient and effective manner, an integrated system of roadways should be planned for, developed, and maintained.
11. Utilities: Necessary services, such as fire protection, water, sewer, electric, streets, and gas greatly enhance the living environment and economic potential of an area. Because of the cost of providing such services, uses should be encouraged to locate where adequate infrastructure and services are present. If existing utilities are not available, private

systems should be carefully reviewed in regards to their impact upon the environment prior to approval of county officials.

12. Government Role: The primary goal of the governing body is to ensure the best interests of the majority of the county's population are protected and advanced. The governing body must be as consistent as possible, to ensure that all residents and landowners are treated fairly. There should be an effort to increase the level of intergovernmental coordination and cooperation so that consistency in policy and decisions is maintained and duplication of resources and efforts is avoided between the county government and cities in Franklin County.
13. Land Use Mixing: Zoning practices should allow a separation of land use types in order to give all uses protection from incompatible types. Some degree of mixing may be acceptable and even encouraged in instances where multiple land use is beneficial for the overall development and the properties it affects.
14. Planning and Implementation: Citizen input is one of the most vital planning assets the county has. Thus, with citizen input available, every effort should be made to implement the ideas contained in this plan. Continued public input and citizen recommendations should be heard and considered by the county.

VI. LAND USE TRENDS & POLICY RECOMMENDATIONS

Franklin County continues to be characterized by two land use patterns: urban communities and rural areas elsewhere in the county dominated by widely-spaced farms and a few scattered non-agricultural uses. Census data indicates that from 1985 to 2005 urban areas saw little build up, with some farmland taken out of production for residential and commercial uses. In the rural portions of the county, the agricultural economic trends continue to hasten the movement toward larger farm corporations and fewer family farmsteads.

Land use policies deal with specific problem areas and delineate a course of action to address existing or potential future issues. Policies are directly related to the overall goal and objectives, but are specific in that they deal with particular elements or land use types. Policies are meant to be an aid in assisting implementing bodies in revising future land uses in the form of sound and intelligent decisions. The land use configuration of Franklin County identifies and reflects the personality of the county, because the use of the land is related to factors including past trends, socioeconomic characteristics, soil suitability, topography, availability of utilities, transportation and the local nature and beliefs of its residents. Upon determination of prevailing land use patterns, analysis may be conducted showing trends of the past, influential factors and likely use of the land in the future. Once this information has been gathered, analyzed and quantified, it can be linked with future land use goals and objectives and the suitability of future growth areas to facilitate the evolution of a realistic, attainable and viable land use plan.

In some cases, it becomes clear that land use issues of concern today are not the same problems that merited concern from the County Supervisors 20 years ago. This study of planning in Franklin County will include the analysis of several different land uses found within the county's jurisdiction. Land use considerations are probably the most important aspect of comprehensive planning, as far as shaping the future growth and development of the county. Decisions made today tend to be long term in that they will affect future growth decisions for many years. The

ideal land use pattern is to have a separation of land use types so one type of use is offered the same zoning and development protection experienced by all of the other types.

LAND USE DEFINITIONS

According to "The New Illustrated Book of Development Definitions" a "Comprehensive Plan" or "Master Plan" is defined as, "A Comprehensive, long range plan intended to guide the growth and development of a community or region (i.e. county) that typically includes an inventory and analytic sections leading to recommendations for the community's future economic development, housing, recreation and open space, transportation, community facilities, and land use, all related to the goals and objectives for these elements."

Agricultural - Land in the county being utilized for crop production, the raising and/or production of livestock, and/or other agricultural-based commodities.

Rural Residential - typically family housing units, located in Unincorporated Towns - unincorporated subdivisions, acreages or farmsteads.

Single Family - Structures occupied for dwelling purposes by a single-family.

Multi-Family - Structures occupied for dwelling purposes by two (2) or more families

Commercial - Structures and/or land used primarily for services, trade, and commerce such as retail, entertainment, food, and other businesses providing the sale of goods, products, and services; excluding wholesale and manufacturing.

Industrial - Structures and/or land used primarily for manufacturing, packaging warehousing, or distribution of natural or man-made products and possibly for recycling or salvage.

Public/Civic - Structures and/or land available for use by the general public for noncommercial purposes such as schools, churches, cemeteries, fraternal or social clubs, and government buildings.

Parks & Recreation - Public and/or private areas devoted to active or passive recreation activities

Natural Resource/ Those public and/or private areas devoted to the protection, preservation, and sustainability of the natural resources and native land uses of the County.

LAND USE CHARACTERISTICS/GROWTH TRENDS

Historical growth of Franklin County has developed around the transportation and geographic features present within its boundaries. These features in Franklin County are the impetus that encourages recreation, housing and ultimately growth for the county. Over the years, the county has experienced some commercial, industrial, and recreation based growth along its major transportation routes, including U.S. Highway 65, Interstate 35 and Iowa Highway 3.

Urban sprawl trends should receive significant consideration in regards to the planning of growth, development, and future land uses. Land use control measures should be explored and recommended by participating governmental entities. The information presented throughout the

rest of this section should provide a sound basis from which the county's land use goals, objectives, and policies can be developed.

The exact amount of land to be devoted to each land use in 2025 is not known and cannot be accurately estimated because of unknown variables; rather, a realistic estimate of land areas will be made relative to the following methodology. First the change in projected population from 2000 to 2025 will be examined and analyzed to determine the impact on existing and future planned land uses. Secondly, land use areas or districts will be indicated on the future land use map. It must be kept in mind that the future land use plan is a valuable tool in which development decisions and zoning controls can and should be based.

The following "Smart Growth" Land Use Policies are to be used when considering future land use development trends in Franklin County:

1. Encourage future mixed-use developments with special considerations toward those projects incorporating innovative transportation and infrastructure solutions, green developments, cultural attractions, and recreational amenities combined with traditional residential and commercial developments.
2. Encourage social, economic, and environmental benefits by promoting and incorporating green building practices, low-impact developments, and walkable neighborhoods.
3. Promote housing options and healthy lifestyles through innovative design alternatives such as trails or pedestrian walkways, and mixed-use development including affordable housing alternatives or compact development designs.
4. Preserve open space, prime agricultural lands, natural beauty and critical environmental areas, by incorporating these elements into "green designs" on mixed-use projects.
5. Encourage city/county and stakeholder collaboration to foster distinctive, unique, and environmentally conscious developments, while also considering fair and cost-effective development practices.
6. Promote smart growth provisions and development policies for those areas of undeveloped land located within the county but adjacent to the cities.

AGRICULTURAL LAND USE

Agricultural land uses are tracts of land in the county primarily used for grazing or pasture land, production of row crops, raising of livestock, and other agricultural commodities. By far, agricultural land accounts for the greatest amount of land in the county. Furthermore, the agricultural economy still remains one of the county's strongest economic resources. The economic impact derived from agricultural products and farming will continue to have a strong presence in Franklin County. Local officials need to look toward implementing protection measures of prime agricultural land from prospective development and unnecessary urban sprawl.

Prime agricultural land is one of Iowa's greatest natural resources and as such should receive consideration for preservation. Prime agricultural areas of the county should remain such, with urban land uses being encouraged to locate within existing corporate limits or within close proximity to other developed areas of the county. Protection of agricultural areas can help maintain agriculture's status as the dominant economic activity in the unincorporated area.

The following "Agricultural" Land Use Policies are to be used when considerations are given toward revising the boundaries of agricultural areas:

1. To direct development away from prime agricultural soils when the proposed land use development is not contiguous to existing developed areas.
2. To prevent the proliferation of nonagricultural land uses through predominantly rural sectors of the county.
3. Utilize the natural resources of the area, including the geography and topography of the land to dictate future development patterns.
4. Consider the future consequences of continued agricultural acquisition and conversion to recreational or idle lands. The county, State, and Federal agencies should emphasize maintenance and management of existing areas.
5. Land purchased for "public use" should be near other natural, environmental, or recreational uses in Franklin County, in an effort to protect prime agricultural lands.

RURAL RESIDENTIAL SUBDIVISIONS/UNINCORPORATED TOWNS

Rural residential subdivisions in Franklin County are expected to see continued growth. The county has experienced a trend of "city dwellers" wanting to construct new homes in rural subdivisions where many homeowners may expect to have services such as water, sewer, solid waste collection and police and fire protection that they received from cities. It can be expected that a continuation of new rural residential subdivisions will occur in Franklin County.

Another form of rural residential land use is the residents living within the unincorporated towns of Bradford, Chapin and Faulkner in Franklin County. Typically older and affordable housing alternatives are located within unincorporated towns. Living in a small unincorporated town may present an affordable alternative to those who want to feel as if they are living in the "country," but yet want to maintain a neighborhood atmosphere.

The following "Rural Development" Land Use Policies are to be used when considerations are given toward revising the boundaries of rural subdivisions:

1. Residential lot sizes for rural residential dwellings shall be adequate to meet on-site wastewater treatment system (septic) percolation test as required by the Iowa Department of Health, Iowa Department of Natural Resources and Franklin County Board of Health.
2. Consider the impact of development upon the land, the best land utilization, and future potential uses prior to allowing rural development.
3. Continue to provide the appropriate level of county services and maintenance to those existing residences and business located within unincorporated towns and rural developments.
4. Private water and waste systems, even if more cost effective, should not be permitted within rural subdivisions within 2 miles of a city if that city can accommodate adequate water and wastewater provisions, due to long term development/environmental issues.
5. Rural subdivisions located within 2 miles of a city should adhere to "urban" subdivision and street standards; whereas those subdivision located outside of the 2 mile buffer can be developed with more traditional "rural" design standards.

SINGLE FAMILY LAND USE

Single family residential land use comprises a large amount of land area in the county. The most common areas for residential use in the county are existing farmsteads. Existing residential developments are expected to see growth. It is essential in order to make the most efficient use of existing or readily expandable utilities that future residential growth occurs first within existing developed areas of the county. There are developers offering newly platted rural subdivisions that offer desirable and spacious acreages versus smaller infill lots.

Encroachment from non-residential incompatible land uses must be resisted. Realization of residential development by the types and areas proposed can be achieved though the use of regulatory measures such as zoning/subdivision ordinances and land use policies. Zoning will delineate residential areas by type and density controls, and should reflect the policies of the land use plan to channel development accordingly. Subdivision regulations regulate the layout of subdivisions, lot sizes, infrastructure, etc., and require all proposals to conform to the plan. To facilitate and accommodate population growth, the county should concentrate on facilitating residential development that remains attractive to potential developers. Areas suited for residential development are those adjacent to existing developed subdivisions along with areas physically suited for such development. Residential growth will also occur at the outer fringes of growth areas and in widely scattered sites in rural areas.

The following "Residential" Land Use Policies are to be used when considerations are given toward revising the boundaries of the residential areas:

1. Encourage new residential developments to locate adjacent to existing built-up areas.
2. Discourage strip development of housing along major roadways, except when the road's major function is to provide access to abutting properties.
3. Suggest areas for development with the highest priority being those that can be adequately served by public sewer and water. The secondary growth areas would be subject to septic tank and private well approvals.
4. Residential subdivision regulations should address consistency in curb, gutter, street, and sidewalk requirements.
5. County officials should determine what level of involvement, both in financial participation and oversight, it will take in regards to future residential development.
6. There should be consistency and collaborative efforts to promote the same types of development patterns and the cities and the county should not be implementing and enforcing separate standards for subdivision regulations.
7. A joint development board may need to be created to promote more cohesiveness and consistency for development projects in the county.
8. Create minimum "green space" requirements on future subdivision developments
9. Subdivision regulations should have some" flexibility" or differences built into the requirements based upon urban versus rural developments.

MULTIPLE FAMILY RESIDENTIAL LAND USE

Multifamily residential development is an issue that many counties typically do not deal with, aside from an occasional group home, county home, assisted living facility or other institutional or detention facility. Even then, some of these uses are classified as civic or public in certain

circumstances. Most multiple family apartment or condominium residential uses are typically constructed within a city where adequate public services can be provided.

In addition the policies for "Single Family Residential", the following "Multiple Family Residential" Land Use Policies are to be used when consideration is given toward development of multiple family residential areas:

1. When developing multiple family or high density residential projects, provisions for adequate green space and low impact developments should be encouraged.
2. Water service provided should have provisions for fire protection as well, especially when providing this essential infrastructure service to multiple family or high density developments.
3. The county should consider implementing joint storm water retention and runoff control ordinances with municipalities when platting new multiple family or high-density housing projects.

COMMERCIAL LAND USE

Commercial uses have become accepted in the county and developed out of a need to meet the daily demands of residents. Most commercial needs are met through the businesses located within one of the cities in Franklin County. Commercial and retail uses located within the county are likely businesses that are supported by a rural agricultural county. Scattered commercial uses in the county are typically service type businesses.

In all respects, commercial uses should receive the same protection from incompatible land uses, as one would expect for a residential district. In other words, if residential developments are encroaching toward a commercial corridor, then appropriate measures should be taken to ensure that adequate buffers are required to dampen the sound and visual distraction. Adequate spatial needs also deserve attention to the future growth and continued expansion of the highway corridors. Spot or strip commercial development, aside from the agricultural industry, should be discouraged in the unincorporated part of the county. New commercial development should be directed to cities, and as infill in existing developed commercial areas in the county. This will result in less traffic congestion on the county's major highways; help preserve the area's rural character; and result in lower costs for infrastructure extension.

The following "Commercial/Retail" Land Use Policies are to be used when considerations are given toward revising the boundaries of the commercial areas:

1. Encourage the clustering of commercial land uses in order to maximize consumer safety and convenience, improve traffic safety and flow, and enhance economic viability.
2. Encourage new commercial developments to locate where public utilities are existing or planned.
3. Prevent the proliferation of unplanned strip commercial uses along streets and highways and the development of commercial uses poorly related to surrounding land use types. Rather, any of the following should be considered:
    a. Where commercial uses will be adjacent to a major roadway, the use of a frontage road must be considered to avoid traffic congestion and dangerous intersections.
    b. An alternative to allowing scattered commercial strip development along major roadways would be the development of highway commercial clusters or further

development of existing commercial centers. Clustering of any commercial activity within a compact area enhances the economic viability of all because each benefits from the drawing power of others.

INDUSTRIAL LAND USES

The majority of the county's manufacturing and industrial businesses are located within designated industrial parks in the cities in Franklin County. There is not a designated industrial park located within rural Franklin County. The county must continue to encourage major manufacturing and non-agricultural based industries to locate within existing or expanding industrial areas within existing corporate limits. Generally, the unincorporated areas of Franklin County do not have the necessary support facilities and utilities to adequately serve modern industrial plants. The exception are those industries that are directly related to rural use or support services, such as farm service centers, cooperatives, or agricultural production plants which either handle toxic chemicals or rely upon the agricultural location to support their industry. These industries should be encouraged to be located in rural portions of the county away from concentrated residential areas.

Another new and expanding industry to Franklin County is the alternative fuels or energy industries. Ethanol and Soy biodiesel industries would be beneficial to the industrial economy of Franklin County and should be encouraged to develop plant facilities within the county. Future industrial land uses is a difficult variable to plan for due to the many factors governing location, available land, transportation access, work force, availability of utilities and services, etc.

The following "Industrial" Land Use Policies are to be used when considerations are given toward revising the boundaries of industrial areas:

1. Encourage industry to locate in planned or existing industrial areas in an effort to avoid a scattering of those uses throughout the rural area.
2. Require industrial development to be served by public utilities with the possible exception of:
    a. Industries which must be located near raw materials, such as gravel quarries
    b. Non-labor intensive industries
    c. Industries which do not produce significant amounts of industrial waste.
3. Give industrial uses the same zoning protection as would be expected for residential zones.
4. Locate industrial areas with direct access to adequate transportation systems, including highways, railroads, and airports.
5. Promote the benefits of and encourage continued development of alternative energy industries such as wind generation and alternative fuels.

CIVIC/PUBLIC LAND USE

Civic and public land uses include those properties including educational, religious, cultural, medical, protective, governmental, and other uses that are strongly vested with public/social importance. Civic and public land uses usually bring a relatively light intensity to neighboring properties, and have the flexibility to be scattered across many zoning sectors. These uses are largely benign in their impact on surrounding properties, thus the scatted pattern of public uses is appropriate. Public utilities must be careful not to construct facilities or place equipment in areas

of significant residential growth. Increased traffic and congestion at predicable times is often associated with uses such as churches or other public properties. While periodic increases in traffic are often acceptable, congestion and safety issues should be addressed in the development of future public/civic uses.

PARKS AND RECREATIONAL LAND USE

Recreational land uses include parks, golf courses, and other county or state owned recreational lands. The quality of life in Franklin County is an important factor in an effort to encourage its growth and prosperity. The appeal of recreation opportunities is often overlooked as an important economic development factor. Recreation and natural resources provide many benefits and amenities to quality of life. In order to present an attractive and beautiful setting for residents to live in and guests to visit, a county must have a sound system of parks and a variety of recreational activities. Franklin County maintains a strong parks and recreational system. However, these "green" amenities cannot afford to remain static. As the composition of the county changes over time, so must recreation systems change to meet future demands. Planning standards suggest that recreational land uses comprise 1.5 acres per 100 population. Future parks and recreation improvements or expansions will only enhance the beautiful county parks and recreation system in place today.

The following "Parks and Recreation" Land Use Policies are to be used when considerations are given toward revising the boundaries of recreational areas:

1. Develop a "map of potential areas" to be acquired by public entities.
2. Continue to maintain and improve upon the state and county parks system.
3. Identify and establish a database of all county owned public areas, in addition to identifying future areas desired to be owned by public entities.
4. Promote continued trail development countywide.
5. Ensure regulatory compliance of the state as it pertains to the use and management of state owned areas.

NATURAL RESOURCE/CONSERVATION LAND USES

In addition to the parks and recreational activities within Franklin County, there are many passive recreational and natural resource amenities. Not only do these natural areas provide opportunities for passive activities such as walking, hiking, bird watching, or places for pets to run, but they areas also serve a number of environmental benefits. Natural resource areas filter and capture contaminants carried by excess water runoff, in addition to absorbing much of the excess storm water shed from surrounding developed land.

Development occurring within designated natural resource or environmentally sensitive areas should be met with an increased review resulting in a determination of impact to the natural environment based upon the proposed built environment.

Development, if allowed, should be minimal in its impact to the environment, should be of a minimal density and also take into account watershed impact, drainage, and utilities. Any type of commercial, industrial or high-density multiple family residential projects should be discouraged from locating within designated environmentally sensitive areas. Uses permitted in these places

should be considered for low density single family residential, low impact civic uses, or low impact recreational land uses.

In the past, wetlands have been drained in favor of agriculture and urban developments, but it has more recently been recognized that wetlands are an integral part of a complex ecological system. If one part of the ecological system is affected, the whole is also altered. Therefore, it is important that county leaders maintain a regard for preservation of environmentally sensitive areas.

The following "Natural Resource/Conservation" Land Use Policies are to be used when considerations are given toward revising the boundaries of environmentally sensitive areas:

1. Recognize that Franklin County contains natural areas that must be protected from urban development, and provide measures within the zoning ordinance to accomplish this task.
2. Recognize that urban development is acceptable adjacent to some environmental features, but at the same time establish construction provisions to preserve environmental feature.
3. Preserve flood plains and wetlands that would normally not be suited for urban developments.
4. The best preservation of environmentally sensitive areas lies with public ownership, but in the best interest of the county tax structure, preservation through limited agricultural zoning districts that leave these lands in private ownership may be advisable.
5. Guide urban development to areas where soil characteristics are compatible with such development, and consider construction techniques to overcome soil limitations.
6. Explore the potential and feasibility of designating "environmental zones" to outline and subsequently protect naturally sensitive environmental areas.
7. A plan and program should be incorporated to map and identify all sensitive natural resource areas throughout Franklin County.

TRANSPORTATION AND INFRASTRUCTURE

A well-planned and designed transportation system is essential to the overall development of a county and its incorporated cities. It is not expected that new major arterial lines of transportation will be added, but existing modes must be continually updated and improved. Over the next five years, the county is addressing a pro-active road replacement, maintenance, and bridge/culvert replacement program in order to improve the transportation efficiency and road condition in Franklin County.

The following "Transportation/Infrastructure" Land Use Policies will assist the county in improving its transportation system.

1. The county should cooperate with the cities to plan for needed transportation improvements in order to increase the chances of attracting new businesses and industries to the area.
2. The county should consider abandonment of all nonessential rural roads and bridges that no longer have a reason for existing.

VII. ADDITIONAL DEVELOPMENT ISSUES

ANNEXATION

Annexation is the process through which contiguous fringe territory is added to an existing municipality. Laws that regulate annexation and corporate growth vary greatly from state to state, necessitating a brief narrative of the annexation procedures as they relate to Iowa communities. Annexation usually is not a simple process, but rather one that requires considerable thought and consideration as to benefits and cost requirements prior to an official act by a city. Once a parcel of land has been annexed, the resulting economic, physical, and cultural results will be evident for many years. Annexation may become further complicated by recommendations developed by the legislature based upon input by land use preservation groups and those opposing urban sprawl trends occurring in other parts of Iowa. Cities, as well as County governments, must be kept abreast of current legislative proposals as they relate to annexation. The purpose of this section will be to provide a general overview of the steps involved in annexation.

Growing communities and counties often find themselves in situations where annexation of adjacent developing land into the city's limits must be considered in order to provide adequate space for growth; and sometimes to protect the city's interests when the pattern of development outside a municipal boundary threatens to have a negative impact on a community in the future. In Iowa, a city may annex land by one of five (5) different methods:

1. Voluntary annexation not in an Urbanized Area
2. Voluntary annexation in an Urbanized Area
3. "80/20" voluntary annexation not in an Urbanized Area
4. "80/20" voluntary annexation in an Urbanized Area
5. Involuntary annexation.

The City Development Board oversees the annexation process in Iowa. This board is comprised of community officials and representatives from across Iowa operating under the direction of the Iowa Department of Economic Development and has been granted authority by the State of Iowa to review and make recommendation on annexation proposals.

Voluntary Annexations

Voluntary annexation is a relatively simple process that is handled at the local level between a municipality and the property owner(s) requesting annexation. These annexations are classified as either being in an urbanized area or not. An "urbanized area" is that land which is adjoining or located within two miles of another city. For those voluntary annexations in an urbanized area, state involvement is limited to a review by the City Development Board as to the completeness of the annexation and petition in satisfying the requirements of the Code of Iowa. If the voluntary annexation if not located within an urbanized area, the annexation may be directly filed and recorded with the Secretary of State. As the name would imply, voluntary annexations have 100% support from the landowners requesting annexation into the city. Voluntary annexations, when in the best interest of a city and county, and in keeping with the land use policies established herein, should be welcomed. The resulting increase of tax base and future development potential generally translates to positive outcomes for communities.

"80/20" Voluntary Annexations

The primary difference between a voluntary annexation and an "80/20" annexation is that a City may include up to 20% of the total land area to be to annexed containing land owners not wanting to annex into the community, as long as the remaining 80% voluntarily agree to the annexation. Also, public land may be included in 80/20 annexations regardless of written consent. If a public landowner does not consent, the public land does not affect the 80/20 ratio calculation. The City Development Board may request how much land being annexed is vacant or undeveloped, and whether municipal services are provided to residents in the annexed area.

VOLUNTARY ANNEXATION NOT IN AN URBANIZED AREA

a) Submit application for voluntary annexation
b) The city shall provide a copy of the application to the Board of Supervisors.
c) The city provides published notice in an official newspaper.
d) The city council approves the annexation by resolution.
e) The city files a copy of the resolution, map and legal description of the annexed territory with the Secretary of State, Board of Supervisors, public utility, Iowa DOT
f) Records a copy of the legal description, map, and resolution with the County Recorder.
g) The annexation is complete upon acknowledgement by the Secretary of State that the legal description, map and resolution have been received.

VOLUNTARY ANNEXATION IN AN URBANIZED AREA (within 2 miles of another city) In addition to the above activities for a voluntary annexation, those voluntary annexations that adjoin or are within two miles of another city must:

a) Provide notice of the application to cities whose boundaries adjoin the territory or that are within two miles of the territory, each affected public utility, the Board of Supervisors, and the regional planning authority.
b) Upon city council approving the annexation by resolution, the city forwards the annexation proposal to the City Development Board.
c) City Development Board considers the annexation proposal and approves or denies the proposal and issues its written ruling.
d) If the annexation is approved and no appeal is file within thirty days of the issuance of the written ruling, the Board files and records documents to complete the annexation.

80/20 VOLUNTARY ANNEXATION INCLUDING LAND WITHOUT THE OWNERS CONSENT BOTH IN AND NOT IN AN URBANIZED AREA

a) City receives an application and includes up to 20% of territory without the consent of the owner to avoid creating islands or to square up the city's boundaries.
b) The city holds a consultation with the County Board of Supervisors and Township Trustees at least fourteen business days prior to mailing of application.
c) At least fourteen business days prior to any action, the City shall by Certified Mail provide a copy of the application to the non-consenting property owners and each affected public utility.
d) The City must hold a public hearing on the application before taking official action.
e) At least fourteen days prior to any action, the City shall provide written notice of the application and the time and place of the public hearing to the County Board of Supervisors,

each non-consenting owner, each owner of property that adjoins the territory, and each public utility that serves the territory.

f) The City Development Board considers the annexation proposal. The Board hears input on whether the proposal is complete and properly filed. If the application is accepted, a date for public hearing is set.
g) The City Development Board holds a public hearing for the County and property owners. After hearing all evidence the Board decides whether to approve or deny the annexation.
h) If the annexation is approved, the Board notifies the parties and thirty days following the notification the Board files and records documents to complete the annexation if no appeal is file.
i) If the annexation is denied the Board notifies the parties.

Involuntary Annexations

Involuntary Annexations are initiated by the city and are opposed by the majority of landowners in the proposed annexation areas. Before a city attempts such a process, they should review Chapter 368 Code of Iowa, as amended and the most recent City Development Board Administrative Rules appearing in the Iowa Administrative Code. Furthermore, contacting the City Development Board to review and provide necessary coordination and advice on proceeding with the annexation should be also considered. Involuntary annexations can easily become a complex legal matter; thus, care should be given to assure that all requirements of the City Development Board are met.

The city must be prepared to defend its actions by indicating how and when community facilities, services, and utilities can be extended into the proposed annexation. Once approved by the board, involuntary annexations must also be approved by a simple majority of the residents of the proposed annexation area and the residents of the city in a referendum vote. The city should explore annexation where necessary in the public's best interest to assure that development directly adjacent to the city limits does not continue unabated in a fashion that conflicts with the city's current or future land use policies.

The city may be able to justify involuntary annexations based on the best interest of the public when, for example, adequate land area for a particular land use is not immediately available within the current city limits potentially causing the city to miss out on the creation of jobs or provision of expanded services for the residents of the community.

Petitions requesting involuntary annexations must indicate how municipal services will be provided by the city to the annexed area within three years of July 1 of the fiscal year in which the city taxes are collected against property in the annexed territory. At the end of the third year, the city must submit a report to the City Development Board describing the status of the provision of services within the annexed territory.

If the city fails to provide services or fails to show progress in providing services, the City Development Board has the power to cut ties between the city and all or part of the annexed territory. If good cause is shown, the city may request an additional three years to provide municipal services.

