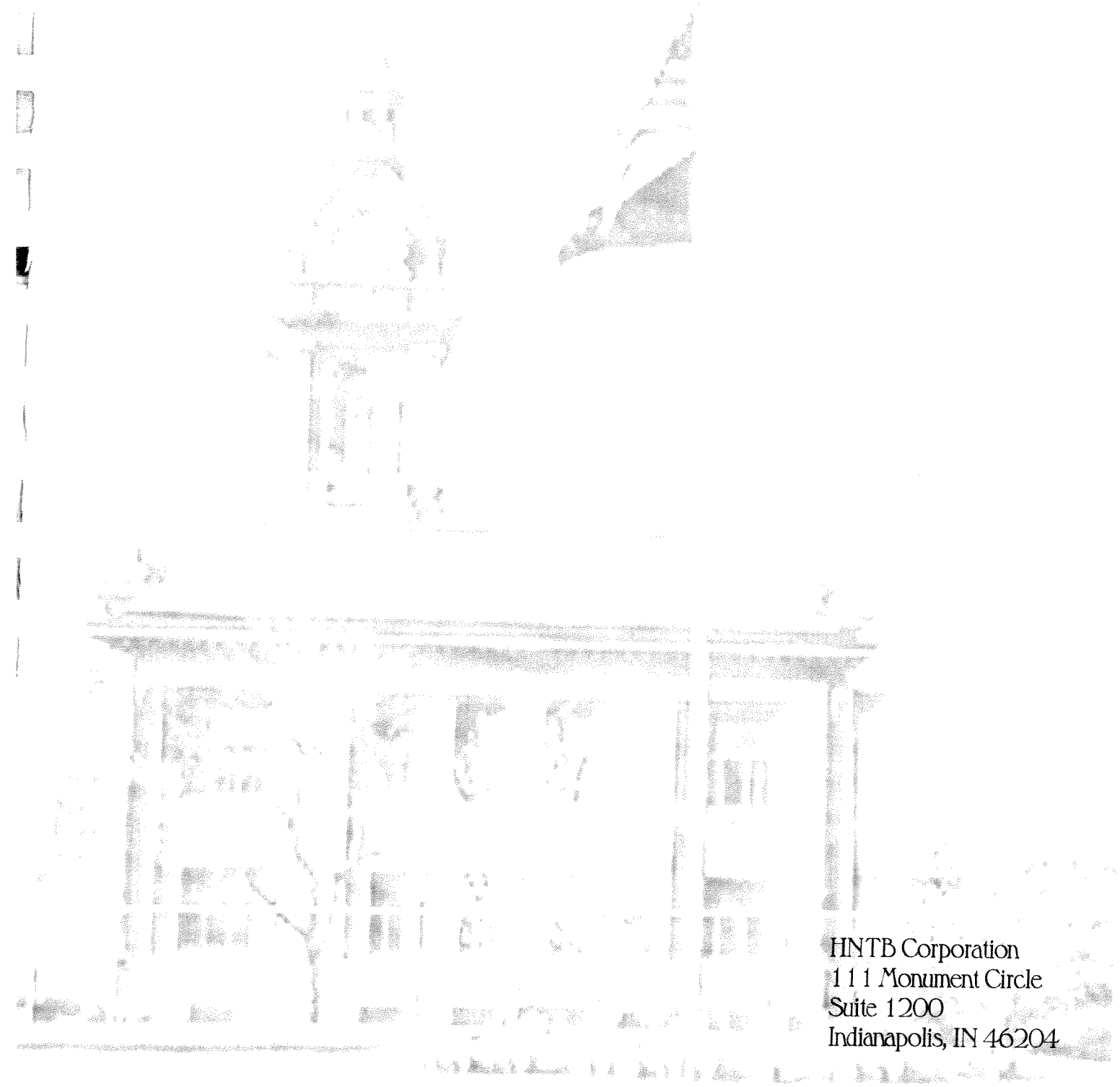
Franklin County, Indiana

COMPREHENSIVE PLAN



HNTB Corporation
111 Monument Circle
Suite 1200
Indianapolis, IN 46204

RESOLUTION ADOPTING COMPREHENSIVE PLAN

RESOLUTION NO. 2001-30

RESOLUTION OF THE COUNTY COMMISSIONERS OF FRANKLIN , INDIANA, ADOPTING THE COMPREHENSIVE PLAN OF THE COUNTY OF FRANKLIN, INDIANA.

WHEREAS, the Plan Commission of Franklin County, Indiana, did on November 14th, 2001 hold a public hearing to consider adoption of the herein attached comprehensive Plan for the county, and

WHEREAS, the Plan Commission did consider said Comprehensive Plan until all remonstrances were heard, and

WHEREAS, the Plan Commission found that this plan meets the requirements of IC 36-7-4-500, and that adoption of this plan element to be in best interests of the county and

WHEREAS, the County Commissioners finds that it is in the best interests of the county to adopt said plan.

NOW, THEREFORE, BE IT RESOLVED, that the County Commissioners hereby adopts the attached as the Comprehensive Plan to the County of Franklin, State of Indiana.

This resolution shall be effective from and after its passage.

DULY ADOPTED BY THE COUNTY OF FRANKLIN , INDIANA, on this the 10th day of December, 2001.

RECEIVED FOR RECORD
RECORD 38 PAGE 491
TIME 10:13 am

DEC 10 2001

Mary E. Seufert
RECORDER FRANKLIN COUNTY, IN

Louis E. Perkal
Presiding Officer

Robert O. Brack

Thomas E Wilson

ATTEST:

FRANKLIN COUNTY COMPREHENSIVE PLAN

ADOPTED DECEMBER 10, 2001
BY THE FRANKLIN COUNTY COMMISSIONERS

ACKNOWLEDGEMENTS

There were many individuals who devoted considerable time and effort toward the creation of this Plan. The contributions of County Officials and residents were invaluable in helping to formulate this Plan. Franklin County is sincerely grateful to all the people who contributed to the process of this Plan

Franklin County Commissioners

Louis E. Linkel, President
Robert O. Brack, Vice President
Thomas E. Wilson

Franklin County Plan Commission

J. Rene Stivers, President
Donald Williams, Vice President
Joseph L. Jonas, Jr.
Jack Robinson
William Moeller
Joe Gillespie, County Surveyor
Ron Larew, County Extension Agent
William Glentzer, School Representative
Melvin F. Wilhelm, Plan Commission Attorney
Larry Franzman, Executive Director
Cindy Orschell, Executive Secretary

Steering Committee

Bill Thompson
Dan Fohl
Larry Eckerle
Dennis Brock
Steven Bruns*
Joe Gillespie
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Kenny Rosenberger
George Hartman
Velda Clark
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William Leising*
James Rene Stivers
Larry Franzman
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Citizens Input Committee (CIC)

Russell E. Baker
Tom Brown
Steven Bruns*
Lois Clark
Joe Coleman
William Crankshaw
David Fagan
Larry Franzman*
Rick Hedrick
Howard Hughes
Norman Klusman
Greg Kunkel*
Gary Laker
William Leising*
Sheila Ludwig
Denny Moeller
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John Palmer*
Omer Prickel
William Roell
Paul Rosenberger
William Schirmer
Michael Schwab
Wade Thompson
Donald L. Williams
Larry Wiwi*
Monica Yane

*Indicates members of both the CIC and the Steering Committee

Additional Thanks

The Franklin County Steering Committee and CIC would also like to thank Karen Vines (Abshear), Former Franklin County Purdue Cooperative Extension Agent. Karen helped organize and arrange for speakers and facilitators through Purdue to educate the CIC members. Karen was the first person to lay down the format and organization for the Comprehensive Planning Process. This Plan was built on her hard work and effort.

"The thing always happens that you believe in; and the belief in a thing makes it happen."

- Frank Lloyd Wright

The preparation of this Comprehensive Plan was made possible by a grant from Lilly Endowment administered through the Franklin County Community Foundation.

The citizens of Franklin County wish to thank the Foundation for their foresight and generosity.

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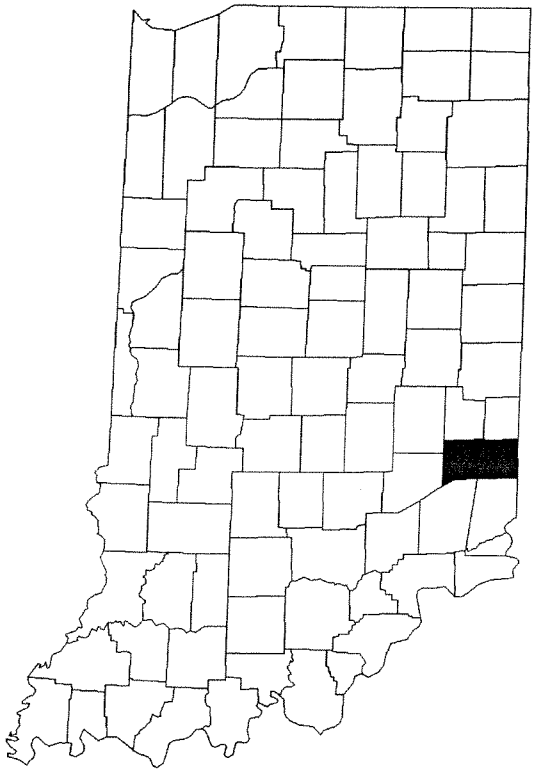
PART I: PLANNING STUDIES

CHAPTER 1: INTRODUCTION

MOTIVATIONS

Planning and development decisions in Franklin County have long been influenced by the County's Comprehensive Plan, written in 1964. However, the 1964 Plan's forecast period was for only twenty years, and it was never intended to be used without updates beyond the mid 1980s. Furthermore, the authors of the plan had no way of anticipating the economic conditions at the end of the 20th Century. In fact, the 1964 Plan indicates that no great population change should be anticipated within Franklin County. However, that assumption was proven inaccurate by the growth that occurred in the County throughout the 1990s. As comprehensive plans are generally updated every five to ten years, an update was long over due.

MAP 1.1: REGIONAL CONTEXT



Understanding the value of planning ahead for future development, in 1997 Franklin County began to lay the groundwork for updating its 1964 Comprehensive Plan. The Franklin County Area Plan Commission and the Franklin County Extension Service began the process with a series of seminars to educate officials and residents on such topics such as resource management techniques, population growth patterns, development strategies, and economic impacts. With a better understanding of some of the County's top concerns, a Citizen's Input Committee (CIC) was formed to undertake the formidable task of obtaining public opinion as to the goals and objectives the citizens had for the future development of their County. The CIC's membership was volunteer, and members represented each town and township within the County.

The CIC convened in April of 1998, and through the spring and summer of that year, they collected data from throughout their respective towns and townships in order to obtain a representative opinion about the strengths and weaknesses of the County. These responses were then molded into some basic goals for the future through the use of focus group discussions.

The results of their research were published in a report which is included in this document as an Appendix. Within the conclusion of the report, the CIC emphasized the need for an updated Comprehensive Plan for Franklin County. The report summarizes this need in the following statements.

- "It is recognized that population growth and development are inevitable.
- Careful management of the factors and effects of this reality are essential to preserving the quality of life and business in Franklin County.

- A Comprehensive Development Plan is an effective and appropriate administrative tool for this management responsibility and without the adoption of such a plan it will be virtually impossible to protect the quality of life and business in Franklin County."

This determination having been made, in the fall of 2000, Franklin County selected HNTB Corporation, a national planning firm with an office in Indianapolis, to write an update to the 1964 Franklin County Comprehensive Plan. The firm was selected by a newly formed Steering Committee whose purpose was to ensure that the process of updating the plan continued smoothly and with as much input from the Community as possible. The Steering Committee and the CIC were instrumental in the writing of this document and in ensuring that it was written in the best interest of not only present residents of the County but also the future generations of Franklin County. A list and a heartfelt thanks for those volunteer members of both the CIC and the Steering Committee are included in the acknowledgements section of this report.

Recent Growth Trends

The Cincinnati region has exhibited rapid growth since the 1950s. While growth within the City of Cincinnati and Hamilton County, Ohio has slowed and even declined over the past fifty years, the region itself has flourished, with new residents and former residents of Cincinnati moving to suburban and rural areas. This growth pattern is discussed at length in Chapter 2: Demographic Analysis.

The need for the establishment of this Comprehensive Plan stems from a perception that growth in Franklin County has had, or will have, some negative impacts on the quality of life, and that such negative impacts can be mitigated through the use of appropriate growth management techniques. Therefore, the Comprehensive Plan sets forth strategies for controlling future development so that those negative impacts are not felt.

However, growth management techniques can appear to be in conflict with the private property rights of the County's citizens. Franklin County land owners should be granted the right to do as they wish as long as their use of the land is legal and does not limit the use and enjoyment of neighboring properties. The justification behind planning and zoning is that not all uses of property are beneficial to the County as a whole, and that it is within the rights of the residents of the County to create a plan for growth so that the use of property does not adversely affect the immediate neighbors or the citizenry as a whole. Therefore, while a Comprehensive Plan may not create the most desirable outcome for every property owner, and some property rights will be surrendered, a good plan does protect the property values and the general health, safety, and welfare of the County as a whole. Thus, the Plan is a compromise that addresses the most fundamental concerns voiced by the people of Franklin County.

PURPOSE

What is a Comprehensive Plan?

Simply put, a Comprehensive Plan is a document that describes the most desirable future conditions of the County and outlines the process for achieving those conditions. The Comprehensive Plan sets a vision for the future development of the County, focusing on land use patterns and efficient transportation and community services. In

order to achieve this vision, the Plan defines what is in the best interest of the County and what must be done to reach that desired quality of life.

Because Franklin County is a growing community, the Comprehensive Plan has become a framework (or strategy) for smart growth and a guide for community decision making for the next 24 years. It is the intent of this Plan that managing growth in the County will lead to the following benefits: efficient delivery of services, lower transportation costs, faster response times for emergency vehicles, and more convenience to shopping and employment.

Through the use of written text, illustrations, and maps, this plan will provide an image of the community Franklin County wishes to become within the next twenty-four years, and will suggest programs and strategies for accomplishing those goals. The plan is designed to be a guide for future decision making, providing decision makers with a "manual" of how land use, transportation, and community facilities can be used most efficiently to maintain and improve the quality of life in Franklin County.

How Is A Comprehensive Plan Used?

A Comprehensive Plan is a policy document, not a zoning ordinance or a regulatory document. Alone, the Comprehensive Plan has no power to govern land development or the provision of community services. However, it becomes a valuable tool when it is used in setting policy and in making decisions.

Because the Comprehensive Plan is written based on citizen input and careful research, and because it incorporates the interrelated effects that land use, transportation, and utility decisions have on one another, it is a decision maker's best tool in setting policies and approving developments that will uphold the best interest of the County. And while the Comprehensive Plan should be consulted in all infrastructure improvement planning and expansions, it's most regular use should be in the review of zoning petitions and development requests. When the Comprehensive Plan is consulted in such cases, land use and policy determinations can be made within a comprehensive framework that incorporates public health, safety, and quality of life considerations in a manner that recognizes the resource limitations of the County.

SCOPE

The Franklin County Comprehensive Plan plans for unincorporated Franklin County as well as the incorporated towns of Oldenburg, Laurel, Mt. Carmel, and Cedar Grove. Although they are often referred to, the Cities of Batesville and Brookville are not formally included in the update of this plan.

The time frame for the Comprehensive Plan is from the year 2001 to the year 2025. While the plan is set up with a 24 year planning period, it is impossible to predict economic conditions and other major changes that may occur throughout the planning period. Thus, the Comprehensive Plan should be updated every five years to reflect changing conditions. Further, annual reviews of the progress made toward implementation of the plan will help to ensure the County keeps on track in meeting its goals. Recommendations for future updates and reviews are included in Chapter 8 of the Plan.

ORGANIZATION OF THE PLAN

Part I: Planning Studies

The decision making process of writing a Comprehensive Plan involves a great deal of background research. The results of this research are contained in Part I: Planning Studies.

Chapter 1: Introduction

Chapter 1 is the introduction to the Plan. It describes the planning history of the County and the purpose behind the new Comprehensive Plan. It also describes what a Comprehensive Plan is, how it is used, and the process applied to create it.

Chapter 2: Demographic Analysis

The Demographic Analysis examines population and economic trends occurring within Franklin County and the region. Franklin County exists as a portion of Southeastern Indiana and as part of the growth area for the City of Cincinnati. This section examines how growth and economic development conditions throughout the region have affected the County. The conclusions drawn from this research were used in projecting future conditions and in targeting areas for change.

