2006 – 2026
FRANKLIN COUNTY
COMPREHENSIVE PLAN

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By Resolution # 19-37

Effective Date:
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Franklin County, Kansas

Comprehensive Land Use Plan

Adopted by the Franklin County Board of County Commissioners on August 12, 2015

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Table of Contents

Chapter 1 Introduction

Poised for Growth & Changing Countryside 5
Regional Context 6
Plan Preparation Process 7

Chapter 2 Plan Vision Statement, Goals & Objectives

Vision Statement 9
Preservation of Rural Character 9
Rural Residential Development 9
Town Growth & Development 10
Cultural, Historical, Natural Resources & Sensitive Environmental Areas 10
Promote Balanced Growth 11

Chapter 3 Land Use Plan and Development

Introduction 13
Land Use Guiding Principles 13
Land Use Plan Framework 14
Future Land Use Map 35
Rural Land Use 36
Urban Growth Areas 42
Commercial and Industrial 45
Open Space, Parks & Natural Environment 49

Chapter 4 Transportation/Circulation Element

Roads and Highways 53
Railroads 54
Ottawa Municipal Airport 55

Chapter 5 Demographics and Projections

Focus on the Heartland 59
Focus on Kansas 62
Franklin County Analysis 66
Population Projections and Forecasts 72
Conclusions 73

Chapter 6 Housing

Housing Growth 1980-2000 75
Housing Occupancy and Vacancy 77
Homeownership 78
Housing Age 79
Housing Type 79
Housing Values 81

Chapter 7 Existing Land Use

Introduction 83
Agricultural Land Use 83
Rural Residential Land Use 84
Commercial Land Use 86
Industrial Land Use 88
Public & Institutional Land Use 89

Chapter 8 Environmental Conditions

Introduction 91
Floodplains 91
Soils and Prime Farmland 91
Topography 92
Threatened & Endangered Species 92

Chapter 9 Public Facilities and Services

Rural Water Districts 95
Park & Open Space 104
Fire Protection 104
Historic Structures 105

Appendices

Appendix A: Bicycle and Pedestrian Master Plan

CHAPTER ONE

Plan Introduction

Poised for Growth & Changing Countryside

This plan addresses several important land use issues facing Franklin County and establishes a framework to guide decisions about where development should take place. Franklin County is poised for growth as the urbanization of the Kansas City metropolitan area moves to the south and west. While most of the population growth during the next twenty years is anticipated to occur in the cities or small towns in Franklin County, there is expected to be a continued desire by homeowners to build homes in the unincorporated areas of Franklin County. How county officials accommodate the demand for rural, non-farm housing with the need to protect environmental resources and agricultural production is a key concern of this plan.

The future land use plan outlines the proposed general distribution of various uses of land within the county. A set of goals, objectives, and policies to guide decision-making about future land use is presented to assist in making land use decisions by county officials.

Franklin County's unincorporated land use is primarily associated with preserving agriculture. The intent of the Franklin County Future Land Use Plan is not to regulate agricultural land uses, but to support and preserve opportunities for a sustainable farm economy, together with ensuring opportunities for industrial, commercial, and housing components of municipal economies to grow and expand.

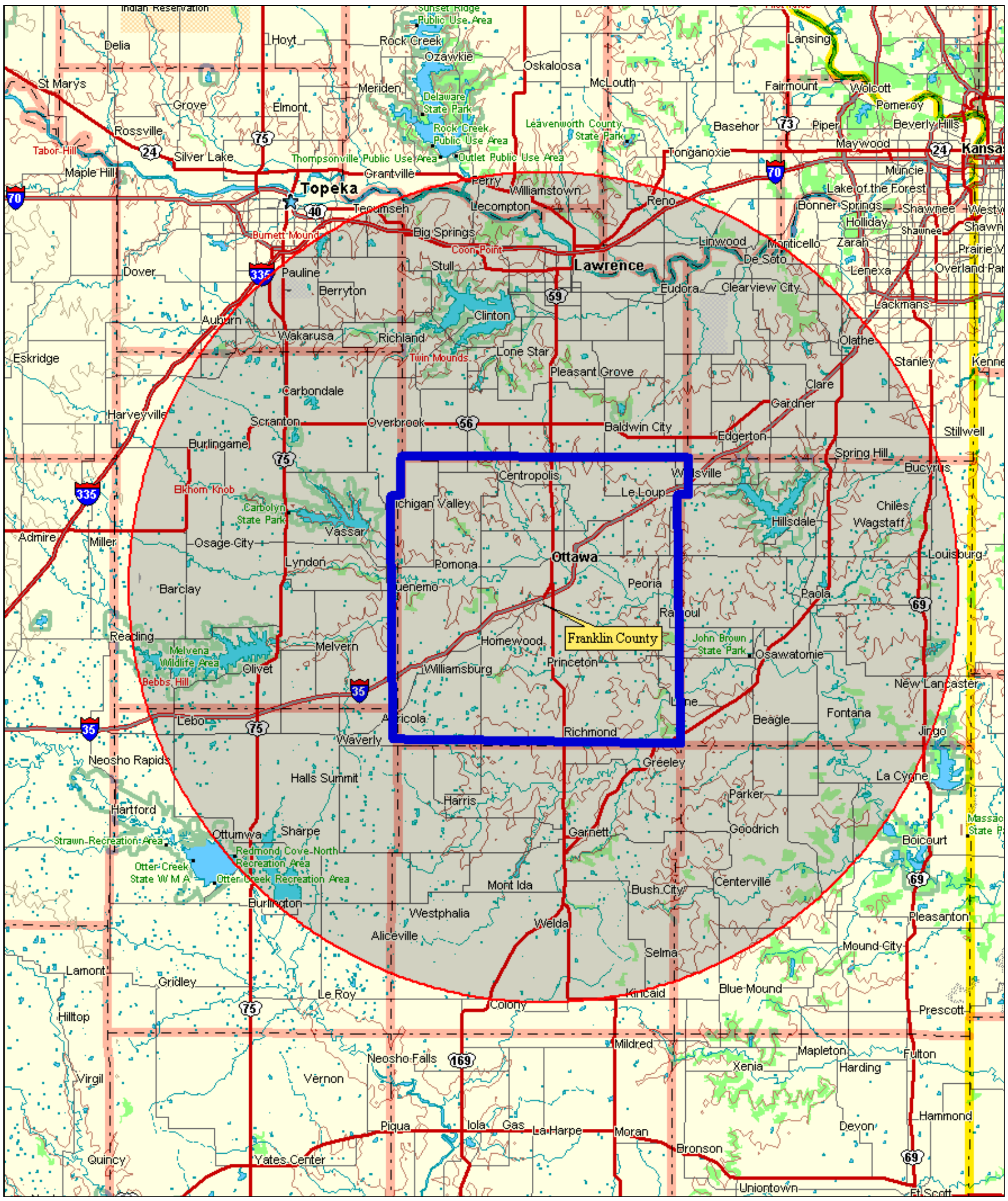
While the land use plan promotes "balanced economic growth", the goal is to create a balance between growth and natural resources protection. The heritage of Franklin County is based on stewardship of the land. Conservation principles advanced by landowners must ensure that natural resources (land, air, water, energy, and biodiversity) are available for long-term social, economic, and environmental benefits. Preservation of the environment begins with the individual; yet, government and institutions can play a key role in protecting, conserving, and restoring natural resources in the county. Conserving the county's rural areas is integral to the continuation of farming, protection of environmental quality and wildlife habitat, and maintaining a link to Franklin County's heritage.

Strong leadership is required for Franklin County to enhance its opportunities for economic development and ensure that workers and families are retained and attracted to the county. This includes partnership building with municipalities, communication and outreach between local and county government and state and federal agencies, between the public sector and private sector development community, and with citizens, civic, and environmental groups. For its part in this process of collaborative decision-making, the Franklin County Comprehensive Land Use Plan seeks to create a sustainable vision for the future and promote sensible land use.

Regional Context

Figure 1.1 shows the location of Franklin County in relationship to the cities of Topeka, Lawrence, and metropolitan Kansas City. A 35-mile radius illustrates 30-45-minute commuter distance. The map also reveals three Corps of Engineers operated reservoirs surrounding Franklin County: Hillsdale, Melvern, and Pomona.

Figure 1.1
Regional Map



Plan Preparation Process

The plan preparation process allowed for an exchange of ideas and information between county and municipal officials, and landowners. A series of four citizen input public workshops were held to allow county citizens to identify strategic issues and develop goals regarding land use within the county.

The consultant team working with county staff identified several critical land use issues facing Franklin County. The critical issues identified by the Planning Department included: 1.) preservation of agricultural lands, 2.) rural housing, and 3.) urban fringe management near cities. These three issues were developed into a series of workshop exercises designed to ascertain how county citizens viewed or thought about these three critical issues.

At each of the citizen input workshops, people attending the workshop were asked to work in small groups to discuss a series of questions designed to gain insight into the three critical issues. For each question a recording sheet was prepared to measure how individuals stood on a specific issue. The consultants used these recording sheets to summarize how workshop attendees ranked the importance or support for a particular planning strategy. A total of 117 people attended the four workshops, which was an average of 29 people at each session.

Application of Workshop Findings

The Franklin County Planning Commission believes the creation of a new plan should be a participatory process where local residents and landowners have a voice in determining the future land use of the county. As stated above, these four citizen input workshops allowed people to voice their ideas, suggestions, and opinions about agricultural preservation, rural housing, and urban fringe management.

The significance of these citizen input workshops is that they provide the Planning Commission with the wishes or desired goals as expressed by rural people in Franklin County. Obviously, the workshops offer only a small slice of public opinion on these issues. Yet, a concerted effort to involve as many people as possible in the planning and decision-making process was made by the Planning Commission. The findings outlined in this report represent the diversity of issues and opinions of workshop participants. These workshop findings offer the Planning Commission an understanding into how people in the county envision their future and what they consider important. Presented below are the key findings from the public input workshops.