INVOLUNTARY ANNEXATION

a) Notice of intent
b) Prior to filing a petition with the Board, the petitioner must send a letter of intent by certified mail to each city whose urbanized area contains a portion of the territory, the regional planning authority, affected public utilities, property owners listed in the petition, and the Board of Supervisors.
c) Prior to filing, the City must hold a public meeting on the petition, of which a notice is to be published.
d) The City files a petition with the City Development Board
e) Board Review of Petition for completeness and proper filing. If accepted as complete, a committee is formed.
f) A Committee holds a public hearing to hear evidence for and against the petition.
g) The Committee holds a decision meeting to approve or deny the petition for annexation.
h) The Board works with the county to set an election date. After the election the county reports the results of the election to the Board. The Board publishes the election results.
i) If the petition is approved at election, and no appeal is filed within thirty days of the publication of the election results, the Board files and records the documents necessary to complete the election.
j) Three years following the completion of involuntary annexation of territory the Board reviews the status of the provision of services provided by the City to the annexed territory, and determines if further action is required.

In summary, when considering the impact future annexations will have upon the county at large, it is evident there will be the potential and need for county officials to clearly understand and review all proposed future annexations. The county should review, but approve voluntary annexations in most cases. After all, these landowners are not only willing but also wanting to become a part of a municipality. However, regarding attempts from cities to initiate involuntary annexations, the county needs to offer more input and comments regarding the need to control unorganized urban sprawl and to protect the developmental interests of Franklin County. In all cases a proposed annexation will result in both benefits and disadvantages; thus, the county must look at both sides and make a value judgment. At the same time, both cities and Franklin County should be aware that annexations, whether voluntary or involuntary, also present disadvantages that often offset advantages. Studies have indicated:

1. Annexations based solely upon speculative growth or anticipated tax generating revenue sources should be discouraged.
2. Large annexations may spell trouble if a municipality is forced to supply utilities to the furthest point in the annexation.
3. Except in cases where developed areas are annexed, service and utility costs usually occur prior to any benefit from increased tax revenue is available to off-set them.
4. Large annexations should be preceded by a study that will evaluate service requirements and revenue/expenditure relationships likely to result from the annexation.

If the cities in Franklin County are to consider undertaking possible involuntary annexations, they should be aware that the burden of proof is upon the annexing body as to the ability to offer the annexed area facilities and utilities in a better quality and quantity than the area is currently accustomed to. Annexation solely to increase revenue is not a justifiable process in the eyes of

Iowa law. Cities must give detailed information on how it proposes to finance major capital improvements needed to adequately serve the area to be annexed.

EXTRATERRITORIAL ZONING AND LAND USE

Cities in Iowa may extend zoning and land use policies to affect the area inside a radius of two miles from the community's existing corporate limits. However, two restrictions apply that limit a city's ability to apply these land use regulations in Franklin County. Agricultural land uses in the State of Iowa are immune to zoning of any type regardless of proximity to city boundaries. Additionally, exclusive jurisdiction over non-agricultural land uses in the two-mile buffer is not available to cities within zoned counties. This is the case in Franklin County as the county practices and enforces zoning and subdivision regulations.

Nonetheless, cities and counties may establish intergovernmental agreements (often referred to as 28E, referencing the State Code) authorizing a city or county to have specific levels of input into the other entity's land use matters. These 28E provisions may range from granting complete zoning control of the two-mile radius to the city to allowing the county to occupy a non-voting seat on a city's planning and zoning commission (or vice versa), or simply requiring that the city and county planning and zoning commissions meet jointly on occasion to discuss upcoming land use issues.

Development issues discussed or addressed within a 28e policy agreement between a city and county should cover such topics as:

- Primary land use
- Secondary land use
- Utilities – water, sewer, electric
- Infrastructure – roads, storm sewer
- Public roads – concrete/asphalt/unimproved
- Zoning regulations
- Building Codes
- Design Standards
- Subdivision review and standards
- Plat review

SMART GROWTH PLANNING

In cities and counties across the nation, there is a growing concern that current development patterns, considered by some to be dominated by "urban sprawl," are no longer in the best long-term interest of cities, suburbs, small towns, rural communities, or natural areas. Although supportive of growth, cities are and counties are beginning to question the costs of building further and further out from the central city. Spurring the smart growth movement are shifts in demographics and population, a revived environmental ethic, and increased fiscal concerns over development. The information referenced below is summarized from the "Smart Growth Online" resource provided by the smart growth network (www.smartgrowth.org).

The smart growth concept is based upon two general areas of interest; one is the issues facing communities and counties today and the other is based upon the recommended smart growth principals used to create policy and means to address the previously addressed issues.

OVERVIEW OF SMART GROWTH ISSUES:

- Quality of Life – smart growth offers a framework to build "community" and help create and preserve a sense of place. This can be accomplished through housing and transportation issues, green spaces, recreation and cultural attractions, and policies or incentives to encourage mixed-use neighborhoods.
- Design – smart growth creates neighborhoods that offer health, social, economic, and environmental benefits for all. This is achieved by promoting resource efficient design and incorporate green building practices, low-impact developments, and walkable neighborhoods.
- Economics – smart growth encourages small business investment and development and adds to the variety of employment opportunities. Efficient government services are the key to this, as are the public and private investments which focus on quality of life improvements.
- Environment – many of the current environmental challenges we are facing today are due in part to the way neighborhoods, communities, and cities have been built up during the past half-century.
- Health – smart growth reduces health threats from air and water pollution and indoor air contaminants through resource efficient building design along with promoting transportation options such as public transit, bike lanes or trails, and pedestrian walkways. These alternatives also encourage residents to participate in a more active, healthy lifestyle.
- Housing – smart growth promotes housing options for diverse lifestyles and socioeconomic levels. It accomplishes this through mixed-use development, affordable housing alternatives and compact development that revitalizes existing neighborhoods.
- Transportation – smart growth protects public health, environmental quality, conserves energy, and improves the quality of life by promoting new or innovative transportation choices.

THE PRINCIPLES OF SMART GROWTH

Create Range of Housing Opportunities and Choices

Providing quality housing for people of all income levels is an integral component in any smart growth strategy. Housing is a critical part of the way communities grow, as it is constitutes a significant share of new construction and development. More importantly, however, is also a key factor in determining households' access to transportation, commuting patterns, access to services and education, and consumption of energy and other natural resources. By using smart growth approaches to create a wider range of housing choices, communities can mitigate the environmental costs of auto-dependent development, use their infrastructure resources more efficiently, ensure a better jobs-housing balance, and generate a strong foundation of support for neighborhood transit stops, commercial centers, and other services.

No single type of housing can serve the varied needs of today's diverse households. Smart growth represents an opportunity for local communities to increase housing choice not only by modifying their land use patterns on newly-developed land, but also by increasing housing supply in existing neighborhoods and on land served by existing infrastructure. Integrating single- and multi-family structures in new housing developments can support a more diverse population and allow more equitable distribution of households of all income levels across the

region. The addition of units -- through attached housing, accessory units, or conversion to multi-family dwellings -- to existing neighborhoods creates opportunities for communities to slowly increase density without radically changing the landscape. New housing construction can be an economic stimulus for existing commercial centers that are currently vibrant during the work day, but suffer from a lack of foot traffic and consumers in evenings or weekends. Most importantly, providing a range of housing choices allow all households to find their niche in a smart growth community – whether it is a garden apartment, a rowhouse, or a traditional suburban home – and accommodate growth at the same time.

Create Walkable Neighborhoods

Walkable communities are desirable places to live, work, learn, worship and play, and therefore a key component of smart growth. Their desirability comes from two factors. First, walkable communities locate within an easy and safe walk goods (such as housing, offices, and retail) and services (such as transportation, schools, libraries) that a community resident or employee needs on a regular basis. Second, by definition, walkable communities make pedestrian activity possible, thus expanding transportation options, and creating a streetscape that better serves a range of users -- pedestrians, bicyclists, transit riders, and automobiles. To foster walkability, communities must mix land uses and build compactly, and ensure safe and inviting pedestrian corridors.

Walkable communities are nothing new. Outside of the last half-century communities worldwide have created neighborhoods, communities, towns and cities premised on pedestrian access. Within the last fifty years public and private actions often present created obstacles to walkable communities. Conventional land use regulation often prohibits the mixing of land uses, thus lengthening trips and making walking a less viable alternative to other forms of travel. This regulatory bias against mixed-use development is reinforced by private financing policies that view mixed-use development as riskier than single-use development. Many communities -- particularly those that are dispersed and largely auto-dependent -- employ street and development design practices that reduce pedestrian activity.

As the personal and societal benefits of pedestrian friendly communities are realized – benefits which include lower transportation costs, greater social interaction, improved personal and environmental health, and expanded consumer choice -- many are calling upon the public and private sector to facilitate the development of walkable places. Land use and community design plays a pivotal role in encouraging pedestrian environments. By building places with multiple destinations within close proximity, where the streets and sidewalks balance all forms of transportation, communities have the basic framework for encouraging walkability.

Encourage Community and Stakeholder Collaboration

Growth can create great places to live, work and play -- if it responds to a community's own sense of how and where it wants to grow. Communities have different needs and will emphasize some smart growth principles over others: those with robust economic growth may need to improve housing choices; others that have suffered from disinvestment may emphasize infill development; newer communities with separated uses may be looking for the sense of place provided by mixed-use town centers; and still others with poor air quality may seek relief by offering transportation choices. The common thread among all, however, is that the needs of

every community and the programs to address them are best defined by the people who live and work there.

Citizen participation can be time-consuming, frustrating and expensive, but encouraging community and stakeholder collaboration can lead to creative, speedy resolution of development issues and greater community understanding of the importance of good planning and investment. Smart Growth plans and policies developed without strong citizen involvement will at best not have staying power; at worst, they will be used to create unhealthy, undesirable communities. When people feel left out of important decisions, they will be less likely to become engaged when tough decisions need to be made. Involving the community early and often in the planning process vastly improves public support for smart growth and often leads to innovative strategies that fit the unique needs of each community.

Foster Distinctive, Attractive Communities with a Strong Sense of Place

Smart growth encourages communities to craft a vision and set standards for development and construction which respond to community values of architectural beauty and distinctiveness, as well as expanded choices in housing and transportation. It seeks to create interesting, unique communities which reflect the values and cultures of the people who reside there, and foster the types of physical environments which support a more cohesive community fabric. Smart growth promotes development which uses natural and man-made boundaries and landmarks to create a sense of defined neighborhoods, towns, and regions. It encourages the construction and preservation of buildings which prove to be assets to a community over time, not only because of the services provided within, but because of the unique contribution they make on the outside to the look and feel of a city.

Guided by a vision of how and where to grow, communities are able to identify and utilize opportunities to make new development conform to their standards of distinctiveness and beauty. Contrary to the current mode of development, smart growth ensures that the value of infill and Greenfield development is determined as much by their accessibility (by car or other means) as their physical orientation to and relationship with other buildings and open space. By creating high-quality communities with architectural and natural elements that reflect the interests of all residents, there is a greater likelihood that buildings (and therefore entire neighborhoods) will retain their economic vitality and value over time. In so doing, the infrastructure and natural resources used to create these areas will provide residents with a distinctive and beautiful place that they can call “home” for generations to come.

Make Development Decisions Predictable, Fair and Cost Effective

For a community to be successful in implementing smart growth, it must be embraced by the private sector. Only private capital markets can supply the large amounts of money needed to meet the growing demand for smart growth developments. If investors, bankers, developers, builders and others do not earn a profit, few smart growth projects will be built. Fortunately, government can help make smart growth profitable to private investors and developers. Since the development industry is highly regulated, the value of property and the desirability of a place is largely affected by government investment in infrastructure and government regulation. Governments that make the right infrastructure and regulatory decisions will create fair, predictable and cost effective smart growth.

Despite regulatory and financial barriers, developers have been successful in creating examples of smart growth. The process to do so, however, requires them to get variances to the codes – often a time-consuming, and therefore costly, requirement. Expediting the approval process is of particular importance for developers, for whom the common mantra, "time is money" very aptly applies. The longer it takes to get approval for building, the longer the developer's capital remains tied up in the land and not earning income. For smart growth to flourish, state and local governments must make an effort to make development decisions about smart growth more timely, cost-effective, and predictable for developers. By creating a fertile environment for innovative, pedestrian-oriented, mixed-use projects, government can provide leadership for smart growth that the private sector is sure to support.

Mix Land Uses

Smart growth supports the integration of mixed land uses into communities as a critical component of achieving better places to live. By putting uses in close proximity to one another, alternatives to driving, such as walking or biking, once again become viable. Mixed land uses also provides a more diverse and sizable population and commercial base for supporting viable public transit. It can enhance the vitality and perceived security of an area by increasing the number and attitude of people on the street. It helps streets, public spaces and pedestrian-oriented retail again become places where people meet, attracting pedestrians back onto the street and helping to revitalize community life.

Mixed land uses can convey substantial fiscal and economic benefits. Commercial uses in close proximity to residential areas are often reflected in higher property values, and therefore help raise local tax receipts. Businesses recognize the benefits associated with areas able to attract more people, as there is increased economic activity when there are more people in an area to shop. In today's service economy, communities find that by mixing land uses, they make their neighborhoods attractive to workers who increasingly balance quality of life criteria with salary to determine where they will settle. Smart growth provides a means for communities to alter the planning context which currently renders mixed land uses illegal in most of the country.

Preserve Open Space, Farmland, Natural Beauty and Critical Environmental Areas

Smart growth uses the term "open space" broadly to mean natural areas both in and surrounding localities that provide important community space, habitat for plants and animals, recreational opportunities, farm and ranch land (working lands), places of natural beauty and critical environmental areas (e.g. wetlands). Open space preservation supports smart growth goals by bolstering local economies, preserving critical environmental areas, improving our communities' quality of life, and guiding new growth into existing communities.

There is growing political will to save the "open spaces" that Americans treasure. Voters in 2000 overwhelmingly approved ballot measures to fund open space protection efforts. The reasons for such support are varied and attributable to the benefits associated with open space protection. Protection of open space provides many fiscal benefits, including increasing local property value (thereby increasing property tax bases), providing tourism dollars, and decreases local tax increases (due to the savings of reducing the construction of new infrastructure). Management of the quality and supply of open space also ensures that prime farm and ranch lands are available,

prevents flood damage, and provides a less expensive and natural alternative for providing clean drinking water.

The availability of open space also provides significant environmental quality and health benefits. Open space protects animal and plant habitat, places of natural beauty, and working lands by removing the development pressure and redirecting new growth to existing communities. Additionally, preservation of open space benefits the environment by combating air pollution, attenuating noise, controlling wind, providing erosion control, and moderating temperatures. Open space also protects surface and ground water resources by filtering trash, debris, and chemical pollutants before they enter a water system.

Provide a Variety of Transportation Choices

Providing people with more choices in housing, shopping, communities, and transportation is a key aim of smart growth. Communities are increasingly seeking these choices -- particularly a wider range of transportation options -- in an effort to improve beleaguered transportation systems. Traffic congestion is worsening across the country. Where in 1982 65 percent of travel occurred in uncongested conditions, by 1997 only 36 percent of peak travel occurred did so. In fact, according to the Texas Transportation Institute, congestion over the last several years has worsened in nearly every major metropolitan area in the United States.

In response, communities are beginning to implement new approaches to transportation planning, such as better coordinating land use and transportation; increasing the availability of high quality transit service; creating redundancy, resiliency and connectivity within their road networks; and ensuring connectivity between pedestrian, bike, transit, and road facilities. In short, they are coupling a multi-modal approach to transportation with supportive development patterns, to create a variety of transportation options.

Strengthen and Direct Development Towards Existing Communities

Smart growth directs development towards existing communities already served by infrastructure, seeking to utilize the resources that existing neighborhoods offer, and conserve open space and irreplaceable natural resources on the urban fringe. Development in existing neighborhoods also represents an approach to growth that can be more cost-effective, and improves the quality of life for its residents. By encouraging development in existing communities, communities benefit from a stronger tax base, closer proximity of a range of jobs and services, increased efficiency of already developed land and infrastructure, reduced development pressure in edge areas thereby preserving more open space, and, in some cases, strengthening rural communities.

The ease of Greenfield development remains an obstacle to encouraging more development in existing neighborhoods. Development on the fringe remains attractive to developers for its ease of access and construction, lower land costs, and potential for developers to assemble larger parcels. Typical zoning requirements in fringe areas are often easier to comply with, as there are often few existing building types that new construction must complement, and a relative absence of residents who may object to the inconvenience or disruption caused by new construction.

Nevertheless, developers and communities are recognizing the opportunities presented by infill development, as suggested not only by demographic shifts, but also in response to a growing awareness of the fiscal, environmental, and social costs of development focused disproportionately on the urban fringe. Journals that track real estate trends routinely cite the investment appeal of the "24-hour city" for empty nesters, young professionals, and others, and developers are beginning to respond. A 2001 report by Urban Land Institute on urban infill housing states that, in 1999, the increase in housing permit activity in cities relative to average annual figures from the preceding decade exceeded that of the suburbs, indicating that infill development is possible and profitable.

Take Advantage of Compact Building Design

Smart growth provides a means for communities to incorporate more compact building design as an alternative to conventional, land consumptive development. Compact building design suggests that communities be designed in a way which permits more open space to preserved, and that buildings can be constructed which make more efficient use of land and resources. By encouraging buildings to grow vertically rather than horizontally, and by incorporating structured rather than surface parking, for example, communities can reduce the footprint of new construction, and preserve more greenspace. Not only is this approach more efficient by requiring less land for construction. It also provides and protects more open, undeveloped land that would exist otherwise to absorb and filter rain water, reduce flooding and stormwater drainage needs, and lower the amount of pollution washing into our streams, rivers and lakes.

Compact building design is necessary to support wider transportation choices, and provides cost savings for localities. Communities seeking to encourage transit use to reduce air pollution and congestion recognize that minimum levels of density are required to make public transit networks viable. Local governments find that on a per-unit basis, it is cheaper to provide and maintain services like water, sewer, electricity, phone service and other utilities in more compact neighborhoods than in dispersed communities.

Research based on these developments has shown, for example, that well-designed, compact New Urbanist communities that include a variety of house sizes and types command a higher market value on a per square foot basis than do those in adjacent conventional suburban developments. Perhaps this is why increasing numbers of the development industry have been able to successfully integrate compact design into community building efforts. This despite current zoning practices – such as those that require minimum lot sizes, or prohibit multi-family or attached housing – and other barriers - community perceptions of "higher density" development, often preclude compact design.

VIII. PHYSICAL FEATURES

Geologic Background

The geologic history of Franklin County is relatively complicated. It is a part of a large relatively smooth plain, over which at different times sheets of glacial drift and loess have been deposited. The eastern 3/8 of the county was covered by the Iowan glacial drift which in turn was partially covered with a silty material. The western 5/8 of the county was covered by a comparatively recent deposit of drift from the Wisconsin glacier. Basic drainage in the county is to the Cedar River which is no longer deepening its channel but is rather a meandering waterway. The

exception to this drainage pattern is a small area in the southwestern part which is drained directly by the Iowa River. The general direction of drainage is to the southwest.

On the basis of surface features, determined in a large part by the deposit of glacial debris by the last two ice sheets, the county can be separated into two distinct areas. The boundary between the two areas crosses the county in a general northwest-southeast direction and, as previously stated, the western 5/8 is covered by the more recent Wisconsin glacial till while the eastern 3/8 is covered by the Iowa drift which is quite thin and in most places did not entirely conceal the older surface features.

Topographic Characteristics

The western portion in the county which was affected by the Wisconsin glacier has surface features in two general categories; one is the hilly knobby tracts, and the other would be areas of relatively smooth drift plain. The first of these can be observed along the eastern border of the Wisconsin drift area and it is marked by a belt of hilly country ranging in width from two to seven miles. The hills of this region are not prominent and the relief becomes less significant traveling westward where it gradually merges into the drift plain, as real drainage channels have been established only near the larger streams in this area, resulting in larger undrained areas in the northwestern part of the county.

The eastern 3/8 of the county which was covered by the Iowan drift and later the thin cover of loess-like material, has resulted in a smoothing of the surface features to form the gentle rolling landscape of the typical Iowa drift plain upon which there are numerous small hills.

In general, the drainage areas and topography of the northwest portion of the county are not as definite nor have they matured from a time standpoint as other portions of the county. North and east of Hampton tributaries of the west fork Cedar River are bordered by gravel terraces and flat areas, many of which are poorly drained. The Iowa River flows in a shallow channel bordered by alluvial deposits approximately ½ mine wide with higher terraces which extend more than a mile from the basic stream. The northwestern part of the county has not developed efficient natural drainage systems, but a large part of this area has been improved by artificial drainage.
Source: Iowa Geologic Survey for Franklin County

The streams of the county and their directional flow indicates the basic slope of the total county, which is towards the southeast, elevations determined by various surveys verify this fact. The highest elevations are in the northwestern portion of this county; more specifically the highest point recorded is on the Chicago Northwestern Railroad, approximately one mile east of the northwestern corner of the county, which has an elevation of 1,256 feet above sea level. The maximum difference in elevation between any 2 places in the county is 270 feet, and the percent of grade is approximately 11 feet to a mile. Almost the entire county lies between 1,250 elevation above sea level.

General Information about Drainage Districts and Iowa Drainage Laws can be found in Chapter 468 of the Iowa Code

Drainage districts were established for drainage of surface waters from agricultural and other lands for the protection of said lands from overflow when said protection is a public benefit or is conducive to public health, convenience, and welfare. Districts are established by the Drainage District Trustees at the request of the land owners within the proposed district. Petitions and actions to establish are kept in the minute books in the county courthouse.

Requests for repairs should be directed to the drainage clerk in the Auditor's Office on second floor. Complaints, problems, or questions can also be made to the Auditor's Office.

Under the Iowa Code, the County Board of Supervisors acts as Drainage District Trustees in all District matters. The land owners of a particular district may, if they wish, elect their own trustees and maintain the district themselves. The trustees are required by the Iowa Code to maintain all drainage districts at their original capacity. Notice of repairs is only required when the cost will exceed $20,000 or 75% of the original assessed value of the district counting subsequent improvements, whichever is greater.

Land owners in the district, not the County, own and pay for all maintenance and repairs to that district. An independent contractor hired by the trustees will do the work and bill the cost to the district. Assessments are made as necessary to pay for engineering costs, improvements, and repairs within a given drainage district. Assessments or classification of land in a drainage district is based on the benefit that land is seen to receive from being in the district.

- The original assessed value of any parcel of land within a district was set when that district was established and is the basis for all assessments unless the district is reclassified by the trustees.
- Assessments represent a percentage of the original assessment.
- Properties near the bottom of the district or adjacent to a district tile line will normally pay more than properties at the top of the district or that are not close to a district tile.

Drainage districts are not levied on a regular basis. Drainage districts are levied when district funds drop to zero. When a district is levied the trustees set the percentage such that a surplus remains after all bills are paid. The district will not be levied again until its funds are depleted which depends on the amount of work required in the district.

Delinquent drainage assessments become a lien on the property. The property can then be sold for back taxes/assessments just as it can be sold for non-payment of property taxes. Members can not exempt themselves from the district unless the district is dissolved.

District maps show where property is located within the district in relation to the district tiles. Tile maps are stored in the Drainage Office in the Auditor's Office on the second floor of the courthouse. Copies can be made upon request.

FLOOD HAZARD AREAS

The flood hazard map delineates the plain which recedes back to the 100 year flood mark as determined by the National Flood Hazard Insurance Agency. The maps are keys to development and should be used in the assistance of development planning, although on-site evaluation should always be used in conjunction with the maps.

PRIMARY SOIL CLASSIFICATIONS

There are two predominant soil types existing in Franklin County, grouped according to their origin and location. These soils are:

1. Well-drained soils which are soils of a dark-colored nature and high in natural fertility.
2. Soils having slow natural drainage which are composed of silty clay loam and loam of a heavier nature than group one.

ANSGAR SERIES The Ansgar series consists of very deep, poorly drained soils formed in loess and the underlying loamy glacial till or till-derived sediments. These soils are on interfluves and head slopes of broad, shallow drainage ways on dissected till plains.

AREDALE SERIES The Aredale series consists of very deep, well drained soils on uplands. These soils formed in friable, loamy surficial sediments and the underlying noncalcareous loam glacial till.

BOLAN SERIES The Bolan series consists of very deep, well drained soils formed in loamy eolian material or alluvial sediments. These soils are on convex slopes on till plains, moraines, dissected till plains and treads and risers on stream terraces.

CALAMINE SERIES The Calamine series consists of deep, poorly drained and very poorly drained soils formed in loess or other silty deposits and in the underlying residuum weathered from calcareous shale. These upland soils have moderate permeability in the upper part of the solum and very slow permeability in the lower part.

CALCO SERIES The Calco series consists of very deep, poorly drained and very poorly drained soils formed in calcareous alluvium. These soils are on floodplains.

CANISTEO SERIES The Canisteo series consists of very deep, poorly and very poorly drained soils that formed in calcareous, loamy till or in a thin mantle of loamy or silty sediments and the underlying calcareous, loamy till. These soils are on rims of depressions, depressions and flats on moraines or till plains.

CLARION SERIES The Clarion series consists of very deep, moderately well drained soils on uplands. These soils formed in glacial till.

CLYDE SERIES The Clyde series consists of very deep, poorly and very poorly drained soils formed in loamy glacial outwash or erosional sediments and the underlying loamy till. These soils are on nearly level positions, swales and concave drainage ways on interfluves on dissected till plains.

COLAND SERIES The Coland series consists of very deep, poorly drained soils formed in alluvium. These soils are on floodplains and alluvial fans in river valleys and upland drainage ways in dissected till plains.

COLO SERIES
The Colo series consists of very deep, poorly drained soils formed in alluvium. These soils are on floodplains, low stream terraces, alluvial fans, and upland drainage ways.

DICKINSON SERIES The Dickinson series consists of very deep, well drained soils formed in glacial or alluvial deposits that have been reworked by wind. These soils are on uplands and on treads and risers on stream terraces in river valleys.

DINSDALE SERIES The Dinsdale series consists of very deep, moderately well drained soils that formed in loess and the underlying glacial till. Dinsdale soils are on interfluves, ridges and side slopes on dissected till plains.

DONNAN SERIES The Donnan series consists of very deep, somewhat poorly drained soils formed in loamy sediments and the underlying highly weathered paleosol that developed in glacial till. These soils are on convex ridges and side slopes on dissected till plains.

ELY SERIES The Ely series consists of very deep, somewhat poorly drained soils formed in colluvium. These soils are on foot slopes, alluvial fans, and drainage ways.

FLAGLER SERIES The Flagler series consists of very deep, somewhat excessively drained soils that formed in moderately coarse-textured alluvium and the underlying coarse-textured alluvium. These soils occur on treads and risers on stream terraces in river valleys.

FLOYD SERIES The Floyd series consists of very deep, somewhat poorly drained soils formed in loamy sediments and in the underlying till. These soils are on concave foot slopes adjacent to upland drainage ways on dissected till plains.

FRANKLIN SERIES The Franklin series consists of very deep, somewhat poorly drained soils formed in loess and the underlying till. These soils are on interfluves, head slopes, and side slopes on dissected till plains.