Chapter 3: Existing Land Use

The existing development conditions of the County help to define an overall character as well as to identify the most appropriate areas for change and areas requiring preservation. The existing land use chapter examines not only the character of developed land but environmental constraints to development such as floodplains, wetlands, slopes, and soils; and it further addresses agricultural lands and historic structures.

Chapter 4: Projections

Planning for future growth and development requires an understanding of the quantity of growth to anticipate. Chapter 4 uses the information gathered in the demographic analysis as well as the existing land use mix to project future population and employment as well as the amount of land future residents and businesses will require.

Part II: The Comprehensive Plan

The plan itself consists of goal setting and methods of implementing those goals. The plan is divided into four main topics: future land use, transportation, community facilities, and implementation. Each chapter is described below.

Chapter 5: Future Land Use Plan

The most recognizable component of a Comprehensive Plan is the future land use map. The future land use map sets aside the areas of the County that are most appropriate for future development and determines the most suitable land use types for those areas. The future land use portion of the plan further defines these uses, the County's goals regarding each type of development, and the reasoning behind the decisions made in creating the map. Finally, policy recommendations are included to help the County achieve its future land use goals.

Chapter 6: Transportation Plan

Land use and transportation are strongly linked. The type and intensity of development determines the amount of traffic that can be expected on different County roadways, and the placement of roadways determines where new development will occur. Because these two components of growth are so dependent on each other, the future land use plan and the transportation plan must be developed together. Chapter 7 describes projected future roadway conditions and recommends changes that will be necessary as a result of the implementation of the future land use plan.

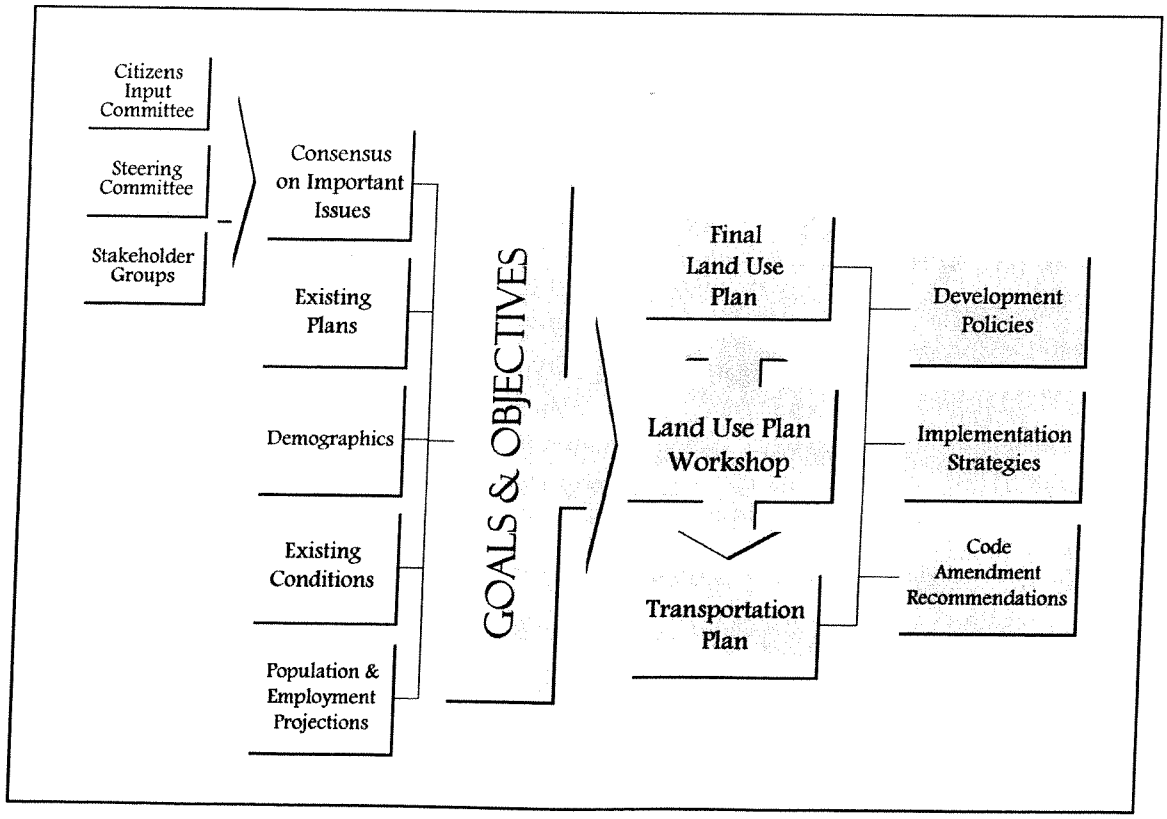
Chapter 7: Community Facilities

Just as the future land use plan and the transportation plan affect each other, future development creates a demand for community facilities; and certain community facilities (i.e. water and sewer) can make land more desirable to future development. Thus, Chapter 8 makes recommendations for community facility improvements related to projected future development.

Chapter 8: Implementation

In addition to specific policy recommendations included in the future land use, transportation, and community facility portions of the plan, Franklin County can follow several general planning recommendations to facilitate growth management and good development practices county-wide. These recommendations are included in Chapter 9: Implementation.

FIGURE 1.1: THE COMPREHENSIVE PLANNING PROCESS



THE COMPREHENSIVE PLANNING PROCESS

The Comprehensive Planning process has been designed to gather as much information as possible about the present circumstances and future goals of the County and to incorporate those items into its recommendations for the future. The process uses a number of steps designed to facilitate public input, receive guidance and direction from County leaders and experts in various aspects of the County's operation, and to incorporate past trends and existing conditions. These ideas, values, and information are then united into a direction for the future. Figure 1.1 describes the five steps of the Comprehensive Planning Process.

Step 1: Understanding Franklin County

To truly understand a community, one must get to know the people who live there. Therefore, step one facilitated input from the citizens and leaders of the County. In Franklin County, this step had already begun two years prior to the beginning of the process with the Citizens Input Committee (CIC). The CIC took upon themselves the task of talking with the residents of the County and recording and prioritizing what citizens of the County felt the goals for the future should be. The following chart reflects the conclusion of their research. Items that were listed as both strengths and weaknesses were in most cases items that were seen as strengths today but that may not be sufficient to sustain future growth to the extent desired. For further information about the strengths and weaknesses listed by the CIC, see the Appendix for a copy of their report.

FIGURE 1.2: CIC CITIZEN INPUT RESULTS

Rank	Strengths	Weaknesses
1	Small Town Living/Rural Setting	Economics
2	(Balanced) Economy	Infrastructure
3	Education	Government
4	Agricultural Resources/Rural Setting	Services
5	Recreation	Recreation
6	Diversity	Education
7	Services	Reality

In addition to gathering input from the residents on the strengths and weaknesses of the County, several people who had special knowledge about aspects of the County's operation were interviewed for more insight into the concerns of the County. Persons interviewed included those involved with County services, financial lenders, and farmers.

Because not everyone with beneficial information could be individually interviewed, the CIC hosted several stakeholder meetings. CIC members nominated people to appear at these meeting to inform the consultants and the general public about topics relevant to the future growth and development of the County. The topics for the four meetings were: transportation and infrastructure, quality of life and county character, economic development, and land use. Speakers for each of the four evenings spoke on a diverse range of topics. Among the presenters were representatives of County government, the Chamber of Commerce, several utility companies, the Soil and Water Conservation

Service, the school board, environmental groups, historic preservation groups, and the County Highway Department, and several farmers, a developer, a forester, and a couple of County residents. At each meeting, public comments and questions were encouraged and incorporated into the meeting notes.

Finally, a second group of citizens, a Steering Committee, was formed to assist the Planning process. This group's purpose was to work with the consultant and to assure that the process continued to move smoothly. The Steering Committee and the CIC were instrumental in the writing of this document as they assisted in data collection, led public meetings, reviewed drafts, and lent their support to the findings and recommendations of the Comprehensive Plan.

Step 2: Trends in Franklin County

One of the first items looked at in gathering the data for the Comprehensive Plan was the 1964 Comprehensive Plan. While the 1964 Plan is decidedly out of date, it served as the basis for growth and development in the County for more than 35 years. As such, it still provides a great deal of information regarding the County's development philosophy, and many recommendations are still relevant today. Whenever possible, information from the 1964 Plan was incorporated into this document.

However, a great deal of change has occurred since the writing of the 1964 Plan, and the County's recent trends and existing conditions provide important insight into what can and should occur in the future. Trends in growth, demographics, and economics add a factual basis to support public opinion and sometimes to challenge it; and patterns in the trends lead to future projections of population, employment and development growth.

Documenting the physical features of the County such as the existing land use, soils, and water features provides an indication of where future growth can and should occur as well as where it should not. This process provides a series of maps that indicate the most desirable places for growth and development as well as those areas that should remain in their present state.

Finally, population and employment projections provide a look at the amount of growth Franklin County can anticipate between now and the year 2025. Projections of the population were used to establish a growth rate for the County that in turn was used to allocate housing units and the amount of residential land that will be needed to support that population. Employment projections were used in a similar way, projecting the amount of land required to sustain new employment growth. These forecasts were then used in creating the future land use map for Franklin County.

Step 3: Visioning and Goal Setting

Determining the County's future goals is the central element to the development of the Comprehensive Plan. Together with the technical data, the results of the CIC's public input work, the stakeholder meetings, the one-on-one interviews, and the CIC and Steering Committee's comments were combined into a vision statement and a set of goals for the future development of the County. Because the comprehensive planning process encourages input from all citizens, differing opinions arise. However, the Plan itself should ideally be representative of the community as a whole. In some areas, a goal may be a compromise between the different opinions of the community. Through

consensus and compromise, the goals become representative of the County residents' vision for their future. Chapters 6 to 8 of the Comprehensive Plan set forth these goals with the list of recommendations, while the vision statement of the community follows at the end of this Chapter.

Step 4: Land Use Alternatives, the Future Land Use Plan, and the Transportation Plan

The purpose of creating a future land use plan and transportation plan is to give guidance as to how to ensure that the vision and goals that the County has established are ultimately realized. However, because there is always more than one way to achieve a goal, the CIC and Steering Committee worked together in creating a future land use plan that's means, as well as its end, best represented the desires of the County as a whole. This was done through a workshop in which the two committees worked as several independent groups to produce various alternatives for future land development. The result was five future land use scenarios. These five scenarios were created based on the County's vision, goals, existing physical features, and an understanding that the result should be for the greater good of the County. The scenarios that were developed were very similar and were easily combined to create the future land use plan. This plan was presented at five public meetings across the County. The comments from those meetings were used to revise the map to its final form. Finally, once the future land use plan was established, the transportation plan was created in order to facilitate safe and efficient traffic movement to existing and proposed development.

Step 5: Implementation

Steps 1 through 4 of the Planning Process set the direction for the County. Step 5 provides the means to achieve that vision. There are three components to the implementation of a Comprehensive Plan: development policies, implementation strategies, and code amendment recommendations. Development policies refer to the specific policy decisions that the County can make to facilitate the implementation of the plan. These include a variety of things from public utility policies to recommendations for protecting existing farms and businesses. These policies are listed in Chapters 6 through 8 of the Plan. Implementation strategies are general recommendations that will assist the County in continuing to keep managing growth a top priority. These include recommendations such as periodic Plan reviews and relationships between County departments. Finally, because one of the greatest implementation tools a County has is its set of development codes, the Plan includes recommendations for updates to the County zoning and subdivision ordinances.

COMMUNITY VISION

In the past, Franklin County may have been the Cincinnati area's best kept secret. The county's wooded hillsides, rolling pastures, clear running creeks and rivers, and quaint small towns are a rare occurrence so near a large Midwestern City. However, over the past two or three decades, the secret has slipped out, and Franklin County is seen as a beautiful, safe, and friendly alternative to the suburban lifestyle in its neighboring Ohio Counties. Franklin County citizens have recognized that this growth may bring with it many changes for the County and its rural atmosphere. Therefore, they have taken it upon themselves to gather public consensus on a vision for the future of the County. This vision can be expressed in three dominant themes:

Control over Change – While change is inevitable in the face of growth, Franklin County residents seek to control the changes that occur in their community and to ensure that any change is for the betterment of the County.

Community Image – Franklin County residents recognize the unique environment in which they live, and they wish to protect the character of the County for future generations.

Balanced Growth – Franklin County residents want to ensure that their community is a great place to live, work, *and* play.

CHAPTER 2: DEMOGRAPHIC ANALYSIS

INTRODUCTION

For a community to take control of its own future, decision makers must have a clear understanding of the present state of the community and the internal and external forces shaping it. The following is a profile of Franklin County, Indiana. The profile is divided into three general categories: population growth, population characteristics, and economic conditions. All three areas will have significant impacts on the future development of the County.

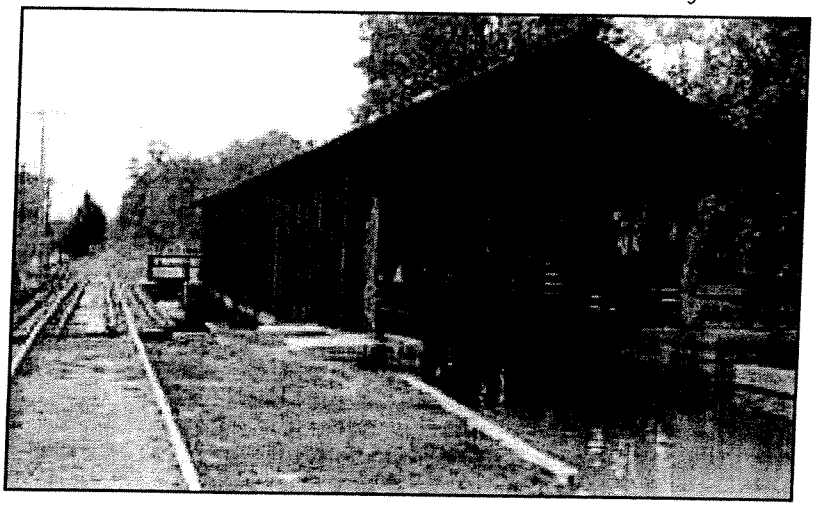
Yet communities are not isolated places, they are like living organisms, constantly changing and responding to the environments around them. Thus the following profile of Franklin County will be looked at in the context of its position in the Cincinnati Region, in Southeastern Indiana, and in the State of Indiana.

At the writing of this report, the 2000 US Census Data had not yet been released. Therefore, where possible, 1990 Census data has been supplemented with new research and estimates conducted by various government agencies. The following is an objective look at the demographic trends for Franklin County, Indiana.

HISTORY[1]

The earliest Franklin County residents were a group of Indian Tribes known as the Mound Builders. However, as a result of the security provided by the Greenville Treaty of 1795, white settlers began to arrive in Franklin County as early as 1801, and the first land purchase was made in present day New Trenton by Benjamin McCarthy in 1803. At that time, land recordings were done in Lawrenceburg, as present day Franklin County was originally part of Dearborn County. In 1811, Franklin County became the 7th county carved out of the Indiana Territory and was named in honor of Benjamin Franklin. Its early boundary included portions of what were later to become Fayette and Union Counties.

Brookville, the County seat, predated the County's formation by three years. Brookville was platted in 1808 and, as the site of the land office, quickly became a cultural, political, and social center in the early years of Indiana's statehood. The population boomed, and in 1820, Franklin County had a population of 10,000,



DUCK CREEK AQUEDUCT: METAMORA

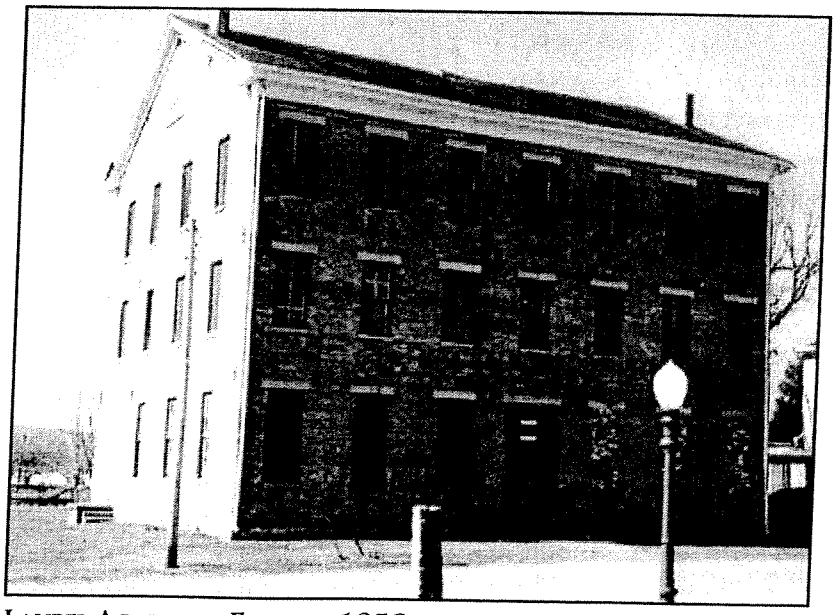
1 Sources: Indiana Department of Natural Resources (www.ai.org/ism/sites/whitewater); Franklin County Community Network (www.franklin.cnz.com/about/about.html); Old Metamora (www.emetamora.com); Sisters of St. Francis (sonak.marian.edu/oldenburg); Franklin County Genealogy (www.geocities.com/Heartland/Meadows/6863)

second only to Knox County and Vincennes, the capital of the former Indiana territory.