Preservation of Agricultural Land and Rural Housing

- Strong support for protecting all agricultural land – tillable and grassland.
- Struggle to balance rights of individual property owners to use land the way they see fit with belief that agricultural is so valuable and so threatened that it should be protected through county land use policies. Some folks didn't want to prohibit a landowner from being able to sell their land for a rural housing subdivision, even though it resulted in loss of productive farmland and created potential impacts on nearby farming operations.

- Belief that demands of agriculture (noise, smells, slow-moving machinery on roads, etc) are often at odds with the expectations of people from more urban areas who move into rural areas.
- Concerns about safety that include a greater volume and faster moving traffic, developments that have multiple driveways entering into short stretches of county roads, ability to respond with fire and safety/police services.
- Availability of water a key consideration. Some questions about aquifers, water table. Concern that new wells not drop the water level of existing wells.
- Many felt that 10-acre home sites waste agricultural land.
- Strong support for encouraging development to be "close in" to existing cities.

Town Growth and Urban Fringe Management

- Strong support for requiring residential, commercial, and industrial development to have a connection to municipal water and sewer.
- Mixed support for allowing extraterritorial zoning.
- Mixed support for requiring tighter design standards and site evaluation.
- Support for clustering housing.
- Support for requiring developers to pave roads.

CHAPTER TWO

Vision Statement, Goals & Objectives

Vision Statement

Franklin County is a diverse community of urban and rural areas, where the demand for quality and affordable growth is met, economic development and opportunity is enhanced, rural character and agriculture as a business and way of life is supported, and all of these objectives are balanced with protecting the property rights of landowners.

Goal No. 1
Preservation of Rural Character

Preserve the rural character of the unincorporated areas of the county and promote the conservation of prime farmland for the production of food and other agricultural products.

Objectives

1.1. Limit the loss of highly productive agricultural land to non-farm development.

1.2. Support the viability of agriculture as a business and way of life.

1.3. Protect areas with prime agricultural soils as defined by the United States Department of Agriculture (USDA).

1.4. Minimize the impact of non-farm residential development on farm operations.

Goal No. 2
Rural Residential Development

Allow rural residential development in areas of the county appropriate for rural subdivisions or individual parcels, while maintaining rural character, preserving agricultural uses, and avoiding rural sprawl.

Objectives

2.1. Recognize there is a wide-range of households seeking an opportunity to live in the unincorporated areas of Franklin County.

2.2. Ensure rural residential development preserves rural character, is compatible with surrounding land uses, and minimizes infrastructure needs.

2.3. Encourage rural housing to locate where water is available from a public water source.

2.4. Encourage rural housing to locate where soil conditions are suitable for septic tanks or lagoons.

2.5. Encourage rural housing to occur in areas with limited opportunities for farming, such as poor soil conditions, wooded areas, or areas not optimal for agriculture. The general intent is to encourage housing to locate in places with slight or moderate site constraints, as opposed to building in a cultivated field or pasture.

2.6. Accommodate a variety of rural densities through clustering, design guidelines, conservation easements, and other innovative techniques.

Goal 3
Town Growth & Development

Encourage development to locate in towns which provide adequate land for anticipated urban growth.

Objectives

3.1. Support urban development within a defined "urban growth boundary" for the cities of Franklin County.

3.2. Ensure coordination with the policies or land use plan for the adjacent city.

3.3. Encourage residential subdivisions located in the "municipal growth boundary" and contiguous to the city limits be connected to municipal utilities and be annexed.

3.4. Encourage commercial and industrial development located in the "municipal growth boundary" requesting connection to municipal utilities be annexed.

3.5. Coordinate the review and approval of residential subdivision plats and commercial/industrial development in the "urban growth boundary" between the county and adjacent city.

3.6. Ensure new rural residential subdivisions in the "urban growth boundary" have direct access to a paved county road or state highway.

Goal 4
Cultural, Historical, Natural Resources & Sensitive Environmental Areas

Encourage the conservation of natural, historical and cultural resources and protection of sensitive environmental areas in the county.

Objectives

4.1. Encourage the preservation of prime farmland and promote soil conservation practices.

4.2. Promote the protection of surface and groundwater.

4.3. Promote the protection and restoration of floodplains, natural ecosystems and riparian areas.

4.4. Protect wildlife communities and their habitat.

4.5. Encourage the preservation of cultural, archeological, and historical resources.

Goal 5
Promote Balanced Growth

Promote balanced growth throughout the county by integrating new development in a way that respects the environment, supports community values, and considers the long-term sustainability of agriculture.

Objectives

5.1. Guide growth in the county in conjunction with affected local governments.

5.2. Encourage new development to respect the rural quality of life, pursuit of agriculture, and natural beauty of Franklin County.

5.3. Support a zoning scheme that accommodates a wide-range of low intensity rural housing opportunities which do not require a high level of public services and facilities:

- 10-20-acre hobby farms
- 3-5-acre individual rural home sites (sell-offs)
- Large-lot rural subdivisions.

Goal 6
Commercial Renewable Energy Systems

Evaluate and Approve Commercial Renewable Energy System developments based on the best available technology.

Objectives

6.1. Protect prime farmland by development mitigation measures that limit or reduce impacts associated with the development of Commercial Renewable Energy Systems.

6.2. Develop and implement specific rules, regulations and procedures that protect people and property from negative impacts associated with Commercial Renewable Energy Systems while providing opportunities for citizens and communities economic and individual benefits from Commercial Renewable Energy Systems.

6.3. Develop and implement specific rules, regulations and procedures that require certain minimum locational standards from the existing Cities within the County and to establish procedures for said Cities to evaluate proposed Commercial Renewable Energy Systems before development occurs.

6.4. Develop and implement specific rules, regulations and procedures that protect public properties and improvements such as airports, roads, highways and other facilities within the County from impacts associated with Commercial Renewable Energy System developments.

6.5. Continually evaluate and update rules, regulations and development procedures regarding Commercial Renewable Energy Systems based on latest technologies and changing standards and associated principles.

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CHAPTER THREE

Land Use & Development

Introduction

The land use plan for Franklin County is presented in this section. There are four complementary planning elements identified in this section to guide the future growth and development of Franklin County. The four elements consist of plan goal statements, guiding principles, land use policies, and a future land use map. Taken together, these elements are intended to guide decision-making about the land use pattern, the intensity of land development, and transportation network of Franklin County.

The land use map is designed to illustrate a generalized land use pattern. Each land use decision must be evaluated against the map, as well as the plan's goals, guiding principles, and polices. Instances may occur when a land use request (change of zoning) for a specific piece of property does not comply with the proposed land use depicted on the map, but when judged against plan goals, guiding principles, and land use policies the request is determined to be acceptable.

Land Use Guiding Principles

The overall growth guidance strategies for Franklin County are presented in the land use *guiding principles* outlined below. These planning principles express the broad thinking regarding how development should occur in the rural unincorporated areas, as well as the areas of planning influence for incorporated cities.

GUIDING PRINCIPLE 1

Provide a land use plan and growth strategy aimed at preserving natural resources, agriculture production and offering opportunities for rural housing to its citizens.

The land use plan enhances the quality of life for Franklin County by preserving farming and the rural way of life, yet also provides opportunities for non-farm, rural housing at low level intensities. Maintaining the County's rural character and agricultural land uses, while balancing the desire for rural housing, involves innovative, functional subdivision designs; integration of non-farm land uses to preserve natural features and resources; providing adequate roads, water, sanitary waste treatment, and efficient delivery of county services.

GUIDING PRINCIPLE 2

Support a healthy and sustainable county by ensuring that environmental integrity and diversity are considered in land use decisions.

The land use plan reflects the importance of maintaining and enhancing the County's natural features and resources such as agricultural lands, woodlands, creek valleys, wetlands, floodplains, riparian areas, and surface and groundwater.

GUIDING PRINCIPLE 3

Ensure that the County's infrastructure and services are maintained or expanded at a level that is realistic and affordable.

The land use plan encourages land use development that is supported by appropriate services and infrastructure that are realistic and affordable.

GUIDING PRINCIPLE 4

Create a county development pattern that supports the existing business community and promotes new business development opportunities.

A strong and diverse county economy is essential to sustain and enhance the quality of life enjoyed by Franklin County residents. The land use plan contributes to a healthy local economy by supporting existing businesses as well as providing opportunities for new commercial and industrial business development.

GUIDING PRINCIPLE 5

Create a county development pattern that supports local renewable energy systems, i.e. Commercial Wind Energy Conversion Systems and Commercial Solar Energy Systems, that could have significant value for landowners, citizens and the County economy, particularly with increased limitations on fossil and nuclear fueled energy generating systems and expanding options for locally sourced energy.

Based on the best management practices and technology, develop locational criteria for Commercial Renewable Energy Systems that protect the rural character and agricultural land use policies and objectives adopted by the County.

Land Use Plan Framework

The land use plan is the product of four public workshops, discussions with the Planning Commission, elected officials, and citizens about the desired county character. These have influenced the goals and established a basic framework for the land use plan. Below is an overview of the framework for the land use plan:

Agricultural and Rural Preservation

The preservation of Franklin County's agricultural land uses and rural way of life is a goal of this comprehensive plan. A desired outcome over the next twenty years is to minimize adverse impacts of nonagricultural development in farming areas. When extensive residential development occurs in agricultural areas, it often interferes with farm production. There are conflicts between farming and housing uses, including noise, odors, use of roads, and hours of operation. Uncontrolled non-farm housing in agricultural areas brings a sense of impermanence, which discourages further investment by remaining farmers. To avoid this situation, the land use plan advocates developing rural housing at low levels of intensity. This does not mean that rural housing should be banned from farming areas. A middle ground can be reached through the use of a variety of rural development techniques. A limited cluster of dwelling units on the smallest lots possible (3-5 acres) is a simple but effective method to reduce rural sprawl and reduce infrastructure cost. Full clustering on one-quarter acre lots with public central discharging/non-discharging lagoons is a proven method, but often does not appeal to potential buyers looking for large lots and greater separation from neighbors. Clustering would also include encouraging rural housing development to locate on less productive farmlands. The clustering of rural housing advocates guiding home sites away from productive soils. Ideally, the clustering of rural homes avoids breaking up large farm parcels, while still providing economic return for the landowner.