GARWIN SERIES The Garwin series consists of deep, poorly drained soils formed in loess. These soils are on slightly concave heads of upland drainage ways, interfluves on dissected till plains, and treads on stream terraces.

HARCOT SERIES The Harcot series consists of very deep, poorly drained soils formed in alluvium that overlies sand and gravel on stream terraces, flood plains and outwash plains.

HARPS SERIES The Harps series consists of very deep, poorly drained soils formed in till or alluvium derived from till. Harps soils are on narrow rims or shorelines of depressions on till plains and moraines.

HARPSTER SERIES The Harpster series consists of very deep, poorly drained soils formed in calcareous loess or glacial drift. They are on nearly level or depressional parts of outwash plains, till plains, glacial lake plains, or stream terraces.

HOUGHTON SERIES The Houghton series consists of very deep, very poorly drained soils formed in herbaceous organic deposits more than 51 inches thick in depressions on lake plains, outwash plains, ground and end moraines and on floodplains. These soils have moderately slow to moderately rapid permeability.

JACWIN SERIES The Jacwin series consists of moderately deep, somewhat poorly drained soils formed in loamy glacial sediments and in the underlying residuum from calcareous shale. These soils are on treads and risers on structural benches.

JUDSON SERIES The Judson series consists of very deep, well drained soils formed in silty colluvium derived from non-calcareous loess. These soils are on foot slopes, upland drainage ways, and alluvial fans.

KENYON SERIES The Kenyon series consists of very deep, moderately well drained soils formed in silty or loamy sediments and the underlying till. These soils are on interfluves and side slopes on dissected till plains on the Iowan Erosion Surface.

KLINGER SERIES The Klinger series consists of very deep, somewhat poorly drained soils formed in loess and the underlying glacial till. These soils are on interfluves and long side slopes on dissected till plains.

LESTER SERIES The Lester series consists of very deep, well drained soils that formed in calcareous, loamy till. These soils are convex slopes on moraines and till plains.

MARLEAN SERIES The Marlean series consists of very deep, well drained soils formed in loamy glacial or eolian sediments and in the underlying loamy residuum from limestone bedrock. These soils are on ridges, interfluves, and side slopes on dissected uplands.

MAXFIELD SERIES The Maxfield series consists of very deep, poorly drained soils formed in loess and underlying glacial till. Maxfield soils are on interfluves and on head slopes of broad, shallow drainage ways on dissected till plains.

MOTTLAND SERIES The Mottland series consists of deep, well drained soils that formed on uplands in loamy sediments overlying residuum weathered from arenaceous limestone. They have moderate permeability in the solum and moderately rapid permeability in the substratum.

MUSCATINE SERIES The Muscatine series consists of very deep, somewhat poorly drained soils formed in loess. These soils are on summits of interfluves on dissected till plains and on treads and risers on stream terraces.

NICOLLET SERIES The Nicollet series consists of very deep, somewhat poorly drained soils that formed in calcareous loamy glacial till on till plains and moraines.

OKOBOJI SERIES The Okoboji series consists of very deep, very poorly drained soils formed in alluvium or lacustrine sediments. These soils are in closed depressions on till plains and moraines.

PALMS SERIES The Palms series consist of very deep, very poorly drained soils formed in herbaceous organic material 16 to 51 inches thick and the underlying loamy deposits in closed depressions on moraines, lake plains, till plains, outwash plains, and hillside seep areas, and on backswamps of flood plains. Permeability is moderately slow to moderately rapid in the organic material, and moderate or moderately slow in the loamy material.

PORT BYRON SERIES The Port Byron series consists of very deep, well drained soils on uplands and high terraces. These soils formed in loess.

READLYN SERIES The Readlyn series consists of very deep, somewhat poorly drained soils that formed in loamy sediments and the underlying till. Readlyn soils are on slightly convex side slopes on dissected till plains of low relief on the Iowan Erosion Surface.

ROSSFIELD SERIES The Rossfield series consists of deep, well drained soils that formed on uplands in loamy sediments that overlie weathered arenaceous limestone. They are moderately permeable in the solum and moderately rapidly permeable in the substratum.

SALIDA SERIES The Salida series consists of deep, excessively drained soils that formed in sandy-skeletal glacial outwash sediments with or without a thin loamy mantle. These soils are on outwash plains, valley trains, and moraines. They have very rapid permeability.

SAUDE SERIES The Saude series consists of very deep, well drained soils formed in stratified loamy alluvium and the underlying loamy sand and sandy and gravelly sediments. These soils are on treads and risers on stream terraces in river valleys and outwash plains.

SAWMILL SERIES The Sawmill series consists of very deep, poorly drained soils formed in alluvium on flood plains.

SCHLEY SERIES The Schley series consists of deep, somewhat poorly drained, moderately permeable soils formed on uplands in loamy sediments and the underlying glacial till.

SHANDEP SERIES The Shandep series consists of very poorly and poorly drained soils formed in loamy alluvial sediments over sandy and gravelly outwash. These soils are in depressions or flats on stream terraces, flood plains and outwash plains.

SPARTA SERIES The Sparta series consists of very deep, excessively drained soils formed in sandy outwash that has been reworked by wind. These soils are on nearly level to very steep treads and risers on stream terraces in river valleys, outwash terraces, outwash plains, and dune fields.

STORDEN SERIES The Storden series consists of very deep, well drained soils that formed in calcareous loamy glacial till on glacial moraines.

TALLULA SERIES The Tallula series consists of deep, well drained moderately permeable soils formed in loess on side slopes of uplands.

TAMA SERIES The Tama series consists of very deep, well drained soils formed in loess. These soils are on interfluves and side slopes on uplands and on treads and risers on stream terraces.

TERRIL SERIES The Terril series consists of very deep, moderately well drained soils formed in colluvium. These soils are on base slopes, foot slopes, drainage ways, swales and toe slopes on alluvial fans, and treads and risers on stream terraces.

TRIPOLI SERIES The Tripoli series consists of very deep, poorly drained soils that formed in loamy sediments and the underlying till. Tripoli soils are on nearly level or slightly concave positions on dissected till plains of low relief on the Iowan Erosion Surface.

TURLIN SERIES The Turlin series consists of very deep, somewhat poorly drained soils formed in alluvium. These soils are on treads and risers on stream terraces, in drainage ways and floodplains, on base slopes and on alluvial fans.

WACOUSTA SERIES The Wacousta series consists of very deep, very poorly drained soils formed in silty lacustrine sediments. These soils are in broad depressions and swales on till plains, moraines, and stream terraces.

WAUBEEK SERIES The Waubeek series consists of very deep, moderately well drained soils that formed in loess and the underlying glacial till. These soils are on convex summits of interfluves and upper side slopes on dissected uplands.

WAUKEE SERIES The Waukee series consists of very deep, well drained soils that formed in loamy alluvium or outwash and in the underlying sandy to gravelly alluvium or outwash. These soils are on treads and risers on stream terraces in river valleys and in outwash areas.

WEBSTER SERIES The Webster series consists of very deep, poorly drained, moderately permeable soils formed in glacial till or local alluvium derived from till on uplands.

ZENOR S ERIES The Zenor se ries c onsists o f v ery d eep, s omewhat ex cessively d rained, moderately rapidly permeable soils formed in glacial outwash on upl ands and, less commonly, on stream benches

Occurrence of Primary Soil Classes: Four primary soils of a well-drained nature are found in the Franklin County area—Carrington silt loam, O'Neil loam, Tama silt loam, and Clarion loam. This group of well-drained soils includes those which have adequate drainage but retain sufficient moisture for crop usage in normal seasons. The water holding capacity of this soil is due to a favorable texture and composition of both surface and subsoil material. The subsoils are not heavy to the extent of retarding removal of excessive moisture nor are they so loose and coarse as to allow rapid escape of water.

Clarion loam is the most predominant soil, covering 32% of the county. Tama silt loam, which has a dark-covered surface layer, has been developed over silty material known as loess. It covers 13% of the county and occurs predominately in the eastern 3/8 of the county. Carrington loam and silt loam together cover 9.1% of the county and are dark-colored soils with fairly heavy

subsoil, although not to the extent of limiting good internal drainage. The fourth well-drained soil in the county is the O'Neil loam, covering 3.7%, and is normally found on well-drained terraces. It is also dark-colored in the surface layers and has moderately heavy subsoil material which is usually underlain by sand or gravel.
Source: Iowa Geologic Survey for Franklin County.

Physical Features Summary

Geologic and topographic characteristics identify surface features, drainage patterns and the general relief of Franklin County. Some of the most prominent characteristics have been summarized below:

1. Wisconsin glacial till, covering the majority of the county, created hilly, knobby tracts of loess material and a gently rolling landscape from northwest to southeast.
2. Drainage is poor in the northwest part of Franklin County, where natural drainage systems are immature and the merging drift plain becomes level.
3. Elevations are highest in the northwest, the lowest in the southeast, indicating the directional stream flows and slopes travel southeasterly.
4. Two predominant soil types are found in Franklin County—dark and fertile, well-drained loams and silty-loams, and slow draining, heavier silty clay loams.
5. The most common soil classification located in Franklin County is the Clarion-Nicollet-Webster association; the least common is the Dinsdale-Klinger-Maxfield association. Both associations maintain many of the same drainage and slope characteristics.
6. Flood hazard areas are clustered primarily in the eastern half of Franklin County, adjacent to the Cedar River and its streams and tributaries.
7. Slopes greater than nine percent are dispersed, but can generally be located between the communities of Sheffield and Hampton, the SE quarter of the NW quarter, and the north half of the SE quarter of Franklin County.

IX. AGRICULTURE

AGRICULTURAL ECONOMY

Agriculture has historically been and remains to be one of the primary economic sectors in Franklin County. Although more than 340,000 acres of land in Franklin County are utilized for agricultural purposes, the number of farms in the county continues to decline at a steady pace. Economies of scale continue to dictate fewer and fewer farms remaining in operation, with remaining operations continuing to grow larger and larger. In 1997 the number of farms in Franklin County was 856 with an average size of 402 acres. In 2007, the number of farms was 923 with a decrease average farm size of 397 acres. In comparison to the State of Iowa, in 1997, the average farm size was 343 acres, and ten years later decreased to an average of 331 acres per farm. The average farm size over the last ten years in Franklin County has remained at a higher average then the state. The data presented comes from Iowa State University ReCAP (Regional Capacity Analysis Program). ReCAP is a program where a majority of this demographic and statistical data is derived from. This program is intended to help participants examine current trends and characteristics, to better understand the local economy, to assess opportunities for economic growth and to promote teamwork.

AGRICULTURAL LAND VALUES

County ID	Area Name	County Average All Grades	District High Grade	District Medium Grade	District Low Grade	District Average All Grades
19000	Iowa	4468	5381	4195	2967	4468
19069	Franklin County	4934	5514	4568	3408	4950

FARM EMPLOYMENT

Farm employment in the United States represents a declining share of total employment. In 1980, the national percentage of jobs in farming was 3.3 percent. By the year 2000, the percentage of farm jobs had declined to 1.9 percent. Franklin County's dependence on farm employment is approximately 12%.

TABLE 14

Franklin County Land Use Conversions

	1980	1960		% Change 1960-80	% of Total
Agricultural	340,002	341,439	-1,437	-0.5%	92.0%
Transportation	11,991	10,976	1,015	3.3%	3.2%
Private Open Space	1,318	1,265	53	4.1%	0.3%
Public Facilities	1,224	965	259	21.4%	0.4%
Industrial	307	280	27	9.8%	0.08%
Residential	115	65	50	44.5%	0.03%
Commercial	72	39	33	44.6%	0.02%
Incorporated Areas	12,921	12,921	0	0%	3.5%
TOTAL	367,950				

VALUE ADDED AGRICULTURE

In a 2004 report issued from the Iowa Agricultural and Home Economics Experiment Station, value added agriculture in Iowa has focused on working with producer groups and individual entrepreneurs to build long term economic, environmental and socially sustainable capacities. Emphasis has been on working with existing value-added groups, development of value chains, and working to develop quality systems to ensure food safety and accountability. Future value added programs being explored in Iowa, specifically in partnership with the cooperation of Iowa State University and the Iowa Agricultural Experiment Station, include capacity for building and training for value added agricultural groups, with a special emphasis on beginning farmers. Other efforts taking place include developing niche value markets for specialized products to assist producers in determining the highest market for their products.

ALTERNATIVE ENERGY

Wind Generation

Wind energy is clean, renewable, pollution free and produced locally. Consistent, strong winds are located in the interior of the continent in places like north central Iowa. In the U.S., today, only 1% of the nation’s energy is produced by the wind, compared to Denmark which produces 20%. From the site www.itsgood4us.

Franklin County has seen a dramatic investment by companies in the wind energy business. Specifically Alliant Energy is developing a wind farm with the capacity to produce up to 650 MW of power.

Ethanol

Currently, there is no ethanol plant located in Franklin County. In the early days of ethanol, for every one unit of energy it took to plant, harvest and process ethanol, it had a negative "energy balance." However, since those days, steady improvements have been made in corn yield and efficiency of harvesting and ethanol processing. Latest studies shows corn ethanol with a positive energy balance of 1:1.64; a 64% net increase in energy. Also, there are two developments that promise dramatically higher yield; sweet sorghum ethanol and cellulosic ethanol. Modern gasoline engines are now set up to run E10. In Iowa, about 60% of the gasoline sold is E10. To use higher percentages like E85, engines need appropriate seals, hoses and engine settings (timing, etc.). Vehicles set up to run E85 have been selling for a number of years and are sold as "Flex Fuel" vehicles. Such vehicles have a fuel sensor in the fuel line to monitor the mix of gasoline and ethanol present and adjust the engine appropriately for the fuel being used. The stimulus for these vehicles being available was the 1992 EPA act that mandated government vehicle fleets use renewable fuels. There are people that have such "Flex Fuel Vehicles (FFVs) and are not even aware they can run E85. From the site www.itsgood4us.

Soy Biodiesel

Standard diesel fuel is made from petroleum, but is heavier and less refined than gasoline. Biodiesel is a fuel suitable to run in diesel engines that is derived from contemporary sources of oil like soybean oil, canola oil (from rape seed) or even modern algae. Since biodiesel has not collected impurities over millions of years, it is a very clean and pure fuel. Biodiesel is so similar to petroleum diesel fuel that no modification to the diesel engine is required. Soy biodiesel is becoming readily available, yet it is far from being on every corner gas station.
Biodiesel is no more toxic than table salt and more biodegradable than sugar. The EPA has classified biodiesel as a suitable clean up agent for petroleum spills. As expressed in the previous section, ethanol made from corn offers an energy balance of around 1:1.64 (a 64% gain in net energy), as of a USDA study in 2004. Accordingly, biodiesel made from soy oil has an energy balance of 1:3.24 (224% net energy gain) and a yield of 49 gallons per acre. Biodiesel made from rape seed (canola) oil has an energy balance of 1:4.3 (330% net energy gain) and a yield of 127 gallons per acre. In 2004, an estimated 74 million acres of soybeans were harvested across the nation. At 49 gallons per acre, that is 3.626 billion gallons of potential soy biodiesel. In 2003, 23% of the fuel consumed for transportation was diesel fuel, or the equivalent of 39.8 billion gallons. From the site www.itsgood4us.

Corn Suitability Rating [CSR]

Corn suitability ratings provide a relative ranking of all soils mapped in the state of Iowa based on their potential to be utilized for intensive row crop production. The CSR is an index that can be used to rate one soil's potential yield against another over a period of time. The CSR considers average weather conditions as well as frequency of use of the soil for row crop production. Ratings range from 100 for soils that have no physical limitations, occur on minimal slopes, and can be continuously row cropped to as low as 5 for soils with severe limitations for row crops. The ratings assume a) adequate management, b) natural weather conditions (no irrigation), c)

artificial drainage where required, d) that soils lower on the landscape are not affected by frequent floods, and e) no land leveling or terracing. The weighed CSR for a given field can be modified by the occurrence of sandy spots, local deposits, rock and gravel outcroppings, field boundaries, non-crossable drainage ways, and so forth.

Even though predicted average yields will change with time, the CSR is expected to remain relatively constant in relation to one another over time. The ISPAID database contains the Corn Suitability Rating that represents the higher of the two numbers where there are CSR's given for improved and unimproved soil map units in the soil survey report.

X. NATURAL RESOURCES AND THE ENVIRONMENT

In 1955 the Iowa State Legislature passed a law permitting counties to establish County Conservation Boards, with members appointed to 5 year terms by the Board of Supervisors. The Franklin County Conservation Board was established in the 1958 general election. The Board members serve without pay but receive their actual expenses while carrying out their duties. The County Conservation program is financed through a tax levy of up to 1 mil on all real estate and personal property.

The Board's purpose is the acquisition and development of county parks, preserves, forests, wildlife, and other conservation areas.

XI. PARKS & RECREATION

The Franklin County Conservation Board is involved in only one major project at this time which includes replacing and updating all the latrines in the parks, county wide.

The county is presently meeting the demands for county parks in the area and is satisfied with the program in Franklin County. However, the Conservation Board would like to start an environmental education program to make the public more aware of their environmental surroundings and intrigue the public in the area of outdoor life. The program would show people how to identify different types of grasses, trees, etc., as well as wildlife. The program would be geared towards students, hikers and campers, and would be in close conjunction with Ellsworth College, utilizing students in their outdoor technical curriculum for the education programs. The county is currently working closely with Ellsworth College in many of their existing projects.

The Franklin County Conservation Board has no definite parcels in mind for acquisition at this time but they do maintain an acquisition fund of $15,000 a year to acquire property as it becomes available. The Conservation Board is continually in the market to acquire land, particularly property that is adjacent to existing parks. The county prefers to purchase these parcels outright with matching funds, if possible, to avoid making payments on a county park. The Conservation Board also develops a 5 year budget and makes every effort to remain within this financial plan. For future acquisitions, the County Conservation Board might wish to consider some funding assistance through the County Finance Bill and the Federal Stamp Program.

Most of the small city parks that were maintained by the county and utilized county-wide have been turned over to the cities.

The conservation program in Franklin County is geared toward hiking and primitive camping. As a result, there is not a great demand for undeveloped facilities throughout the rest of the county. A state-owned park in Franklin County accommodates modern camping facilities; therefore, most travel-trailer vacationers are concentrated in this park.

EXISTING FACILITIES

Ingebretson Memorial Park A heavily wooded 115 acre area located 2 miles west of Sheffield on the County Blacktop and 1 mile north. This area is left in its natural state to be used for nature study. Nature trails are provided to view the grave site of early settlers as well as a native Prairie Grass area.

Burkley Park This heavily timbered 6 acre area has a small picnic area and is located approximately 2 miles west of Geneva.

Handorf Conservation Park A 4 acre roadside park 8 miles east of Hampton on Highway 3. This area, which is open for public hunting, is the former site of a country schoolhouse.

Hawkins Game Management Park A 1 acre wildlife area located 3 miles east of Alexander on a blacktop road. This area, which is open for public hunting, is the former site of a country schoolhouse.

Interstate Lake Park A 26 acre lake 1 mile west and 1 mile south of Jct. 2 and I-35, originally a borrow pit for the construction of Interstate 35. The lake has been stocked with bluegills, channel catfish and largemouth bass fingerlings and should provide excellent fishing. No swimming will be allowed.

Mallory Memorial Park A 71 acre park with semi-modern and primitive camping areas located 4 ½ miles south of Hampton and 2 miles west of Highway 65. Hiking trails wander through the oak-hickory timber providing an excellent opportunity to study nature. Two picnic areas, one on the north side and one on the south side, sit on Maynes Creek, which offer good smallmouth bass fishing.

Oakland-Iowa River Conservation Area and Elmer Ackerman Annex A 150 acre tract bordering the Iowa River 3 miles southwest of Popejoy. At the present time no development has been planned. The area is open to public hunting and fishing.

Oakland Valley Game Management Park A 2 acre tract 1 ¼ miles southwest of Popejoy. The town of Oakland Valley existed here from 185-1883. This area is preserved as a wildlife area and historical site.

Popejoy Conservation Park A 61 acre park with camping facilities located ½ mile south of Popejoy. An enclosed shelter house is available for year-round use. Toilets, 2 picnic areas, electricity, water, and playground equipment are also available. The Iowa River provides good fishing and a sledding hill and snowmobile trails are for the winter recreationist.

Robinson Memorial Park A 30 acre park with modern camping facilities located 1 mile north of Hampton and 1 mile east of Highway 65. Facilities include a shelter house, toilets, picnic area, playground equipment, electricity, and water. Otter Creek runs through the park for the fisherman and a trail runs through the oak timber for the nature lover.

Sheffield Game Management Area A 16 acre wildlife area located 3 miles west and 1 mile north of Sheffield. The area is divided into a small fishing lake, open grassland and light timber, and is open to public hunting and fishing.

Toft Wildlife Area A 14 acre area on the northeast corner of Dows. Fishing and hunting are provided along the Iowa River and an old gravel pit.

West Fork Wildlife Area A 123 acre tract of heavy timber 3 miles north and 8 ½ miles east of Hampton. A small area is available for primitive camping on the north side of the park with a short nature trail. The area is located on the West Fork of the Cedar River and is open to public hunting and fishing.

WKW Conservation Park A 54 acre park located on heavily timbered ground 1 mile north and 1 mile east of Hampton. The park's name is derived from the parties from whom it was purchased: Wolf-Klousia-Wullbrandt. Semi-modern camping is available, along with a shelter house, toilets and swings. A hiking-horseback-snowmobile trail 1.8 miles in length winds through the timber.

DEMAND FOR RECREATIONAL ACTIVITIES

For many years the demand for outdoor recreation has been increasing rapidly. One of the most often used and least understood concepts in outdoor recreation planning is the concept of "demand". The magnitude of demand is influenced by eight (8) socioeconomic factors.

1) AGE: The amount and type of recreation one pursues is related to age. The older the participant, the fewer and more passive are the pursuits.

2) INCOME: The number of recreation pursuits of an individual is related to income. The higher the income, the more numerous the pursuits, and the more active are pursuits in those activities requiring relatively high expenditures for equipment.

3) EDUCATION: Education affects recreation participation in much the same way as income. The higher one's educational attainment, the more numerous the pursuits.

4) OCCUPATION: The number and variety of leisure activities are related to occupation and occupational prestige. The higher an individual's occupational prestige, the more varied and active the pursuits.

5) RESIDENCE: Suburbanites are more active and pursue a greater variety of recreation pursuits than do urban dwellers, who in turn, have a more active participation rate than do those who live in rural areas.

6) MOBILITY: Outings tend to be weekend (overnight) or all day excursions. The outing destination is usually a public, non-urban area within a three-hour drive from the point of departure.

7) OPPORTUNITY FOR ACTIVITIES: Increasing the number of recreation facilities within a given area may create a geometric increase in recreation participation. When the facilities are provided, people use them; their presence may in fact, create a demand.

8) NATURAL CHARACTER: Leisure patterns, leisure items, and leisure facilities are often used as status symbols. Different age groups present the need for specific recreational activities. These activities can be further defined as active or passive.

According to the Iowa Department of Natural Resources' 2001 State Comprehensive Outdoor Recreation Plan, there are several factors including a growing minority population, a shifting population from rural to urban, and a continued aging population which will all have significant impacts on the projected needs and trends of future recreational activities in Iowa. Projected implications and recreational trends facing the future of recreational planning include:

- Addressing minority needs
- Persons raised in other cultures will bring new outdoor recreation pursuits that previously may not have been in demand in Iowa.
- An increasing shift from rural to urban settings
- Demand for recreational opportunities "close to home" will continue to increase.
- Surveys consistently show urban dwellers participate more frequently in outdoor recreation pursuits than do rural residents.
- Demand for development on lands adjacent to or near urban areas often lead to pricing of property to where it becomes prohibitive for development of recreational activities.
- A continual aging of the population
- Recreation opportunities must be made available to meet the needs for more passive leisure time opportunities.
- Opportunities for persons with disabilities will most likely need to increase.
- Many feel that more recreational opportunities aimed at the younger segments of the population will add incentives for those to remain in the state.

Conservation and Recreation Summary

Franklin County Conservation Board, established in 1958, is active in natural preservation and recreational development and encourages environmental education and participation among area colleges and naturalists. Cooperative programs have been initiated to educate interested persons and funding has been secured to acquire target properties as land becomes available. A rigorous budget has earmarked property purchases so that financing and matching funding is not appropriated. Goals of the conservation board are consistent with ongoing programs; therefore, it is recommended the board continue to implement its existing and proposed projects.

The existing facilities inventory reflects the Franklin County Conservation Board's goals and identifies 14 county parks in various stages of development or preservation. A variety of passive recreational opportunities are available in these parks ranging from nature study, picnicking and overnight camping to fishing, public hunting and winter recreation trails.

FRANKLIN COUNTY LONG RANGE PARKS PLAN
A copy of the Franklin County Conservation Board's Long range Parks Plan can be obtained in their office.

XII. CONSERVATION PRACTICES
STORM WATER MANAGEMENT
In an article published in the July 2001 issue of Source Water Protection Practices Bulletin, by the United States Environmental Protection Agency (EPA), the management of storm water runoff is discussed in regards to prevention of drinking water contamination. For clarification purposes, the EPA describes 'Storm water runoff' as: "rain or snow melt that flows off the land, from streets, roof tops, and lawns. The runoff carries sediment and contaminants with it to a surface water body or infiltrates through the soil to groundwater." During storms and heavy periods of rainfall, storm water travels across impervious surfaces collecting contaminants and ground sediment, eventually transporting them to water bodies (i.e. streams, rivers, ponds, lakes, etc.). Storm water is also intentionally directed into bodies of water through storm water drainage systems. Storm sewers are used to divert water away from streets, parking areas, rooftops, and other impervious services channeled through a series of piping eventually leading to a storm water collection basin or directly injected into a water body. The EPA wants the public to know that nonpoint source pollution, including storm water runoff is one of the most important sources of contamination of the nation's waters. As stated in the article, "According to a nationwide survey, 77 of 127 priority pollutants were detected in urban runoff." These pollutants or contaminants can range from heavy metals to toxic chemicals, pesticides and herbicides, sediments, organic compounds, and other various substances. The EPA points out several storm water management practices that help to alleviate direct storm water discharge into water bodies and allows a more natural dissolution of storm water runoff. Suggested storm water management control practices include:

- Land Use Controls – zoning and subdivision regulations can be utilized to keep encroaching developments from impeding upon nearby drinking water sources or ground water recharge areas (i.e. natural wetlands, marshes, small streams or creeks).
- Minimizing Directly Connected Impervious Areas – the reaction of water moving from one impervious surface to the next causes increased retention of sediment and contaminants into water bodies. For instance, water runoff from rooftops should be directed over grass instead of concrete. Porous designs in large expanses of parking lots or roads also promote infiltration of storm water.
- Structural Designs – are designed to create manmade areas that retain or hold storm water runoff and allow for proper ground infiltration. Examples of structural designs are:
  - Grassy swales - Buffer strips
  - Filter strips - Storm water ponds (wet ponds)
- Constructed wetlands – are similar to wet storm water ponds, however, they contain much more aquatic vegetation and natural plantings around the wetland. Constructed wetlands treat and retain storm water runoff and generally have less natural biodiversity than natural wetlands.
- Infiltration Basins and Trenches – are long narrow stone-filled trenches, 3 to 12 feet deep where storm water runoff is stored and slowly infiltrates into the soil below, where filtering between the rocks and soil also helps to remove pollutants.