Growth slowed in the 1820s when the land office moved to Indianapolis and Brookville Road was built to facilitate travel between the two cities. However, the County continued to prosper due to the construction of the Whitewater Canal, a project of the Internal Improvements Act of 1836. The 16 mile canal originally extended from the Ohio River in Lawrenceburg to the Old National Road in Cambridge City and was constructed by the state. However, in the 1840s the State of Indiana went bankrupt, and construction had to be continued by private investors. Merchants extended the canal to Hagerstown, and the State of Ohio built a 25 mile spur to connect the canal to the City of Cincinnati. As a result of the Canal Era, the towns of Cedar Grove, Laurel, and Metamora grew and flourished. Even after the decline of canal usage, the canal's locks were used for hydro-electric power for the Towns' mills, and the railroad soon took over as the transportation lifeblood for Franklin County towns.

Oldenburg, another of Franklin County's towns exhibits the most visual reminders of the area's rich German heritage. The Town was platted in 1837 and settled primarily by immigrants from Northern Germany. The Town is the home to the Sisters of St. Francis Convent, founded in 1851 by Sister Theresa Hackelmeir who, at 24 years of age, left her convent in Vienna Austria to teach Franklin County's German speaking children and to care for children orphaned in the 1847 cholera epidemic in Southeast Indiana. In 1866, the Franciscan Fathers established a friary in Oldenburg, and the Town became a center for the Catholic faith and for missions. The German heritage of its early settlers has been kept alive in the Town of Oldenburg, and its well preserved historic architecture continues to reflect the Old Town character.

Yet not only Oldenburg serves as a present day reminder of the County's history. Throughout the landscape of Franklin County one can find glimpses of the past. Travelers along US 52 are charmed by the Little Cedar Grove Baptist Church. Built in 1812, it is the oldest Protestant church building in Indiana still on its original foundation. Brookville's historic treasures include the Hermitage, built in the 1890s as an art studio, the Seminary (now the Franklin County Museum) constructed in 1828, and the existing County Courthouse which has portions of the older 1852 structure incorporated into its design.



LAUREL ACADEMY, ERECTED 1852

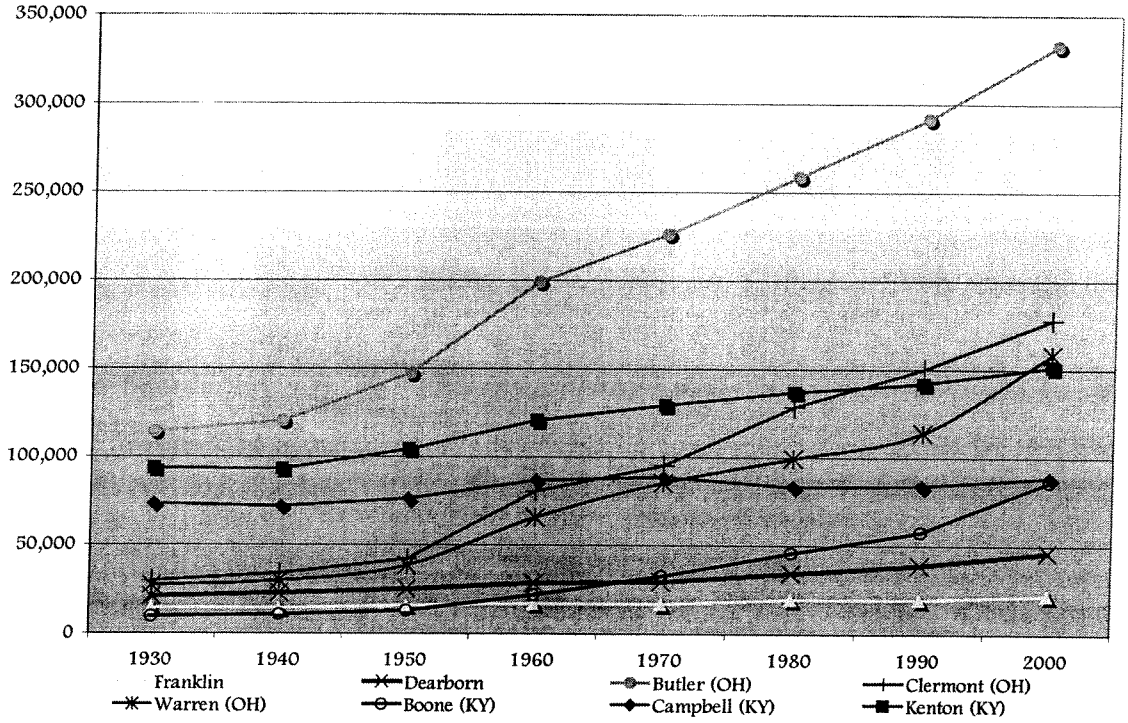
Throughout the County, small towns still boast historic architecture and engineering innovations such as the Duck Creek Aqueduct in Metamora, a covered bridge which carries the canal 16 feet over Duck Creek and is thought to be the only structure of its kind in the United

States. And many historic churches stand as remnants of some towns that no longer exist. Set against a backdrop of natural beauty, these historic remnants beckon to tourists and residents, and set aside Franklin County as a unique and desirable place to live for generations past and for those yet to come.

POPULATION GROWTH

Although Franklin County is not technically part of the Cincinnati Metropolitan Statistical Area (MSA), the County can relate many of its population changes to the population fluctuations of Cincinnati. The historic population trends of the region show the affect that suburbanization has had on the counties in the Cincinnati region.

FIGURE 2.1: HISTORIC POPULATION TRENDS



Source: Stats IN & US Census Bureau

Prior to 1950, County populations in the Cincinnati region remained relatively flat (with the exception of Butler County, Ohio). However, beginning with the conclusion of World War II and the return of the troops to the United Sates, a nationwide housing boom literally changed the character of metropolitan areas forever. New construction methods allowed homes to be built with tremendous speed, and the innovation of the thirty-year, 20% down-payment mortgage made home ownership a new possibility to many Americans. Suburban communities saw tremendous growth. In the Cincinnati region, Clermont, Warren and especially Butler Counties grew rapidly. Boone, Kenton, and Campbell Counties in Kentucky also experienced population increases beginning in the late 1940s and early 1950s. During this time period, the population of Hamilton County also grew as growth occurred both within Cincinnati and in the Hamilton County suburbs. However, growth peaked in 1970, and Hamilton County's population began to decline after that, losing 52,690 people between 1970 and 1980 alone. One possible explanation is that by the 1970s, the interstate highway system had been

completed, making it even easier for people to build their homes in the rural areas and nearby small towns while commuting to Cincinnati for work, recreation, and entertainment.

The growth of the Kentucky counties has also slowed in momentum. Campbell County saw a brief decline in population between 1970 and 1980 and has not yet regained that population loss. Kenton County's growth is steady but much less significant than that of the Ohio Counties. Only Boone County has shown constant, substantial growth, surpassing both Franklin and Dearborn Counties in population size. The popularity of Boone County is likely due to the location of the Cincinnati Airport and the jobs associated with that facility, the industrial parks located along I-275 and the City of Florence.

Growth patterns throughout the 1990s indicate that suburban preferences may once again be changing. Hamilton County continued to decrease in population in the 1990s, losing 20,925 people between 1990 and 2000. Campbell and Kenton Counties' growth rates remained steady at approximately 0.5% and 0.6%, respectively. Butler County, which experienced such substantial growth prior to 1990 slowed to less than 1% growth each year between 1997 and 2000. Likewise, Clermont County's growth rate has slowed to less than 2% each year since 1993. The outlying Warren, Boone, Dearborn, and Franklin Counties have not only experienced growth since 1990, their rates of growth have been increasing. This is most notable for the Indiana counties which, historically, were not greatly affected by the rest of the Cincinnati region.

Franklin County has maintained steady population growth since the suburbanization trend of US cities began in the late 1940s and 1950s. However, population growth prior to 1990 was slow, with some years showing a net loss in population while counties more immediately adjacent to Cincinnati grew. However, the population of Franklin County grew more than 13% between 1990 and 2000, an increase in population that had previously taken 30 years to achieve. Similar rises in growth in neighboring Dearborn County, coupled with slowing growth within the remainder of the Cincinnati MSA, indicate that these rural outlying areas are becoming more popular to Cincinnati commuters.

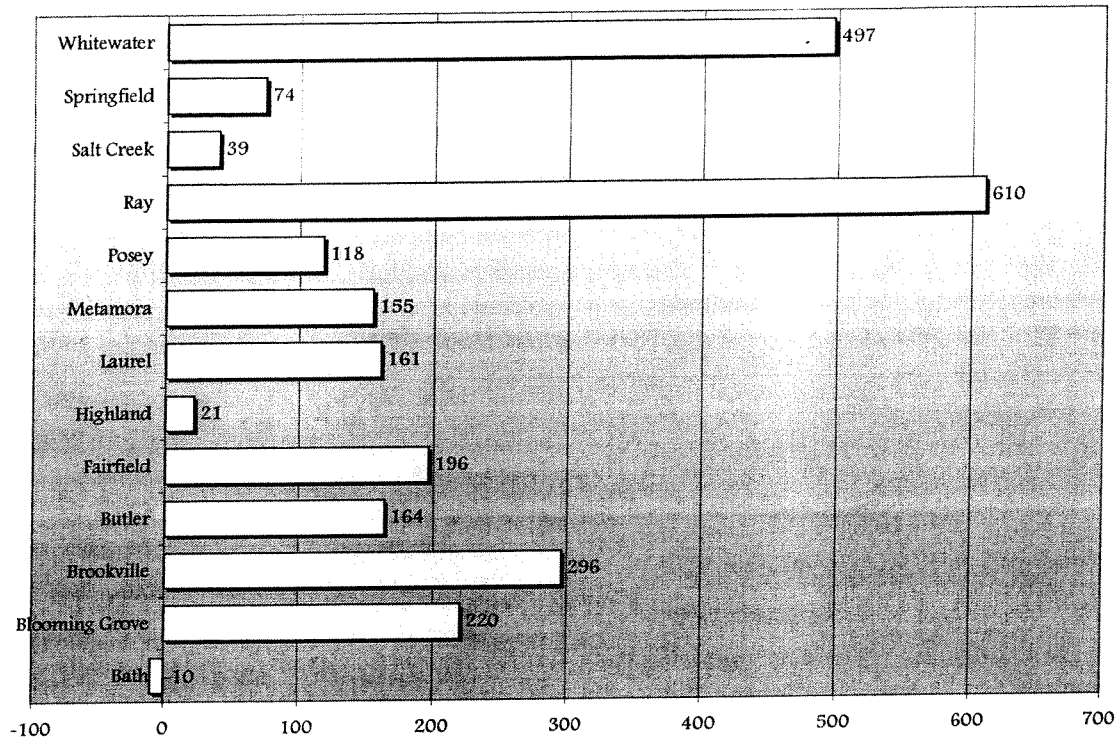
As a result, Franklin County owes much of its recent population gain to migration (people moving to the County) rather than natural increase (children being born to County residents). In fact, between the years 1998 and 1999, Franklin County ranked 20th of the 92 Indiana Counties in percentage of in-migration. Indiana as a state showed a large out-migration at that time.

The United States conducts a Census of the American population every ten years. Population estimates are released between these dicentennial counts based on the number of building permits generated by cities, towns and counties in the interim. These estimates are generally high, so when the 2000 Census figures were released, many counties artificially showed a several percentage point decline in population, skewing some of the charts in this document. The 2000 figure for Franklin County, however, was very close to the government's estimates, indicating that the growth trend shown for the 1990s is an accurate portrayal of the growth occurring in the County.

The distribution of growth throughout the County gives an indication of the nature of the recent population growth. For example, are these new residents living and working

in Franklin County or do they commute to Cincinnati? Do they prefer to locate in flat agricultural areas or on wooded hillsides? An accurate picture of the trends can go a long way to assist officials in anticipating demand in the future.

FIGURE 2.2: TOWNSHIP POPULATION GROWTH



Source: US Census Bureau

Ray Township showed the largest influx of population in the 1990s with an addition of 610 persons in ten years. Ray Township is sited in the southwest corner of the County and contains the Town of Oldenburg, the Franklin County portion of the City of Batesville, and the only access point to I-74 that is located within Franklin County.

The Batesville area showed tremendous growth in the 1990s. The Franklin County portion of the City grew 29% from 1990 to 1999 while the Ripley County portion of the City grew by only 12% over the same time period (figures for just the Franklin or Ripley County shares of the City have not yet been released for 2000).

Whitewater Township showed the second highest township population gain of the 1990s with a gain of 497 people. Whitewater Township is the closest to Cincinnati of Franklin County's Townships, indicating that the substantial population growth in this area is at least in part comprised of Cincinnati commuters.

Brookville Township was the third highest township in population growth in the 1990s with an increase of 296 people. However, initial census figures show that the Town of Brookville lost population (33 people) during that time period. In fact, all of the Franklin County cities and towns except Laurel and Batesville showed a loss in population. This is likely due to the national trend of smaller families. with fewer people per home and little change in the number of homes provided, the population

numbers naturally decline. Population growth in Brookville Township is therefore taking place outside of the Town limits of Brookville.

Together Ray, Whitewater, and Brookville Townships made up more than 50% of the growth of the entire county. Bath Township, however, showed quite the opposite trend in the 1990s, losing ten people. Again, the loss is likely related to smaller family sizes in 2000 than in 1990. Because Bath contains the County's best farmland, it is advantageous that growth is occurring elsewhere and not incurring on active and productive farm ground. Neighboring Springfield Township also showed minimal growth (74 persons in ten years), but its proximity to Whitewater Township makes it susceptible to future growth pressure. A particular future concern for this area is not growth from Cincinnati but growth from Oxford, Ohio which is located directly to the east of northern Bath Township. Oxford grew by nearly 16% (3,006 people) in the past decade, and some of that growth is extending west toward the Indiana/Ohio state line.

Highland and Salt Creek Townships likewise showed very little population gain in the 1990s with 21 and 39 persons added respectively. These areas of the County are very hilly and not conducive to large amounts of development. However, even these small increases in population indicate that almost all parts of the County are attracting some growth.

POPULATION CHARACTERISTICS

While growth trends are helpful in predicting the *amount* of future growth, the services, amenities, and infrastructure necessitated by that growth has more to do with the characteristics of the population. For example, age is important when considering what services to offer; size of family is important in deciding which types of housing to provide; income plays a role in what type of housing and services to provide; and education levels affect the types of jobs the workforce demands. These issues and more are addressed in this section.