Another goal of the land use plan is to preserve Franklin County's rural lifestyle, character, and natural beauty. Listed below are the characteristics that make Franklin County a desirable place for people to seek a rural lifestyle. One important challenge facing the County over the next twenty years is to allow people to build homes in rural areas without destroying the very characteristics that make rural living attractive.

- Open space
- Peace and quiet
- Fewer neighbors
- Farm heritage and rural character
- Healthy sense of community
- Natural beauty of rural lands
- Ability to farm, raise animals and livestock
- Availability of wildlife
- Compatibility of land uses
- Rural freedom, opportunity and property rights and values

It should be remembered that the benefits of rural living recited above would not be possible without the economic, cultural, and social benefits resulting from Franklin County's location

and accessibility. Franklin County's strategic location in Kansas and with respect to the two local metropolitan areas assures that its rural amenities will be sought out.

Rural Residential Development

A critical planning issue facing the unincorporated areas of Franklin County is to devise a workable balance between the desire to develop suburban residential acreages, rural home sites, and large-lot suburban/rural subdivisions (3+ acre lot size), and at the same time minimize conflicts between homeowners and farmers and agricultural operators. A goal of this comprehensive plan is to continue to allow rural residential development and non-farm housing in areas of the county appropriate for rural subdivisions or individual parcels, while maintaining rural character, preserving agricultural uses, and avoiding rural sprawl. Since residential development will continue to be permitted in rural areas, the desired outcome of this plan is to address the location, design character, and impact on county roads in order to minimize its impact on agriculture, natural resources, protecting water quality and quantity, and county fiscal resources.

Urban Growth Areas

A significant portion of population growth and economic development is envisioned to occur within or near the County's incorporated cities. A goal of this plan is to encourage cooperative planning between Franklin County and municipal governments to promote growth and economic development into logical urban growth areas. The preferred location of urban land use is within municipal boundaries where urban level of service is available or can be readily extended. The location of an urban growth boundary line should be based on a city' projected population growth and capability to extend urban infrastructure. The major benefit of an urban growth boundary is that planners and decision makers can prepare a defined area for eventual urbanization before the municipality actually extends infrastructure and commences annexation. The urban growth boundary area should be designed to accommodate anticipated growth for at least 25 years since large scale infrastructure planning and implementation requires five to six year periods. Franklin County will work with developers and municipalities to encourage locating new urban development within an urban growth area.

An urban growth boundary implies the City Planning Commission and City Governing Body are responsible for making land use decisions. However, until annexation occurs or a City has been officially granted extra-territorial authority for planning, zoning and subdivision of lands within the Urban Growth Area, the County Planning Commission and County Board of County Commissioners remain responsible for land use decisions for all lands within the unincorporated areas of the County.

Rural Growth Areas

The land use plan also accommodates rural growth areas for unincorporated land bordering an urban growth area. The intent of a rural growth area is to acknowledge the desire of homeowners to build homes in a rural setting close to the urban fringe. Rural, unincorporated areas located outside an urban growth boundary have a long tradition of attracting people seeking a rural lifestyle. Numerous factors act as driving forces behind rural-urban fringe development. People seek a lifestyle that offers the best of country and urban living. There is a desire to live in a peaceful, quite, rural setting with plenty of open

space. People also seek a convenient commute to work and shopping. For rural-urban fringe residents in Franklin County, this includes traveling to the City of Ottawa, but also commuting to employment in the City of Lawrence, and the fast growing suburban economies of Johnson and Miami County, Kansas. There are indications that a small segment of rural-urban fringe households is comprised of early-retirees returning "home." In addition, the census data strongly suggest that the 1990s were witness to a growing number of retiring early "baby boomers" seeking a rural/urban fringe location within 30 miles of Lawrence, Olathe, the Kansas City Airport, and the Kansas City metropolitan center. One other factor driving rural-urban fringe housing are people seeking lower taxes and less government rules and regulations.

Demand for rural-urban fringe housing is influenced by a number of social and economic forces, but there are three primary factors in Franklin County. The first is a convenient 20-minute highway commute to the City of Lawrence via US Highway 59 and the 30-minute commute to southern Johnson County on I-35. These highways open the rural-urban housing market in Franklin County to a wide-range of potential homebuyers seeking a rural lifestyle. The second factor is the price of land and residences in Franklin County compared to prices in Douglas or Johnson County. The third factor is the City of Ottawa. This is a full service municipality that can provide for the everyday needs (except for critical services and major goods) of Franklin County's residents without recourse to larger cities. Other important factors affecting the rural-urban fringe housing market include quality and/or size of school districts, aesthetic quality of the landscape in Franklin County, availability of water, and access to paved roads.

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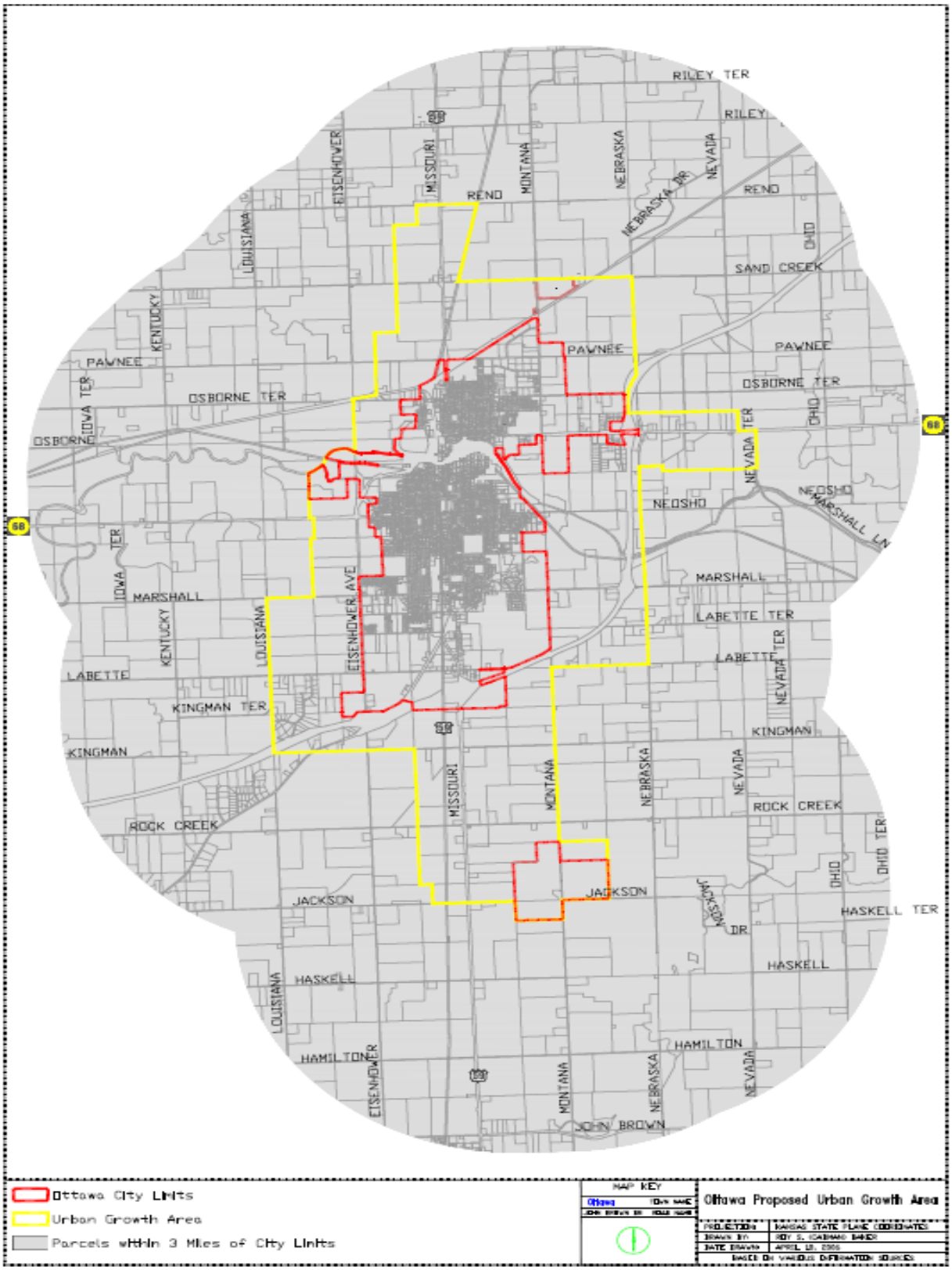
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Ottawa City Limits
Urban Growth Area
Parcels within 3 Miles of City Limits
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Ottawa Proposed Urban Growth Area