URBAN CONSERVATION PRACTICES
Information obtained from a 2004 Natural Resource Conservation Service booklet titled Conservation Strategies for Growing Communities suggests there are several urban conservation practices that could be simply accommodated during pre-construction, construction, and post construction to make a remarkable difference in the amount of storm water runoff being allowed to infiltrate and pollute local waterways. Following is a listing of suggested management practices to support urban conservation and eliminate unnecessary storm water runoff.

- Soil Erosion – erosion is a three step process involving the detachment, transportation, and deposition of soil particles.
- Erosion Control Practices – after construction, the planting of fast growing vegetation such as grasses and wild flowers can prevent the runoff and erosion of construction sites caused by heavy rainfalls.
- Sediment Control Practices – is often confused with erosion control, but is actually the trapping of detached soil particles that are already moving in the erosion process.
- Low Impact Development (LID) – is an alternative approach to traditional storm water management that retains and infiltrates rainfall on-site.

Native Landscaping
In the State of Iowa, the Department of Natural Resources (IDNR) does have measures in place to monitor and regulate storm water runoff and discharges through its use of storm water discharge public notices on projects. Furthermore, in accordance with the Clean Water Act, all industrial facilities must complete a National Pollutant Discharge Elimination System (NPDES) permit prior to construction of storm water drainage systems.

XIII. ECONOMIC DEVELOPMENT Source, Iowa Department of Economic Development.
An analysis of past and present economic trends is necessary to determine patterns, trends, and amount of potential economic growth expected in the future. Economic development has become synonymous with community development in Iowa. Many consider economic development one of the most critical aspects of community development. The economic base of any county is comprised of two components, employment and income. In this section, Franklin County's employment, income and local manufacturing and industry trends are examined and compared to those of Iowa. Economic analysis provides important indicators as to the relative health of the county and potential growth in each of the land use categories.

RETAIL TRADE ANALYSIS
According to a 2008 retail trade analysis provided by Iowa State University, ReCAP, Franklin County experienced retail sales of approximately $54 million during 2007. This figure has increased by nearly 1.3 million or 2.5 percent from 2000.

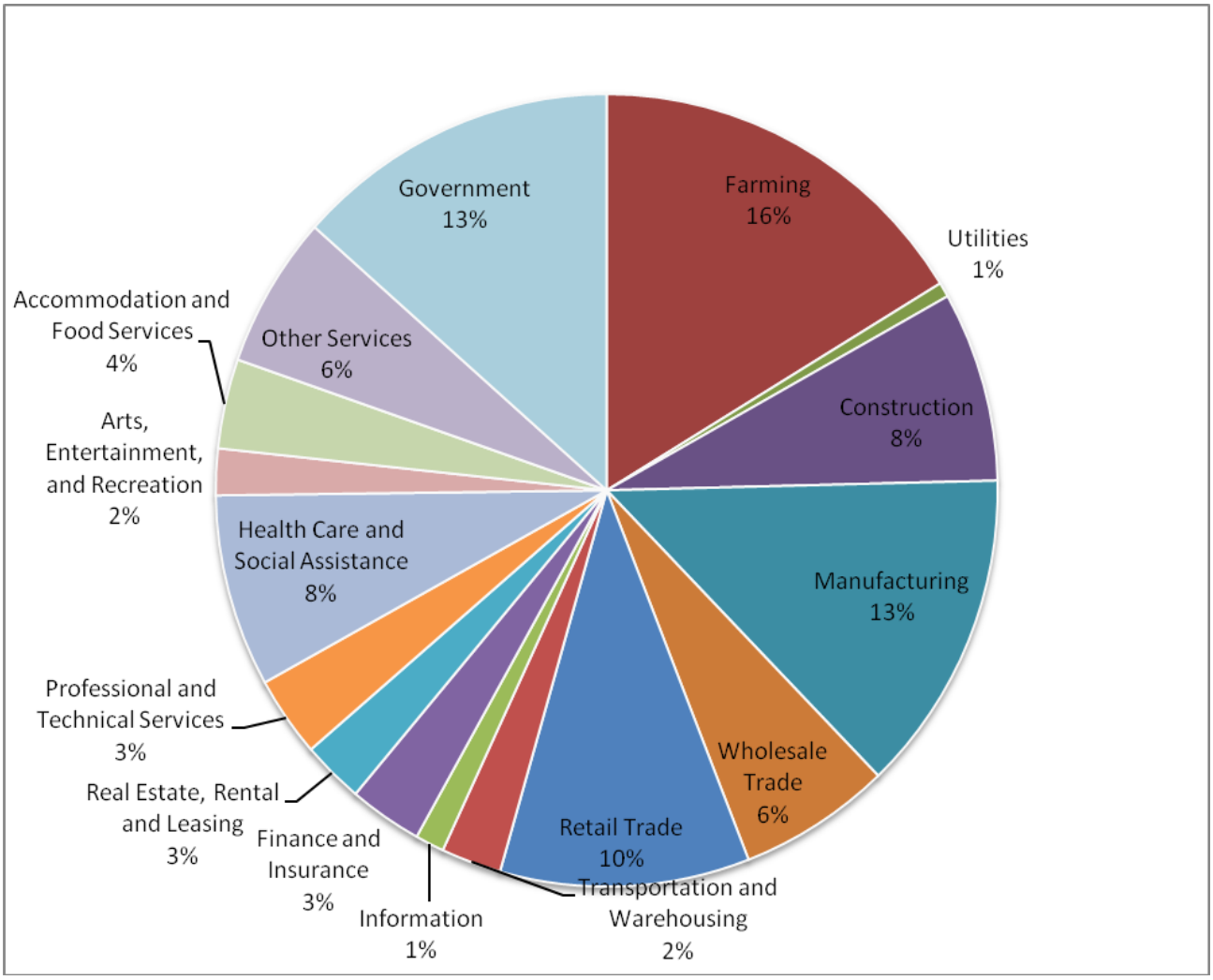
A good indicator of the strength and vitality of a county's retail economy is to look at the "pull factor." The pull factor is a numerical indicator of the amount of retail activity taking place within or out of a jurisdiction. The number "1" indicates that the appropriate amount of retail sales is taking place for the size of jurisdiction and population residing within a given area. Any number below a "1" indicates that fewer people are shopping in the county than is expected indicating a retail "leakage". Whereas any number above a "1" indicates the county is drawing in

more retail sales that the local population should be able to sustain, indicating a retail "surplus". In 2008 Franklin County's "Pull Factor" was .60.

Another method for determining the amount of retail sales activity occurring within Franklin County is to calculate the county's trade area capture. The purpose of the "Trade Area Capture" formula is to examine how many customers or potential purchasers are drawn to Franklin County to shop for any type of product at any given time. The trade area capture estimates the portion of customers the county actually draws from within and outside its boundaries. The trade area capture analysis is also be used by retail sectors to understand trade growth or decline.

INDUSTRY

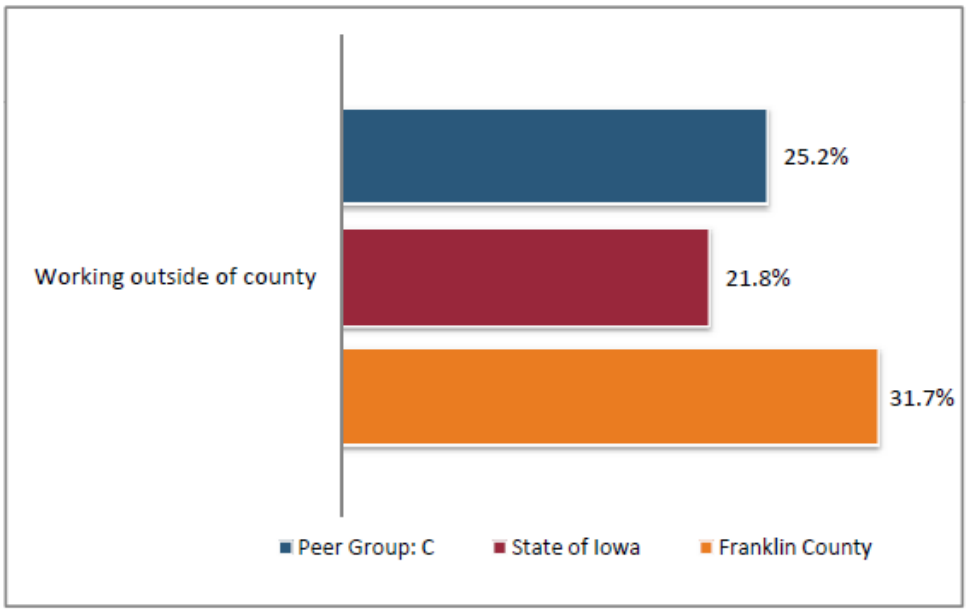
It is clear the industry employing the most people in Franklin County is the farming sector, capturing nearly 16% of the workforce. However, the fact that 13% of the working population is employed in the manufacturing field indicates the level of importance that the industry plays in Franklin County. The retail/wholesale employment sector comprises nearly 16% of employment in Franklin County. Also, those working in the education, health, and social services fields account for less than 8% of total employment. The chart below displays employment by industry sector for Franklin County.



COMMUTING PATTERNS

Commuting patterns can impact a county's retail trade performance in both positive and negative ways. If the county exhibits a high outflow of workers, it may also see more leakage than would otherwise be expected. On the other hand, if a county has a large inflow of workers it may experience higher than expected retail sales. As commuting distances have increased so too has its impact on retail sales. Another impact of out commuting may be higher incomes than the residents would be able to earn if they worked within their county of residence. It is possible that although some of these out commuters' retail dollars may "leak" to other counties, the increased income may help retail sales in their county of residence. This section provides commuting information for Franklin County, its peer group and the state.

Out Commuting	Working outside of county	Working outside of city
Franklin County	31.7%	46.4%
State of Iowa	21.8%	44.9%
Peer Group: C	25.2%	43.5%



Commuting Flow Ratio

Franklin County	0.6
State of Iowa (avg.)	0.92

Daytime Population Change

Franklin County	-6.8 %
State of Iowa (avg.)	-4.6 %

Ratio represents how many workers come into the county for every one that commutes out.

EMPLOYMENT TRENDS

Looking at the fifteen year trends in unemployment for Franklin County and the State of Iowa show similar tracks, and tend to indicate about a ten year cycle of high and low unemployment

periods. Overall, the number of unemployed persons in Franklin County from 1990 to 2007 has been quite low, especially considering other regional and national trends. Franklin County's total labor force stands at 6,075 persons, compared to 5,767 in 1990 and 5,726 persons by 2000. The above labor force figures are based on the yearly average.

XIV. POPULATION, PERSONAL ECONOMICS & HOUSING Source: Bureau of Census, 1950 – 2000

POPULATION

General Information

Following is an analysis of population data for Franklin County and its incorporated communities. This analysis will assist in determining future land use requirements of county residents. The following table compares Franklin County population with that of the region and state.

General Population, 1950-2000

	1950	1960	1970	1980	2000
State	2,621,073	2,757,537	2,825,041	2,913,387	2,928,435
Region II	163,607	163,787	153,680	151,229	133,677
Franklin County	16,268	15,472	13,255	13,036	10,704
% of Region	9.94	9.45	8.63	8.62	8.01
% of State	0.62	0.56	0.47	0.45	0.37

As a percentage of regional and state populations, Franklin County's population continually decreased from 1950 to 2000. Beginning in 1960, the total regional population has also declined which indicates that Franklin County is among others in the region experiencing losses.

To better illustrate Franklin County's changing population, the following table includes population characteristics of incorporated communities as well as unincorporated areas.

Franklin County Population, 1950-2000

	1950	1960	%	1970	%	1980	%	2000	%
Franklin County	16,268	15,472	-4.90	13,255	-14.30	13,036	-1.70	10,704	-21.80
Alexander	278	294	5.80	249	-15.30	190	-23.70	165	-15.20
Coulter	271	315	16.20	262	-16.80	264	0.80	261	-1.20
Geneva	242	219	-9.50	201	-8.20	218	8.50	171	-27.50
Hampton	4,432	4,501	1.60	4,376	-2.80	4,630	5.80	4,211	-10.00
Hansell	190	168	-11.60	124	-26.20	138	11.30	96	-43.80
Latimer	434	445	2.50	393	-11.70	441	12.20	534	21.10
Popejoy	201	190	-5.50	147	-22.60	112	-23.80	78	-43.60
Sheffield	1,162	1,156	-0.50	1,070	-7.40	1,224	14.40	929	-31.80
Unincorporated	9,058	8,184	-9.60	6,433	-21.40	5,819	-9.50	4,243	-37.10

As the table indicates, most cities realized a decrease in population between 1980 and 2000. Throughout the 50 year period, size appears not to be a factor in population growth. In fact the trend shows all cities decreasing except for Latimer. Generally, except for Latimer, the cities have experienced declines since 1950 and, although most increased in the 1970-1980 period, the majority has not returned to 1950 levels.

An additional trend apparent from the table above has been the decline of population in the rural areas. The county experienced its greatest losses in the period between 1980 and 2000 and, as is further evidenced in the following tables, the largest decreases occurred in the rural areas. The population

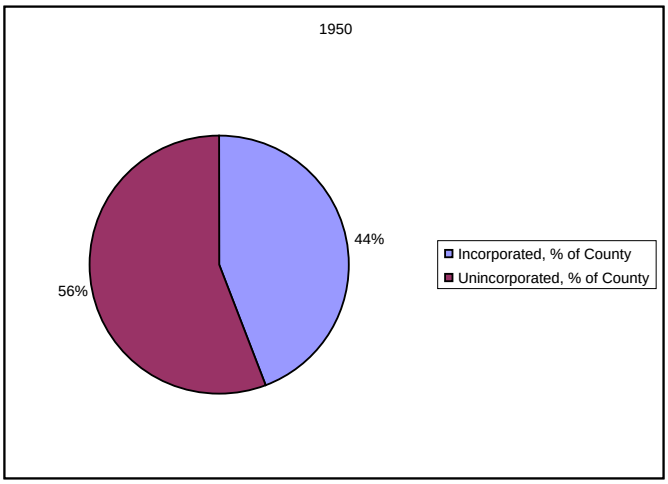
distribution also changed resulting in the majority of the county's population residing in cities. The changing population distribution is also illustrated in Exhibit 4.

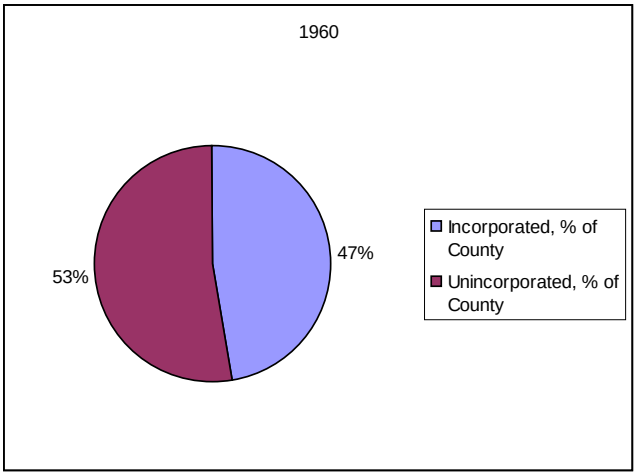
Population Distribution

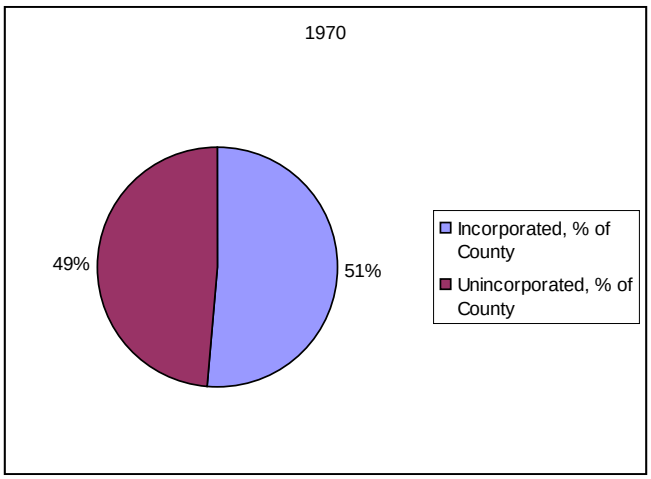
	1950	1960	%	1970	%	1980	%	2000	%
Total County	16,268	15,472	-4.89	13,255	-14.33	13,036	-1.65	10,704	-21.79
Incorporated	7,210	7,288	1.08	6,822	-6.39	7,217	5.79	6,445	-12.00
Unincorporated	9,058	8,184	-9.65	6,433	-21.40	5,819	-9.50	4,243	-37.10

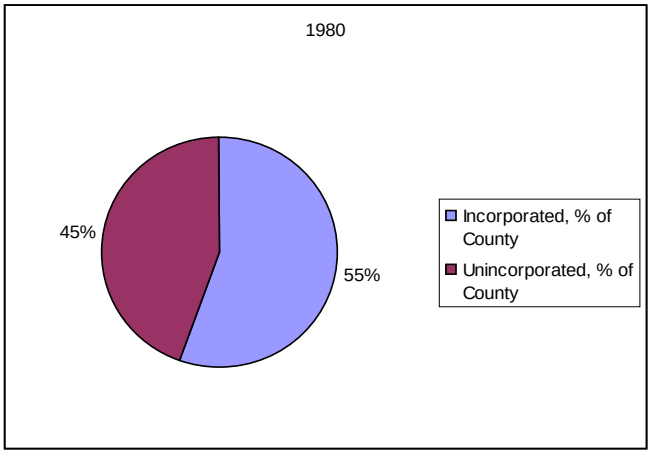
Population Distribution, Percent of County

	1950	1960	1970	1980	2000
Incorporated, % of County	44.3	47.1	51.5	55.4	60.3
Unincorporated, % of County	55.7	52.9	48.5	44.6	39.7









Age Distribution

Analysis of age distribution indicates proportional changes in the composition of the population. This analysis assists in determining the need for community facilities and services as well as evaluating the likelihood for future growth. Population changes occurring between 1970 and

2000 within each age category are summarized below. The table on the next page illustrates changes between 1970 and 2000 for each age group.

Age groups under 14
Reflecting a trend of lower birth rates in recent years, the population of residents ages 5 to 14 years has decreased significantly. Only in the 10-14 years category has there been an increase.

Age groups 20 to 34
Very large decreases have occurred in these categories. These residents provide a young, solid work force for Franklin County employers and also ensure a stable or growing future population.

Age groups 35 to 64
Numbers of residents in these groups have decreased in the past decade. This may be a continued effect of farm consolidation and mechanization which began in the 60's and resulted in the minimized agricultural labor force. Former residents who were younger to middle-aged adults in 1970 may have left the county for employment opportunities in urban areas.

Age groups 65 and over
Population of these residents has increased, especially in the 75 and over category. This is most likely due to increased longevity and the addition of community services and facilities to entice older residents to remain in the county. Also, this is a stable age group, often due to immobility.

Age Distribution

	1970	Percent of Total Population	1980	Percent of Total Population	2000	Percent of Total Population
Total Persons	13,255		13,036		10,704	
Under 5 Years	875	6.6	963	7.4	601	5.6
5 to 9 Years	1,187	9.0	984	7.5	701	6.6
10 to 14 Years	1,361	10.3	858	6.6	745	7.0
15 to 19 Years	1,172	8.8	1,046	8.0	847	7.9
20 to 24 Years	581	4.4	923	7.1	484	7.9
25 to 29 Years	642	4.8	969	7.4	513	4.9
30 to 34 Years	645	4.9	846	6.5	553	5.2
35 to 39 Years	680	5.1	680	5.2	700	6.5
40 to 44 Years	810	6.1	676	5.2	806	7.7
45 to 49 Years	839	6.3	501	3.8	786	7.6
50 to 54 Years	809	6.1	752	5.8	705	6.8
55 to 59 Years	800	6	809	6.2	567	5.5
60 to 64 Years	764	5.8	783	6.0	500	4.8
65 to 69 Years	625	4.7	704	5.4	505	4.9
70 to 74 Years	561	4.2	598	4.6	541	5.2
75 to 79 Years	442	3.3	381	2.9	473	4.6
80 to 84 Years	304	2.3	314	2.4	362	3.5
85 Years and over	158	1.2	249	1.9	315	3.0
Median	36		34.6		41.3	

Rural Farm Population

The following tables illustrate the decline in the rural farm population.

Rural Farm Population and Percent of Total

	1970	Total Rural Farm	Percent Rural Farm	1980	Total Rural Farm	Percent Rural Farm	2000	Total Rural Farm	Percent Rural Farm
Total Persons	13255	5,029	37.9	13,036	3,931	30.2	10,704	1,543	14.4
Under 5 Years	875	213	24.3	963	279	29.0	601	-	-
5 to 9 Years	1,187	441	37.2	984	316	32.1	701	-	-
10 to 14 Years	1,361	640	47.0	858	223	26.0	745	-	-
15 to 19 Years	1,172	546	46.6	1,046	378	36.1	847	-	-
20 to 24 Years	581	127	21.9	923	250	27.1	484	-	-
25 to 29 Years	642	196	30.5	969	255	26.3	513	-	-
30 to 34 Years	645	245	38.0	846	215	25.4	553	-	-
35 to 39 Years	680	275	40.4	680	236	34.7	700	-	-
40 to 44 Years	810	391	48.3	676	233	34.5	806	-	-
45 to 49 Years	839	478	57.0	501	166	33.1	786	-	-
50 to 54 Years	809	377	46.6	752	326	43.4	705	-	-
55 to 59 Years	800	326	40.8	809	327	40.4	567	-	-
60 to 64 Years	764	328	42.9	783	276	35.2	500	-	-
65 to 69 Years	625	158	25.3	704	184	26.1	505	-	-
70 to 74 Years	561	141	25.1	598	110	18.4	541	-	-
75 to 79 Years	442	147	16.3	381	91	23.9	473	-	-
80 to 84 Years	304			314	26	8.3	362	-	-
85 Years and over	158			249	40	16.1	315	-	-

Rural Farm Population, Age Distribution

	1970	% of Total Population	1980	% of Total Population	2000
Total Persons	5,029		3,931		1,543
Under 5 Years	213	4.2	279	7.1	-
5 to 9 Years	441	8.8	316	8.0	-
10 to 14 Years	640	12.7	223	5.7	-
15 to 19 Years	546	10.9	378	9.6	-
20 to 24 Years	127	2.5	250	6.4	-
25 to 29 Years	196	3.9	255	6.5	-
30 to 34 Years	245	4.9	215	5.5	-
35 to 39 Years	275	5.5	236	6.0	-
40 to 44 Years	391	7.8	233	5.9	-
45 to 49 Years	478	9.5	166	4.2	-
50 to 54 Years	377	7.5	326	8.3	-
55 to 59 Years	326	6.5	327	8.3	-
60 to 64 Years	328	6.5	276	7.0	-
65 to 69 Years	158	3.1	184	4.7	-
70 to 74 Years	141	2.8	110	2.8	-
75 to 79 Years	147	2.9	91	4.0	-
80 to 84 Years	-	-	26	-	-
85 Years and over	-	-	40	-	-
Median	-		36.0		-

This, Rural Farm Population, Age Distribution, illustrates the large decrease in this segment of the population; between 1980 and 2000, a 14.4 percent decrease was experienced in persons living on farms.

	1990	2000
Total Population: Urban	4133	3607
Total Population: Rural	7231	7097
Total Population: Rural: Farm	2822	1543
Total Population: Rural: Nonfarm	4409	5554

Population Summary

The population of Franklin County has primarily remained relatively constant or declined. The rural-to-urban migration pattern may have contributed to this shift, resulting in part from farm consolidations and increased mechanization, and well as employment in Region II, population distribution indicates incorporated and unincorporated areas are declining. In addition, Franklin County has lost about 35 percent of its 1950 population. Based on the last 50 years, it appears likely that the trend towards population will continue to be a decrease.

EDUCATIONAL FACILITIES

Education continues to take prominence as one of the main amenities that a county must take into consideration. As most of the County's workforce generally grew up in the area, it is important to improve to the educational system at every opportunity to ensure that the County has well educated workforce. It is also important to economic development as prospective employers look at the amenities of an area before making a decision.

As it is throughout the rural portion of the State, most of the high school graduates in the County that pursue higher education do not return due to the lack of available jobs within their college training area.

Franklin County has the following school districts for Pre-Kindergarten to Grade 12 education:

ENROLLMENT BY DISTRICT

DISTRICT	DISTRICT NAME	2008 ENROLLMENT	2004 ENROLLMENT	CHANGE
9	AGWSR	102.8	99.0	3.70%
108	Alden	31.8	18.2	42.77%
594	Belmond-Klemme	1.0	0.0	100.00%
916	CAL	278.3	254.5	8.55%
1854	Dows	30.0	42.0	-40.00%
2781	Hampton-Dumont	985.1	1,027.7	-4.32%
3150	Iowa Falls	37.0	58.0	-56.76%
5922	West Fork*	318.4	330.3	-3.74%
	TOTAL:	1,784.4	1,829.7	-2.54%

Source: Iowa Department of Education, State of Iowa, 2009

*West Fork was Sheffield-Chapin in 2004 and SCMT in 2008

Community Colleges
The Iowa Community College System offers education to all areas of Iowa without requiring students to meet set prerequisites. The community colleges provide programs in three major areas of instruction; adult education, preparatory career programs of vocational or technical education, college parallel program. Franklin County lies within the North Iowa Area Community College (NIACC) District.

Universities
Universities offer education above and beyond that of the community colleges. Although Franklin County does not have a large enough supporting population to host one, it does have relative close proximity to Kaplan University in Mason City and Buena Vista University Offices can be found co-located with the community colleges in Mason City and Iowa Falls.

ECONOMIC
Some economic statistics based on the US Census to consider when planning for Franklin County include:

PER CAPITA PERSONAL INCOME
In 2002, Franklin County had a per capita personal income (PCPI) of $26,462. This PCPI ranked 40th in the state, and was 94 percent of the state average, $28,089, and 86 percent of the national average, $30,906. The 2002 PCPI reflected a decrease of 0.3 percent from 2001. The 2001–2002 state change was 2.7 percent and the national change was 1.2 percent. In 1992, the PCPI of Franklin County was $18,041 and ranked 32nd in the state. The average annual growth rate of PCPI over the past 10 years was 3.9 percent. The average annual growth rate for the state was 4.1 percent and for the nation was 4.0 percent.

TOTAL PERSONAL INCOME
In 2002, Franklin County had a total personal income (TPI) of $282,875*. This TPI ranked 72nd in the state and accounted for 0.3 percent of the state total. The 2002 TPI reflected an increase of 0.1 percent from 2001. The 2001–2002 state change was 2.8 percent and the national change was 2.3 percent. In 1992, the TPI of Franklin County was $201,684* and ranked 71st in the state. The average annual growth rate of TPI over the past 10 years was 3.4 percent. The average annual growth rate for the state was 4.5 percent and for the nation was 5.2 percent.