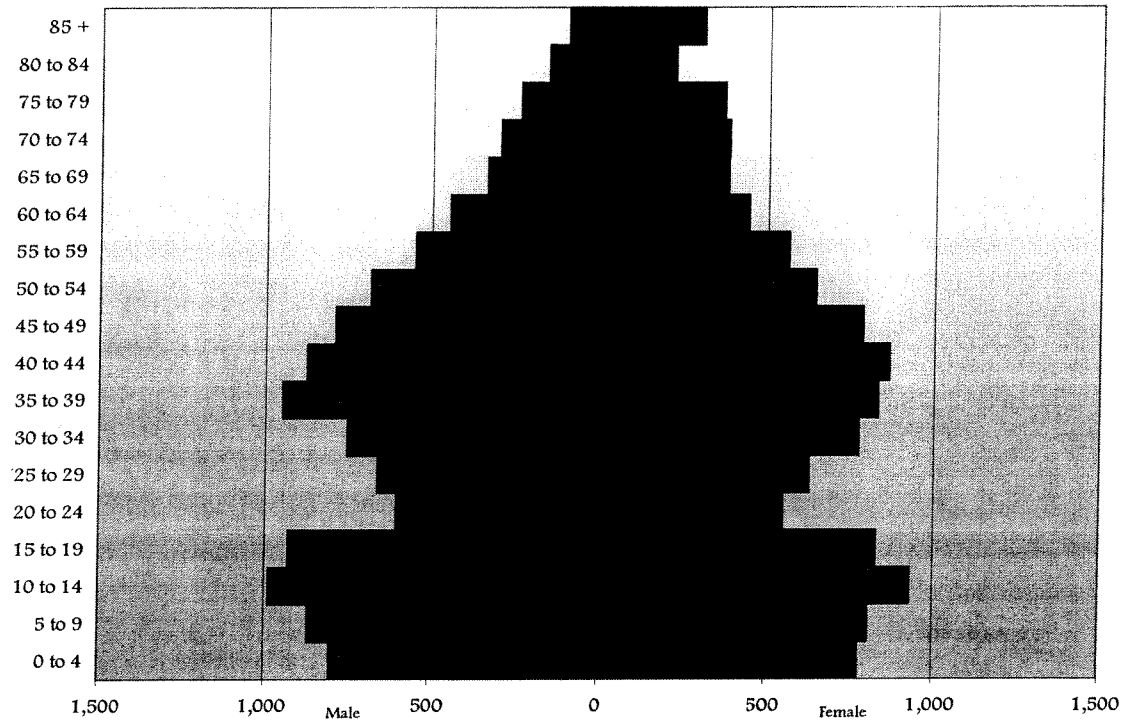
Age

The graph below is called a population pyramid. The graph is so named because in an ideal setting the result of this display of data is the shape of a pyramid. If an age segment of the population is either higher or lower than usual, the pyramid will be disfigured. Population pyramids for most communities will be slightly distorted to account for differences in generation sizes. For example, the baby boom generation will cause a slight distortion because it is significantly larger than the generations before and after it.

Franklin County's largest age discrepancy is between the ages of 20 and 24. Like the generational differences mentioned above, it is not unusual for a community to show a significantly low number of persons in their early 20s. This age group often leaves the community to attend college, and without a college or university in the County, it is not likely that Franklin County will be able to retain large numbers of this age group in the future. However, another discrepancy occurs in the 25-35 age groups. At this point in a person's career, one has finished college and the County should expect its youth to return. However, the population pyramid does not return to its normal shape until the age groups over 35 years. The indication is that, while Franklin County is attractive to those over the age of 35, some factor is keeping normal proportions of younger singles

and families from moving to the County. A likely conclusion is that younger generations prefer the career, entertainment, and rental housing options offered in larger cities and towns, and that they are moving to the County when their priorities shift later in life. Note the increase in the number of children ages 10 to 19 over those less than 10 years of age. The difference indicates that families with small children are not as attracted to the community as those with teens and pre-teens. Therefore, Franklin County is an attractive family environment, but its appeal is not as strong for the younger generations, whether they be recent college graduates or families with small children. These age groups are likely more attracted to the jobs, short commute times, housing options, and entertainment amenities that urban life can provide.

FIGURE 2.3: FRANKLIN COUNTY 1999 POPULATION PYRAMID



Source: Stats Indiana

Education

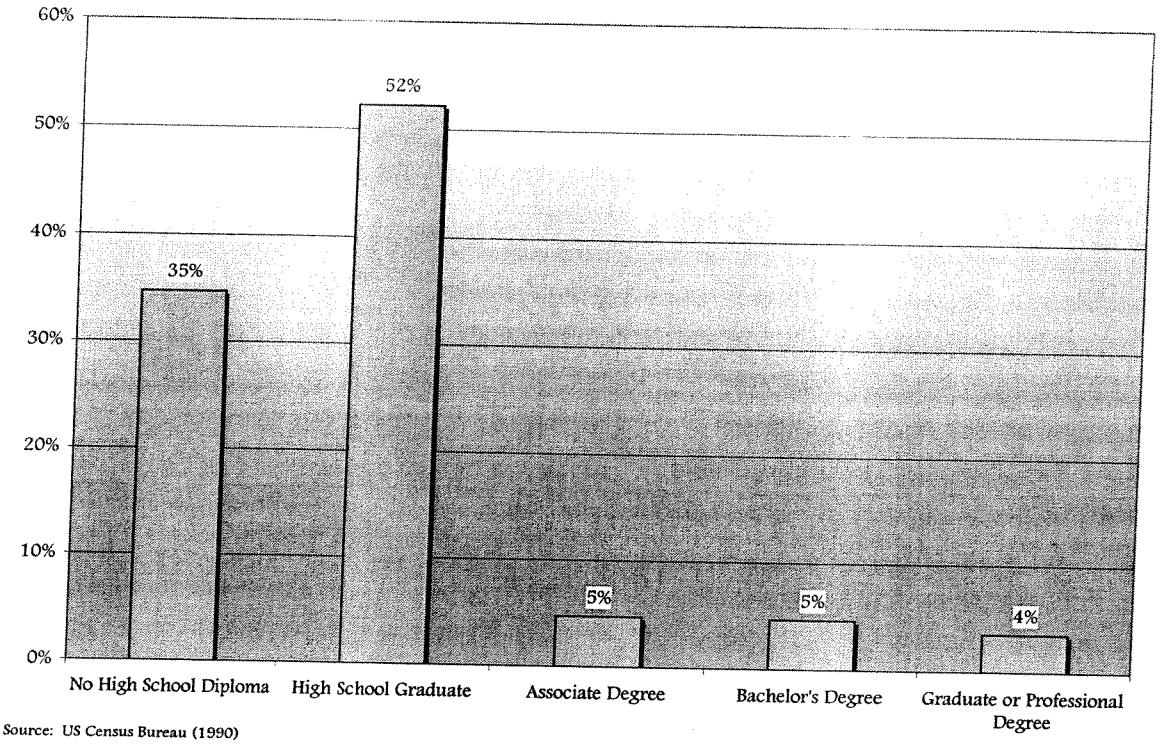
Like age, educational attainment provides insight into the characteristics of the County's population and therefore assists in determining the needs for future planning efforts. Education levels set the standard for the type of employment that the population demands, whether it be white collar or blue collar, skilled crafts or service industry jobs. In turn, industries looking to locate in an area consider education levels to determine whether or not the County has the available workforce necessary to meet their needs.

The most recent educational attainment data available is from the 1990 Census (2000 Census data will not be released until later this year). Note that the 1990 figures do not reflect the addition of more than 2,500 persons over the past decade.

More than half (65 percent) of Franklin County residents over the age of 25 are high school graduates. This is lower than the average for the State of Indiana, of which 76 percent of its residents have a high school diploma. In 1990, nearly 35 percent of

Franklin County residents did not have a high school diploma (or GED equivalent). This is higher than the state average of 24 percent. However, recent reports for Franklin County high schools show promising trends for the future. In 2000, Batesville High School had a graduation rate of 97 percent with 73 percent of its students continuing on to college. In 2000, Franklin County High School had a graduation rate of 81 percent, with 50 percent of its graduating seniors pursuing a higher education.[2]

FIGURE 2.4: EDUCATIONAL ATTAINMENT (PERSONS OVER 25 YEARS OLD)



Source: US Census Bureau (1990)

Finally, the 1990 Census shows only 13 percent of the County's residents over the age of 25 have a college degree (associates, bachelors, or graduate/professional degree). This is considerably lower than the state average of 21 percent. However, with the recent addition of more than 2,500 residents, many of whom hold professional jobs in Cincinnati, an increase in the percentage of the population with a higher education is likely to be reflected by the 2000 Census figures.

While Franklin County's education levels are lower than the state average, unemployment in 2000 was only 2.47 percent, an all time low. While unemployment has been higher in the past, there is no indication that the County's lower than average education levels are impeding residents from finding work. The County's large agriculture, retail, and construction industries do not necessarily require higher education levels. Therefore, opportunities for enrichment and skills training may be just as important in Franklin County as a university education.

[2] Indiana Department of Education (www.doe.state.in.us), *Indiana K-12 School Data*

Income

Just as education can influence employment opportunities, income influences housing choices. The provision of adequate housing to meet the needs of the County's residents is of utmost importance to the Comprehensive Plan. In 1997, the most recent year for which estimates are available, Franklin County had a median household income of $39,604, an increase of nearly 43 percent from the 1990 Census figure ($27,734). This was a higher median income than the State of Indiana in 1997 ($37,909), and Franklin County ranked 50th of the 92 Indiana Counties for median household income.

This figure directly affects the type of housing to plan for in the future; but this number is the County's *median* household income, meaning that as many households make below $39,604 as make more than that amount. According to national standards, a household should pay no more than 35% of its monthly income on housing expenses. Anything higher is considered not affordable. Yet, according to the 1990 Census, 9 percent of homeowners in Franklin County, and 21 percent of renters spend more than 35% of their monthly income on living expenses. Therefore, there is a need for more affordable housing for much of the population. Often less expensive housing can be accommodated near cities and towns where water and sewer make smaller lot sizes feasible. Currently, Franklin County supplies much of this price of housing through mobile homes. In fact, the according to the 1990 Census, 18% of the County's housing units were mobile homes. Apartment housing is also an option, but one that Franklin County has little of. Multifamily dwellings made up only 6% of the County's total housing in 1990.

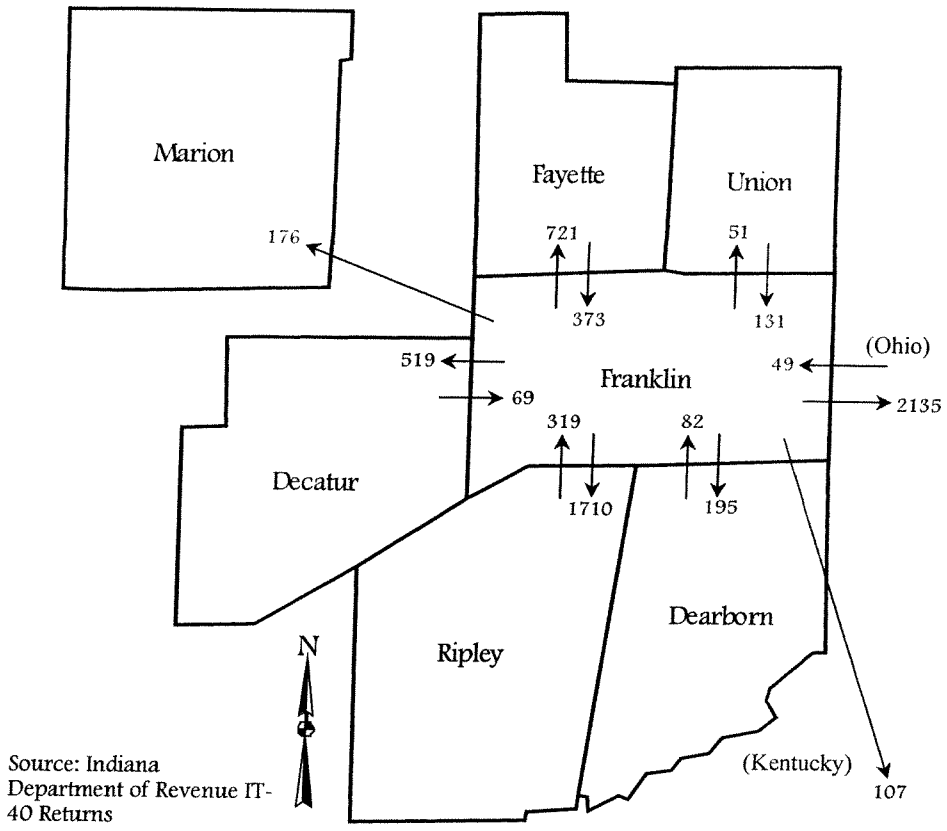
Commuting Patterns

Now that the age, education, and income levels of Franklin County have been explored, the question remains: where do the citizens of Franklin County work? While they are all Franklin County residents, the population growth analysis above revealed that much of the change in population in the County has been a result in people moving from Cincinnati to the country. Therefore, it is not surprising that a great number of Franklin County residents continue to hold jobs in Ohio and commute to work each day. This is certainly a factor in where those people choose to live and the affect that a commuting population will have on the roadway infrastructure and economic conditions of the County.

According to 1999 tax forms, approximately 45 percent of the workforce of Franklin County leaves the County for work. Thirty-two (32) percent of this number (2,135) commutes to Ohio. Another 5 percent (107) commutes to Kentucky. The remainder commute to other Indiana counties, the largest number (1,710) to Ripley County, most likely to Batesville.

Naturally, this affects location of development, as people who commute are likely to build homes within a reasonable driving distance from work. However, in addition to influencing where people live, commuting populations can have an affect on the County's economic conditions. Commuters are likely to buy groceries, gas, and other similar necessities near their places of employment or on the drive home, resulting in the tax benefits of such purchases being rewarded to another locality. This is especially a concern for gas taxes, which are used to repair and upgrade roadways in the County. In other words, while commuters use the County's roadways daily, they are not necessarily helping to bear the cost of their upgrade and repair.

FIGURE 2.5: COMMUTING PATTERNS



Household Characteristics

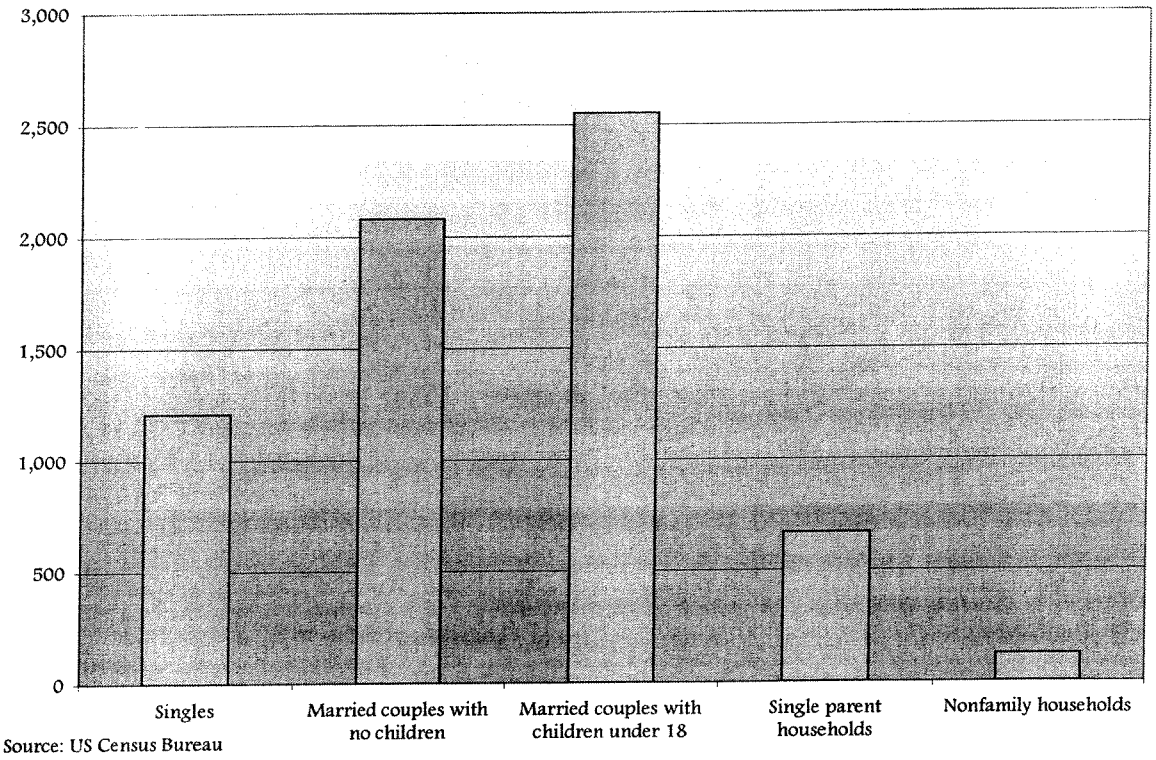
One of the biggest concerns facing a growing population is the type of housing necessary to accommodate that growth. Thus, one of the topics that requires careful consideration is the composition of households and the housing types that those households require. This includes both the type of house a family can afford (see the Income section above) and the size and type of households seeking housing.

Nationally, the number of persons per household has been declining as a result of couples having fewer children, people staying single until later in life, and an increase in the divorce rate. Similar to the National trend, there has been a decline in the number of persons per household in Franklin County, from 3.47 persons per household in 1970 to 2.95 persons per household in 1990. Yet despite the decline, Franklin County still has a 13 percent higher persons per household figure than the state average of 2.61 persons per household. The national average for household size is expected to gradually decrease until it levels out at approximately 2.53. Franklin County can similarly expect to decrease, although it will likely remain higher than the national average, given the County's appeal to families.