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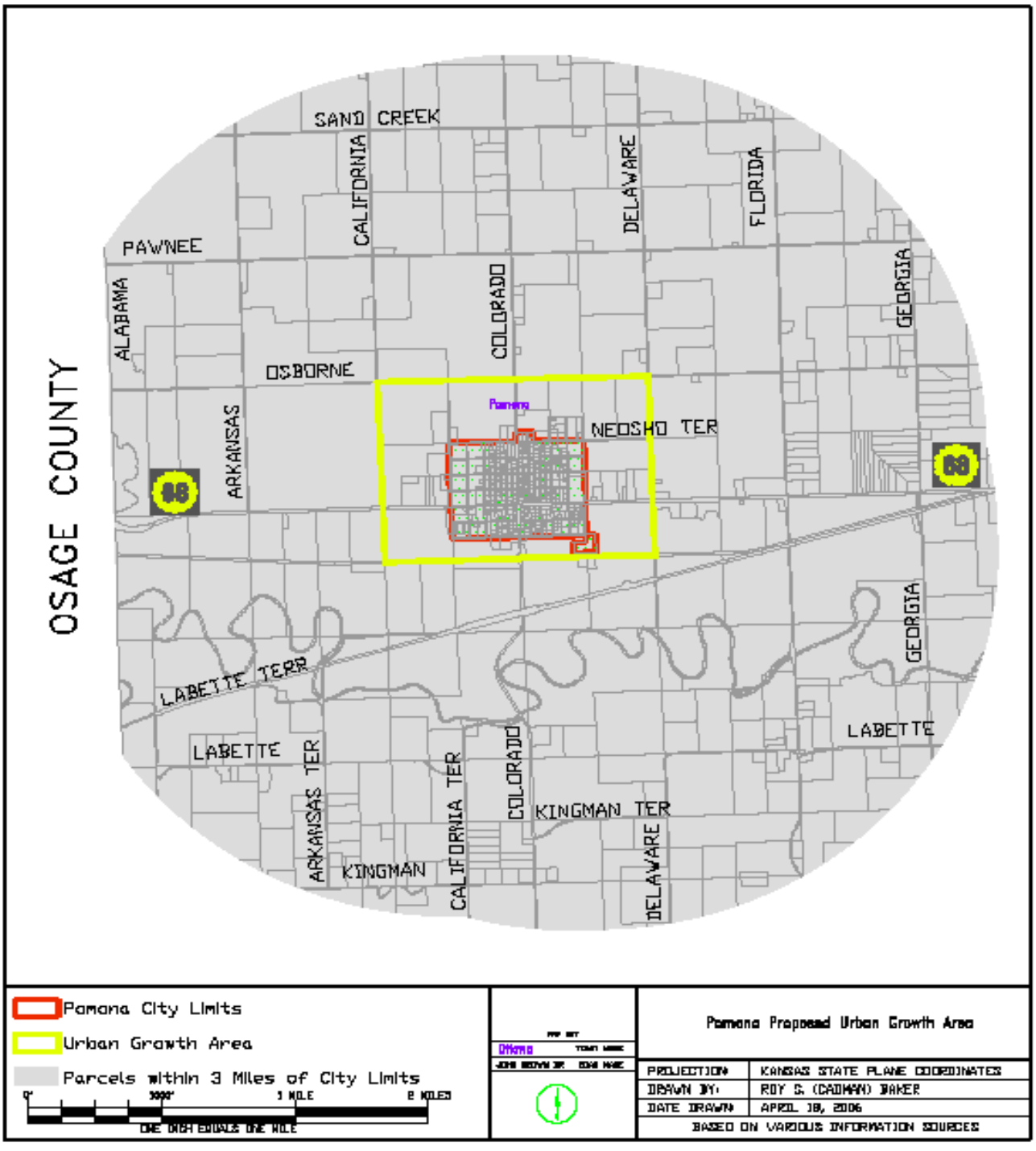
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ROY S. (CADMAN) BAKER
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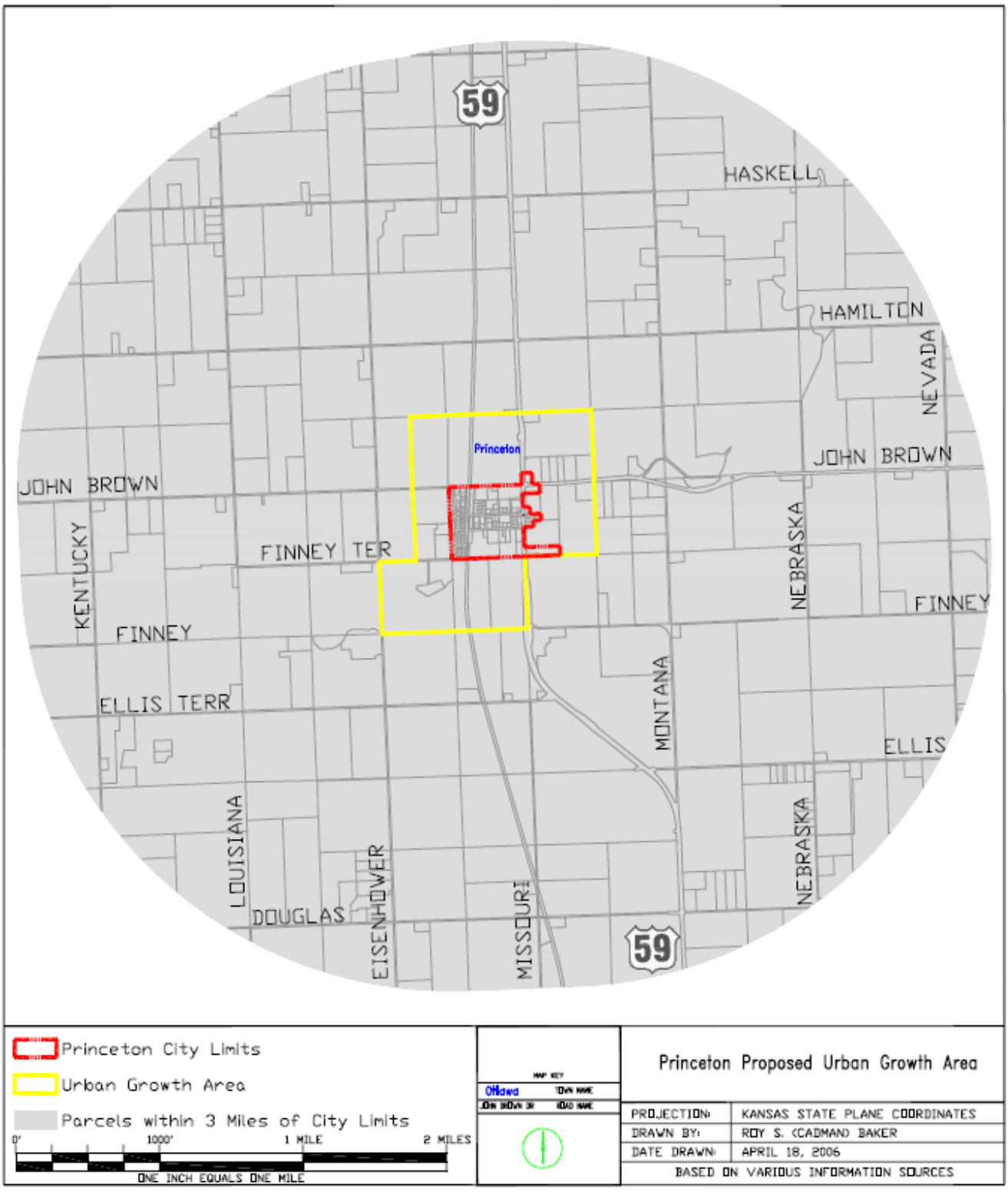
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Urban Growth Area
Parcels within 3 Miles of City Limits
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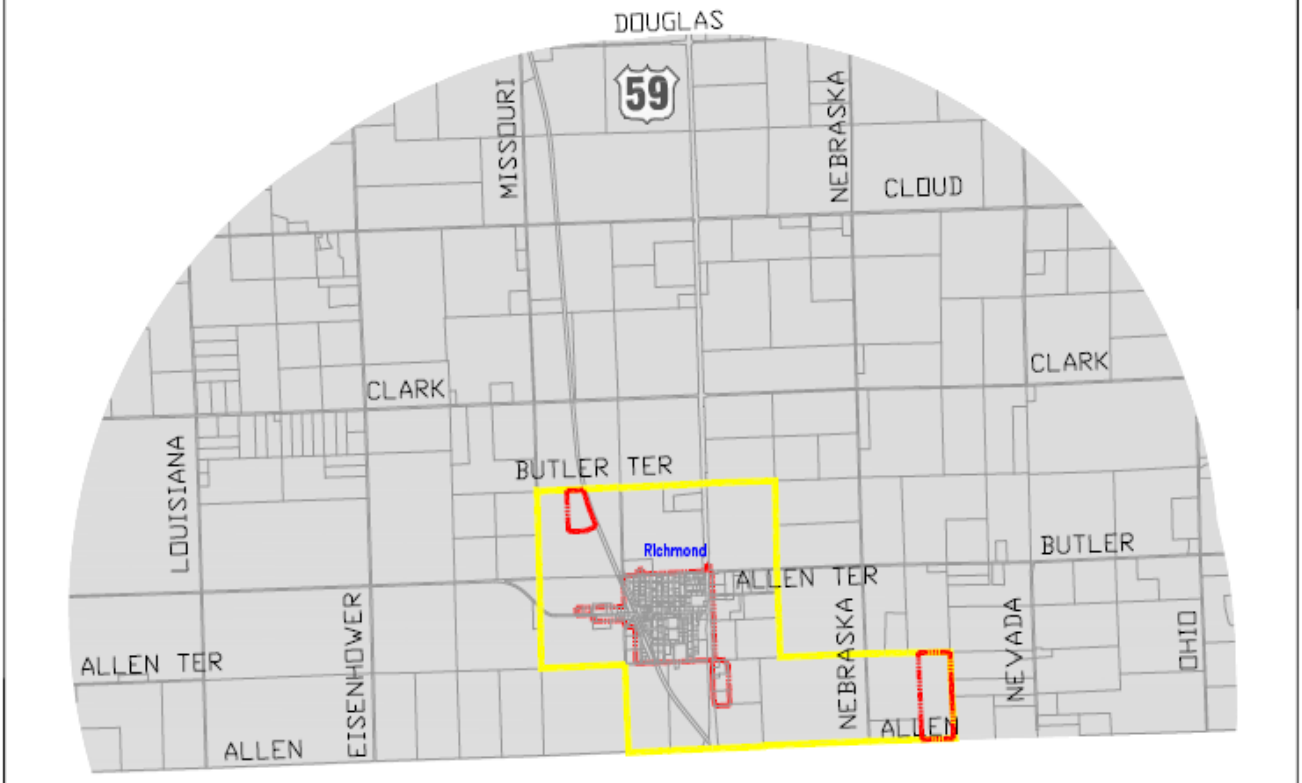

ANDERSON COUNTY

Richmond City Limits

Urban Growth Area

Parcels within 3 Miles of City Limits

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Richmond Proposed Urban Growth Area