COMPONENTS OF TOTAL PERSONAL INCOME
Total personal income (TPI) includes net earnings by state of residence; dividends, interest, and rent; and current transfer receipts received by the residents of Franklin County. In 2002, net earnings accounted for 56.9 percent of TPI (compared with 59.5 percent in 1992); dividends, interest, and rent were 24.5 percent (compared with 23.6 percent in 1992); and transfer receipts were 18.7 percent (compared with 16.9 percent in 1992). From 2001 to 2002, net earnings decreased 3.0 percent; dividends, interest, and rent increased 0.1 percent; and transfer receipts increased 10.8 percent. From 1992 to 2002, net earnings increased on average 3.0 percent; dividends, interest, and rent increased on average 3.8 percent; and transfer receipts increased on average 4.5 percent.

EARNINGS BY PLACE OF WORK

Earnings in Franklin County decreased from $164,387 in 2001 to $159,168 in 2002, or 3.2 percent. The 2001-2002 state change was 1.8 percent and the national change was 1.5 percent. The average annual growth rate from the 1992 estimate of $120,481 to the 2002 estimate was 2.8 percent. The state was 4.5 percent and the nation was 5.3 percent. All income estimates are in thousands.

Income in Franklin County in 2000

Median Household	Median Family	Per Capita
$36,042	$45,184	$18,767

Region II Family Income Data

Counties	1977	1980	2000
Cerro Gordo	mean 12,921	mean 16,725	-
	median 9,969	median 12,855	median 46,099
Floyd	mean 13,105	mean 16,144	-
	median 10,635	median 12,378	median 41,133
Franklin	mean 12,462	mean 16,800	-
	median 10,063	median 13,391	median 45,184
Hancock	mean 13,437	mean 15,784	-
	median 10,536	median 13,014	median 44,248
Kossuth	mean 12,890	mean 16,259	-
	median 10,136	median 12,929	median 41,159
Mitchell	mean 11,676	mean 15,358	-
	median 9,146	median 11,935	median 41,233
Winnebago	mean 12,019	mean 15,047	-
	median 9,626	median 11,846	median 47,306
Worth	mean 11,592	mean 15,263	-
	median 9,393	median 12,117	median 41,763

Status in 2000 by Age and Status

Poverty Status	All	Below Poverty	% Below Poverty
Families	3,019	171	5.7
Householder 65 years and over	656	14	2.1

Family and Non-Family Householders by Poverty Status in 2000 by Age

Poverty Status	All	Below Poverty	% Below Poverty
Families with related children under 18 years	1,330	109	8.2
Families with related children under 5 years	430	40	9.3

Businesses and Taxable Sales, Fiscal Year 2004

COUNTIES	RETURNS	TAXABLE SALES	COMPUTED TAX
FRANKLIN	1,469	$50,321,894	$2,516,082
KOSSUTH	2,451	$118,587,810	$5,564,595
WINNEBAGO	1,482	$64,219,073	$3,210,656
HANCOCK	1,638	$62,313,150	$3,111,794
WORTH	928	$21,556,669	$1,077,890
CERRO GORDO	5,707	$563,623,436	$28,172,135
MITCHELL	1,593	$51,786,358	$2,589,329
FLOYD	2,137	$97,795,232	$4,891,183

Source: Annual Retail Sales and Use Tax Report/State of Iowa/Department of Revenue/Fiscal Year Ending 2004 (page IX)

Retail Sales Tax By County and Selected Cities By Business Class

Fiscal Year 2004

Class	Number of Business	Computed Tax	Number of Business	Computed Tax	Number of Business	Computed Tax
Utilities	6	$203,903	14	$47,358	20	$251,261
Bldg. Mtl.	6	112,672	10	24,111	16	136,783
Gen. Mdse.						
Food	5	22,516	6	3,117	11	25,633
Motor Veh.	20	107,917	24	28,185	44	136,102
Apparel	8	36,006			8	36,006
Home Furn.	12	18,786	9	8,067	21	26,853
Eat Drink	16	70,768	16	24,774	32	95,542
Specialty	40	118,598	30	12,288	70	130,886
Services	61	70,488	59	26,560	120	97,048
Wholesale	22	296,527	46	366,322	68	662,849
Misc.	36	59,665	53	98,196	89	157,861
Total	232	$1,117,846	267	$638,978	499	$1,756,824

Source: Annual Retail Sales and Use Tax Report/State of Iowa/Department of Revenue/Fiscal Year Ending 3/31/1980 (page 61)

These statistics, income data, business and sales tax reports in Franklin County indicate the economy of Franklin County has been improving steadily over the last few years. Services, miscellaneous, specialty and wholesale are the largest business classifications (having the greatest number of businesses) while general merchandise, food, apparel and building materials are the smallest. In terms of taxable sales, however, wholesale, utilities, building materials, motor vehicles and miscellaneous businesses have the greatest sales. Although the number of businesses has decreased (489 businesses in 1979 as compared to 472 businesses in 1982), the taxable retail sales has increased from $55,184,466 in 1979 to $56,425,527 in 1982.

The average income for residents in Franklin County in 1980 was the highest in Region II. Franklin County also had the highest percentage increase in mean and median income in the region from 1977 to 1980. In the three year period mean income rose 34.8% and median income rose 33.1%.

Poverty statistics indicate families with members aged 15 to 64 are the largest group with income below the poverty level whereas poverty is least severe in families comprised of senior residents. However, non-family poverty levels are the most prominent in senior resident households, more than three times as severe as all other households. These data signify that a number of low-income persons and their families, as well as elderly non-family males and females, have specific financial hardships and may be in need of assistance.

Economic Summary

Overall, the economic indicators in Franklin County, which were discussed previously, would indicate that the economic situation in Franklin County is fairly stable. However, more recent trends for which the data has not been compiled yet would indicate a recent severe drop in retail sales in Franklin County. This means the county should strive to continue to bring industry into the area to provide future jobs for the large younger population, and to stimulate the retail

economy. Active pursuit of economic incentives may involve economic development programs and low-interest business loans to attract potential businesses and industries.

The largest major concern for the county should be the number of people below the poverty level. While Franklin County is well below the state average for people below the poverty level, the county should be concerned that 270 households are comprised of people age 65 or older, compared to 369 households with persons in the 15 to 64 years old category. This is reflective of the large elderly population in Franklin County.

HOUSING

Housing is one of the basic needs of all people. Decent and safe housing is essential to a healthy living environment. Lack of adequate housing deters potential settlement and can be a factor in out-migration. Poor housing is a disincentive for residents, businesses and industry to invest in a county.

HOUSING VALUATIONS (Source Iowa Department of Revenue)

Programs for first-time homebuyer assistance, down-payment assistance, or moderately priced new housing subdivisions might benefit prospective new homebuyers in Franklin County. Housing financial assistance program address those state and federal programs available to improve the condition, quality, and ownership of single family housing in Franklin County. Assisting housing needs may be attained through the use of a wide range of state and federal housing program.

DETERMINING THE PROPER GRADE

When attempting to determine a proper grade for any structure it is important to compare the structure to other structures of similar occupancy to assure consistency in grading. The following is a list of items to consider when attempting determining a proper grade.

Building codes can have a large impact on grading. Many larger municipalities have more stringent building codes than small municipalities and rural areas. Older buildings which do not meet current building code requirements will tend to indicate a lower grade. Obsolescence should also be considered for these inferior structures. Conversely, it is not uncommon for stringent building codes to add one whole grade to a given structure.

Quality of Construction will have the single largest impact on the grade of a building. A construction project that will spend the extra money for high quality materials will also be willing to pay extra for high quality craftsmanship or workmanship. The thickness or gauge of building materials, ornamentation, and design should all be considered when determining the quality of a structure.

Quantity of Construction can also impact the grade. A structure may be constructed with average quality materials; however an accumulation of extra building components may indicate a higher grade is necessary. For example, a building may have more plumbing and electrical fixtures, a higher amount of partitioning, than normal. Even though these extra components are of average quality the extra quantity causes the building to be of a higher grade.

Fire Rated Construction can add significant cost to a building. A property that has fire rated doors (identified by the underwriter's laboratory tag on the hinged side of a door) will also have fire rated drywall throughout the structure, including fire rated drywall above suspended ceiling. These factors, which are part of the overall quality, can add significantly to the cost. It is not uncommon for fire rated finishes to add one whole grade to a structure.

Framing is the skeleton portion of a building. It is said that a building with good framing will also have good building material elsewhere. Typically, if a builder uses lower cost framing materials they will also use lower cost materials elsewhere, such as the thickness of the drywall and mechanical items. The engineering and material cost associated with increasing the weight bearing capacity of an industrial building can also add to the cost of a structure.

Mechanical items such as electrical, HVAC and plumbing also should be considered when determining the grade of a building. Many building codes require commercial buildings to use conduit wiring. Conduit wiring is more expensive than Romex wiring. Even though the wiring is not visible in a structure with interior finish the requirement to utilize conduit wiring will have added to the cost of the structure. Plumbing fixtures with automatic flush systems will be more expensive than typical plumbing fixtures. The type and quality of HVAC systems also impact the overall cost. Multiple zone heating is more expensive than single zone systems.

Fenestration is the placement of windows and doors in a structure. The quality and cost of these items varies significantly. Not only should the quality be considered, but the quantity of doors and windows should also be considered in the grade.

Shape is also an important factor in determining cost. Structures with many corners, offsets and intricate designs can cost much more than a similar quality structure with a simple square or rectangular design. These factors should all be considered when making a judgment of grade.

Age of a structure might also influence its cost. What is considered average in construction has changed through the years. Modern buildings are typically constructed with more plumbing fixtures and electrical outlets than buildings constructed many years ago. However, some newer construction has seen a decrease in the quality of interior and exterior finished as compared to older structures. Old structures of lower quality will tend to show more signs of age, such as out of square buildings, cracks in the interior finish, doors and windows that do not open and close properly and floors that creak. Good quality older structures will tend to retain more of their original appearance. These structures will remain sound and the woodwork will maintain a good appearance. It is important to remember that the adjustment for the condition of a structure is an element of physical depreciation. Therefore, the current condition of a structure is not to be considered in the grading process.

It is only when all of the preceding factors are considered in total that a proper judgment of grade for a given structure can be determined. Again, it is important to emphasize that consistency in grading is equally as important, if not more important, than the accuracy of a grade applied to a single structure.

GRADE ADJUSTMENT SCHEDULES

E (Executive) Grade dwellings will be individually designed with many varied interior appointments. They will normally exhibit extensive ornamentation or special design features of excellent quality materials and workmanship. High ceilings and expansive foyers are also characteristics which will be common in this grade of home. Executive grade dwellings are normally prestige structures. The high end executive home will typically be built without regard for cost.

1 (Superior Quality) Grade are custom built, architecturally designed homes, having good materials and workmanship. This home will lack the unique features of an executive grade home. This home is usually large with spacious rooms, several bath facilities, a good heating and electrical system with numerous outlets. Closets are usually walk-in. Kitchen has many built-in features and an abundance of cabinets. Bathrooms will have high quality fixtures, vanity, and probably a special dressing area. Exterior is quality siding, brick, or stone. There are also numerous windows.

2 (High Quality) Grade also are usually architecturally designed, custom built homes with good materials and workmanship. This is a more practical home than a 1 grade home, having more than sufficient plumbing fixtures. There is good heating and electrical service. Interior finish will be of plaster or drywall with good trim. Kitchen will have built-in features with more than adequate cupboard space and counter tops. Bathrooms and toilet rooms will usually have good quality fixtures.

3 (Good Quality) Grade is generally a home lacking architectural frills but basically of good practical design and layout. Workmanship and materials are barely above average but it will have some extra design and special features not found in the average home. It will normally have good drywall or plaster walls, hardwood floors, and also better than average kitchen cabinets, plumbing facilities, and closet space. This is often referred to as an intermediate grade because it will be a 2 grade design and layout but 4 grade workmanship and materials.

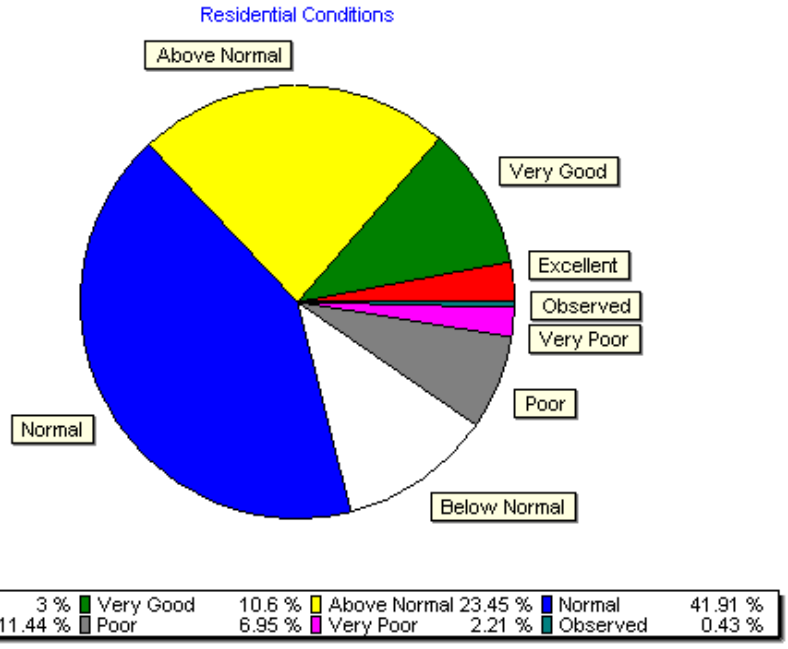
4 (Average Quality) Grade are constructed with average quality material and workmanship, with simple designs fall into this category. These structures will be constructed to conform to the minimum building codes. A Grade 4 dwelling is an average home in every way. This does not mean this home cannot be custom built but only refers to the basic quality.

5 (Below Average) Grade is generally of minimum specifications. It may outwardly resemble a 4 grade but lacks any “extras”. Usually of straight rectangular design with no lines or design. Drywall or plaster interior finish with minimum softwood trim, low quality carpeting or softwood flooring. Minimal plumbing, heating and electrical outlets. The kitchen has no built-in features and minimum cupboard and counter space.

6 (Sub-standard) Grade is often referred to as sub-standard housing. This home seldom will pass loan requirements and is often owner built using inferior or used materials and poor workmanship. Interior finish is plaster, wallboard or low quality drywall, softwood floors, little or no trim, wall or floor furnace heating, low quality kitchen cupboards roll roofing or lightweight shingles, exterior walls are usually single siding

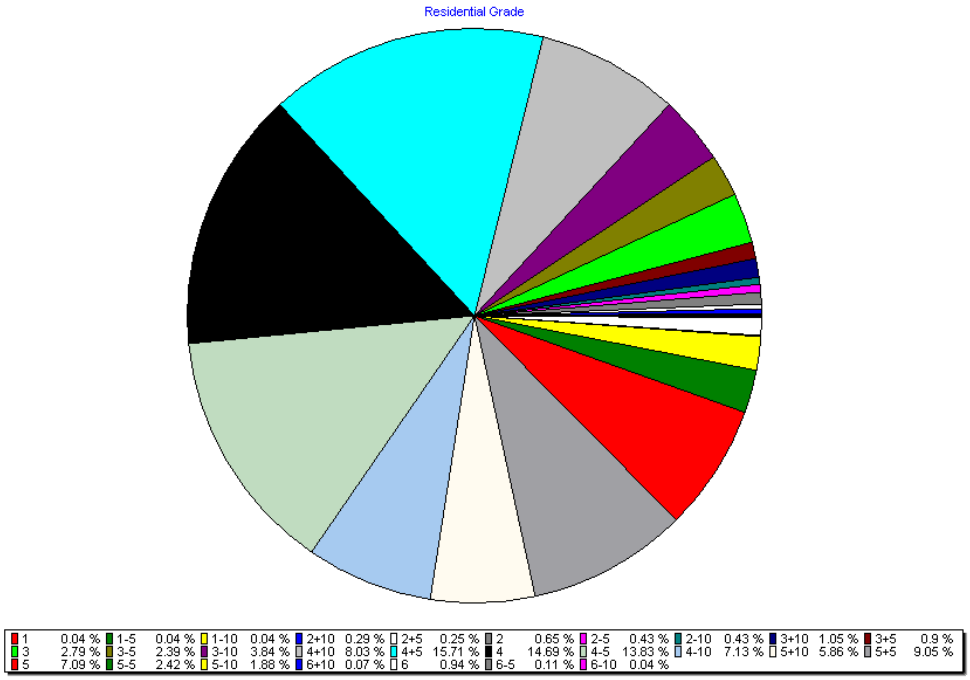
INCORPORATED HOUSING

Residential buildings by Condition						
Condition	Parcel Count	Bldg Count	Land	Dwelling	Improvements	Total
None	0	0	$0	$0	$0	$0
Excellent	83	83	$589,300	$8,254,800	$9,800	$8,853,900
Very Good	293	293	$1,794,200	$22,450,700	$9,600	$24,254,500
Above Normal	648	648	$4,061,100	$43,736,300	$21,200	$47,818,600
Normal	1,154	1,158	$7,940,500	$75,944,700	$1,213,500	$85,098,700
Below Normal	314	316	$1,338,200	$9,395,100	$36,900	$10,770,200
Poor	189	192	$682,400	$3,126,300	$183,300	$3,992,000
Very Poor	60	61	$261,300	$451,700	$32,900	$745,900
Observed	12	12	$108,100	$5,400	$318,300	$431,800
TOTAL	2,753	2,763	$16,775,100	$163,365,000	$1,825,500	$181,965,600

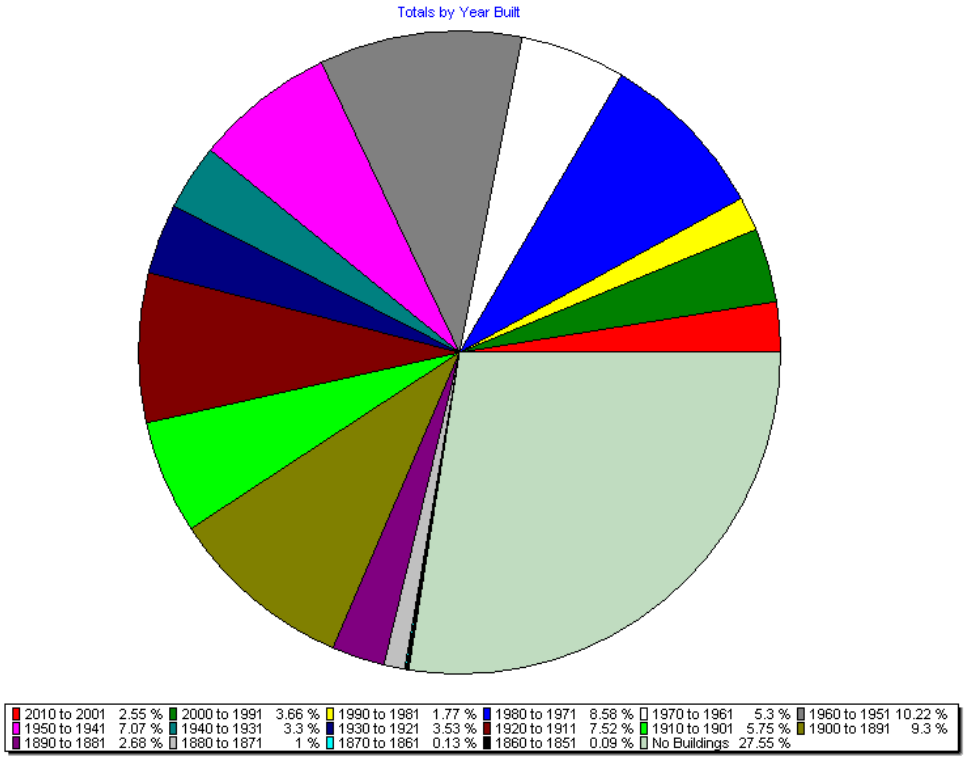


Residential buildings by Grade						
Grade	Parcel Count	Bldg Count	Land	Dwelling	Improvements	Total
1+5 & Above	0	0	$0	$0	$0	$0
1	1	1	$0	$245,400	$0	$245,400
1-5	1	1	$0	$326,500	$0	$326,500
1-10	1	1	$45,600	$321,700	$0	$367,300
2+10	8	8	$176,500	$1,999,300	$0	$2,175,800
2+5	7	7	$204,200	$1,562,600	$0	$1,766,800
2	18	18	$309,200	$3,324,200	$0	$3,633,400
2-5	12	12	$319,100	$2,491,100	$0	$2,810,200
2-10	12	12	$188,200	$2,221,800	$0	$2,410,000

3+10	29	29	$339,900	$4,541,100	$0	$4,881,000
3+5	25	25	$390,800	$3,765,000	$0	$4,155,800
3	74	77	$792,100	$9,424,700	$0	$10,216,800
3-5	66	66	$644,300	$6,991,200	$0	$7,635,500
3-10	106	106	$1,027,700	$10,390,500	$18,700	$11,436,900
4+10	222	222	$1,737,100	$18,610,300	$659,900	$21,007,300
4+5	434	434	$2,851,800	$30,687,900	$269,700	$33,809,400
4	406	406	$2,203,000	$20,517,300	$715,700	$23,436,000
4-5	382	382	$1,792,100	$18,885,300	$3,300	$20,680,700
4-10	197	197	$823,900	$7,886,700	$53,000	$8,763,600
5+10	162	162	$762,200	$5,564,800	$97,800	$6,424,800
5+5	249	250	$977,000	$7,250,000	$0	$8,227,000
5	196	196	$718,700	$4,185,300	$4,900	$4,908,900
5-5	67	67	$263,000	$1,276,600	$2,500	$1,542,100
5-10	48	52	$140,100	$658,100	$0	$798,200
6+10	2	2	$8,100	$17,400	$0	$25,500
6+5	0	0	$0	$0	$0	$0
6	25	26	$51,500	$203,800	$0	$255,300
6-5	2	3	$5,700	$12,500	$0	$18,200
6-10	1	1	$3,300	$3,900	$0	$7,200
6-15 & Below	0	0	$0	$0	$0	$0
TOTAL	2,753	2,763	$16,775,100	$163,365,000	$1,825,500	$181,965,600

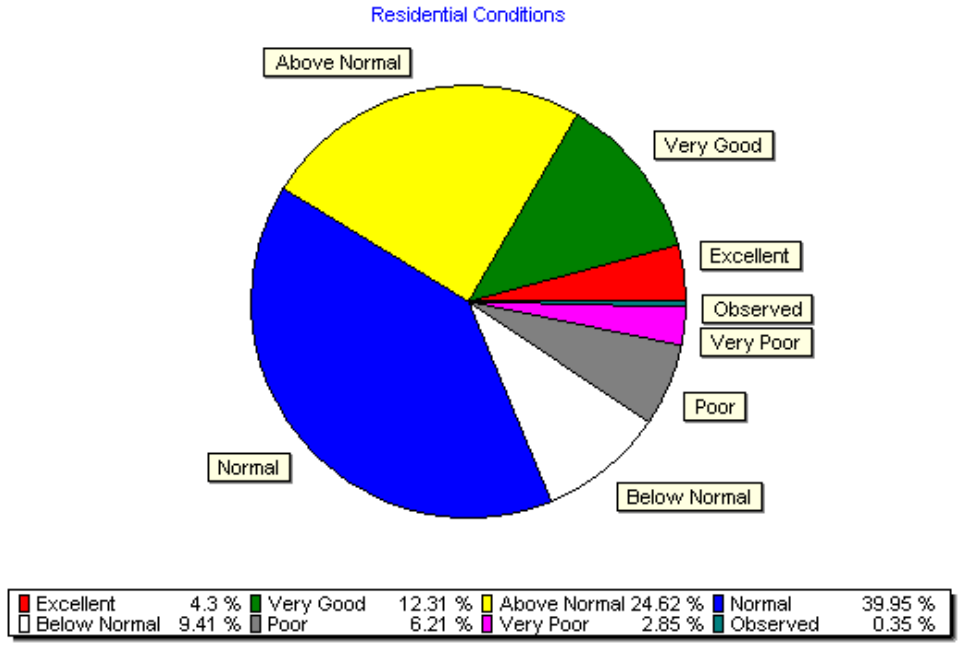


Range	Parcels	Ag	Commercial	Residential	Land	Dwelling	Improvements	Total
2010 to 2001	120	37	69	84	$2,134,200	$11,279,900	$17,595,600	$31,009,700
2000 to 1991	172	48	120	106	$2,996,500	$12,278,500	$17,118,100	$32,393,100
1990 to 1981	83	32	103	42	$1,134,100	$3,880,500	$5,072,300	$10,086,900
1980 to 1971	403	93	143	308	$4,996,500	$26,086,100	$16,671,400	$47,754,000
1970 to 1961	249	42	100	192	$2,785,000	$15,461,900	$14,117,800	$32,364,700
1960 to 1951	480	38	135	403	$4,075,200	$25,163,700	$9,944,500	$39,183,400
1950 to 1941	332	27	119	272	$2,063,400	$12,124,600	$3,424,500	$17,612,500
1940 to 1931	155	21	62	120	$1,096,000	$4,748,500	$3,102,800	$8,947,300
1930 to 1921	166	33	34	143	$963,500	$6,132,700	$808,000	$7,904,200
1920 to 1911	353	63	65	315	$1,971,700	$14,854,900	$2,289,400	$19,116,000
1910 to 1901	270	21	13	263	$1,425,400	$11,448,700	$673,500	$13,547,600
1900 to 1891	437	118	101	354	$2,603,300	$14,642,600	$3,264,500	$20,510,400
1890 to 1881	126	0	25	107	$677,200	$4,300,900	$1,655,600	$6,633,700
1880 to 1871	47	0	4	44	$216,000	$1,354,400	$179,400	$1,749,800
1870 to 1861	6	0	1	6	$49,900	$182,900	$55,100	$287,900
1860 to 1851	4	0	0	4	$21,900	$120,100	$0	$142,000
No Buildings	1,294	0	0	0	$17,078,800	$250,200	$1,656,100	$18,985,100
TOTAL	4,697	573	1,094	2,763	$46,288,600	$164,311,100	$97,628,600	$308,228,300