Household Type

As was mentioned above in the discussion on the age of Franklin County residents, the County is an attractive place for families. The US Census further emphasizes this fact by revealing the number of families with children in Franklin County. Families with children under the age of eighteen comprised nearly 39 percent of all households in Franklin County in 1990, and single parent households comprised an additional 10 percent. Married couples without children living at home made up the second highest number of households. Whether these couples have not yet had children or if their children have left home was not determined. However, the figures for population age in Franklin County indicate that many of these couples are older and have likely already

FIGURE 2.6: HOUSEHOLD COMPOSITION



Source: US Census Bureau

raised their families. Eighteen (18) percent of Franklin County households are comprised of a single person living alone, and more than half (54 percent) of these singles are over the age of sixty-five. Finally, non-family households make up almost 2 percent of Franklin County households. Non-family households are defined as households where the householder is living with people not related to him or her by birth, marriage, or adoption.

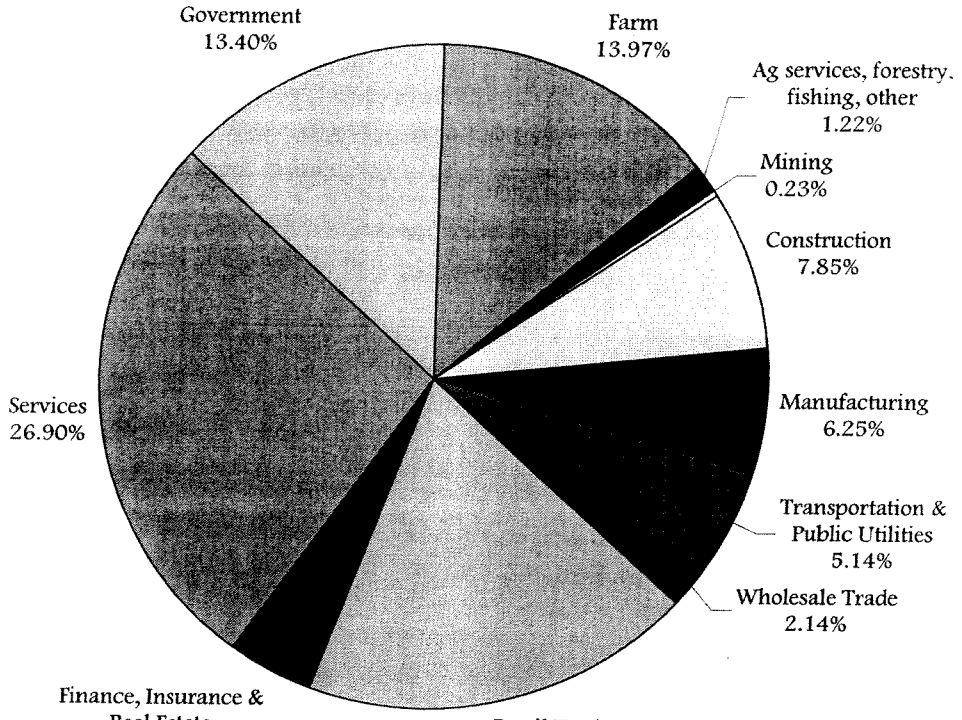
ECONOMIC CONDITIONS

Sector Trends

The Franklin County economy is very diverse, with the highest employment levels in the service, retail, agriculture, and governmental sectors, respectively. While the manufacturing sector is not one of the County's largest employers, in 1998, it provided

6% of the County's jobs. And while national trends reflect a decline in manufacturing in the United States, Franklin County's manufacturing sector has remained relatively steady throughout the 1990s.

FIGURE 2.7: EMPLOYEES PER INDUSTRY (1997)



Source: US Bureau of Economic Analysis

With the nationwide decline in manufacturing has come a rise in the retail and service sectors. This trend likewise holds true for Franklin County where the service and retail sectors are the County's largest employers and have steadily increased throughout the 1990s. Franklin County is likely to continue that trend as more retail and service organizations develop to meet the demands of added residents. However, whether or not there will be a corresponding rise in other sectors will largely be a factor of the County's economic development activities, as many of those jobs are being made available in nearby counties.

Agriculture continues to be a large part of the County's economy, and it is the 3rd largest employment sector in the County. Agricultural services, including fishing and forestry, contribute an additional 1 percent of the County's jobs.

Labor Force

According to the Indiana Department of Workforce Development, in November of 2000, Franklin County had a labor force of 11,330. Of that 11,330, only 2.47 percent were unemployed yet actively looking for employment. An unemployment rate that low is commonly considered full employment as those out of work may be seasonal employees or temporarily between jobs. Low unemployment reflects a high availability of jobs within the County and/or region, and it can lead to competitive wages and benefits as companies compete to retain employees. However, low unemployment rates may hinder

new economic development. Employers seek a readily available workforce, and with almost all people employed, they will have to rely on drawing people away from existing jobs or from other counties, a risk they may not wish to take.

As was mentioned above, approximately 45 percent of the labor force commutes out of Franklin County for work. Therefore, while unemployment is low, this is likely a result of employment opportunities in the region rather than in the County. There is a possibility that some of those residents currently commuting would work within the County if the opportunity presented itself.

Earnings by Industry

Finally, as Franklin County examines future economic development plans and policies, one important consideration is the type of businesses Franklin County desires to develop. While retail and service industries are necessary to serve residential populations, they generally involve low paying positions. However, manufacturing jobs pay much higher wages. In 1997, the manufacturing sector provided 6% of the County's jobs but 14% of the County's wages. While not every job in the County can be high paying, the County should strike a balance between manufacturing, retail, service, and other types of employment options.

SUMMARY

The following key points should be considered as one reads and interprets the Comprehensive Plan.

- Franklin County has a long history which is showcased in its historic structures and small towns. These links to the past should be celebrated and preserved as Franklin County continues to develop.

- Franklin County's recent growth has largely been a result of the expansion of the Cincinnati region to include rural areas outside the City's suburbs. Assuming there are no significant changes in the economy of the region or in the personal preferences for rural living, the County will likely continue to grow, perhaps more rapidly than Cincinnati's more traditional suburban communities.

- Residential growth in Franklin County is occurring most rapidly in areas within an easy commuting distance of Cincinnati. Whitewater and Ray Townships are especially experiencing rapid development, creating demands on the infrastructure and roadways to keep pace with the growth.

- Franklin County's population shows a significant deficiency in the number of young adults and small children living in the County. This could be related to the lack of employment and entertainment opportunities that young adults prefer. It may also indicate a deficiency in housing choices within their price range.

- Education levels in Franklin County are lower than the state of Indiana with fewer college graduates than the state average. However, recent statistics from Franklin County schools indicate in increasing interest by Franklin County youth in higher

education. The provision of jobs and housing for these young people once their education is complete will be necessary if Franklin County wishes to retain its youth.

- Figures show that many residents of Franklin County pay more than 35 percent of their income in housing expenses. This indicates a deficiency in affordable housing (which is also indicated by the lack of young adults as noted above). Currently, most affordable housing provided in the County is through mobile homes. There may very well be a market for smaller lot housing and apartments for those with lower salaries, young people just starting out, and the elderly on fixed incomes.

- Commuting patterns show that much of the County's workforce commutes out of the County to work. Due to the location choices of these commuters in Franklin County, most purchase gasoline and other household items outside of the County, contributing little to the tax base other than property tax and yet significantly impacting the finances of the County through requirements for public services and the repair of County roadways.

- Census figures reflect that the County is attractive to families and that many of the single people living in the County are also elderly. These figures indicate a need for a variety of housing options as families and elderly singles have very different housing needs.

- The economy in Franklin County is very diverse, with the service and retail sectors providing the highest number of jobs. A nationwide decline in manufacturing does not appear to have affected Franklin County. Agriculture continues to be the County's third largest employer and should be considered a vital part of Franklin County's economy.

- Unemployment in Franklin County is very low. Jobs appear to be plentiful throughout the region. This may discourage new employers due to a perceived lack of a workforce. However, there remain great possibilities to increase employment in the County and to reduce the need for Franklin County residents to commute. New employment should especially be considered in the manufacturing industry where salaries are considerably higher than the service and retail industries.

CHAPTER 3: EXISTING LAND USE

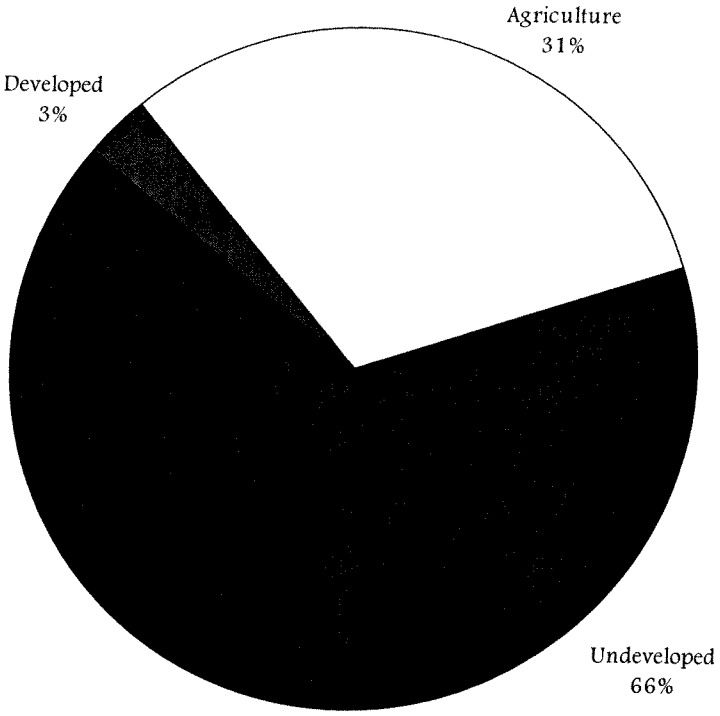
LAND USE COMPOSITION

The existing land use survey of Franklin County was conducted through the use of aerial photography with verification through "windshield" surveys (driving through the County to check for accuracy). The different uses of land were divided into the following categories:

- Residential
- Commercial
- Public/Semi Public[1]
- Mining/Quarrying
- Industrial
- Recreational
- Agriculture
- Natural Areas (includes water)

The land use was digitized off of the aerial photographs into a geographic information system (GIS) where calculations could be made to determine the total acreage of each land use category throughout the County. Those ratios then became the basis for projecting future growth.

FIGURE 3.1: DEVELOPED VS. UNDEVELOPED LAND



Despite the recent growth trend, Franklin County is still a predominately rural County. Sixty-six (66) percent of the County's approximately 253 square mile area is undeveloped and primarily either wooded or under water. Another 31 percent of the County is agricultural, and only 3 percent of the County is currently developed.

Of the developed land in the County, nearly one-third of it (72 percent) is residential. Recreational uses, including campgrounds, comprise an additional 14 percent of the land area; and the remaining 14 percent consists of commercial (4 percent), public and semi-public (5 percent), mining and quarrying (2 percent), and industry (3 percent).

It is not unusual for a rural county to have such a low percentage of its land area consumed by commercial and industrial uses. Low population numbers and a high percentage of the county engaged in agricultural production produce little demand for business growth. However, Franklin County has grown and now has a large commuting population. Because of the implications of this commuting pattern on the County's tax base, Franklin County is seeking to alter its ratio of residential to business land uses in the future.

[1] Public/Semi Public lands include the following: educational facilities, governmental and community service facilities, utilities, cemeteries, religious organizations, and the like.

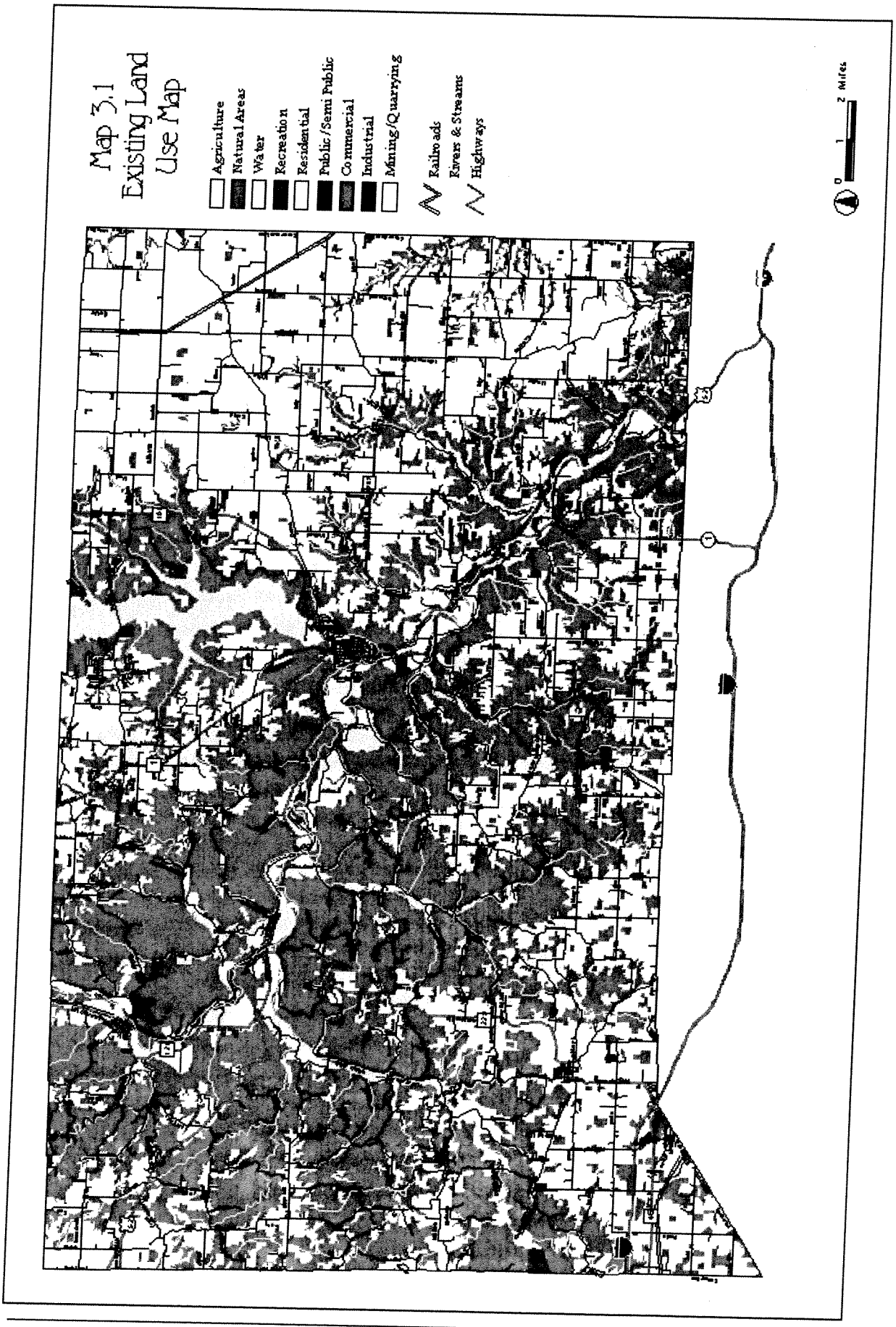
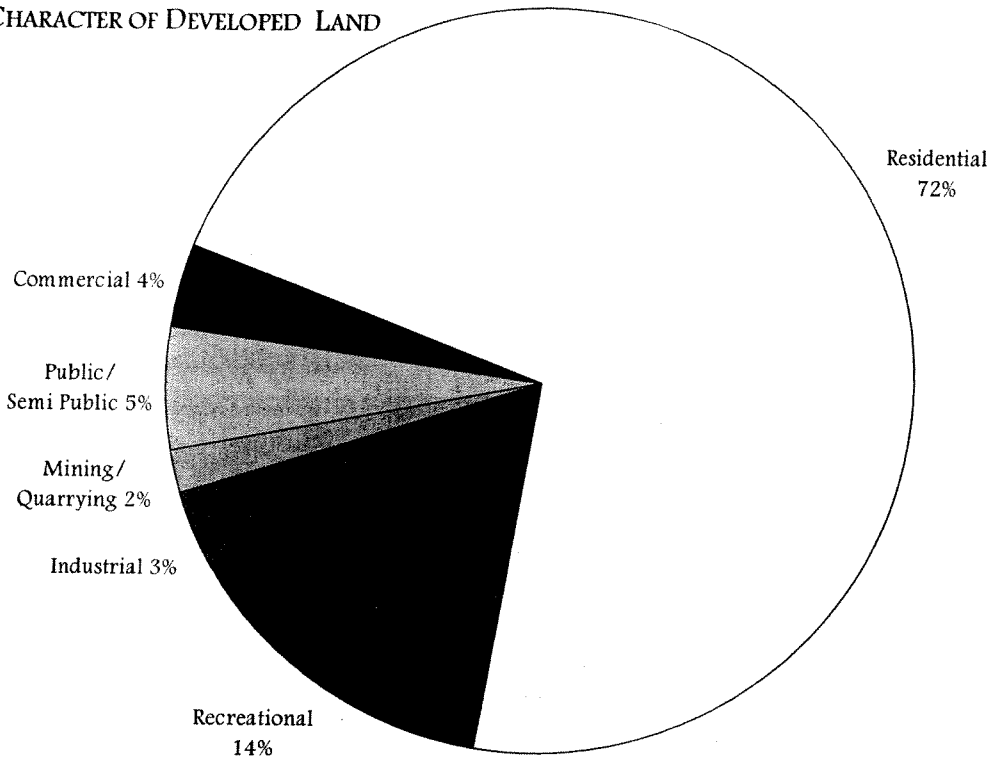

Map 3.1
Existing Land
Use Map
Agriculture
Natural Areas
Water
Recreation
Residential
Public/Semi Public
Commercial
Industrial
Mining/Quarrying
Railroads
Rivers & Streams
Highways
0
1
2 Miles

FIGURE 3.2: CHARACTER OF DEVELOPED LAND



WATER AND WETLANDS

Water is a community's lifeblood. It nourishes people and animals; it makes plants flourish; and it even provides a source of recreation. Yet, water can be a destructive force in the form of flooding and erosion. This section details the County's water features and their implications for future land use planning. These features, including rivers, streams, lakes, floodplains, and wetlands are shown on Map 2: Water Features.