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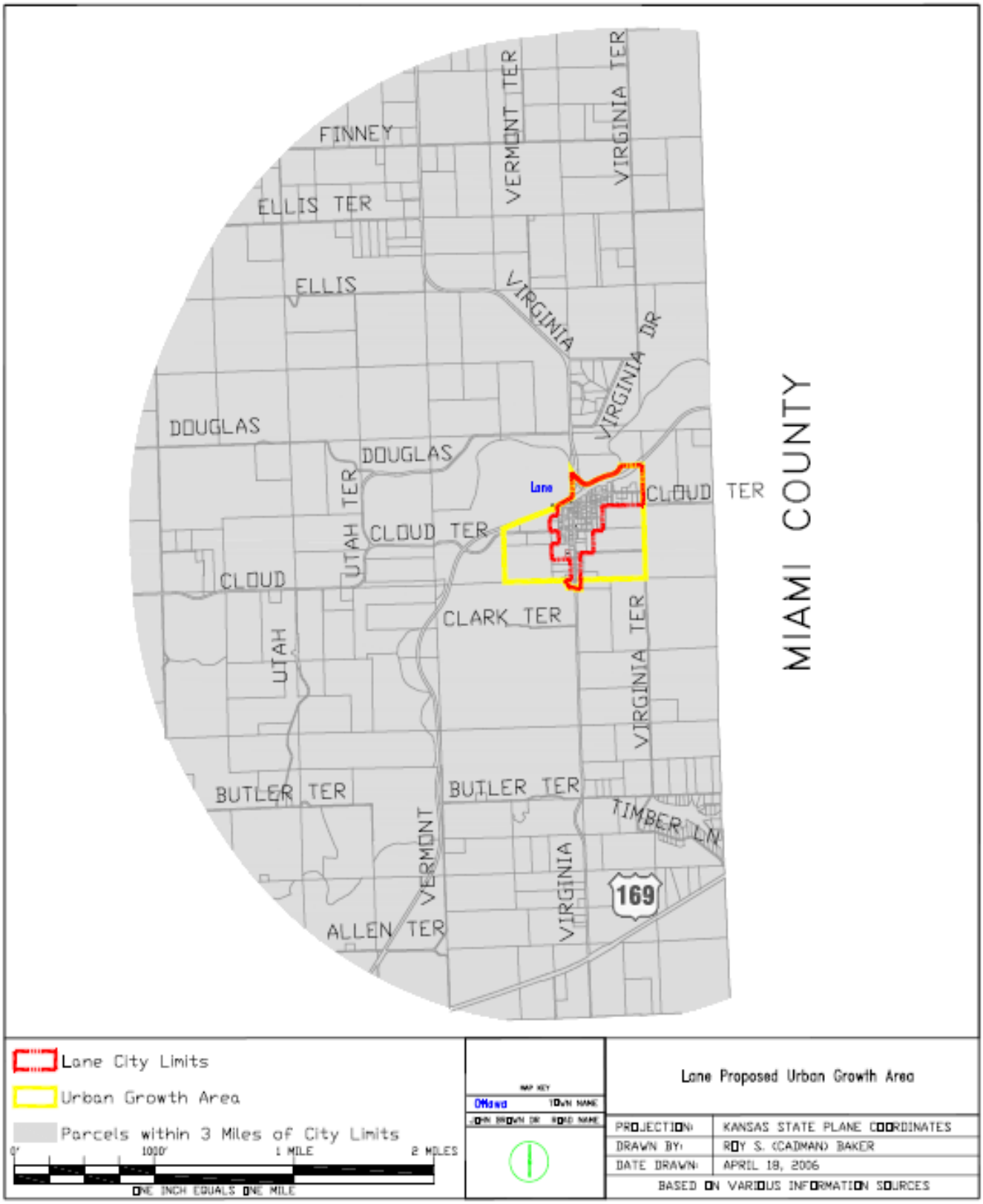
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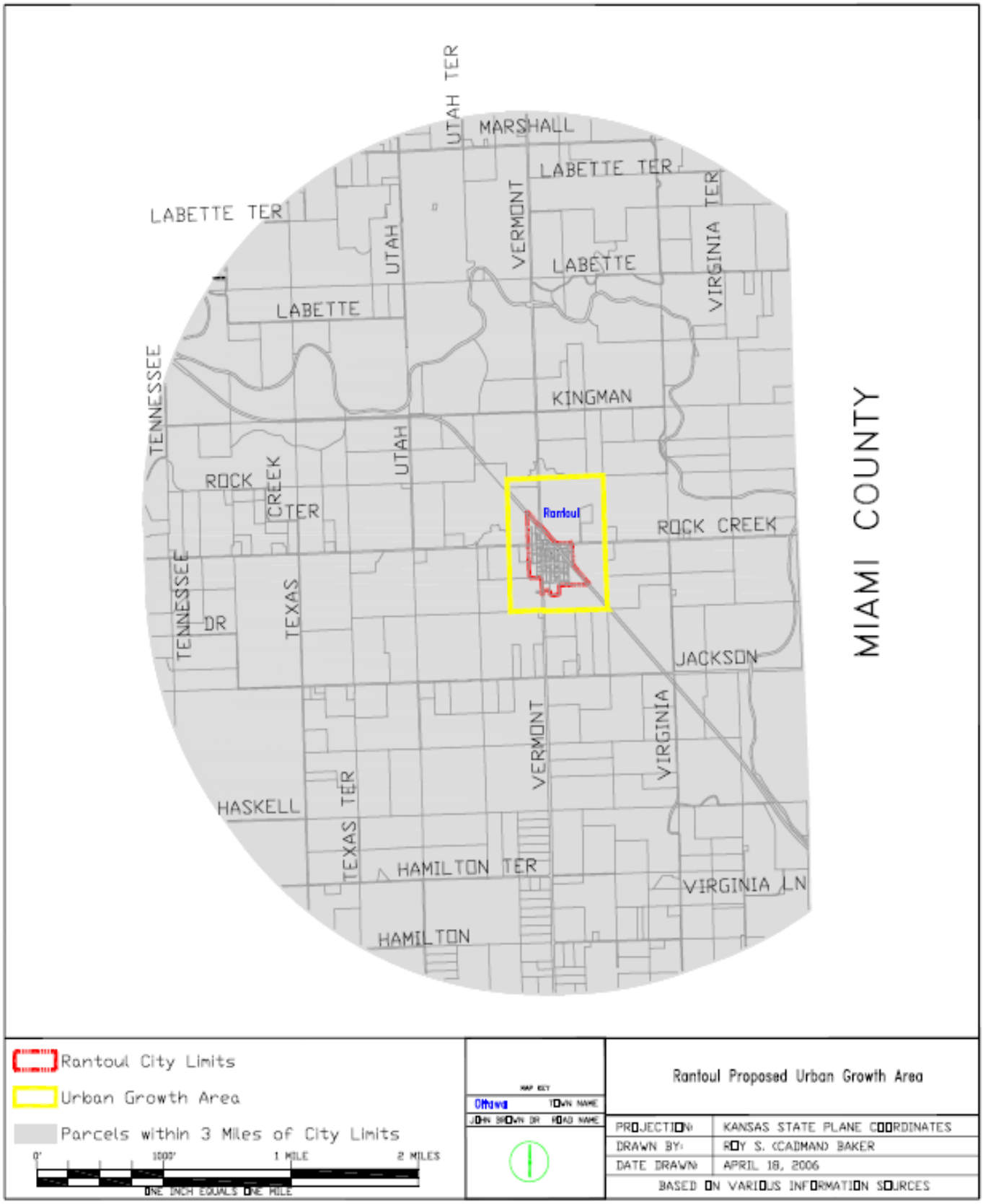
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JOHN BROWN DR ROAD NAME
Rantoul Proposed Urban Growth Area
PROJECTION: KANSAS STATE PLANE COORDINATES
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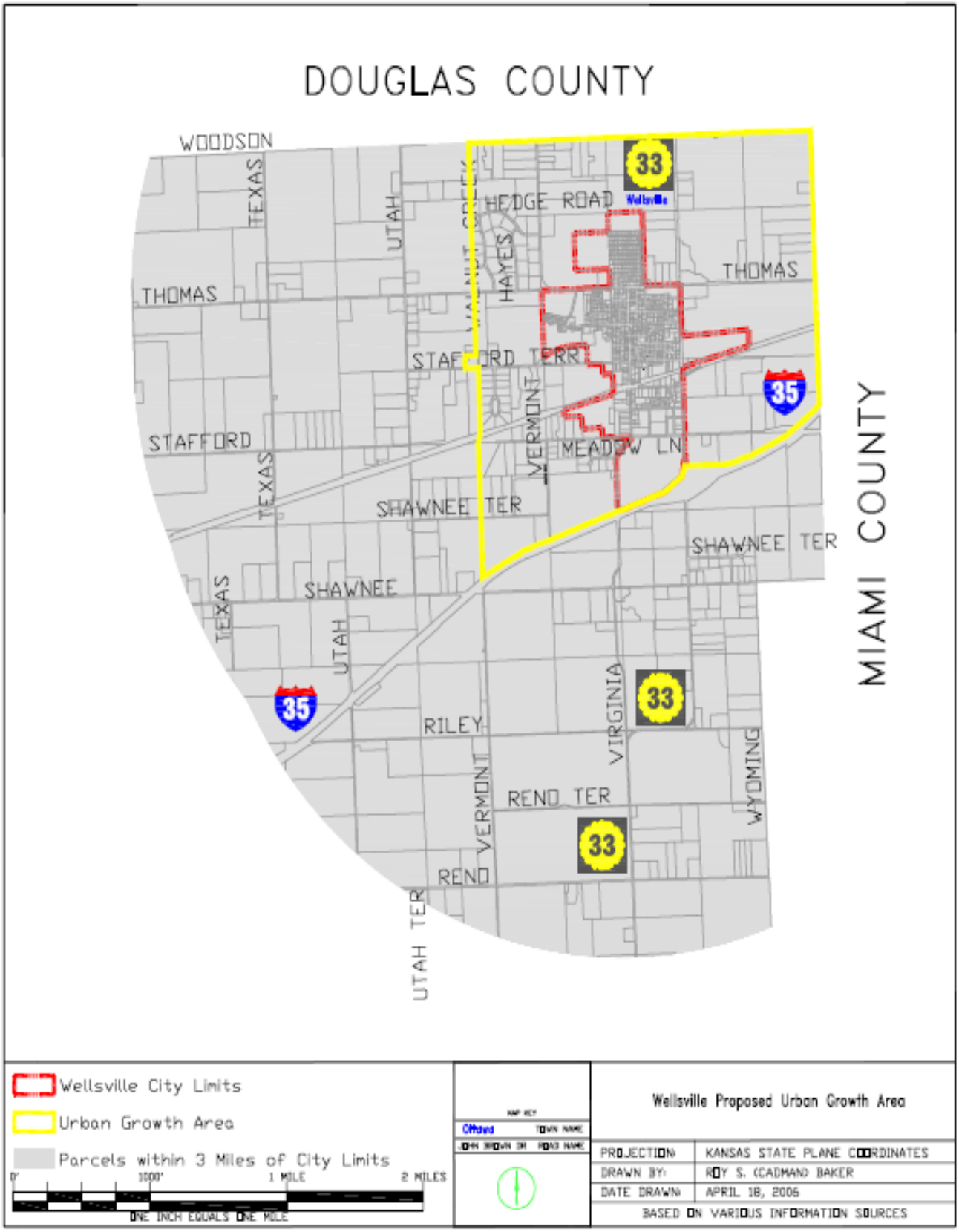
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RENO
UTAH TER
MIAMI COUNTY
33
35
Wellsville City Limits
Urban Growth Area
Parcels within 3 Miles of City Limits
0'
1000'
1 MILE
2 MILES
ONE INCH EQUALS ONE MILE
Wellsville Proposed Urban Growth Area
PROJECTION
KANSAS STATE PLANE COORDINATES
DRAWN BY:
ROY S. (CADMAN BAKER
DATE DRAWN
APRIL 18, 2006
BASED ON VARIOUS INFORMATION SOURCES