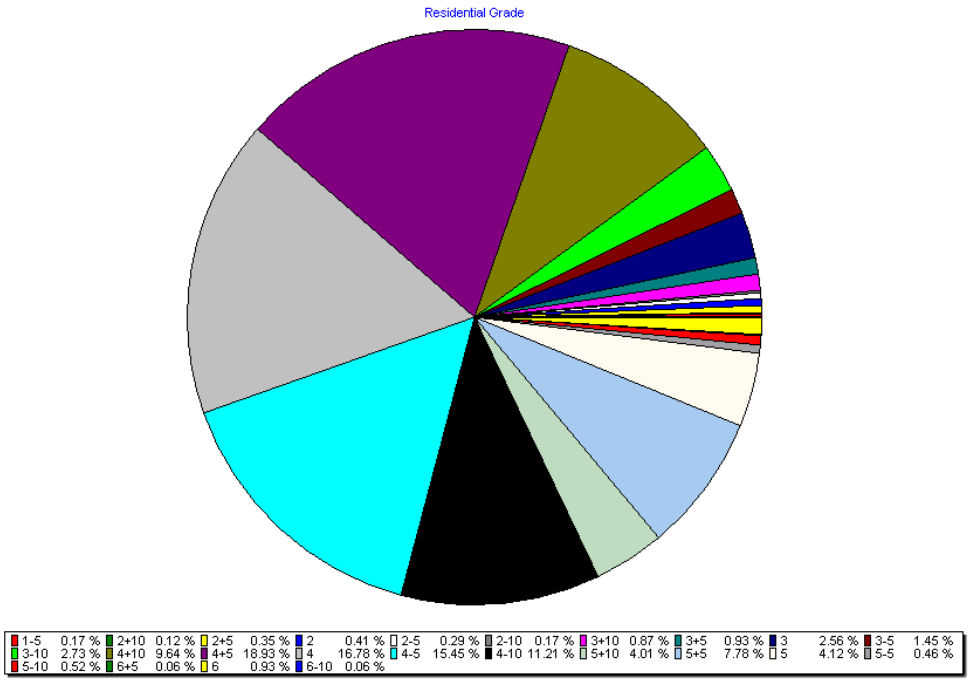
UNINCORPORATED HOUSING

Residential buildings by Condition*						
Condition	Parcel Count	Bldg Count	Land	Dwelling	Improvements	Total
None	0	0	$0	$0	$0	$0
Excellent	74	74	$1,649,200	$7,702,300	$1,329,000	$10,680,500
Very Good	211	212	$5,007,300	$18,589,200	$2,795,100	$26,391,600
Above Normal	420	424	$10,764,700	$29,251,100	$3,885,000	$43,900,800
Normal	663	688	$16,448,000	$44,917,200	$5,539,100	$66,904,300
Below Normal	158	162	$4,283,700	$5,323,100	$933,900	$10,540,700
Poor	101	107	$2,768,000	$2,105,200	$379,800	$5,253,000
Very Poor	46	49	$1,333,600	$403,600	$92,800	$1,830,000
Observed	6	6	$221,500	$21,700	$459,900	$703,100
TOTAL	1,679	1,722	$42,476,000	$108,313,400	$15,414,600	$166,204,000

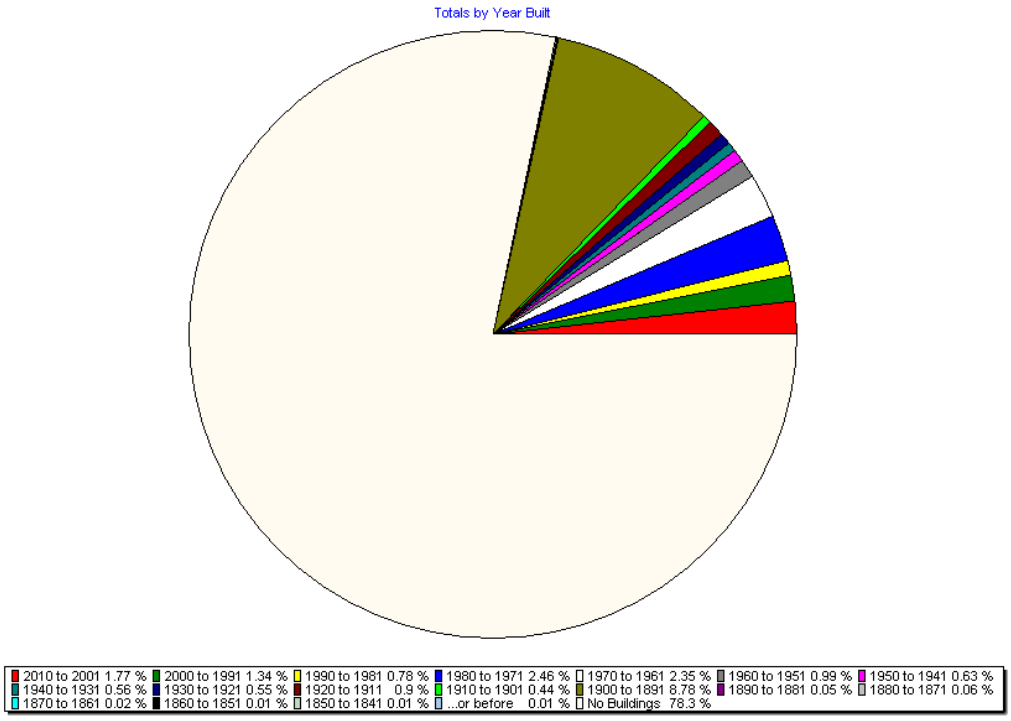


Residential buildings by Grade*						
Grade	Parcels	Buildings	Land	Dwelling	Improvements	Total
1 & Above	0	0	$0	$0	$0	$0
1-5	3	3	$46,800	$1,198,700	$33,400	$1,278,900
1-10	0	0	$0	$0	$0	$0
2+10	2	2	$58,200	$545,400	$58,000	$661,600
2+5	6	6	$151,000	$1,603,900	$14,800	$1,769,700
2	7	7	$138,400	$1,401,500	$305,300	$1,845,200
2-5	5	5	$234,400	$1,058,600	$18,000	$1,311,000

2-10	3	3	$38,300	$601,600	$0	$639,900
3+10	15	15	$299,900	$2,565,600	$38,500	$2,904,000
3+5	16	16	$401,400	$2,674,300	$62,900	$3,138,600
3	43	44	$933,400	$5,926,000	$370,900	$7,230,300
3-5	24	25	$641,200	$2,589,100	$130,700	$3,361,000
3-10	46	47	$1,020,200	$5,112,600	$347,900	$6,480,700
4+10	166	166	$4,553,500	$14,733,500	$2,914,400	$22,201,400
4+5	323	326	$8,049,900	$23,552,800	$3,144,000	$34,746,700
4	288	289	$7,718,700	$16,686,100	$2,221,000	$26,625,800
4-5	263	266	$6,670,300	$13,344,100	$2,033,500	$22,047,900
4-10	187	193	$5,040,500	$7,462,400	$2,515,100	$15,018,000
5+10	68	69	$1,936,800	$2,203,400	$252,000	$4,392,200
5+5	130	134	$3,114,800	$3,663,200	$618,300	$7,396,300
5	63	71	$1,165,700	$1,147,400	$309,400	$2,622,500
5-5	8	8	$64,000	$125,200	$7,700	$196,900
5-10	6	9	$79,600	$50,400	$3,900	$133,900
6+10	0	0	$0	$0	$0	$0
6+5	1	1	$700	$13,200	$0	$13,900
6	5	16	$115,900	$48,500	$14,900	$179,300
6-5	0	0	$0	$0	$0	$0
6-10	1	1	$2,400	$5,900	$0	$8,300
6-15 & Below	0	0	$0	$0	$0	$0
TOTAL	1,679	1,722	$42,476,000	$108,313,400	$15,414,600	$166,204,000



Totals by Year Built								
Range	Parcels	Ag	Com	Res	Land	Dwelling	Improvements	Totals
2010 to 2001	217	1,272	54	66	$2,976,600	$6,134,400	$28,538,800	$37,649,800
2000 to 1991	164	1,018	51	63	$2,177,300	$4,757,800	$15,715,100	$22,650,200
1990 to 1981	96	1,104	39	51	$1,712,600	$3,279,600	$3,027,100	$8,019,300
1980 to 1971	302	1,764	51	175	$7,945,700	$14,311,100	$6,066,900	$28,323,700
1970 to 1961	288	2,260	34	94	$9,013,500	$11,381,800	$8,644,500	$29,039,800
1960 to 1951	122	472	20	98	$3,807,900	$5,873,400	$4,334,800	$14,016,100
1950 to 1941	77	244	11	102	$1,727,500	$3,264,100	$438,600	$5,430,200
1940 to 1931	69	254	16	85	$1,794,600	$3,932,200	$1,702,100	$7,428,900
1930 to 1921	68	232	4	101	$1,668,300	$3,532,300	$778,200	$5,978,800
1920 to 1911	110	274	4	257	$2,420,400	$4,761,900	$509,100	$7,691,400
1910 to 1901	54	158	2	172	$1,306,000	$2,219,300	$322,100	$3,847,400
1900 to 1891	1,077	5,591	14	268	$33,433,500	$44,370,300	$8,751,600	$86,555,400
1890 to 1881	6	15	0	95	$126,500	$378,100	$0	$504,600
1880 to 1871	7	4	0	78	$94,200	$229,500	$0	$323,700
1870 to 1861	2	6	0	11	$52,400	$102,100	$1,700	$156,200
1860 to 1851	1	0	0	3	$1,300	$38,100	$0	$39,400
1850 to 1841	1	0	0	3	$1,500	$13,600	$0	$15,100
... or before	1	2	0	0	$7,800	$44,900	$0	$52,700
No Buildings	9,605	0	0	0	$394,475,000	$290,000	$1,545,800	$396,310,800
TOTAL	12,267	14,670	300	1,722	$464,742,600	$108,914,500	$80,376,400	$654,033,500



URBAN AREAS				RURAL AREAS		
Occupancy	**Parcels**	**Units**		**Occupancy**	**Parcels**	**Units**
Single-Family Dwellings	2620	2620		Single-Family Dwellings	1660	1660
Two-Family Conversions/Duplex	39	78		Two-Family Conversions/Duplex	1	2
Three-Family Conversions	8	24		Three-Family Conversions	0	0
Four-Family Conversions	4	16		Four-Family Conversions	0	0
Five-Family Conversions	2	10		Five-Family Conversions	0	0
Condominiums	11	11		Condominiums	0	0
Apartments	26	422		Apartments	2	16
Mobile Home Park	1	15		Mobile Home Park	0	0
Totals	2711	3196		**Totals**	1663	1678

	Total Housing						
Year	2000	1990	1980	1970	1960	1950	1940
Units	4763	5018	5421	4999	5268	5043	4538
	Total Occupied Housing						
Year	2000	1990	1980	1970	1960	1950	1940
Units	4356	4579	5010	4571	4884	4907	4446
	Owner Occupied Housing						
Year	2000	1990	1980	1970	1960	1950	1940
Units	3266	3296	3632	3251	3129	2846	2184
	Rental Housing						
Year	2000	1990	1980	1970	1960	1950	1940
Units	1090	1283	1378	1320	1755	2061	2262
	Vacant Housing						
Year	2000	1990	1980	1970	1960	1950	1940
Units	407	439	411	428	384	136	92

Median Value	
2000	$ 55,200
1990	$ 30,500
1980	$ 35,000
1970	$ 11,800
1960	$ 9,300
1950	$ 6,322
1940	$ 2,081

Age Of Housing Stock					
	10 years old	11-20 years old	21-30 years old	31-40 years old	Over 40 years old
2000	3%	3%	13%	8%	73%
1990	5%	14%	9%	14%	58%
1980	11%	7%	13%	10%	59%
1970	7%	12%	8%	73%	0%
1960	13%	10%	7%	70%	0%
1950	11%	7%	10%	72%	0%
1940	9%	10%	17%	22%	42%

HOUSING STATUS AS OF THE 2000 CENSUS

Table DP-4. Profile of Selected Housing Characteristics: 2000

Geographic area: Franklin County, Iowa

[Data based on a sample. For information on confidentiality protection, sampling error, nonsampling error, and definitions, see text]

Subject	Number	Percent	Subject	Number	Percent
Total housing units	**4,763**	**100.0**	**OCCUPANTS PER ROOM**		
UNITS IN STRUCTURE			**Occupied housing units**	**4,356**	**100.0**
1-unit, detached	4,152	87.2	1.00 or less	4,267	98.0
1-unit, attached	34	0.7	1.01 to 1.50	42	1.0
2 units	129	2.7	1.51 or more	47	1.1
3 or 4 units	167	3.5			
5 to 9 units	168	3.5	**Specified owner-occupied units**	**2,566**	**100.0**
10 to 19 units	26	0.5	**VALUE**		
20 or more units	43	0.9	Less than $50,000	1,106	43.1
Mobile home	44	0.9	$50,000 to $99,999	1,133	44.2
Boat, RV, van, etc	-	-	$100,000 to $149,999	225	8.8
			$150,000 to $199,999	56	2.2
YEAR STRUCTURE BUILT			$200,000 to $299,999	31	1.2
1999 to March 2000	29	0.6	$300,000 to $499,999	11	0.4
1995 to 1998	67	1.4	$500,000 to $999,999	2	0.1
1990 to 1994	65	1.4	$1,000,000 or more	2	0.1
1980 to 1989	151	3.2	Median (dollars)	55,200	(X)
1970 to 1979	640	13.4			
1960 to 1969	392	8.2	**MORTGAGE STATUS AND SELECTED MONTHLY OWNER COSTS**		
1940 to 1959	1,225	25.7			
1939 or earlier	2,194	46.1	With a mortgage	1,302	50.7
			Less than $300	40	1.6
ROOMS			$300 to $499	343	13.4
1 room	11	0.2	$500 to $699	392	15.3
2 rooms	79	1.7	$700 to $999	381	14.8
3 rooms	245	5.1	$1,000 to $1,499	131	5.1
4 rooms	515	10.8	$1,500 to $1,999	11	0.4
5 rooms	856	18.0	$2,000 or more	4	0.2
6 rooms	947	19.9	Median (dollars)	632	(X)
7 rooms	756	15.9	Not mortgaged	1,264	49.3
8 rooms	677	14.2	Median (dollars)	241	(X)
9 or more rooms	677	14.2			
Median (rooms)	6.2	(X)	**SELECTED MONTHLY OWNER COSTS AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999**		
Occupied housing units	**4,356**	**100.0**	Less than 15.0 percent	1,467	57.2
YEAR HOUSEHOLDER MOVED INTO UNIT			15.0 to 19.9 percent	370	14.4
1999 to March 2000	647	14.9	20.0 to 24.9 percent	290	11.3
1995 to 1998	830	19.1	25.0 to 29.9 percent	118	4.6
1990 to 1994	752	17.3	30.0 to 34.9 percent	76	3.0
1980 to 1989	688	15.8	35.0 percent or more	234	9.1
1970 to 1979	735	16.9	Not computed	11	0.4
1969 or earlier	704	16.2			
			Specified renter-occupied units	**930**	**100.0**
VEHICLES AVAILABLE			**GROSS RENT**		
None	251	5.8	Less than $200	76	8.2
1	1,233	28.3	$200 to $299	151	16.2
2	1,659	38.1	$300 to $499	483	51.9
3 or more	1,213	27.8	$500 to $749	114	12.3
			$750 to $999	8	0.9
HOUSE HEATING FUEL			$1,000 to $1,499	-	-
Utility gas	2,092	48.0	$1,500 or more	-	-
Bottled, tank, or LP gas	1,269	29.1	No cash rent	98	10.5
Electricity	538	12.4	Median (dollars)	374	(X)
Fuel oil, kerosene, etc	380	8.7			
Coal or coke	-	-	**GROSS RENT AS A PERCENTAGE OF HOUSEHOLD INCOME IN 1999**		
Wood	26	0.6			
Solar energy	-	-	Less than 15.0 percent	263	28.3
Other fuel	38	0.9	15.0 to 19.9 percent	131	14.1
No fuel used	13	0.3	20.0 to 24.9 percent	133	14.3
			25.0 to 29.9 percent	80	8.6
SELECTED CHARACTERISTICS			30.0 to 34.9 percent	66	7.1
Lacking complete plumbing facilities	12	0.3	35.0 percent or more	159	17.1
Lacking complete kitchen facilities	3	0.1	Not computed	98	10.5
No telephone service	61	1.4			

-Represents zero or rounds to zero. (X) Not applicable.

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

XV. TRANSPORTATION & INFRASTRUCTURE

Highways

Franklin County is served by three major highways, Interstate I-35 which runs north-south through the west edge of the county, U.S. Highway 65 which runs north-south through the center of the county, and Iowa Highway 3 which runs east-west through the center of the county. A network of paved county roads also serves Franklin County residents in addition to numerous gravel roads, providing sufficient coverage for the county. The maps on the following two pages illustrate the general transportation system and functional classification for the paved roads in Franklin County. The functional classification map shows the various road types by size and usage, as delineated by the Iowa Department of Transportation (IDOT).

Air Service

The only airport in Franklin County is in Hampton and serves private and charter flights only. There is no major airport in Franklin County providing commercial passenger flights. The closest commercial flights are in Mason City or in Waterloo.

Rail

Franklin County is served by two railroads, the Chicago Northwestern and the Rock Island. They provide freight service only, no passenger service. Both of these railroads serve Hampton, making it an excellent center for shipping goods.

Public Transit

A demand-response system is operated by Access, Inc. throughout the county. Service is available from 8:00 – 4:00 Monday through Friday. They also operate transit services for the disabled and elderly.

FEDERAL FUNCTIONAL CLASSIFICATION OF ROADS

The Iowa DOT's 2003 Federal Functional Classification map depicts major transportation routes throughout the Spirit Lake Iowa urban area (Iowa Great Lakes region of Franklin County). Previously, the Iowa Department of Transportation only recognized communities in excess of 5,000 population as small urban centers, and therefore mapped with designated federal functional classification routes. Since 2003, the IDOT decided to consider the Iowa Great Lakes region a small urban center as a whole, with a combined population of 10,194. Therefore, the IDOT created the federal functional classification map seen to the right for this newly created urban center.

Transportation Summary

Transportation modes, routes and accessibility is adequate to serve the needs of Franklin County residents. Slated improvements will enhance the existing transportation system, which is currently in good condition as a result of city, county and state maintenance efforts. It is recommended these efforts continue to avoid use and weather-related major repairs.

STREETS

Franklin County's street and road network is an indispensable resource for the county. Few other elements so drastically affect development. Therefore, the section shall devote attention to the

county's transportation system. Traffic systems have evolved from a constantly changing set of determinants. A few of these determinants governing current and future roadway design are:

Psychological Factors:
1. The population masses using a traffic system tend to follow the fastest course.
2. When a properly designed traffic system is not provided, the driving public establishes one by finding alternative routes, regardless of adjacent land uses and other planning considerations.
3. The driving public tends to drive according to environmental conditions of the roadway.

Economic Factors:
1. From existing land use studies, streets and roadways have been treated as a separate land use classification. Streets and roadways comprise a large percentage of land acreage within the county and, consequently, a substantial capital asset of the county is tied up in the total land value of the roadways.
2. The current capital expenditures for road improvements, maintenance costs, construction costs, etc., of the roads are a substantial portion of county, state, and federal expenditures.

Physical Factors:
1. Street grades and the grades of abutting properties may restrict driver sight distances. This is a particular serious condition at street intersections or drive entrances to streets.
2. Street or county road intersections can have severely restricted sight clearances as a result of private/public signs, trees, and crops during certain times of the year. Furthermore, vehicles parked too close to an intersection and utility poles can also block views and limit visibility at road intersections.
3. Intersection design can prohibit proper legal turns of vehicular traffic by forcing the vehicle to use a portion of the opposite direction traffic lane in executing turns. Aside from the proposed hazards, these conditions also severely reduce traffic flow capacities, for turning vehicles must wait until both direction lanes of the intersecting traffic are clear prior to turning.
4. Poor street alignment, right-of-way cross-sectional grading and drainage techniques, etc. can contribute additional safety hazards.

STREET CLASSIFICATION (DEFINITIONS)
An understanding of the following standard thoroughfare definitions is necessary for the proper understanding of the county's streets plan, as well as reading and comprehending the IDOT's Federal Functional Classification map.

The values contained herein, specifically under design criteria are to be considered basic design guidelines that serve as framework for satisfactory design of new street and highways facilities. The County's Engineer is encouraged to develop the design based on this framework and tailored to particular situations that are consistent with the general purpose and intent of the design criteria through the exercise of sound engineering judgment. Cost effective design is encouraged along with the joint use of the transportation corridor and the consideration of the environment. The following street classification definitions are in accordance with the 2004 Iowa Statewide Urban Design Standards for public improvements. Streets and highways are functionally classified according to the character of service they are intended to provide. This classification recognizes that individual roads and streets do not serve travel independently. Rather, most travel

involves movements through networks of roads and can be categorized relative to such networks in a logical and efficient manner. Thus, functional classifications of roads and streets is also consistent with categorization of travel. The three major functional classifications for urbanized areas are Arterials, Collectors, and Local Streets and are consistent with American Association of State Highway and Transportation Officials (AASHTO).

ARTERIAL STREETS

1. Major/Principal Arterial (Primary Highway Extensions) - The major/principal arterials serves the major center of activities of urbanized areas, the highest traffic volume corridors, the longest trip, and carries a high proportion of a total urban travel on a minimum of mileage. The system should be integrated both internally and between major rural connectors. The major/principal arterial system carries most of the trips entering and leaving the area as well as most of the through movements bypassing the central City. In addition, significant intra-area travel such as central business districts and outlining residential areas between major inter-City communities and between major suburban centers are served by principal arterials. Frequently, the major/principal arterial carries important intra-urban as well as inter-City bus routes. Finally, in urbanized areas, this system provides continuity for all rural arterials. Access to the principal arterial is specifically limited in order to provide maximum capacity and through movement mobility. Although, no firm spacing rule applies in all or even in most circumstances, the spacing between principal arterials may vary from less than one mile in highly developed central areas to five miles or more in developed urban fringes.

2. Minor Arterial (Primary and Non-Primary) - The non-primary arterial inter-connects with and augments the principal arterial system. It accumulates trips of moderate length at somewhat lower level of through movement mobility than principal arterials. This system places more emphasis on land access but still has specific limits on access points. A minor arterial may carry local bus route and provide inter-community continuity but ideally does not penetrate identifiable neighborhoods. This system includes urban connections to rural collector roads where such connections have not been classified as urban principal arterials. The spacing of minor arterials may vary from 1/8 to 1/2 mile in highly developed areas to 2 miles in suburban fringes but is not normally more than 1 mile in fully developed areas.

COLLECTOR STREETS

1. Major Collector - This type of street provides for movement of traffic between arterial routes and minor collectors and may at moderately lower speeds collect traffic from local streets and residential and commercial areas. A major collector has control of access to abutting properties with a majority of access at local street connections. Normally, a slightly higher emphasis is placed on through movements than direct land access.

2. Minor Collector - This type of street provides movement of traffic between major collector routes and residential and commercial local streets as well as providing access to abutting property at moderate low speeds. A consideration for through movements and direct land access is normally equal.

LOCAL STREETS

The local street provides for the movement of traffic between collectors and residential and commercial areas. Local streets provide the direct access to abutting residential and commercial property and carries low traffic volumes at low speeds on relatively short trips. Certain Jurisdictions allow private streets in specific situations. Private streets are similar to the local streets but generally are located on dead-end roads less than 250 foot in length, short loop streets less than 600 feet in length or frontage roads parallel to public streets.

FRANKLIN COUNTY 5-YEAR ROAD CONSTRUCTION PLAN

The Franklin County Engineering Department has prepared and annually updates and prioritizes its long-range road construction program. In 2008, the Engineering Department provided the most recent 5-year road construction program. The following road construction plan begins with FY 2010 and projects road projects through FY 2014. There are 26 overall projects identified and prioritized over five years. Below is a prioritized list of the County's proposed road projects.

						Accomp Year	Priority Years			
							1st	2nd	3rd	4th
Project Number Local ID ***Project Name***	**Location Description of Work Location/Section-Town-Range**	**AADT Length FHWA #**	**System Status FM-Xfr**	**$ Day Labor Type Work SPC/FA Types**	**Fund**	**FY: 2010**	**FY: 2011**	**FY: 2012**	**FY: 2013**	**FY: 2014**
BROS-C035(49)--8J-35 L-09-273 TPMS ID: 3124	40TH ST: SEC 27-90-19 CONSTRUCT RCB OR BRIDGE S27:T90:R19	0 MI 156360	Local Previous	$0 320 - Bridges	LCL	25				
					FMO					
					SPC					
				HBP	FA	100				
BROS-C035(50)--8J-35 L-09-262 TPMS ID: 3149	WARBLER AVE: SEC 26-90-19 CONSTRUCT RCB OR BRIDGE S26:T90:R19	0 MI 156340	Local Previous	$0 320 - Bridges	LCL	25				
					FMO					
					SPC					
				HBP	FA	100				
BROS-C035(51)--5F-35 39-3212 TPMS ID: 9211	C-23 / : Teal Ave to Tulip Ave Replace existing bridge with concrete box culvert S32:T93:R19	70 0 MI 158260	FM Previous	$0 332 - Box Culverts	LCL	26				
					FMO					
					SPC					
				HBP	FA	111				
BRS-C035(54)--60-35 North Faulkner TPMS ID: 12770	C-55 / 65th Street: S-56 W 0.1 MI Construct bridge or culvert S9:T90:R19	140 0 MI 156221	Previous	$0 320 - Bridges	LCL					
					FMO	30				
					SPC					
				HBP	FA	120				
L-19-161--73-35 L-09-161 TPMS ID: 3159	60TH ST: north line of section 16-90-19 CONSTRUCT RCB S16:T90:R19	0 MI 156250	Local Previous	$0 332 - Box Culverts	LCL	156				
					FMO					
					SPC					

				LOCAL	FA					
LFM-19-354--7X-35 L-19-354 TPMS ID: 3147	WREN AVENUE: CONSTRUCT PIPE CULVERT OR RCB S35:T91:R19	0 MI --	FM Previous	$0 332 - Box Culverts	LCL	40				
					FMO					
					SPC					
				LOCAL	FA					
LFM-30-254--7X-35 L-30-254 TPMS ID: 7284	RAVEN: 0 CONSTRUCT RCB S25:T93:R20	0 MI 158380	FM Previous	$0 332 - Box Culverts	LCL	100				
					FMO					
					SPC					
				LOCAL	FA					
LFM-39-3203--7X-35 39-3211 TPMS ID: 9210	C-23 / : Teal Ave to Tulip Ave Replace bridge with concrete box culvert S32:T93:R19	0 MI 158250	FM Previous	$0 332 - Box Culverts	LCL	135				
					FMO					
					SPC					
				LOCAL	FA					
FM-C035()--55-35 TPMS ID: 10892	S-13 / : Dows to Popejoy Pavement Rehab S06:T90:R22	7.3 MI --	FA and FM Previous	$0 366 - HMA Paving	LCL					
					FMO		1,400			
					SPC					
				FM	FA					
FM-C035()--55-35 Pavement Rehab TPMS ID: 17828	S42 / NETTLE AVE: Hwy. 3 to 165th Street S29:T92:R20	190-190 1.68 MI --	FA and FM New	$0 366 - HMA Paving	LCL					
					FMO		350			
					SPC					
				FM	FA					
L-199(1)--73-35 L-19-199(1)--73-35 TPMS ID: 16733	105th Street Bet. Thrush and Tulip: to Replace Ex. RCB with New RCB S19:T91:R19	36-100 1.02 MI --	Local Previous	$20 332 - Box Culverts	LCL		80			
					FMO					
					SPC					
				LOCAL	FA					
L-2020(1)--73-35 2020(1) TPMS ID: 10894	Beeds Lake Drive: 170th Street to 165th Street Pavement Rehab S20:T92:R20	0.45 MI --	Local Previous	$5 366 - HMA Paving	LCL		180			
					FMO					
					SPC					
				LOCAL	FA					
LFM-01-322--7X-35 L-01-322(N2) TPMS ID: 3156	HEATHER AVENUE: HARDIN ROAD to 40TH STREET GRADE AND GRANULAR SURFACE S29:T90:R21	2 MI --	FA and FM Previous	$25 352 - Excavation	LCL		250			
					FMO					
					SPC					
				LOCAL	FA					
BROS-	Franklin Avenue:	2005-	Local	$0	LCL			240		