Watershed

A watershed is defined as "the area of land that catches rain and snow and drains or seeps into a marsh, stream, river, lake or groundwater."[2] Franklin County crosses three watersheds but lies primarily within the Whitewater Watershed. Thus, most of the County is drained by the Whitewater River. However, run-off in southwestern Ray Township flows south to Laugherty Creek while parts of Bath, Springfield, and Whitewater Townships flow east to Indian Creek.[3]

Because much of the County is located within the Whitewater Watershed, it is this watershed that provides much of the County's drinking water. Batesville, Brookville, Oldenburg, and Franklin County Water all obtain their drinking water from wells within an area that drains to the Whitewater River. Therefore, to protect the drinking supply, it is important to protect the County's streams from pollution and erosion.

[2] United States Environmental Protection Agency (EPA) *Watershed Profile* (www.epa.gov/ surf3/ hucs/ 05080003)

[3] EcoIndiana *Franklin County* (www2.inetdirectn.et/~ecoindy/counties/fran.html)

The Brookville Reservoir

The Brookville Reservoir was constructed between 1965 and 1974 by the Louisville District of the U.S. Army Corps of Engineers to control flooding in the Whitewater River Valley and to reduce the flood flows to the Ohio River. The dam creating the reservoir is 181 feet in height and sits approximately 1.5 miles north of Brookville. The reservoir stretches north into Union County and provides many recreational opportunities to the entire region.

Floodplains

A total of 17,518 acres, or 27 square miles, of Franklin County lies within the 100 year floodplain. The 100 year floodplain, also known as the regulatory floodplain, refers to an area that has a 1 percent probability of being flooded in a given year. In other words, based on probability, these areas should flood once every 100 years. Most of the County's floodplains are along the County's largest river, the Whitewater River. Laurel, Brookville, and Cedar Grove all lie along this river and have areas that lie within the floodplain. While the floodplain areas of other County rivers and streams are not as large as those along the Whitewater River, floodplains can be found along the following water bodies:

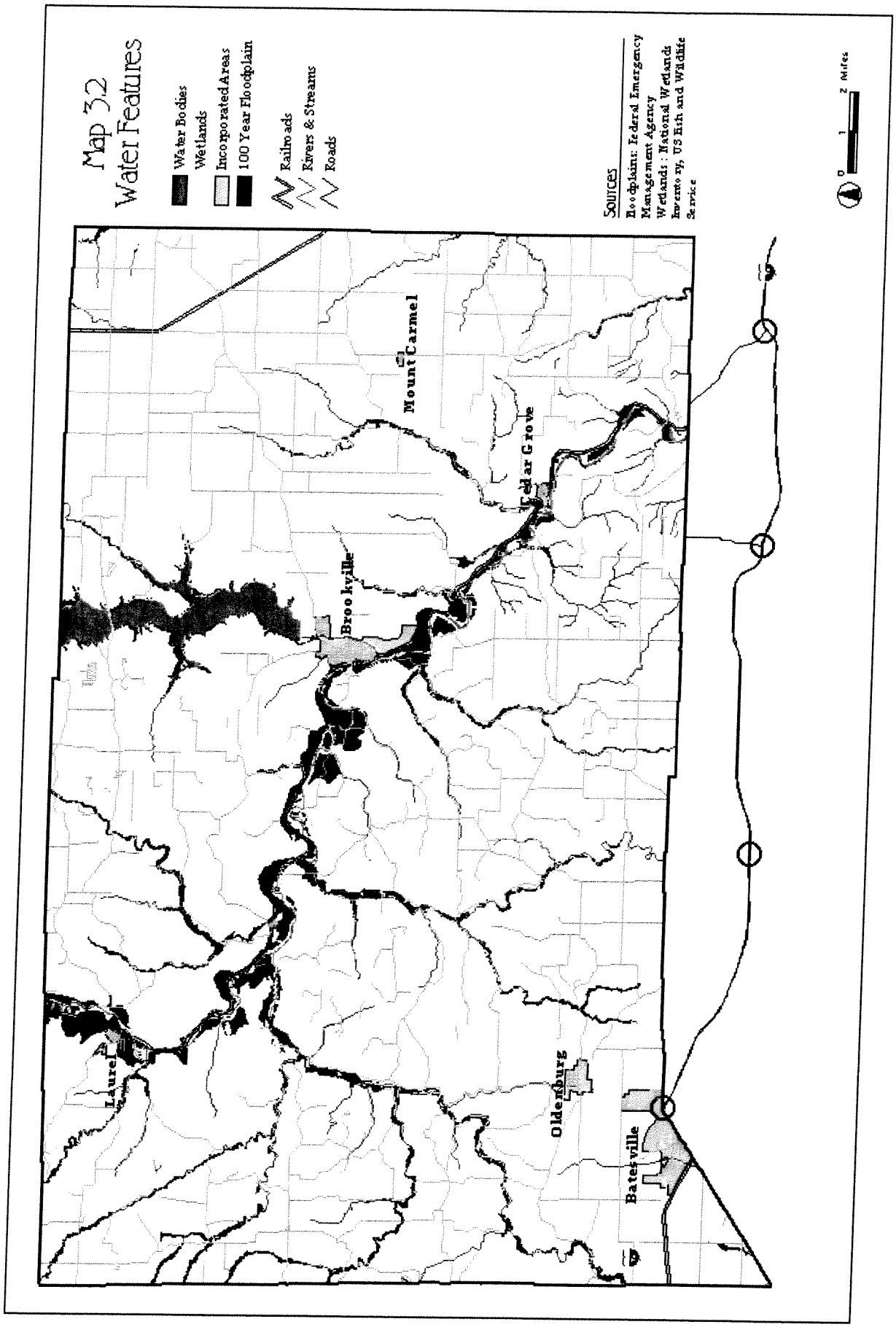
- Duck Creek
- Little Duck Creek
- Sanes Creek
- Salt Creek (and Bull Fork)
- Little Salt Creek
- Pipe Creek (and Clear Fork)
- Big Cedar Creek
- Little Cedar Creek
- Richland Creek
- Johnson Fork.

While flooding may occur in these areas only rarely, it is not recommended that areas designated as floodplains be used for development. These areas are generally good for farming, provided they are not flooded often, and they also provide opportunities for recreational uses that will not be severely damaged by an occasional flood.

Wetlands

Within Franklin County, there are approximately 7,000 acres of land that have been classified as wetlands by the National Wetlands Inventory conducted by the United States Fish and Wildlife Service. Wetlands are areas that are saturated by water enough of the year to support a particular kind of vegetation that is adapted for growth in saturated soils. Wetlands are common in floodplains along rivers and streams, in depressions and low areas, and on the margins of lakes and ponds. Many wetlands are seasonal and are dry one or more seasons of the year.

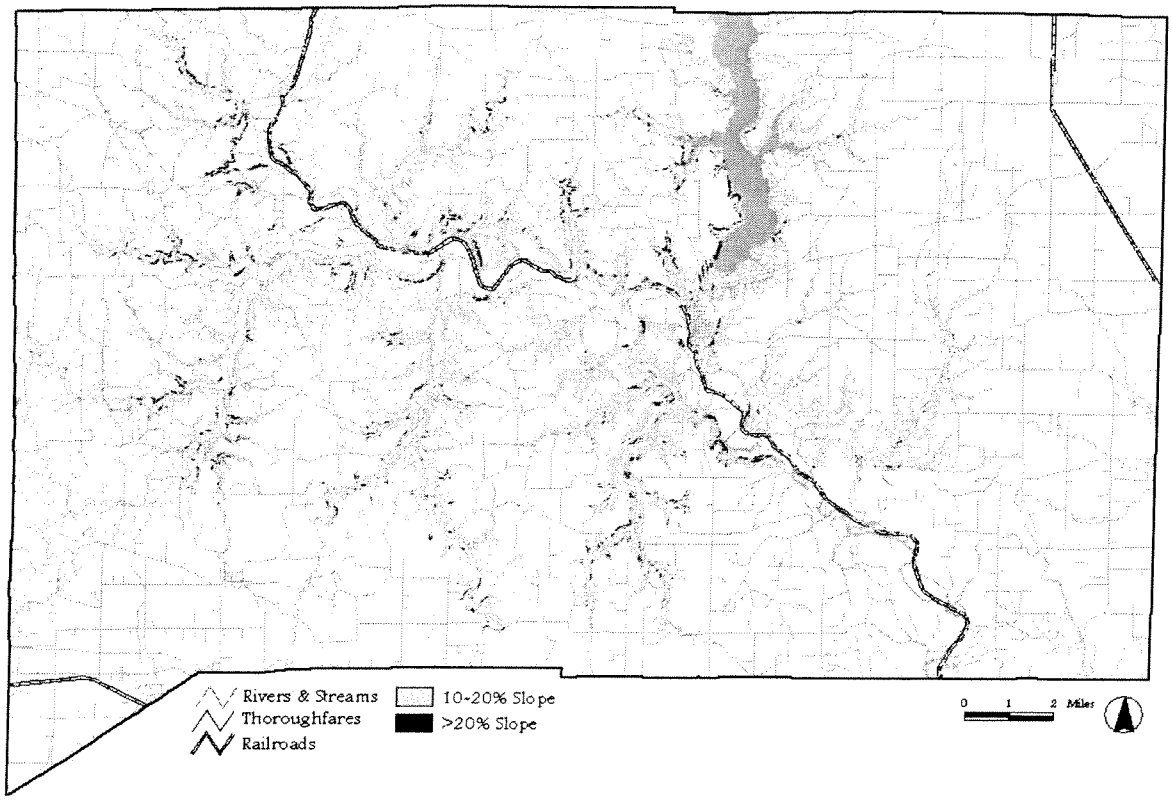
Wetlands provide many valuable benefits for the environment and for the residents of Franklin County. Wetlands are home to many diverse creatures, including many endangered species, and seasonal wetlands provide seasonal habitats and breeding areas for certain species. Wetlands also provide recreational areas for hiking, boating, bird watching, and fishing. Finally, wetlands greatly influence the flow and quality of water in the County. Wetlands act like natural sponges, storing water and slowly releasing it. This lowers flood height, reduces the erosive potential of run-off, and cleans the water before it reaches streams and groundwater. Finally, in rapidly growing areas, such as around Batesville, Brookville, and the southeast corner of the County, the retention of the natural wetlands can help control the increase in rate and volume of run-off caused by new construction.


Map 3.2
Water Features
Water Bodies
Wetlands
Incorporated Areas
100 Year Floodplain
Railroads
Rivers & Streams
Roads
Sources
Floodplains: Federal Emergency Management Agency
Wetlands: National Wetlands Inventory, US Fish and Wildlife Service
0
1
2 Miles
Mount Carmel
Cedar Grove
Brookville
Laurel
Oldenburg
Batesville

PHYSICAL GEOGRAPHY

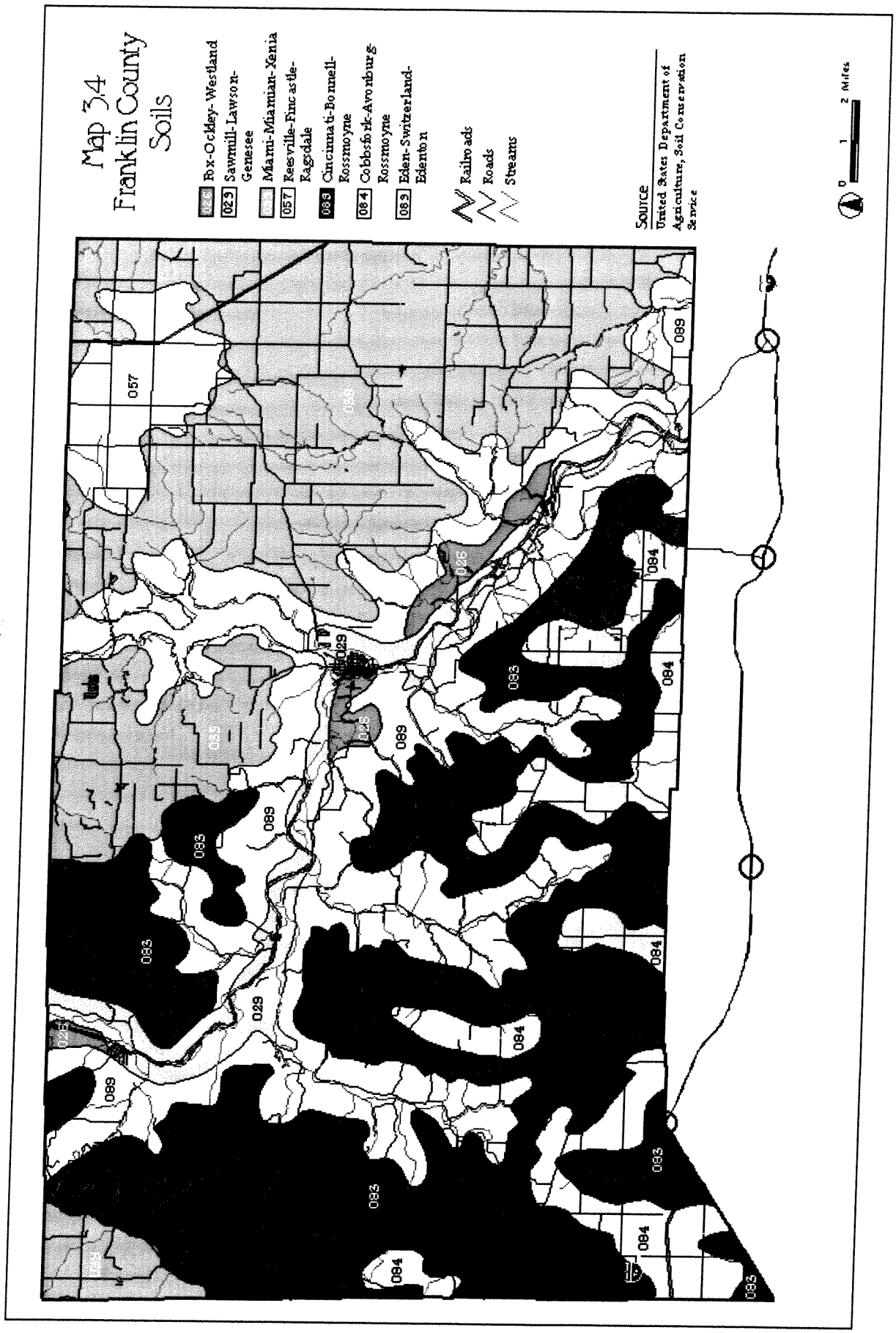
The physical geography of Franklin County is quite diverse, from the flat, agricultural areas in the northeast to the steep hills and valleys of the Whitewater River basin. In general, Franklin County is characterized by its rolling hills and winding streams. These hills and streams create spectacular views as the land of the County climbs from 525 feet above sea level (along the Whitewater River in the southeast corner of the County) to its highest elevation at 1,040 feet near Blooming Grove.