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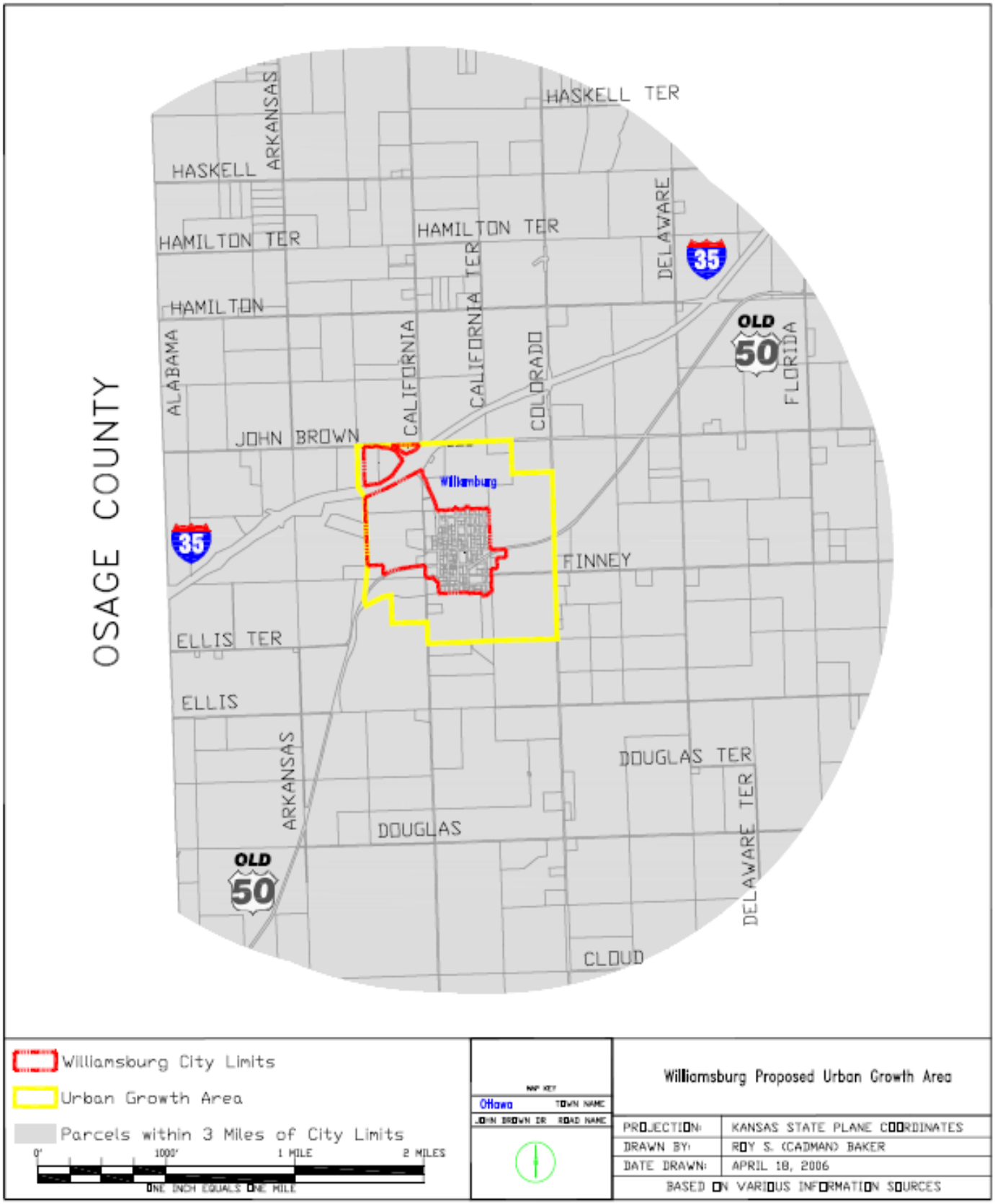
OSAGE COUNTY
HASKELL TER
HASKELL
ARKANSAS
HAMILTON TER
HAMILTON TER
DELAWARE
35
HAMILTON
CALIFORNIA TER
OLD
50
ALABAMA
CALIFORNIA
COLORADO
FLORIDA
JOHN BROWN
Williamsburg
35
FINNEY
ELLIS TER
ELLIS
ARKANSAS
DOUGLAS TER
DELAWARE TER
DOUGLAS
OLD
50
CLOUD
Williamsburg City Limits
Urban Growth Area
Parcels within 3 Miles of City Limits
0'
1000'
1 MILE
2 MILES
ONE INCH EQUALS ONE MILE
MAP KEY
Ottawa TOWN NAME
JOHN BROWN DR ROAD NAME
Williamsburg Proposed Urban Growth Area
PROJECTION: KANSAS STATE PLANE COORDINATES
DRAWN BY: ROY S. (CADMAN) BAKER
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Future Land Use Map

The arrangement and location of different land uses illustrates how the unincorporated areas of Franklin County could accommodate future development. The future land use map is the "foundation" of the comprehensive plan: it forms the basis for policies on future rural residential development, as well as potential industrial and commercial development. The plan should represent and promote the "best practices" available to decision makers and complement planning goals, strategies, and statements contained in the comprehensive plan. The future land use map must adapt to changing county needs over time and undergo yearly review. The future land use map establishes a broad course of action for land use patterns and should be applied in combination with the goals, land use principles, and policies contained in the comprehensive plan. The future land use map is located in the appendix of the plan in a separate sleeve.

Land Use Categories

Presented below in Table 3-1 is a summary of the land use categories depicted on the future land use map. The table allows for a quick reference of the typical land uses and the range of density or acreage estimated for each category. To assist in the interpretation of the future land use map, a series of more detailed policies describing the criteria for location, density, layout, design of each land use category are presented.

Table 3-1
Summary of Future Land Use Categories

Land Use Category	Range of Density/Acreage	Typical Land Uses
Rural and Residential	Non-farm rural residential housing or development may occur in the following minimum densities: ■ 1 non-farm, single family dwelling unit for each quarter-quarter (40-acres) ■ 1 non-farm, single-family dwelling unit for each 20-acres. ■ 1 non-farm, single-family dwelling unit for each 5-acres. ■ 1 non-farm, single-family dwelling unit for each 3-acres.	This land use category includes the areas outside of the incorporated city boundary and is intended to remain predominately rural in character. It also can apply to areas defined as urban growth areas, which is considered a holding zone for future urban growth. The *primary* land use is agriculture, which includes land under cultivation, pasture, woodland, and grasslands. Non-farm rural residential development is a *secondary* permitted land use in the rural area of the future land use map. Rural residential development can include individual tracts or parcels, as well as platted residential subdivisions. Clustering of homes to permit the preservation of land in a natural state and minimize visual and environmental impacts is encouraged.
Urban Growth Area (shown on separate maps)	A potential range of residential development can locate in an urban growth area. It is important to ensure that rural residential development is designed to eventually accommodate the extension of urban water and sanitary sewer systems. Residential developments connected to urban water and sewers could develop at urban densities. Commercial and industrial development may also locate in an urban growth area.	The “urban growth area” is not a specific land use category. Instead, it represents a defined land area where a municipality expects to grow and accommodate urban development served by urban infrastructure and services. Rural residential development can occur within an urban growth area subject to joint review by the county and affected city, or the authorization of extra-territorial land use authority.

Highway Commercial	Acreage of a development varies. Location typically occurs at or near a highway interchange or intersection of major roadways.	Typically includes goods and services for the traveling public and usually consists of convenience stores (with gasoline sales), hotels, and restaurants. May also include truck repair, RV sales, or other commercial activities.
Rural Neighborhood Commercial	Typically requires a site of approximately 5-8 acres, but may vary, ranging from as small as 1-3 acres to as large as 10-15 acres.	Primary uses consist of retail stores that provide personal services.
Industrial	The goal is to encourage industrial/business parks that are planned, developed, and operated as an integrated facility for a number of individual uses. Acreage varies depending on market intent.	A variety of light and heavy manufacturing, warehousing and distribution operations can occur in this category. May also include individual sites for resource extraction or specific agri-businesses.
Public/Semi-Public/Institutional	Not Applicable	Non-profit, religious, or public use, such as a church, library, public or private school, hospital, or government owned or operated building, structure, or land used for public purpose.
Parkland /Open Space	Generally includes property located in the floodplain or has been preserved through a purchase, donation, or conservation easement.	The purpose is to provide space for neighborhood or scenic parks, trails, or habitat preserves. The Rails to Trails is depicted on the future land use map.