C035()--8J-35 West Fork bridge TPMS ID: 15507	180th Street to 190th Street West Fork bridge replacement of county line S12:T92:R19	40 0.15 MI 088910	Previous	320 - Bridges	FMO				
					SPC				
				HBP	FA			960	
BRS-C035(53)--60-35 TPMS ID: 10893	C-47 / : Dows to Apricot AVe Bridge Replacement S30:T91:R22	0 MI 157280	FA and FM Previous	$0 320 - Bridges	LCL				
					FMO			115	
					SPC				
				HBP	FA			460	
FM-C035()--55-35 Olive Ave TPMS ID: 12907	S43 / Olive Ave: State Highway 3 to 130th Street S33:T92:R20	1480 1.75 MI --	FA and FM Previous	$0 367 - PCC Paving	LCL				
					FMO			480	
					SPC				
				FM	FA				
L-30-126--73-35 30-126 TPMS ID: 9214	0: Raven to Spruce Regrade roadbed S12:T93:R20	1 MI --	Local Previous	$25 361 - Granular	LCL			125	
					FMO				
					SPC				
				LOCAL	FA				
L-39-251--73-35 L-39-251 TPMS ID: 5511	120TH & YARROW: 0 CONSTRUCT PIPE CULVERT OR RCB S25:T93:R19	0 MI --	Local Previous	$20 331 - Pipe Culverts	LCL			50	
					FMO				
					SPC				
				LOCAL	FA				
LFM-31-3201--7X-35 31-3201 TPMS ID: 9218	C-23 / : Indigo to Heather Reconstruct Approach S32:T93:R21	0.44 MI --	FM Previous	$5 366 - HMA Paving	LCL			155	
					FMO				
					SPC				
				LOCAL	FA				
BRS-C035()--60-35 L-19-181--73-35 TPMS ID: 14177	County Route S55 / Spruce Avenue: Over Maynes Creek Remove a 174' x 20' concrete slab bridge with a prestressed pretensioned concrete beam bridge and associated grading, guardrail, rip rap and ersosion control. S18:T91N:R19W	-70 0.4 MI 156880	FA Previous	$0 320 - Bridges	LCL				
					FMO				84
					SPC				
				HBP	FA				336
L-10-023--73-35 10-023 TPMS ID: 9125	135th Street: 0 Install Culvert or RCB S2:T91:R20	0 MI --	Local Previous	$20 331 - Pipe Culverts	LCL				80
					FMO				
					SPC				

				LOCAL	FA				
LFM-10-062--7X-35 PAVE2006 TPMS ID: 5515	140TH STREET: MALLARD AVENUE to NUTHATCH AVENUE ACC PAVING S0:T0:R0	140 1.5 MI --	FM Previous	$0 366 - HMA Paving	LCL				690
					FMO				
					SPC				
				LOCAL	FA				
LFM-31-312--7X-35 L-31-312 TPMS ID: 3117	S-25 / GROUSE AVENUE: CONSTRUCT RCB CULVERT S31:T93:R21	0 MI --	FA and FM Previous	$5 332 - Box Culverts	LCL				200
					FMO				
					SPC				
				LOCAL	FA				
STP-S-C035()--5E-35 C55 Reconstruction TPMS ID: 14176	County Route C55 / 70th Street: County Route S25 to County Route S41 Replace existing 6 inch slip form pcc paving with 8 inch pcc paving and associated work S8:T90N:R20W	-480 5 MI --	FA and FM Previous	$0 367 - PCC Paving	LCL				
					FMO				4,000
					SPC				
				STP	FA				600
BRS-C035(58)--60-35 Bridge Replacement TPMS ID: 17824	C25 / 190TH ST: Warbler Ave. to Franklin Ave. S12:T92:R19	70-70 -- 157330	FA New	$0 320 - Bridges	LCL				
					FMO				219
					SPC				
				HBP	FA				876
FM-C035()--55-35 HMA Resurfacing TPMS ID: 17827	S25 / 120TH ST: Heather Avenue to Highway 3 S18:T91:R21	40-430 12.46 MI --	FM New	$0 366 - HMA Paving	LCL				
					FMO				1,100
					SPC				
				FM	FA				

XVI. COUNTY SERVICES

The Franklin County courthouse is open Monday through Friday from 8:00 a.m. to 4:00 p.m. There are many county services, departments, and programs operated from within or nearby the courthouse. Listed below is a summary of Franklin County services.

Franklin County has established and enforces zoning regulations. Permits are required for:

1. All building, including decks, fences, portable storage buildings and moved-in buildings.
2. Drilling of new wells.
3. Installation of on-site wastewater treatment systems.

The county zoning department also enforces the Subdivision Ordinance in place for division of land into three or more parts for the purpose of sale or development. Also, flood plain maps of the unincorporated areas available for public viewing.

COUNTY GOVERNMENT
Elected Offices (Elected Officers are located in the courthouse except the County Attorney.)

County Board of Supervisors (3 members): The county board is the executive branch of county government. The supervisors serve as the policymakers for the county and administer the various county programs. Their powers include reviewing budget requests, appropriating funds, establishing county tax levies, enacting ordinances, filling employee vacancies and hearing reports from county officers. The board is also responsible for overseeing economic development in the county. Boards of Supervisors responsibilities are defined by Iowa Code chapter 331.

County Attorney: The county attorney's position is unique in that it is provided for in the state constitution. Other offices are products of legislation. The attorney's primary responsibilities are to provide legal counsel for the board of supervisors and to act as legal representative for the county in court cases. With regard to the latter responsibility, the county attorney represents the county either as a defendant or plaintiff in a civil suit. In cases where a crime has been committed in the county, he acts as the prosecuting attorney and presents the county's case at the trial. The county attorney is also responsible for fine collections and juvenile justice.

County Auditor: One of the auditor's duties is to serve as secretary to the board of supervisors. As such, the auditor has control over the records of the board. Auditor's election responsibilities include registering voters, supervising precinct election officials, publishing election notices, and acting as custodian of poll books. Auditors are commissioner of elections for school board, city, county, state and federal elections. Real estate transfers and numerous other records are handled through the county auditor's office. Lastly, the county auditor does audit bills or other claims against the county. Warrants in payment are then prepared. The auditor also maintains accounting records on all appropriations for the county's various departments.

County Recorder: The primary function is to record legal documents. Records are kept for legal instruments and other items including: birth certificates, death certificates, marriage licenses, uniform commercial code filings, military discharges, trade names, articles of incorporations, deeds of trust for railroad corporations, and hunting, boat and snowmobile licenses.

County Sheriff: The sheriff is the chief law enforcement officer for the county. The sheriff is required to make special investigations into alleged law violations when directed by the county attorney. In unincorporated areas of the county the sheriff is responsible for law enforcement. The sheriff also provides law enforcement services for towns that contract with the office. Finally, the sheriff issues all gun permits and is in charge of the county drug task force.

County Treasurer: Anyone owning property or a vehicle is served by this office. Treasurers receive payment for motor vehicle registration and sales/ transfers of vehicles. It is the treasurer's duty to register vehicle titles and distribute license plates. The county treasurer oversees all county funds and handles investment functions. As such he/she is required to make a semiannual settlement with board of supervisors and to report all fees collected. It is the treasurer's duty to collect all taxes certified by the county auditor. In addition, the county treasurer makes monthly reports to the state auditor of all taxes paid to the state and for soldiers' bonuses. These funds are paid to the state treasurer when they are requested.

Appointed Offices
County Assessor - Courthouse: The county assessor is appointed through a merit examination prepared and given by the State Tax Commission. A list of qualified persons is drawn up and a special conference board selects the assessor. The county assessor is an officer of all major taxing jurisdictions in a county.

Community Services – Community Resource Center: The community services department provides short term assistance for individuals and families in need. This includes financial assistance for rent, food and shelter. The department focuses on individuals with developmental disabilities, mental illness and chemical dependency. Youth shelter and detention facilities are offered. Included in this department is central point of coordination, general assistance and case management and substance abuse.

Conservation – Conservation Building: The conservation office is overseen by a board appointed by the county board of supervisors and is responsible for county parks, wildlife habitat improvement and wetland preservation. The department also provides environmental education and various activities such as camping, canoeing, fishing and hiking/bike trails.

Emergency Management – Located in Mason City Police Station: The emergency management office is responsible for disaster planning on a county-wide basis. This includes emergency evacuation plans, airplane crashes, floods, tornadoes, industrial accidents, terrorism and civil unrest.

Engineer – Engineer's Office: The engineer's office is responsible for general supervision of construction, maintenance (including snow removal), and repair of highways and bridges of the county. An annual report on all the roads in the county, including their present condition and their needs, must be made by the engineer to the Iowa Department of Transportation.

Environmental Health – Community Resource Center: The environmental health office prevents disease by controlling community environmental health threats and providing local education on environmental health issues. The department works to ensure air quality and environmental health through inspections on wells and septic tanks.

GIS (Geographical Information Systems) – Courthouse: The GIS office develops/maintains the electronic mapping applications of the county. The department is responsible for maintaining the county website.

Home Health - Public Health Building: Home Health is provided to support rehabilitation or convalescence, facilitate hospital or nursing home discharge, prevent or reduce inappropriate institutionalization or perform other activities which enable comfortable daily living. Trained Home Care Aides are assigned to each case according to their ability to adapt to individual needs of each family and to carry out a plan of care.

Information Technology - Courthouse: The information technology office develops/maintains computer software applications that facilitate a county's business operations. The department is responsible for planning for future technology needs.

Planning and Zoning- Community Resource Center: The zoning office is responsible for building code enforcement, utility planning and zoning enforcement. The department implements the comprehensive land use plan in unincorporated areas of the county. The planning aspects of the department also include HIPAA compliance and short and long range goal setting.

Public Health - Public Health Building: The public health nurse investigates communicable diseases and provides health planning and education for the county. The department offers childhood immunization, international travel clinics and treatment of sexually transmitted diseases.

Veteran Affairs- Community Resource Center: The Veterans Affairs department provides short term assistance for individuals and families in need who are veterans. This includes financial assistance for rent, food and shelter and helping to establish eligibility for and enrollment in Federal VA benefits for veterans.

Ancillary Office
Economic Development – The Franklin County Board of Supervisors has designated the Franklin County Development Association (FCDA) as the agency responsible for economic development activities in Franklin County.

The Regional Government for Iowa
Structurally, the county serves as the regional government for Iowa. It performs many state administrative functions such as the issuance of licenses and permits. Also, it provides public services of a purely local nature such as the enforcement of zoning ordinances and the provision of health and indigent care.

The vast number of public services that counties provide leads to a rather complex and somewhat confusing array of offices, boards, and commissions. Citizens elect the auditor, recorder, attorney, sheriff, treasurer and three members to the board of supervisors. The county board of supervisors then appoints individuals to serve as directors for the other offices in the county or in some cases a board or commission that is overseen by the county board of supervisors appoints a director. A conservation board, for example, directly oversees a conservation director.

While the county board of supervisors is the chief formulator of county policy, the administration of county government programs is guided by a variety of elective and appointive offices, and a number of semi-autonomous boards and commissions.

COMMON COUNTY SERVICES & COORDINATING OFFICE:
Beer & Liquor Licenses - Auditor
Birth Certificates - Recorder
Boat Registration - Recorder
Bridge Construction\Maintenance - Engineer
Budget Information - Auditor
Building Permits - Zoning
Camping Information - Conservation
Claims and Warrants - Auditor

Community Health Programs - Public Health
County Website - GIS
Death Certificates - Recorder
Deeds and Contracts - Recorder
Disaster Planning - Emergency Management
Drivers Licenses - Treasurers
Economic Development - Board of Supervisors
Election Information - Auditor
Forest Reserve - Conservation
Handgun Purchase Permits - Sheriff
Hunting and Fishing Access - Conservation
Hunting and Fishing Licenses - Recorder
Maps (highway, drainage districts) - Engineer
Maps (plats) - Recorder
Maps (political boundaries) - Auditor
Marriage License - Recorder
Mental Health Facilities - Community Services
Passports - Recorder
Permits (tile crossings, underground work) - Engineer
Permits (building, conditional use) - Zoning
Prosecutor (state laws, local ordinances) - Attorney
Real Estate Transfer Information - Recorder
Real Estate Mapping - GIS
Subdividing - Zoning
Tax Credit Claim - Treasurer
Tax Levy Information - Auditor
Tax Payments - Treasurer
Vehicle Titles and Registrations - Treasurer
Veteran's Assistance – Veterans Affairs

Information from "Evolution of County Government in Iowa" by State of Iowa Office for Planning and Programming; "New Directions for County Government" by Iowa Advisory Commission on Intergovernmental Relations.

COUNTY LAW ENFORCEMENT

The Franklin County Sheriff's Office is responsible for enforcing the laws of the State of Iowa and the ordinances of Franklin County. Aside from patrolling the unincorporated areas of the county, the Sheriff's Office also contracts with all of the cities in Franklin County except Ackley, Hampton and Sheffield. Other programs and services offered through the Franklin County's Sheriff's Office include D.A.R.E. – Drug Awareness Resistance Education; a program targeted to elementary aged school children teaching them about drug awareness and substance abuse.

EMERGENCY MANAGEMENT

Emergency management is a coordinated effort, involving local, state, and federal government agencies as well as volunteer organizations and businesses. Within an integrated emergency management framework, these entities assist citizens and their communities to prepare for, respond to, recover from, and eliminate or reduce the effects of natural, man-made, civil, and technological emergencies and disasters.

As prescribed by Iowa Code, The Franklin County Office of Emergency Management is overseen by a commission comprised of the mayor of each community in the county as well as the Sheriff and a representative of the Board of Supervisors. A coordinator is appointed by the commission to oversee the day-to-day activities of the office. The coordinator reports directly to the commission. The Franklin County Emergency Management Office is shared with Cerro Gordo County.

FIRE PROTECTION SERVICES
Franklin County Townships are serviced by several fire departments. Those are shown on the maps in the appendix.

XVII. EXISTING LAND USE

A survey of existing land use is basic to planning activities. Plans for future land use and zoning district maps are based partly on the existing land use pattern. An analysis of current land use patterns in the incorporated communities provides insight into existing and potential land use problems and provides guidance for future growth and development.

Incorporated Land Use

The growth and development occurring in cities has an effect on the County's unincorporated areas. Therefore, an inventory of each City has been completed to determine which cities will experience growth over the next few years.

In early 1982, a land use survey was conducted. All incorporated and two unincorporated communities were surveyed. The purpose of the survey has to determine and record the extent and location of all uses of land. Land use was divided into six categories, described as follows:

Single family residential. This classification includes single family structures, including mobile homes. The district is intended and designed to provide for certain low density residential areas of the County now developed with single family dwellings, and areas where similar residential development is desired. It is further intended that rural non-farm single family development be guided to lower quality agricultural land in order to preserve and protect high quality agricultural land for the future.

Multi-family residential. Included are structures containing two or more units. The district is intended and designed to provide for certain low and medium-low density residential areas of the County where similar residential development is desired. It is further intended that rural non-farm multi-family development be guided to lower quality agricultural land.

Commercial. Principal components of this classification are retail and wholesale trade and service establishments. Open storage for commercial purposes such as car lots, but not including farm machinery lots, is permitted. The district is intended and designed to provide for the normal commercial uses required to serve families living in the various areas of the County, located so as to be easily accessible within minimum distances of homes which can economically support such uses. This district will normally be used for new, small or existing commercial uses.

Industrial. This classification includes manufacturing, grain elevators and related storage, lumber yards, auto salvage yards, construction contractors' yards, farm machinery sales lots, etc. The district is intended and designed to accommodate manufacturing, processing and storage, and accessory activities. These uses are not normally located in the unincorporated areas of the County, and this District should be located only in sound industrial locations with direct access to highways and other needed transportation facilities and utilities.

Public/Semi-public. Government buildings such as city halls, libraries, and fire stations are included. Also included are churches, cemeteries, schools, recreational parks and preserves, and fraternal organizations.

Agricultural and Vacant. This includes all land which is undeveloped and land in agricultural production.

The following US Census population estimates are for 2007.

ALEXANDER
The City of Alexander is located in northwestern Franklin County and is in Scott Township. Alexander is located at the intersection of County Road C-25 and Iowa Highway 107. Alexander is a small community of 159 people.

COULTER
The City of Coulter is located in west-central Franklin County, in Marion Township. Coulter is located just south of Iowa Highway 3 on County Road S-25. Coulter is a small community of 252 people.

GENEVA
The City of Geneva is located in southeast Franklin County in Geneva Township. Geneva is located at the corner of Iowa Highway 134 and County Road S-56. Geneva is a small community of 173 people.

HAMPTON
The City of Hampton is located in central Franklin County in Mott Township. Hampton is located on the intersection of Iowa Highway 3 and U.S. 65. A community of 4,165, Hampton is the county seat of Franklin County, and is also the primary service, retail and industrial trade area in Franklin County.

HANSELL
The City of Hansell is located in east-central Franklin County in Ingham Township. Hansell is located on County Road S-56, just north of Iowa Highway 3. Hansell is a small community of 97 people.

LATIMER
The City of Latimer is located in west central Franklin County in Marion Township. Latimer is located on County Road S-25 just north of Iowa Highway 3. A community of 543 people, Latimer has some small industry.

POPEJOY
The City of Popejoy is located in southwestern Franklin County in Oakland Township. Popejoy is located on County Road S-13. Popejoy, is a small community of 77 people.

SHEFFIELD
The City of Sheffield is located in north-central Franklin County in Ross Township. Sheffield, a community of 996 people, has an expanding agribusiness industrial base.

UNINCORPORATED LAND USE

The following existing land use section was taken from a survey completed in conjunction with the Iowa Farmland Use Preservation Bill passed in 1983. The purpose of the inventory is to assist in the orderly use, development, and preservation of Franklin County land and natural resource areas.

Franklin County is comprised of 368,640 acres and the following summary outlines land uses by classification in 1980 in addition to the agricultural land conversions since 1960.

Agricultural Lands: The largest land use classification in Franklin County, high-quality agriculture lands, are comprised of tillable cropland, pastures, farmsteads, and other accessory uses. A total of 340,002 acres, or 92% of Franklin County, is utilized for agriculturally-related uses. Since 1960, 1,437 acres have been converted to non-agricultural uses. However, this figure may appear somewhat misleading since at least 249 acres of transferred land remained undeveloped and conversions to agriculture land from other classifications were not identified. Also, many areas classified as agricultural, but which were not under cultivation, have been restructured for more intensive agricultural production use.

Transportation: Transportation land use in rural Franklin County totals 11,991 acres or 3.2%. Highways, primary and secondary roads, airports, and rail facilities constitute transportation modes in Franklin County. Although several rail lines have been decommissioned since 1960, Interstate Highway 35 has added 1.015 acres of right-of-way during this period.

Public Facilities: Public facilities in rural Franklin County include county and state owned conservation and recreation areas, churches and cemeteries, public utility stations, landfills, and school property. A total of 1,224 acres or .3% of the total county acreage comprises public facilities. This figure represents an increase of 249 acres from 1960.

Private Open Spaces: Private open spaces in rural Franklin County are defined as privately owned woodlands, wetlands and water bodies not used for agricultural purposes. These spaces totaled 1,318 acres or .4% of Franklin County. Since 1960, 53 acres have been added to private open spaces in the form of ponds and drainage ditches, for an increase of 4.2%.

Commercial: Commercial uses in rural Franklin County consist of highway retail sales and services primarily near Hampton, totaling 72 acres, or .02%. An addition of 33 acres has been recorded since 1960.

Industrial: Industrial land uses in rural Franklin County include bulk storage areas, quarry production and light manufacturing. Industrially used acres total 307 acres, or .08% of the county. From 1960 to 1980 27 acres were converted for industrial purposes.

Residential: Unincorporated residential development in Franklin County includes non-farm related single family homes situated on lots not larger than 10 acres. Most of the development since 1960 has occurred near Hampton and Beeds Lake State Park, with 50 acres converted to residential use, for a total of 115 acres by 1980. In 1980, .03% of unincorporated Franklin County was used for residential purposes.

Unincorporated Communities
In Franklin County, there are three unincorporated villages: Bradford, Chapin and Faulkner.

Bradford, directly south of Hampton, is a small bedroom village whose primary purpose is to serve farmers of the area by maintaining a grain elevator along with railroad facilities.

Chapin, directly north of Hampton, serves relatively the same purpose.

Faulkner, directly south of Geneva also serves the same purpose.

XVIII. FUTURE LAND USE

Franklin County has established a sound-planning base for its physical growth. The resulting documents must be updated on a regular basis. The administrative officer, members of the Planning and Zoning Commission and members of the Board of Adjustment have very important responsibilities and it is imperative that they are individuals who are conscientious of the county's best interest and tend not to be single interest oriented. Determining proper land use for a specific area is a product of many factors. Land use determinants include such things as public interest, social values, human behavior, economy, convenience, physical characteristics, and the political climate. The unpredictability of how various interrelated land use determinants will affect each other combined with an effort to control and plan future development based on these factors, necessitates a combination of objectivity and subjectivity.

The future land use plan is not a legal document like a zoning ordinance, but rather is a philosophy of future growth within the unincorporated areas of the county. The future land use map then becomes the guide in determining whether future zoning change requests should be approved or denied.

Because this is a long range plan based upon projections to the year 2025, many changes may become necessary due to unforeseen criteria. Thus, the future land use plan and map must always be open to periodic updating and revision that should be done in compliance with the county's overall growth goals and objectives. Other variables including planned or possible expansion of services, environmental or natural conditions, and potential economic recruitment also provide insight into future land use patterns.

Finally, when creating the land use map, the county has followed existing land use patterns to predict and guide future land use development. Most planned residential growth is expected to

occur adjacent to or near the fringe of existing residential neighborhoods. Similarly, planned commercial and industrial growth is also planned for areas adjacent to complimentary land uses.

The Cities in Franklin County have not experienced a large population increase in the past 20 years. Therefore, it is assumed that there will be no need for annexation in the near future considering the amount of vacant lots within the city limits.

Unincorporated Communities

These villages are not likely to incorporate because they are relatively small villages and do not have enough tax base to warrant incorporation. The following maps show the existing land use for these villages. These villages are not expected to grow in size.

XIX. PLAN IMPLEMENTATION

The preceding chapters form the core of the Franklin County Comprehensive Plan with narratives, maps, charts, tables, and statistics concerning desirable future development patterns. This section addresses those possible means of implementing the objectives and policy recommendations. This section will identify those actions which are needed and recommended in order to implement the intent and policies outlined in this comprehensive plan.

Because the scope of the Franklin County Comprehensive Plan is long term in nature, its policy recommendations and the idea of implementing such policies may seem daunting. It is for this reason why the County and specifically the Planning Commission should utilize the plan to assist in developing annual or short term improvement programs such as the road improvement plan, capital improvements, financial budgeting, parks and recreation 5 year master plan, among other examples. Additionally, the Planning Commission should evaluate the comprehensive plan on an annual basis in consideration of changing development patterns which may occur in any given year.

This document should be thoroughly reviewed to determine whether or not changes are needed for the "enforcement" controls or ordinances that are prepared by the county to achieve compliance with this plan. This may include reviewing the county's zoning and subdivision regulations to establish land use and development standards. Amendments to these control ordinances may include reviewing and rewriting the text in these documents, or amending the official zoning map. Either way, changes recommended for "enforcement" controls should be in compliance with and consistent with the comprehensive plan's future land use map.

IMPLEMENTATION STRATEGIES

Franklin County is changing. Change often times conjures up thoughts of having to give up something. This is why people often try to cling to the past. Most people like things the way they are, even though they know change is inevitable. Some people resist change simply out of fear of the future; they are more comfortable with the past. Franklin County's leaders of today and tomorrow are charged with the task of identifying, leading, and being the first to accept and embrace the bright future that the county has ahead.

1. In establishing any new policy, remember to protect the rights and interests of property owners in Franklin County. Consistency and fairness is a must.
2. Franklin County must exhibit a welcoming and accommodating character to new residents of the county.

3. Establish and annual comprehensive plan review workshop.
4. Establish guidelines and adopt policies to protect the environment, including the lake, rivers, and other natural areas of Franklin County.
5. Create and annually update an inventory of county trails, identifying completed and proposed short term and long term trail development.
6. Create a three-year action plan addressing county growth, city growth and annexation policies.
7. It may be beneficial to Franklin County to have the services of a qualified building inspector oversee code enforcement of residential and commercial building construction.

Establishing planning or performance benchmarks is one method that other communities and counties utilize in determining accountability to the implementation of the Comprehensive Plan. A benchmark system permits the county to develop general descriptions of what it hopes to achieve by implementing the land use objectives and policy recommendations outlined in the plan.

After identifying desired outcomes, the county can then set thresholds or goals for the achievement of the desired outcomes. Periodically, the county should track and review the achievement of desired outcomes from implementing this comprehensive plan. Below is a list of potential benchmarks Franklin County can utilize in determining if it has meet the desired objectives and policy recommendations:

1. The sales price of vacant and buildable land.
2. The rate of conversion of vacant land to improved land.
3. The number of acres of prime agricultural land protected from development.
4. The average sales price of single-family housing.
5. The number of new single family and multiple family building permits issued.
6. An increase in the amount (in acres) of county parkland per capita.
7. An increase in the amount (in acres) of environmentally sensitive land protected by development regulations or state/federal programs.
8. A reduction, or at least no new acreage of residential development located in floodplains.
9. The achievement of an identified number of miles, determined by the county, of street repair, resurfacing, or new pavement.

OBJECTIVES

The following goals, objectives and policies are designed to help Franklin County achieve its vision for the future over the life of the Comprehensive Land Use Plan. They are organized by the following categories:

1. Agriculture
2. Economic Development
3. Growth and Annexation
4. Housing
5. Natural Resources and Environment
6. Public Facilities
7. Telecommunications and Technology
8. Transportation

In reviewing these goals, objectives and policies, the County should consider the manner in which the policies might be accomplished. It should consider:

1 Who would be responsible for policy implementation (e.g. the County, other governmental bodies or organizations, or the private sector); and
2 What programs or regulatory tools will be required for accomplishing these policies.

In this way, the Comprehensive Land Use Plan can be shaped as a strategic tool that can be used by the entire community to upgrade the County's status in the region. In effect, it will allow everyone to be on the same page with respect to Franklin County's future.

Goals, objectives and policies should be thought of as a system of recommendations that are refined at each level. Goals are the broadest recommendation; each of the eight topic areas has one goal that guides the recommendations at each subsequent level. Objectives expand the goal into a series of broad statements that highlight distinct aspects of the overall goal. Policies are even more specific and intended to guide both the County's decision making policies and implementation strategies. Finally, strategies are specific actions the County, or various players within the County, can take to implement the policies.