MAP 3.3: STEEPLY SLOPED HILLSIDES



These changes in elevation also indicate changes in soil types and the productivity and usability of the land. The Whitewater River flows from northwest to southeast through the County creating 300 foot differences in height from ridge crest to valley floor. Within these valleys, the soils are characterized by gravel, sand, silt, and clay. Many of the steeper areas have outcroppings of rock and experience erosion because of the incline. Other portions of the County where the hills are more rolling, soils lend themselves to large agricultural production. And while few soils in Franklin County are well suited for residential development, thousands have taken advantage of the scenic characteristics of the County and have adapted to the poorly drained soils.

The following soils map is a general representation of the soil survey conducted by the United States Department of Agriculture, Soil Conservation Service. This general map combines soil types of similar characteristics into larger, generalized areas. It does not show small areas of contrasting soils and does not eliminate the need for on-site soil sampling and testing or the detailed study of specific sites for intensive uses. This map


Map 3.4
Franklin County
Soils
Bx-Ockley-Westland
029 Sawmill-Lawson-Genesee
Miami-Miamian-Xenia
057 Keesville-Fincastle-Ragsdale
083 Cincinnati-Bonnell-Rossmoyne
084 Cobbsfork-Avonburg-Rossmoyne
089 Eden-Switzerland-Edenton
Railroads
Roads
Streams
Source
United States Department of Agriculture, Soil Conservation Service
0
1
2 Miles

is to be used for planning purposes only. The paragraphs that follow describe the general soil characteristics present in Franklin County. The number preceding the soil type is referenced to Map 4: Franklin County Soils.

026 Fox - Ockley - Westand

These silt and loam soils are abundant with sand and gravel. Where they are located out of the floodplain, they are not likely to experience flooding or pooling because they are well drained. These areas are considered prime farmland and are excellent for residential uses. Fox and Ockley soils have good load bearing capacity which makes them appropriate for commercial and industrial development; and sand and gravel may be extracted from these areas.

029 Sawmill - Lawson - Genesee

These soils are primarily located in the floodplains of Franklin County. They are poorly drained and prone to frequent flooding. Where they can be protected from flooding and properly drained, they make good farmland. However, they have poor load bearing capacities for buildings, and their poor drainage is not conducive to septic systems. Pockets of sand and gravel may be sufficient enough in some areas along the Whitewater River to justify extraction.

039 Miami - Miamian - Xenia

These soils cover the northeast, southeast, and north central portions of Franklin County. They vary in how well they drain, but all are prime farming soils when tile is installed for proper drainage. The upland area of Springfield Township has some of the best soil in the County for agriculture, and this area is well drained. These soils do not have high load bearing capacities which are necessary for intensive commercial and industrial development. Where these soils are present on steep slopes, they are productive and well drained but subject to erosion. These steeply sloped areas are best suited for livestock.

057 Reesville - Fincastle - Ragsdale

These soil types are present in Franklin County only in the northeast corner. They are somewhat poorly drained soils, but are prime farmland where proper drainage can be accommodated.

083 Cincinnati - Bonnell - Rossmoyne

These soils dominate the western and south central portions of the County. These soils are well drained and are prime farmland. However, many of these areas are steeply sloped and suffer from erosion. These areas are best for farming where erosion is not a threat, and they are well suited to forestry, as trees will thrive in these soils. Steep slopes should be kept in permanent vegetation to protect the streams from the effects of eroded soils.

084 Cobbsfork - Avonburg C - Rossmoyne

These pockets of soil throughout the western and south central portions of the County are very poorly drained. Where drainage can be facilitated, these soils do well for agriculture, but ditches rather than tiles should be used, because the silt can easily clog

drainage tiles. These areas have medium to fair load bearing capacity for buildings. However, they are not desirable for septic tanks or basements.

089 Eden - Switzerland - Edenton

These areas consist of rolling to steep land along the county's principal streams. These areas are out of the floodplain and are well drained. However, they have a high clay content giving them an inadequate moisture supply for plant support, and rock outcroppings are common. These soils are the only soils in the County that are not prime farmland areas. However, because they are well drained, they are suited for septic tanks. Further, patches of soils in these areas may be of the Martinsville, Ockley, and Fox type which are good load bearing soils, suitable for commercial and industrial development.

Soils Summary

Franklin County is abundant in soils that are considered prime farmland. In fact, all but the Eden-Switzerland-Edenton soils are well suited for agriculture when they are properly drained and are not located on steep slopes which are subject to erosion. Therefore, when drainage can be accommodated, the soils of Franklin County are highly productive.

Unfortunately, this poor drainage is not suitable for septic systems, the primary sewage treatment option for rural housing. Just as farmers must work with the land to make it suitable for growing crops, Franklin County will constantly struggle to provide sewage treatment in spite of the poor soil conditions. This leads to an urgency to extend sewers as far as possible, to develop policies that encourage development in areas where sewers are provided or where the soils are more conducive to septic systems, and to explore and promote alternative methods of sewage treatment.

Finally, in many of the steeply sloped areas of the County, erosion can become a threat to the stability of the hillsides and to the clarity of the County's streams. Therefore, maintaining vegetation on the County's hillsides serves a dual purpose: protecting the County's rural character and protecting the stability of a volatile environment.

AGRICULTURE

According to the existing land use study, approximately 31 percent of the County's land area is agricultural. Therefore, farming plays a significant role in the County's character and economy. However, as the United States Agricultural Census shows, the size of the agricultural community has been steadily decreasing over the later half of the 20th Century.

From 1992 to 1997 (the two most recent agricultural census years), the amount of land in farms decreased from 148,662 acres to 138,635 acres for a loss of approximately 10,000 acres, or 7 percent of the County's farmland. Likewise, the number of people who call themselves farmers has also decreased. In the 1997 Agricultural Census, 335 people in Franklin County declared their profession to be farming, a 17 percent decrease from 1992, and a 39 percent decrease in the number of self-professed farmers nearly twenty years earlier (1978). Yet, while the number of farms and the number of farmers decreased, the average size of the farms in Franklin County increased by 2

percent between 1992 and 1997. Statistics show a decline of 7 percent in the number of small farms (less than 50 acres) between 1992 and 1997, while the largest farms (more than 1,000 acres) increased in number from eight (8) in 1992 to thirteen (13) in 1997. That is a significant change for farms of such large acreage. Overall, the numbers reflect the possibility that the average farm size is increasing as the smaller farms cease to operate or are consolidated into larger operations.

Despite the growing number of larger farms, the total market value of the farm products sold in 1997 was down 10 percent from 1992. However, the drop in market value was a result in a drop in the sales of livestock, as the total value of Franklin County's crops *rose* by 9 percent. Overall, the amount of income from crops versus livestock is relatively equal, with 48 percent of the revenue coming from crops and 52 percent coming from livestock. Five years earlier, in 1992, the split was 40 percent crops to 60 percent livestock.

FIGURE 3.3: HISTORIC CHANGES IN AGRICULTURE

	Land in Farms (acres)	Number of Farmers	Avg Size of Farms (acres)	Market Value		
				Crops	Livestock	Land (per acre)
1978	168,030	1032	163	$9,004,000	$15,635,000	$1,263
1982	169,981	1043	163	$1,2720,000	$18,484,000	$1,453
1987	160,889	921	175	$11,101,000	$22,633,000	$1,034
1992	148,662	849	175	$13,764,000	$20,876,000	$1,356
1997	138,635	776	179	$15,033,000	$16,204,000	$2,085

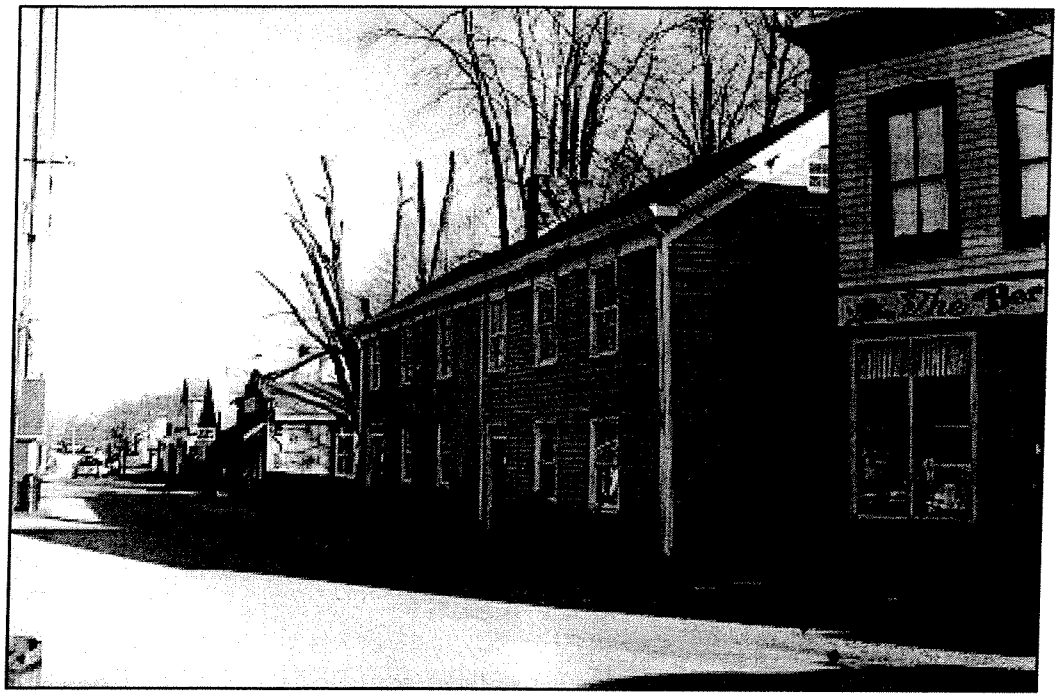
Finally, Franklin County has seen an increase in the average market value for its farmland. In 1992, the average value was $1,356 per acre. By 1997, that value had risen to $2,058 per acre, a 54 percent rise in only five years. Considering the recent demand for residential land in Franklin County, it is no surprise that the competition in the real estate market has driven up prices so quickly.

While recent years have shown some decrease in the predominance of farming in Franklin County, farmland remains as a valuable commodity, both in terms of character and as a productive sector of the economy. The decrease in the number of smaller farms, as well as the slight drop in the value of livestock, elude to a need to conserve large tracks of valuable cropland in order to keep farming a viable, profitable sector of Franklin County's economy; and perhaps just as importantly, to preserve the County's rural character.

HISTORICAL STRUCTURES

Franklin County was one of the first areas within the State of Indiana open for settlement, and as a result, the County has an abundance of historically significant architecture. Franklin County's cities and towns, in particular, are virtual museums documenting earlier times. For example, of the 600 structures within the historic boundaries of Brookville, nearly 75 percent are pre-1900 vintage.

While the closing of the Brookville land office in 1825 brought economic decline, the County once again prospered with the development of the Whitewater Canal. The canal left an unmistakable mark on Franklin County, substantially influencing the County's development and even the appearance of some of the County's communities. In Laurel, commercial buildings along Pearl Street all have rear access so that they could receive shipments via the canal, and the Whitehall Tavern on Franklin Street was built with its front facing the canal. Just outside of Laurel, the 1836 feeder dam still operates to supply the canal with water. Metamora thrived from the commerce brought by the canal, and due to the contributions of the Indiana Department of Natural Resources, a 15 mile stretch of canal, the Duck Creek Aqueduct, and the Millville Locks ensure that the importance of the Canal Era in Franklin County will not be forgotten.



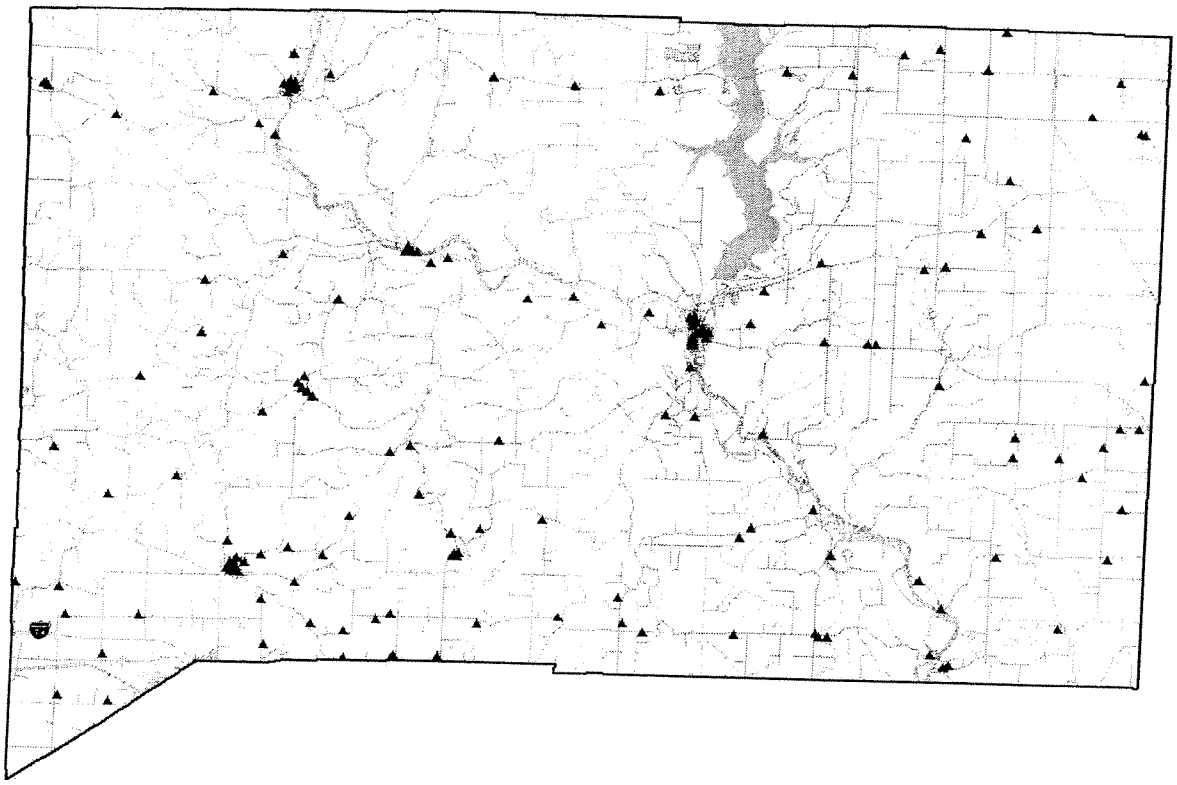
MARTINDALE HOTEL, C.1838-1870, METAMORA, INDIANA

Portraying a different side of Franklin County's rich history, the Town of Oldenburg has a distinctive number of historic structures which have been wonderfully preserved, lending a unique historic, German character to the entire Town. Like the religious buildings, many of the secular structures were constructed of bricks, most of which were mixed and fired locally on a farm south of Town.

Yet, more than just the existing Cities and Towns contain glimpses of an era gone by. Historic structures throughout the County have been preserved, remodeled, and reused throughout the past decades and centuries. Many of these structures serve as the only reminder that today's Country crossroads were once thriving, small communities. For example, at the corner of State Route 229 and Walnut Forks and Beacon Roads, a number of old limestone structures mark the location of Peppertown; and the scattered historic structures around the intersection of Oxford Pike and Lee Road are all that remains of the small trading hamlet of Mixerville.

In 1978, the Indiana Department of Natural Resources, Division of Historic Preservation, with assistance from the State Historic Preservation Officer and the Historic Landmarks Foundation of Indiana, published the Franklin County Interim Report of the Indiana Historic Sites and Structures Inventory. The inventory catalogues properties in the County built prior to 1940 which are associated with significant individuals, are notable examples of architectural styles, or which contribute to an understanding of historical places or events. Properties were designated as outstanding, notable, contributing, reference and non-contributing. Only properties designated as outstanding or notable meet the criteria for either the National or State Historic Registers. The following map depicts those structures in Franklin County which were designated as outstanding by the inventory. Although many more historically significant structures exist throughout the county, those depicted on the map were determined by the inventory to possess outstanding significance on the national, state, or local level for history, architecture, environment and/or integrity.

MAP 3.5: FRANKLIN COUNTY HISTORIC STRUCTURES



Like the environmental features described throughout this Chapter, Franklin County's historic structures have a value worth preserving as the County further develops. Although historic buildings and sites do not provide ecological or environmental benefits, they do help to preserve the distinct character of the County, and they remind residents of their common history. These buildings and the people who made their lives in and around them helped to make Franklin County what it is today. These structures are their legacy, and with proper preservation, they can maintain that link with the past for many generations to come.