Rural Land Use

The principal land uses envisioned in the rural areas identified in the land use plan include agricultural activities, natural resource extraction, commercial renewable energy systems and low-intensity rural housing developments. Based on the federal and state highways located in Franklin County, and the ability of households to commute to employment in Douglas and Johnson Counties, the land use plan supports rural housing development within several major transportation corridors in the county, which generally occur near I-35, Highway 59, Highway 68, Highway K-33, and Old Highway 50.

Agricultural and Rural Preservation Goals and Objectives

Goal

Preserve the rural character of the unincorporated areas of the county and promote the conservation of prime farmland for production of food and other agricultural products.

Objectives

1.1. Retain natural resources and agriculture as a vital part of the local economy.

1.2. Support the viability of agriculture as a business and way of life.

1.3. Protect areas with prime agricultural soils as defined by the United States Department of Agriculture (USDA).

1.4. Minimize the impact of non-farm residential development on farm operations.

1.5. Limit commercial and industrial development to uses that support farming activities, such as home occupations, implement dealers, feed operations, garden centers, wood and stone work, micro-enterprises and the sale or display of craft or farm products.

1.6. Provide the opportunity for Commercial Renewable Energy Systems to locate in the Agriculture (A-1) Zoning and Transitional Agriculture (A-2) Zoning Districts subject to the approval of a Special Use Permit and development standards, rules and regulations established by the Franklin County Board of County Commissioners designed to minimize impacts on agricultural operations, rural residential developments, public services and general welfare.

Policies

Policy 1. Discourage development that would take large parcels of land out of farming or result in fragmenting farmland into parcels that are difficult to farm.

Policy 2. Encourage an appropriate land division to accompany a zoning change in the A-1, Agricultural District to accommodate rural housing. In

general, “postage stamp rezones” (the rezoning of only a portion of the land within a large parcel) should be allowed only under special circumstances, when the Planning Commission and Board of County Commission determine that the rezoning advances the goals, objectives and policies of the Comprehensive Plan.

Policy 3. Encourage the clustering of rural housing to preserve agricultural lands and conserve natural features.

Policy 4. The Planning Commission finds that agricultural activities conducted on farmland in areas in which nonagricultural uses have moved into agricultural areas are often subjected to nuisance lawsuits, and that such suits encourage and even force the premature removal of the lands from agricultural uses. Franklin County supports the protection of farmland and agricultural activities as provided in KSA 2-3201, which protect agricultural activities conducted on farmland from nuisance lawsuits.

Policy 5. Develop and implement specific rules, regulations and procedures that allow Commercial Renewable Energy Systems to locate in Agricultural Land Use designated areas.

Rural Residential Development

A critical planning issue facing the unincorporated areas of Franklin County is to devise a workable balance between the desire to develop suburban residential acreages, rural home sites, and large-lot suburban/rural subdivisions (3+ acre lot size), while at the same time not create, or at least minimize, conflicts between homeowners and farmers and agricultural operators. A goal of this comprehensive plan is to continue to allow rural residential development and non-farm housing in areas of the county appropriate for rural subdivisions or individual parcels, while maintaining rural character, preserving agricultural uses, and avoiding rural sprawl. Since residential development is envisioned to be permitted in rural areas, the desired outcome of this plan is to address the location, design character, and impact on county roads in order to minimize its impact on agriculture, natural resources, protecting water quality and quantity, and county fiscal resources.

Rural Residential Development Goals and Objectives

Goal

Allow rural residential development in areas of the county appropriate for rural subdivisions or individual parcels, while maintaining rural character, preserving agricultural uses, and avoiding uncontrolled rural sprawl.

Objectives

2.1. Recognize that there is a wide-range of future residents that will seek an opportunity to live in the unincorporated areas of Franklin County.

2.2. Ensure non-farm residential development preserves the rural character and, is compatible with surrounding land uses, and infrastructure capabilities.

2.3. Future rural residential developments shall locate where either a public water supply or adequate ground water is available to meet domestic needs.

2.4. Future rural residential developments shall be designed to meet the County Sanitation Code for on-site sanitation.

2.5. Encourage future rural residential development in areas with limited opportunities for long term agricultural uses, such as poor soil conditions, wooded areas, and parcels with physical constraints for farming practices.

2.6. Accommodate a variety of rural housing densities through cluster design, planned developments, and other innovative techniques.

Policies

Policy 1. Prevent ribbon or strip development by limiting the number of accesses for subdivisions onto County maintained section line roads or State Highways not to exceed eight (8) accesses per linear frontage mile.

Policy 2. Encourage suburban residential acreage, rural home sites, and large-lot suburban/rural subdivisions not to locate on soils rated "prime" or "statewide importance" by steering development to marginal soils.

Policy 3. Encourage the grouping of rural subdivisions by locating new subdivisions contiguously or near existing platted residential development.

Policy 4. Adopt site sensitive design standards for new suburban or rural subdivisions to encourage the preservation of agricultural lands, wooded hills, steep slopes, and floodplains.

Policy 5. An engineering report shall be submitted with a preliminary plat or with rezoning request evaluating site conditions, soil, along with absorption field size indicating the proposed development site will be adequately served with on-site wastewater systems, such as septic tanks, lagoon, package plant, or an alternative system in compliance with the Franklin County Sanitary Code and State of Kansas Department of Health and Environment standards.

Policy 6. Each lot or tract that is created, which is less than 20 acres or is not a fractional division of a quarter-quarter section, shall be provided water from a public water supplier. A letter from a public water supplier indicating ability to serve shall be submitted with each rezoning request or preliminary plat prior to consideration by the Planning Commission. If a public water source is not available, a "water supply report" shall be submitted verifying that a source of groundwater (private well) suitable for providing potable water is available to serve each tract, parcel or subdivision lot, does not overburden the water table, and meets acceptable flow rates and water quality standards.

Policy 7. Encourage creative subdivision layout and design by promoting the following design process:

Step 1. Identify and show, on a conceptual plan, open space worthy of preservation. This includes mapping of "prime soils" or

"farmland of statewide importance", heavily wooded areas, wetlands, floodplains, slopes greater than 15 percent.

Step 2. Layout individual homes in desirable locations, based on topography, wastewater absorption fields, privacy, impact on adjoining properties, and public and private access to open space.

Step 3. Design interior streets and access to county roads. The purpose of interior streets is to connect homes to each other, connect streets to county roads, and connect the development to its surroundings.

Step 4. Layout of lot lines. The final step is to design lot lines, based on how a home relates to the open space, to each other, and to the street.

Note: The above process is based on the work of Randall Arendt author of Growing Greener: Putting Conservation into Local Plans and Ordinance.

Policy 8. Require the submittal of construction site erosion control plans for all subdivision plats in accordance with state requirements.

Policy 9. Incorporate in the identification of CHIP projects a review by the Franklin County Planning Commission to evaluate how proposed projects will influence or affect rural housing development potential.

Small Dam Breach Safety Concerns

The National Dam Safety Program Act was signed into law in 1996 as part of the Water Resources Development Act of 1996. The law was amended by the Dam Safety and Security Act of 2002. The program was established to improve safety and security around dams. Kansas dam safety laws are found in KSA 82a-301 – 305a. Regulations are found in Kansas Division of Water Resources Regulations KAR 5-40--5-40-9.

The Kansas Division of Water Resources issues permits for dam construction and ensures the dams are properly designed and maintained. The goal of the state dam safety program is to reduce the risks to life and property from dam failure. The 2005 Kansas Legislature funded dam safety program for breach inundation mapping and dam rehabilitation. The Kansas Water Plan, dated November 2005, incorporates a 21-point policy plan for small dam safety and rehabilitation.

The key issues facing Franklin County focus on small flood control dams that were built by local watershed districts that are at or near the end of their 50-year planned design life. The Natural Resources Conservation Service (NRCS) is authorized to work with local governments and watershed project sponsors to address the safety concerns of aging dams.

Policies

Policy 1. Include in the County land development code provisions regulating the construction of dams in the county in accordance with state and federal regulations.

Policy 2. Work with the Kansas Division of Water Resources to improve hazard assessment information for dams in Franklin County. This includes preparing inundation studies, inundation pathway maps, and emergency action plans.

2a. Permits to construct dams issued by the Chief Engineer under authority of the Kansas Stream Obstructions Act should be filed with the Registrar of Deeds in Franklin County.

2b. Approved dam breach area inundation maps should be filed with the Registrar of Deeds in Franklin County.

2c. Upon filing of dam breach dam inundation map, the Registrar of Deeds should notify all property owners whose land lies wholly or partially within a dam breach inundation area of this fact and should attach notice of this fact to the deed for all such properties.

Policy 3. Provide property owners in or near the inundation pathways of dams with information on dam safety, preparedness and mitigation activities.

Policy 4. Conduct a public education campaign to inform dam owners and citizens living near the inundation pathways of dams about the need to properly maintain and upgrade these structures, particularly those that are more than 50 years old.

Policy 5. Adopt land development codes discouraging development in the vicinity of dam inundation zones.

I-35 & Old Highway 50 Southwest Corridor

The presence of Old Highway 50 and Highway I-35 plays a key role in facilitating rural housing developments southwest of the City of Ottawa. An established rural housing pattern extends approximately six miles southwest of the City of Ottawa to the community of Homewood. A combination of platted subdivisions and individual tracts for suburban homes have created recognizable pattern of rural housing.

Table 3-2 identifies fourteen subdivisions containing 169 lots on 946 acres within in this corridor. Three subdivisions within the corridor have access from Labette Road, which is a Major Rural Collector north of I-35 providing paved access to the City of Ottawa.