For reference, included below is a general definition of the applicable terms:

- ***Goals*** describe, in general terms, broad aims, desired end situations, or ideals for achievement. A goal is typically broad and long-range.
- ***Objectives*** are more specific than goals and generally represent an expanded description of a particular aspect of a goal or a more precise desired end situation.
- ***Policies*** are intended to help guide the specific strategies that will achieve the Plan's goals and objectives, and ultimately the community vision, over the Comprehensive Land Use Plan's planning horizon.

The Comprehensive Land Use Plan includes specific goals, objectives and policies strategies for implementation tools needed to ensure that Franklin County's vision for the future is achieved. In addition key principles have also been included. At the end of each section is a brief overview of balanced growth principles that relate to the topic area and the general direction of the goals, objectives, policies and strategies.

It is important to note that the purpose of this section is to set the direction for planning. It is not all-inclusive. Many of these policies are intended to provide guidance for additional planning efforts that can be undertaken by the County.

LESA

Overview

Land Evaluation and Site Assessment (LESA), as a growth management tool, was first created as a result of passage of the Farmland Protection Policy Act in 1981. The United States Department of Agriculture (USDA) was charged with developing a means of implementing the Act. Subsequently, the Soil Conservation Service (SCS), which is part of the USDA and is now known as the Natural Resources Conservation Service (NRCS), developed the National Agricultural Land Evaluation and Site Assessment Handbook. The Handbook was published in 1983, and the purpose of it was to teach state and local governments how to develop, adopt, and implement LESA Systems at a local level.

The LESA System is a point system that evaluates land for its agricultural viability. The higher a tract of land scores on the LESA System, the more viable for agriculture it is considered to be. The Land Evaluation (LE) portion of the score takes into account the productivity of the soils of the site. The Site Assessment (SA) portion of the score evaluates such factors as surrounding land uses and zoning, proximity to urban development, availability of public facilities and services, and other location factors.

Purpose

The purpose of LESA is viewed as a means of assisting policy makers by offering them a more thorough, objective means of evaluating the agricultural potential of land during the decision-making process. LESA may also be viewed as a growth management technique for assessing a particular site's ability to support agriculture. It is to be used as a tool for protecting agricultural land by providing a consistent land use planning and development analysis tool geared toward agricultural land preservation. LESA, in its design, is also a tool that is flexible in that the factors, their scoring maximums, and their assigned weights are to be developed at the local level to meet local needs and objectives. Further, a LESA System and its components are to utilize existing, documented, credible knowledge and sources. Finally, LESA is meant to be supported by, as well as help implement, the County Comprehensive Land Use Plan, Zoning Ordinance, and Subdivision Ordinance.

Elements

LESA has two distinct elements or components, Land Evaluation and Site Assessment. The Handbook (1983) defines these elements in the following way:

> Land Evaluation. In agricultural land evaluation, soils of a given area are rated and placed into groups ranging from the best to the worst suited for a stated agricultural use (i.e. cropland, forestland, or rangeland). A relative value is determined for each group: the best group is assigned a value of 100 and all the other groups are assigned lower values. The Land Evaluation is based on data from the National Cooperative Soil Survey.
>
> Site Assessment. Site assessment identifies important factors other than soils that contribute to the quality of a site for agricultural use. Each factor selected is stratified into a range of possible values in accordance with local needs and objectives. This process provides a rational, consistent, sound basis for making land use decisions.

In short, the Land Evaluation element is the "science" element where the individual soil factors derived from the County's Soil Survey are evaluated and ranked. The soil types are eventually grouped, with similar soils being placed together, into ten Agricultural Groups ranking from best to worst. Finally, these Groups are normalized in relationship to Agricultural Group #1. The Site Assessment element is the "land use planning" element in that measurable, defined land use factors are used to determine a site's agriculture viability. Again, these Site Assessment factors are to be determined, prioritized, and weighted by local committee participants.

Conclusions

When implementing LESA at the local level it is important to remember a few things. First, it is strongly encouraged that the County form and use a committee to help develop the System. Suggested committee participants include elected officials, planning and zoning commissioners, NRCS staff, farm organization members, and county staff. Second, keep in mind that LESA does

not have to be fully automated or computerized to work effectively. Remember that Counties without elaborate Geographic Information Systems (GIS) may still use LESA, however, calculations and measurements would just have to be made "long-handed". Third, adequate testing of the LESA System through sample site scores is recommended, especially if LESA threshold scores will be established to guide rezoning decisions. This is particularly important should the system, or the threshold scores, be challenged in court. Finally, continuous refinement of the LESA System, like plans and ordinances, is a must in order to ensure the factors being measured are relevant to the County.

AGRICULTURE

Goal

Preserve prime agricultural land.

Objectives

1. View agriculture as a key component of the County's economy and identity.
2. Update land use regulations to preserve and protect prime agricultural land.
3. Assess the viability of different farmland preservation techniques and the feasibility of implementing such in the County.

Policies

1. Limit non-agricultural development in unincorporated Franklin County. Direct development to incorporated municipalities and areas adjacent to incorporated municipalities.
2. Buffer non-agricultural development from agricultural development to prevent nuisance conflicts.
3. Encourage agricultural-related businesses within agricultural areas to provide increased economic value to farmers.
4. Promote county-produced farm products through planned activities, such as farmers' markets.
5. Consider agricultural transportation needs when evaluating the feasibility of new development, particularly residential developments. Heavy traffic roads are incompatible with movement of farm implements and farm workers.
6. Identify prime agricultural areas, especially valuable agricultural soils, to be protected.
7. Implement the Land Evaluation and Site Assessment (LESA) tool system.
8. Implement soil conservation practices.
9. Pass an "Agricultural Land Preservation Ordinance."

Preliminary Implementation Strategies

Within land development regulations:

- The Agricultural Zoning (A-1) District should be strictly limited to agricultural uses. Accessory agri-businesses should be permitted within this district.
- Residential development within the A-1 District should comply with a minimum lot size of one acre for each dwelling unit, including "hobby farms."
- Buffering requirements should be included around all agricultural uses to prevent conflicts with other developments. Buffers should be generous enough to allow some expansion of the farm without causing land use conflicts. Mapped open space

districts, which can include protected forest preserves and biking or hiking trails, can accomplish this effect.

• Industrial land uses that are compatible and complementary to agricultural uses, such as an ethanol plant, grain elevator or salvage yard should be permitted adjacent to agricultural land uses.

Related Principles of Balanced Growth

• "Agricultural productivity depends on the scale and connectivity of activities and land masses; encroachment of incompatible land uses reduces productivity."

• "Crop farming is especially dependent on the protection of prime agricultural soils and the application of soil conservation practices."

• "Rural roadways and traffic management patterns should reflect priorities for farm implements and characteristics of the countryside."

ECONOMIC DEVELOPMENT

Goal

Promote economic development throughout the County that balances the needs of the current and future economy with a high quality of life standard.

Objectives

1. Retain and attract new commercial and industrial development to the County.
2. Leverage existing County resources and infrastructure for economic development.
3. Preserve prime agricultural land as it is a key part of the County's economy.
4. Attract wealth-building employment, while promoting a well-educated local workforce.
5. Continue to support the existing manufacturing base.

Policies

1. Update land use regulations to comprehensively address current and future industrial and commercial developments.
2. Identify probable locations for industrial and commercial areas on the Future Land Use Plan Map without eliminating other options.
3. Create incentives for new business, such as tax abatement, infrastructure improvement and tax districts. Create taxing agreements that are acceptable to all taxing bodies within Franklin County.
4. Link infrastructure planning and construction with new commercial and industrial development.
5. Provide a clear set of high-quality physical design and land use standards within the regulations for new commercial and industrial development.
6. Limit development in areas where sand, gravel and other resource deposits are located until the resources have been fully excavated and appropriate planning for reuse of the land is accomplished.
7. Market agri-business services and facilities, such as equipment sales and service, research facilities, nurseries and greenhouses, genetic research, biotechnology, grain elevators, renewable energy, feed and fertilizer services.

8. Direct new development, where feasible, to existing urban areas, such as vacant industrial or commercial buildings already connected to infrastructure.
9. Consider the location of key transportation routes/nodes and other infrastructure in determining areas for heavy commercial and industrial uses.
10. Support educational institutions on all levels (elementary, secondary, university/college, adult education) in order to create and sustain a highly qualified workforce for the current market demand, as well as any anticipated market demand, such as high-tech workers.
11. Explore training options for current workers to adapt and excel within a changing employment environment.

Preliminary Implementation Strategies

Within land development regulations:

- Map areas on the Official Zoning Map for new industrial development.
- Buffer commercial and industrial developments from adjacent residential uses through generous setbacks and landscaping requirements to prevent use conflicts.
- Create a comprehensive series of standards for industrial and commercial districts in order to allow them to locate within the County while maintaining a high aesthetic standard.
- Include landscaping and screening requirements for commercial and industrial developments to improve the appearance of these developments.
- Permit certain commercial and industrial land uses adjacent to agricultural uses where a complementary use relationship exists.
- Zone large tracts in proximity to existing transportation and infrastructure systems for industrial and commercial development.

Related Principles of Balanced Growth

- "Diversification is essential to sound economies and regional communities. Appreciation for all local economic forces, such as business, agriculture and tourism, is necessary."
- "Marketable experiences, in addition to goods and services, are a distinct economic offering."
- "An appropriately educated, skilled, trainable and dependable labor force is a prerequisite."
- "Major corporations require an accessible network of supporting businesses, industries, energy, and interregional transportation facilities."
- "The lack of readily available sites and infrastructure will deter desirable businesses and industries."

GROWTH AND ANNEXATION

Goal

Growth and annexation must be focused on supporting the principals of "balanced growth" by preserving open space and natural areas, reducing traffic congestion, utilizing existing infrastructure and resources, and preserving the quality of life within the County.

Objectives

1. Focus growth where it provides the greatest benefits to the County.
2. Plan for the anticipated placement and timing of future development and the infrastructure needed for land use changes.
3. Seek to retain existing, and create new, employment opportunities when planning for growth.
4. Land use decisions should take into consideration the recommendations of school systems, townships, fire districts, law enforcement, county conservation, and soil and water conservation.
5. Support balanced growth initiatives.

Policies

1. Adopt a Future Land Use Plan Map that clearly describes the anticipated future growth of the County based on realistic and predictable expectations. Once adopted, avoid, when possible, re-zonings that deviate from the Future Land Use Plan Map and Comprehensive Future Land Use Plan.
2. Direct growth back into the existing urban core so that new growth utilizes existing infrastructure.
3. Discourage leapfrog development.
4. Utilize growth forecasting analyses in making growth and annexation decisions.
5. Assess the real costs of "Greenfield" development on the community for public services, including schools, roads, sewer, water, green space, etc. Evaluate feasibility of recovering the real cost of "Greenfield" development.
6. Pursue regional cooperation in land use decisions, infrastructure improvements and the timing of development, and seek to standardize incentives and development costs for developers and businesses considering moving into the region.
7. Plan for commercial and industrial growth, rather than residential, around key transportation assets.
8. Ensure that new residential growth minimizes potential conflicts between new development and industrial and agricultural land uses.
9. Encourage, require and allow continued public involvement in future decisions regarding growth, rural development and municipal annexation.

Preliminary Implementation Strategies

Within land development regulations:

- Link the Future Land Use Map to the Official Zoning Map.
- Near incorporated areas, where sewer and water are available, increase residential density for efficient land use.
- Create land use regulations that allow new commercial and industrial growth in the appropriate areas.
- Coordinate with municipalities to identify the location and acreage of incorporated land area available/targeted for infill. Work with the cities to establish land-use density targets for housing and employment in these specific locations and overall in each of the municipalities.

Related Principles of Balanced Growth

- "Communities are enhanced by broad consensus on a common vision for the future."
- "Communities benefit from a functional form, based on centers, corridors, neighborhoods, open spaces, and definable edges."
- "Accessibility to opportunity is enhanced by a compatible mixture of uses in proximity to each other to minimize the need to travel."
- "Infill development is frequently more cost-effective over time than peripheral development."

HOUSING

Goal

Provide a variety of quality housing stock to meet the various needs of County residents while establishing an efficient land development pattern.

Objectives

1. Locate new residential development in areas where a full spectrum of infrastructure and community resources already exists or can be accommodated.
2. Prevent conflicts between incompatible land uses, such as new residential development and agricultural and industrial uses.
3. Encourage residential infill and redevelopment, as well as mixed-use development, to make efficient use of land and resources, and to preserve natural resources.
4. Preserve the existing range of housing opportunities.
5. Encourage equitable home ownership opportunities for a variety of housing types, age groups, family sizes and incomes.

Policies

1. Delineate anticipated future residential areas and their projected densities within the Comprehensive Land Use Plan.
2. Limit development in rural areas where infrastructure is not available. Target growth in and directly adjacent to municipalities. Accommodate future residential development in incorporated municipalities rather than in isolated subdivisions in the unincorporated County.
3. Require high-quality new residential development through architectural and physical design standards.
4. Incorporate the County's natural resources as a central feature of new development, such as parks, large tree stands, streams, etc.
5. Undertake an affordable housing study, if necessary.
6. Take into consideration soil type and its ability to sustain a proposed development when evaluating new proposals. Direct new development to areas not suitable for agriculture.
7. Encourage mixed-use development adjacent to cities and unincorporated towns. New residential development should be located in close proximity to other land uses, such as neighborhood parks, shopping, schools and employment centers, to reduce vehicle trips and make efficient use of existing resources.
8. Require new residential development to maximize energy efficiency and use of renewable resources through appropriate site design, home placement and architecture.

9. Require developers and builders to address the financial impacts of the growing population, including impact fees, development fees, special taxing districts, and/or other funding mechanisms for necessary infrastructure and services.

Preliminary Implementation Strategies

Within land development regulations:

- Refine residential districts to address desired types of development within the unincorporated County.
- Include complete buffering standards between incompatible uses or districts to mitigate impacts.
- Include building and site design standards, such as anti-monotony regulations, to ensure a high quality residential development.
- Incorporate "green" techniques both in buildings and in site design.

Related Principles of Balanced Growth

- "A 'sense of place' is inherent to all viable communities."
- "A viable community provides affordable housing options for its citizens in all income ranges."
- "Housing diversity in style and price is desirable when blended into the fabric of a community."
- "Design excellence is a worthy pursuit."
- "Active and passive local open space is integral to livable neighborhoods and communities as common ground and to enhance 'sense of place.'"

NATURAL RESOURCES AND ENVIRONMENT

Goal

Preserve Franklin County's green infrastructure by protecting, conserving, restoring and properly managing such assets.

Objectives

1. Update land use regulations to preserve and protect natural resources and environmentally sensitive areas.
2. Protect groundwater supply.
3. Provide proper stormwater management to prevent run-off and contamination.
4. Restore riparian corridors.
5. Provide wetland and watershed protection.
6. Restore and expand wildlife habitats.
7. Sustain and enhance agricultural soils and prevent top soil erosion.
8. Protect and restore air quality.
9. Maintain the scenic beauty of our rural landscapes.
10. Create strategies to prevent or minimize the effects of pollution on natural resources.
11. Coordinate efforts with public and private organizations to educate County residents on, and obtain funding for, acquisition of environmentally sensitive lands.
12. Preserve County cultural and historic features.
13. Encourage public/private partnerships to achieve preservation of quality land and resources on private property.

Policies

1. New commercial, industrial and residential development should be linked to existing public utility systems to preserve existing natural resources.
2. Conduct and maintain a comprehensive inventory of natural areas and critical species habitats.
3. Identify, protect and restore large blocks of contiguous terrestrial ecosystems and extensive aquatic ecosystems, as well as the connectivity of terrestrial and aquatic habitats.
4. Protect groundwater resources by restricting development in geologically sensitive areas.
5. Prohibit development in floodplains that serve as water recharge areas and within mapped public water well recharge areas.
6. Create and implement watershed protection plans for all watersheds, including a watershed carrying capacity analyses. Limit new development to stay within watershed carrying capacity ratios.
7. Adopt a County-wide stormwater ordinance.
8. Ensure the application of herbicides and pesticides that are in accordance with U.S. Department of Agriculture guidelines and require filter strips on agricultural land bordering rivers and tributaries.
9. Identify, use and continually enhance County resources to assess, monitor and regulate the restoration and management of public lands, and for acquisition of open space to link existing greenways/open space.
10. Enhance the Conservation Department of Franklin County to assess, monitor and regulate natural resource, ecosystem, habitat and wildlife quality and to evaluate environmental impacts of proposed development projects. Maintain conservation staff to inform decision making.
11. Establish a Biodiversity Committee to develop a Biodiversity Assessment and Action Plan.
12. Conduct a comprehensive architectural and archaeological survey of historic and prehistoric cultural resources.
13. Work with non-profit groups specializing in conservation programs related to particular species to preserve appropriate habitat.
14. Prepare special provisions such as additional setback depths, view corridor requirements, protections against clearing frontage vegetation and for maintaining stonewalls and other features in designated scenic areas and corridors.
15. Assess the feasibility and value of environmental preservation ordinances, such as wetland protection, tree removal permits, etc.

Preliminary Implementation Strategies

Within land development regulations:

- Create an open space zoning designation for environmentally sensitive lands and active and passive open space.
- Require buffers or compatible uses around lands bought with public funds for their natural resource value to protect that investment.
- Encourage “green” design techniques both in new structures and in larger site design.

Related Principles of Balanced Growth

- "Erosion is a principal cause of surface water pollution and loss of productive top soil."
- "Groundwater, especially potable groundwater, is a valuable but finite resource worthy of protection, sensible use and conscious recharge."
- "Dedicated open space is an element of the regional development framework and provides the land mass for many community facilities and services, especially recreation; it is an element of green infrastructure."
- "Open space is most effective when it is coordinated as a system of public, quasi-public and private lands and waters planned for a range of active and passive uses or for the conservation of natural and scenic resources."
- "Many types of real estate development have an obligation to provide for and will benefit from open space, whether for stormwater detention or retention, recreation or amenity."
- "Open space of high quality and usefulness is best identified and protected well in advance of actual need; once lost it may never be recovered."

PUBLIC FACILITIES

Goal

Maintain, plan for and develop public facilities and utilities in an economical and environmentally sound manner.

Objectives

1. Maximize investment in existing public water/sewer systems and other facilities. Plan for growth and development primarily within existing incorporated municipalities.
2. Coordinate with local governments/agencies and other organizations to ensure sufficient finances, including capital and operating funds, are available for public facilities and services to meet the needs of the population.
3. Require upgrades and improvements to public facilities and services to be funded primarily by those entities creating the impacts.
4. Limit the use of septic systems for processing sanitary waste.
5. Ensure stormwater management techniques preserve water quality.

Policies

1. Establish a Capital Improvement Program (CIP), and capital budget, both of which are updated annually.
2. Establish a public facilities program that requires sufficient financing, primarily from developers and builders, and new businesses and residents. Financing methods to consider are: impact fees, development fees, special taxing districts, and/or other funding mechanisms for necessary infrastructure and services.
3. Establish intergovernmental partnerships through policies and ordinances to develop County-wide stormwater, freshwater and sewage disposal plans.
4. Work with the municipalities to identify underutilized urban locations. Use financial incentives to promote infill development in those areas, such as tax reductions, exemptions from permit fees, and the use of grants to make infill locations economically viable for new construction.

5. Develop a mechanism requiring participation in the decision making process by local school boards before large residential subdivisions are approved.
6. Encourage the dual use of public facility buildings where feasible, including schools, recreation centers, and community meeting places.
7. Prohibit septic systems for the processing of sanitary wastes in areas where soil conditions are inadequate for safe disposal in relation to human health and the environment and in accordance with County Health Department regulations.
8. Utilize stormwater management that incorporates the natural watershed functions to reduce the negative impacts of development on water quality.
9. Adopt a stormwater management ordinance to sustain ecological health. Such ordinance should protect critical habitat and open space, while requiring buffers along stream banks and wetland edges. The ordinance should also promote groundwater infiltration through a fee-based system based upon the amount of impermeable land surface. Limit impervious areas in watersheds to below 15% to minimize runoff.

Preliminary Implementation Strategies

Within land development regulations:

- Restrict growth in the unincorporated County.
- Encourage "green" design techniques both in buildings and in site design.
- Limit the amount of impervious surface in new development to minimize stormwater run-off.
- Encourage the use of alternative semi-pervious materials as paving surfaces.
- Include regulations that mandate or provide incentives for infiltration systems that utilize porous pavement surfaces, in addition to natural swales and permeable ditches/trenches, to reduce groundwater depletion, minimize stormwater management costs, and diminish heat generation.

Related Principles of Balanced Growth

- "It is essential that all infrastructure, despite being provided by separate agencies, be planned in concert with a single vision of county growth and development."
- "A dependable system of safe domestic water sources, treatment and distribution is fundamental."
- "Stormwater management incorporates a coordinated system of waterways, wetlands, detention and retention facilities, sewer pipes, site design, and runoff control, including landscaping, to minimize flooding."
- "Wastewater management incorporates a coordinated system of sewer pipes, treatment facilities, on-site systems, and agricultural practices to minimize point and non-point pollution of the region's water ways and ground water supplies."
- "Infill development is frequently more cost-effective over time than peripheral development."

TELECOMMUNICATIONS AND TECHNOLOGY

Goal

Identify, plan for, and implement state-of-the-art telecommunication infrastructure to attract and serve high-tech businesses and help them compete in the regional economy while creating a local workforce that can staff and thrive within such businesses.

Objectives

1. Maintain high-quality telecommunications infrastructure that is sensitive to aesthetic desires and safety issues.
2. Prepare the local workforce for a high-tech economy. Use new technology to reach those that are at a physical disadvantage from joining or re-joining the workforce such as stay-at-home parents, the disabled, individuals providing at-home care for family members, etc.
3. Maintain an on-going dialogue with high-tech businesses located within the County and the larger region to assess the strengths and weaknesses of the County and the region from their perspective as well as any partnering opportunities.
4. Prepare youth for the new market demand in high-tech industry.

Policies

1. Conduct a total telecommunications infrastructure assessment, which takes stock of current infrastructure, reveals potential opportunities and cites deficiencies.
2. Outline the ways new development should accommodate infrastructure. Revise the land development regulations to allow for this infrastructure, while maintaining compliance with Telecommunications Act of 1996 (TCA) and Federal Communications Commission (FCC) regulations.
3. Look at creative ways of "disguising" cell towers and encourage co-location where possible so that infrastructure does not blight the visual landscape yet still provides the optimal level of service.
4. Study telecommuting patterns in the County. Outline the County's current strengths and weaknesses of accommodating this style of work. Create economic incentives to businesses that establish telecommuting plans of their own.
5. Analyze the types of "tech" jobs available and resident capacity to fill those jobs.
6. Analyze available high-tech skill training resources for the resident population. Look for opportunities to work industry-wide and regionally.
7. Speak to businesses about recruiting and partnership options with the local population, especially younger residents. Look to high-tech businesses to provide mentoring and educational programs with County youth.
8. Create community computer centers to increase learning opportunities for all residents – whether in freestanding buildings, libraries or in schools after school hours.
9. Specifically and aggressively recruit high-paying, environmentally friendly, technologically based companies.

Preliminary Implementation Strategies

Within land development regulations:

- Update wireless telecommunications regulations for antennas, towers and facilities so that they are in compliance with federal statutes, but also address aesthetic and safety concerns.
- Update public and private utility use standards to address telecommunication requirements, such as aboveground and below ground fiber-optic cable infrastructure.

Related Principles of Balanced Growth

- "Successful local economies are those that serve today's market demands, anticipate tomorrow's market demands, and can shift gears effectively with minimal disruption."
- "Advanced communications technology is critical to economic development and quality of life in the region, and can be planned, designed and maintained to avoid disruption of desired land use patterns, and minimize adverse environmental or visual impact."

TRANSPORTATION

Goal

Plan, construct and maintain an accessible, efficient, multi-modal, regional transportation system that meets the needs of the public and commerce, while minimizing risks to health, safety and the environment.

Objectives

1. Coordinate with federal, state and municipal agencies to promote a proactive balanced transportation system that is integrated with land use policy to enhance economic development, vitality and community character.
2. Review the County's transportation system and related facilities regularly, and assess the levels of need and available financial resources for upgrades.
3. Create a budget for maintaining existing transportation infrastructure and facilities according to a prioritized list of projects.
4. Enhance interconnectivity among the modes of air, rail, mass transit, highways and non-vehicular pathways. Encourage alternate means of transportation.
5. Improve the safety and security of the entire transportation system throughout all areas, urban and rural, of the County.
6. Minimize the impacts of transportation on the environment in accordance with federal, state and local legislation, regulations and standards. Consider the non-tangible factors of aesthetics and quality of life issues when developing, modifying, and maintaining the existing and planned transportation system.

Policies

1. Update the County transportation plan at least once every five years.
2. Use a collaborative and interdisciplinary approach that includes early involvement of key stakeholders, to ensure that transportation projects are not only moving safely and efficiently, but are also in harmony with the natural, social, economic and cultural environment.
3. Encourage mixed-use development to reduce transport costs and encourage alternate modes of transportation.
4. Offer adequate accessibility to transportation by all individuals and businesses.
5. Identify and improve primary transportation routes of all applicable modes to support industrial needs that include connections to major employment centers.
6. Improve transportation system safety by targeting and mitigating high accident areas. Consider conducting a crash study to determine the need and feasibility of low-cost safety solutions to reduce vehicle accidents.
7. Identify, prioritize and budget for urban, suburban and rural transportation corridors that require creation or expansion to accommodate measured growth and development.

8. Create a mechanism to ensure developers and others responsible for growth impacts will pay for necessary transportation improvements to maintain level-of-service standards through appropriate design and impact fees, development fees or other concurrent financing methods.
9. Work to increase the overall funding potential from the Fuel Tax and other sources of state and federal funds.
10. Coordinate with local governments and school districts to create a "Safe Routes to School" program to obtain federal funding for engineering improvements.
11. Explore fast, frequent and reliable intra-city bus routes.
12. Seek funding to develop non-motorized paths for both recreation and as an alternate means of transportation.
13. Preserve rural character and scenic vistas. Develop ordinances to protect rural roads from highway-oriented businesses outside of municipalities and not contiguous with the traditional urban environment.

Preliminary Implementation Strategies

Within land development regulations:

- Require new subdivisions to maintain sidewalks on both sides. Include requirements for bike paths and bicycle parking.
- Require dedications during platting for road right-of-way expansions to accommodate future transportation demand as necessary.
- Require street systems that promote maximum connectivity and a "walk-able" environment and reduction in traffic congestion in all new developments.
- Provide innovative off-street parking standards such as shared and land banked parking in addition to efficient design criteria of parking lots/structures to hide or "mask" these areas, maximize the use of space and minimize environmental impacts.

Related Principles of Balanced Growth

- "An effective transportation system provides options to enhance the mobility of people, goods and services, and will include pedestrian facilities, bicycle facilities, public transit and a system of roadways."
- "Public transit options are especially important to those who do not have access to private automobiles or prefer not to drive, and to reduce congestion by minimizing the number of single passengers on the road."
- "Roadways are but one element of a system of corridors that can be planned and designed to coordinate traffic, pedestrian movement, abutting land use and access thereto, and amenity to create a safe and desirable experience for all travelers and others who occupy the corridor."
- "Contemporary traffic management practices can effectively increase the capacity of roadways as an alternative to more expensive construction systems."