CHAPTER 4: PROJECTIONS

INTRODUCTION

Managing future growth and development requires an understanding of just how much future growth and development to expect. While economic conditions, changes in personal living preferences, and other variables will ultimately influence the amount of development that Franklin County will receive by the year 2025, the prevailing trends can give a good estimate of what can be expected. These projections for population and employment growth and the amount of land that growth will likely consume will form the basis for the future land use, transportation, and community facility plans.

POPULATION PROJECTIONS

There are several methods available for projecting future growth. No one technique is guaranteed to be any more accurate than another, so five methods were employed to forecast possible future growth scenarios for Franklin County.

1. Population Trends: This line assumes that Franklin County will continue to grow at approximately the same rate it has grown over the past decade (approximately 1.37% per year).

2. Computer Modeling: Computer models also use past population trends, but they account for the fluctuations in the growth rate. Two different computer modeling techniques were used. The high projection uses the change in population in Franklin County from 1990 to 2000 and projects the population exponentially. The low projection uses the population from 1995 to 2000 and projects it linearly. The use of two different starting dates reflects the possibility of the county growing as fast as it has in the past five years, or at a slightly slower rate, reflected over the entire decade.

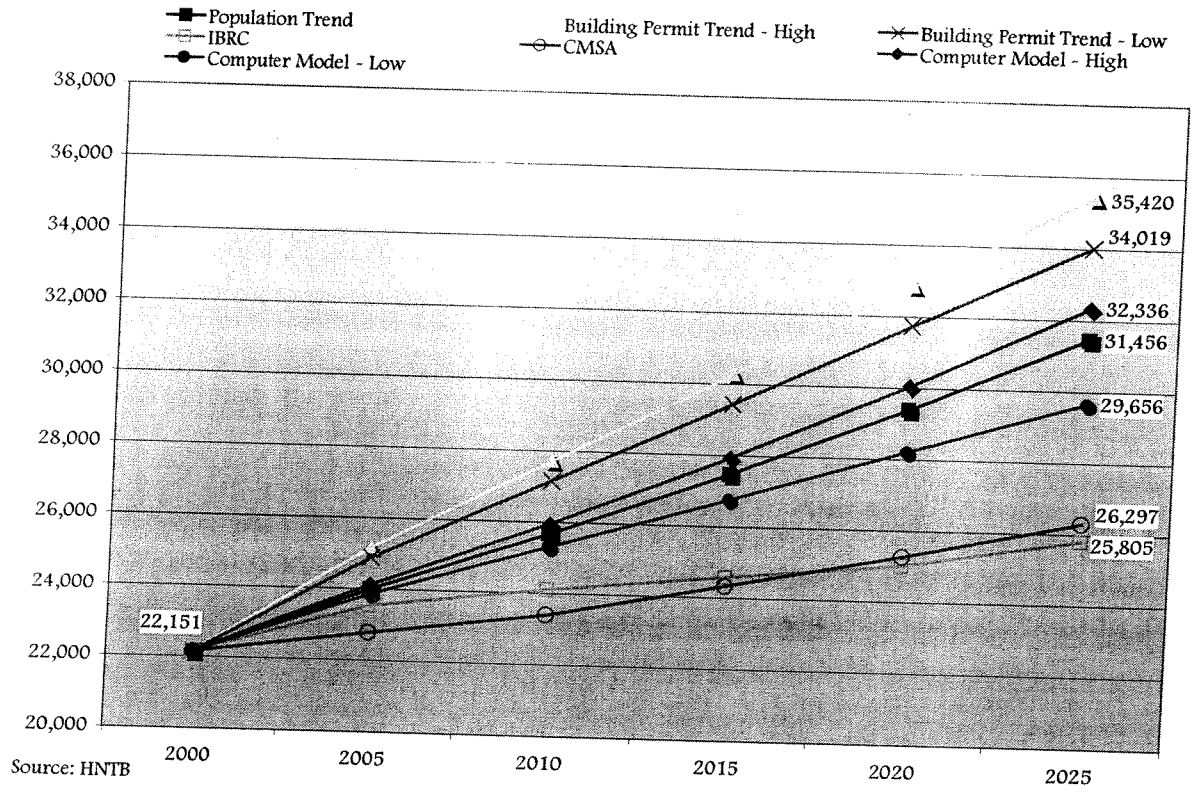
3. Building Permit Trends: Again, two building permit trends are shown, one which projects the average rate of building since 1990 and one which projects the average rate of building since 1995. Building permit trend projections are generally the highest projections for several reasons. First, some of the permits issued are for persons already living in the County and building a new home. Others may never build after receiving the permit. Finally, these projections include mobile and manufactured housing which may be replaced more frequently than traditional housing.

4. CMSA (Cincinnati Metropolitan Statistical Area): The CMSA projection assumes that Franklin County's growth is a result of the growth of the Cincinnati region and that the County will grow as the region continues to grow. It also assumes that as people move away from Cincinnati and into rural areas, Franklin County will receive an increasingly larger share of that population. The projections are derived from the projections for the CMSA done by the Hamilton County Regional Planning Commission and Rural Zoning Commission.

5. IBRC (Indiana Business Research Center): The IBRC is seen as an expert in Indiana for population statistics. Their projections are based on the US Census Bureau projections for the State of Indiana. The IBRC figures are generally very conservative and are therefore the lowest of the projections.

The "high building permit trend" forecast produced the highest future population. According to this projection, by the year 2025, Franklin County can expect a population of approximately 35,420 people, a 60 percent increase from the year 2000 population of 22,151. Because it is generally better to plan for more population growth than may actually occur than to be conservative and not plan for enough growth, the Franklin County Steering Committee chose this high growth projection as the basis for the recommendations of this plan.

FIGURE 4.1: POPULATION PROJECTIONS



Source: HNTB

HOUSING PROJECTIONS

From a land use planning perspective, absolute increased population is less meaningful than the impact of population change upon housing development, demand for retail goods and public services and land consumption. Therefore, forecasts of population are used to establish a growth rate that in turn is used to allocate housing units and determine the amount of land needed to support those housing units.

In order to project the amount of land required to house the future population, the following formula is used:

POPULATION GROWTH / PERSONS PER HOUSEHOLD X AVERAGE HOUSING DENSITY

Therefore, if the future population will be 35,420, and the existing population is 22,151, Franklin County can expect 13,269 additional people by the year 2025.

In order to complete the first step of the equation, a future "persons per household" figure is required. According to the United States Census Bureau, the average persons per household will continue to decline until it reaches approximately 2.53 by the year 2010. Franklin County's average persons per household has always been slightly higher than the national average. In 1990, the persons per household figure for Franklin County was 2.95, while the National Average was 2.61. If Franklin County continues to have an average persons per household figure approximately 13 percent higher than the national average, the number of persons per household for Franklin County in 2025 will be approximately 2.66. Therefore, if the average household size in 2025 is 2.66, the 13,269 additional people will live in approximately 4,988 homes.

Finally, assuming that the average housing density permitted in Franklin County is one dwelling unit per one acre of land, those 4,988 homes will require 4,988 acres of land. While housing densities will vary across the County, a one dwelling unit per acre density was used as an average and for ease in calculations.

In summary, by the year 2025, Franklin County can expect an additional 13,269 people. Those people will require approximately 4,988 acres of land on which to build their homes. Therefore, Franklin County can expect to see nearly 5,000 acres of land converted from farmland or wooded areas to residential development. While this number seems large, in context, 5,000 acres is equal to 7.8 square miles, or 2 percent of the County's total land area.

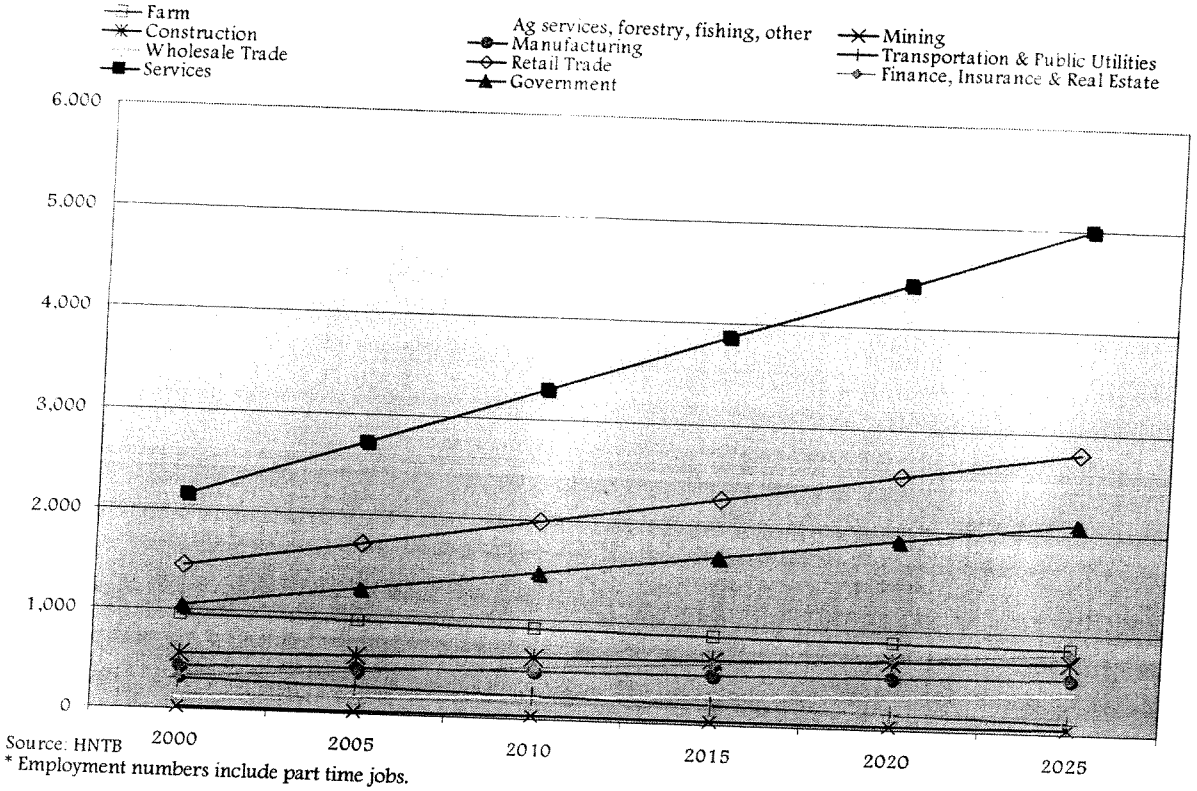
EMPLOYMENT PROJECTIONS

Future employment and the land new commercial and industrial buildings will require is computed in a similar way to calculating future housing needs. The existing growth trends of different industries are projected into the future, assuming they will continue to grow at approximately the same rate at which they have recently grown. The result is a projection of the number of jobs that can be expected to be provided by each industrial sector in the year 2025.

Next, existing land use trends are used to project the amount of land needed to accommodate new employment growth. The following generalizations are made when making these projections:

- retail, services, and finance, insurance and real estate uses are expected to occupy commercial buildings;
- manufacturing and wholesale are expected to occupy industrial buildings;
- government and transportation, communication and utilities are expected to occupy buildings classified on the land use map as public/semi-public; and
- farming, agricultural services (including forestry and fishing), mining, and construction do not generally require large buildings or infrastructure improvements.

FIGURE 4.2: EMPLOYMENT PROJECTIONS



Source: HNTB
* Employment numbers include part time jobs.

Because it is known how many jobs there are in each sector today and how much land those businesses are using, the existing employee to developed land ratio can be used to determine how much land will be necessary in the future. The following figures were used to determine the amount of land needed for future commercial and industrial development.

FIGURE 4.3: LAND AREA DEMAND BY LAND USE TYPE

Number of Jobs		Projected Employees (2025)	Employees per Acre	Acreage Required (2025)
Commercial	Retail	2,798	13.79	623.6
	Services	5,000		
	FIRE[1]	803		
Industrial	Manufacturing	550	2.98	238.9
	Wholesale	163		
Public/Semi-Public	Government	2,100	3.48	636.7
	TCU[2]	117		
Other	Farm	850	NA	NA
	Agriculture Services[3]	398		
	Mining	49		
	Construction	713		

[1] FIRE: Finance, Insurance and Real Estate
[2] TCU: Transportation, Communication and Utilities
[3] Agriculture Services includes forestry and fishing

Commercial Land Uses

Commercial land uses include retail (i.e. grocery stores, clothing stores), services (i.e. restaurants, day care, doctors' offices), and finance, insurance and real estate offices. As was noted in Chapter 2, the service industry is the fastest growing sector of Franklin County's economy. This trend is projected to continue to 2025, resulting in an additional 2,845 service industry jobs.

Retail is the second fastest growing sector of the economy. The expansion of retail development in Franklin County over the next 24 years is expected to provide an additional 1,357 jobs.

Finance, insurance and real estate, while a smaller sector of the overall Franklin County economy, is projected to grow by 140 percent. This sector is expected by provide a total of 468 new employees by the year 2025.

Each of these three sectors of the economy generally use commercial style buildings for their operations. If commercial building styles do not substantially change by the year 2025, these additional 4,670 commercial jobs will require an additional 339 acres of land. Much of this acreage will be provided within the existing city and town limits. However, many large scale new developments are likely to seek larger tracts of land in the County.

Because these projections are based on the circumstances present in the year 2001, County policy or a change in the buying habits of Franklin County residents could influence the figures listed above. Currently, many Franklin County residents obtain retail goods and services outside of the County near their place of work or along their commute. However, Franklin County has discussed as part of this planning process promoting further economic development. If successful, the result would be more jobs within Franklin County. A decrease in the percentage of people leaving the County for work and/or an increase in the number of people working in Franklin County and living elsewhere could influence buying decisions and cause more retail and service purchases to occur with in the County, thus creating a need for even more commercial land than is provided for above.

Industrial Land Uses

Manufacturing operations and wholesale trade are classified as industrial land uses. The manufacturing sector of Franklin County's economy has shown only minimal growth over the past decade. Therefore, the projections to the year 2025 are conservative, forecasting an additional 112 employees. Wholesale trade also shows low growth, adding only 7 employees by the year 2025, making it the third smallest sector of the County's economy.

One of the goals of the Comprehensive Plan is to stimulate economic development in Franklin County, and manufacturing and wholesale uses are among those that the County whishes to attract. Such uses would increase the tax base, provide local jobs, and potentially attract more commercial spending by employees who live in other counties. Therefore, the land requirements for industrial uses may be too conservative for the County's goals, and more land should be provided.

Furthermore, industrial uses require very specific land characteristics upon which other uses are not as dependent. Industrial development requires access to transportation (interstate and/or railroad), large tracts of flat land, and water and sewer. While other land uses do not generally require all of these characteristics, they are attracted by them, resulting in a competition by industrial, commercial, and residential development for limited industrially suited land. Therefore, regardless of what is projected, it is recommended that Franklin County designate as much industrially suited land as possible for industrial development in order to preserve it for use in the next 24 years and beyond. Otherwise, this land may be consumed by another land use, leaving Franklin County with too little undeveloped industrial land to meet its goals.

Public/Semi-Public Land Uses

Public and semi-public uses include government operations and transportation, communication, and utility facilities. The governmental sector is projected to double in size by the year 2025. This expansion will be necessary as a result of an expanding population as more people and more tax dollars create more work for the County, City and Town governments. The transportation, communication, utility industry, however, has been slowly declining. Many of these types of jobs are provided outside of Franklin County. However, it is possible that this trend could be reversed with increased development and demand for these services.

The ratio of public/semi-public jobs to land required also factors in additional semi-public uses that have few employees such as religious facilities and cemeteries. Both will require additional land in the future as the population grows. Future semi-public uses may further include community centers as different areas of the County develop more densely into identifiable communities

Other Land Uses

The "other" category includes farming, agricultural services (including fishing and forestry), mining, and construction. These jobs generally do not result in a substantial change in the undeveloped vs. developed character of the land. Farming, fishing, and forestry are not likely to demand more land than they already consume. Mining is generally done in natural areas, and those areas are permitted to revert to some natural form once the mineral, sand, gravel or rock is extracted. Finally, the construction industry may require an occasional office or storage yard, but most construction industry employees move from place to place building the structures that will be used by another industry. Because these uses result in very little alteration to the state of development of the land, they are not given a projection for future land demanded.

SUMMARY

In summary, Franklin County can anticipate as many as 13,269 additional residents by the year 2025. Given the prevailing development trends, those residents will require approximately 5,000 acres of existing agricultural or vacant land for homesites. As the population grows, so too will employment. Franklin County can anticipate approximately 6,000 new jobs by the year 2025 if current trends continue into the future, and the County is likely to increase its economic development efforts in order to obtain an even larger share of the regional employment. New commercial and