Table 3-2 Inventory of Subdivisions Within Old Highway 50 Southwest Corridor		
Subdivision Name	**Number of Lots**	**Total Acreage**
Pleasant Valley	11	95.80
Prairie Lakes Estates	9	35.43
Meadow Lake Estates	26	58.20
Briarwood Estates 1 & 2	4	43.81
Prairie Hills Estates	4	38.98
Wheatland Farms, Phase 1	16	88.90
Wheatland Farms, Phase II	21	101.15
Jackson Heights	5	20.50
Southwest Estates	9	93.06
Homestead Acres	9	115.20
Milliron Estates	4	41.56
Foltz-Kitterman Sub.	3	20.50
Greenwood Estates	38	153.00
Herring's Addition	10	40.00
Total	169	946.09

Two principal prerequisites for successful rural housing development typically require (1) paved roads and (2) public water supply. The Highway I-35 interchanges at Idaho Road and Eisenhower Road provide convenient access to I-35 and Old Highway 50 for an easy commute for work, goods, and services. Franklin County RWD No. 4 provides water to rural housing within the corridor.

The land use plan acknowledges the importance of this development corridor for rural housing opportunities in Franklin County. The plan supports the continued development of rural housing developments within the corridor in accordance with the policies set forth in the plan.

I-35 Northeast Corridor

Three interchanges on I-35 at Virginia Road, Tennessee Road, and Highway 68 contributed to bringing rural housing development to the I-35 Northeast Corridor. Rural housing development has also benefited from paved county roads, availability of water from Franklin RWD No. 1 and Franklin RWD No. 6.

Table 3-3 Inventory of Subdivisions Within I-35 Northeast Corridor		
Subdivision Name	**Number of Lots**	**Total Acreage**
Shawnee Estates Phase One	9	35.64
Shawnee Estates Phase Two	13	44.70
Sloane's Addition	3	20.26
Quail Ridge Estates	2	30.00
Tennessee Park	10	35.18
Spring Creek Ranch	4	32.73
Spring Creek Farm	3	31.53
Bowden's Addition	3	19.35
Sand Creek Addition	3	49.77
Terrace Estates	17	162.94
Total:	67	462.10

The City of Wellsville anchors the eastern edge of this corridor. Several new housing developments have been located near the Wellsville community within the past ten years. The land use plan acknowledges the importance of this development corridor for rural housing opportunities in Franklin County. The plan supports the continued development of rural housing within the corridor in accordance with the policies set forth in the plan.

North Highway 59 Corridor

The Kansas Department of Transportation scheduled the reconstruction and realignment of Highway 59 in Franklin County to be completed late 2009. The project consists of constructing a new four-lane freeway from I-35 to the border of Douglas County. The design plans for the highway improvements call for limiting highway access to three county roads: Stafford Road, Riley Road, Montana Road. The project will eventually improve Highway 59 to the City of Lawrence. The total estimated cost of both the Douglas and Franklin

County road improvements is $214.3 million, with the Franklin County project estimated to be $112.6 million. [KDOT Winter 2006 US 59 Project Update]

Since the project will result in faster and safer travel times to the City of Lawrence, it is likely to increase the attractiveness of Franklin County for people seeking a rural lifestyle, more affordable housing and a willingness to commute to work in Douglas County.

Highway K-68 Corridor

The Highway 68 Corridor east of the City of Ottawa is another highway providing tremendous accessibility for rural homeowners commuting to jobs in Ottawa or commuting to Johnson County via Highway 68 to Highway 69. Franklin County agrees to participate with the Kansas Department of Transportation in a Highway 68 Corridor Study designed to preserve the capacity and functional integrity of the highway. Franklin County shall consider adopting policies and guidelines necessary to implement the study..

Highway K-33 Corridor

The Highway K-33 Corridor linking the City of Wellsville and K-68 with I-35 represents a logical location for rural homeowners seeking a convenient commuting route to places within Franklin County or Johnson County or Douglas County via Highway 56.

Urban Growth Areas

A significant portion of population growth and economic development in Franklin County will occur within or near the edges of incorporated cities. A guiding principle of this plan is to encourage cooperative planning between Franklin County and municipal governments to promote growth and economic development into logical urban growth areas. The preferred location of urban land use is within municipal boundaries where urban level service is available. Franklin County will work with developers and municipalities to encourage locating new urban development within a city and/or urban growth area boundaries.

Since the extension of urban services (water, sewer, roads) may be years away within an urban growth area, Franklin County views rural residential housing on large tracts (10-20 acres or larger) as an acceptable land use until adequate urban services are available. In order to ensure coordination, Franklin County will consider inter-local agreements to submit rezoning requests and subdivision plats proposed within an urban growth area boundary to the City.

Incorporated cities, which have populations ranging from 200 to 1,000, are not expected to see significant urban growth over the next 20 years. The cities of Wellsville and Williamsburg may see increased interest for housing development, because of their proximity to the I-35 corridor. This does not mean new housing and development may not occur in these smaller incorporated towns, but change should be marginal.

Urban Growth Areas
Goals and Objectives

Goal

Encourage development to locate in incorporated towns which provide adequate land for anticipated urban growth.

Objectives

3.1. Ensure coordination with the policies and land use plan for the adjacent city.

3.2. Encourage residential subdivisions located in the urban growth boundary and contiguous to the city limits to be connected to municipal utilities and annexed.

3.3. Encourage commercial and industrial development located in the urban growth boundary requesting connection to municipal utilities be annexed.

3.4. Coordinate the review and approval of rural residential subdivision plats and commercial/industrial development in the "urban growth boundary" between the county and adjacent city.

3.5. Ensure new rural residential subdivisions in the "urban growth boundary" have direct access to a paved county road or state highway.

Policies

Policy 1. Recognize the adopted "Urban Growth Boundary" defined in the Franklin County Comprehensive Plan as an area where new urban development should take place with municipal water and sewer services.

Policy 2. Guide and coordinate a discussion with the cities to study the logical expansions of the "Urban Growth Boundary" based on community growth trends.

Policy 3. Encourage the Franklin Board of County Commissioners to explore and consider the adoption of an Interlocal Agreement with incorporated cities granting them extra-territorial zoning and subdivision authority for the unincorporated areas within the urban growth area, subject to the following criteria:

a. An adopted and up-to-date comprehensive plan covering the area in question.

b. An organized Planning Commission.

c. An adopted and current set of zoning regulations.

d. An adopted and current set of subdivision regulations.

e. A fully functioning staff position responsible for land use regulation administration and enforcement.

f. An adopted inter-local agreement approved by the Attorney General between the County and City.

g. An established set of municipal utility systems and treatment plants for water and sanitary sewers, with the financial capability and service capacity to accommodate anticipated growth.

Policy 4. When a municipal Governing Body determines that municipal water and sewer service cannot be extended in a timely fashion, large-lot suburban/rural subdivisions may seek approval in an urban growth boundary, subject to the following criteria:

a. Roads providing access to the site are capable of handling the additional traffic without causing congestion or undue deterioration. The county planning staff shall coordinate development review in the urban fringe with the bordering city to evaluate local plans for future road improvements. The subdivider or landowner may be required to provide adequate public right-of-way for future municipal streets.

b. The preliminary plat shall be designed to show vehicular and pedestrian connections to bordering tracts or parcels. If requested, the developer must design the subdivision with two means of ingress/egress. The preliminary plat may be designed to accommodate future urban infrastructure and services.

c. Vehicular turning movements onto the site will not cause a significant reduction in road capacity or represent a traffic safety hazard. The subdivider or landowner may be required to provide adequate turning lanes into their subdivision.

d. A source of potable water is available in sufficient quantity and quality to meet usage requirements. The county planning staff shall coordinate development review and approval with the affected rural water district and/or bordering city. The plat shall be required to show utility easements for the construction and installation of municipal water service lines to each lot tract. The recorded final plat may stipulate that the owner of each lot or tract will not oppose the creation of a benefit district to extend municipal water service to the subdivision.

e. A sewage disposal system is available that can safely treat the anticipated quantity and type of wastewater without causing groundwater or surface water pollution. The county planning staff shall coordinate development review in the urban fringe with the bordering city to evaluate local plans for extension of sewer systems. The plat may be required to show utility easements for the construction and installation of municipal sanitary sewers on each lot or tract. The recorded final plat may stipulate that the owner of each lot or tract will not oppose the creation of a benefit district to extend municipal sewer service to the subdivision.

f. Storm water runoff does not increase flooding hazards to human life or property. The county shall coordinate development review in the urban fringe with the bordering city and the city engineer to determine if anticipated changes in runoff justify a drainage study to manage stormwater runoff. All subdivisions must be designed with sufficient water gardens, storm detention, or retention systems to detain/retain 100% of the new increment of storm water discharge attributable to new development.

g. The proposed use is compatible with adjacent uses and the city's comprehensive plan.

Commercial & Industrial

A major issue identified in the Franklin County Strategic Plan, January 2003 is to "encourage the expansion of industrial and commercial businesses and to recruit new businesses that will expand the employment base of the county". This comprehensive plan supports this economic development objective. The vast majority of new commercial and industrial development in Franklin County over the next twenty years is envisioned to locate where urban infrastructure and services exist.

However, opportunities exist for acquiring land for industrial development in the unincorporated areas of Franklin County. Accommodating industrial development in unincorporated areas requires proper road, water and wastewater infrastructure. When proper conditions are present for industry in an unincorporated area, a guiding principle of this plan is to foster land development opportunities that may arise in unincorporated areas.

The same approach applies for new commercial development. Most new commercial services will locate near growing urban populations where proper infrastructure and services are present or can be extended. There will be certain commercial activities needed to serve a growing number of suburban/rural households. Another potential demand for commercial land is businesses wanting to take advantage of highway traffic and/or exposure. Then there are those instances where a commercial enterprise is simply best suited for a rural area based on compatibility factors.

In much the same way as this comprehensive plan promotes rural housing to locate on land most suitable for rural subdivisions, new commercial and industrial land uses are encouraged to locate where investments have been made in proper road, water, and wastewater infrastructure.

Commercial Land Use Goals and Objectives

Goal

Provide for a range of commercial activities in the unincorporated areas of the county that support agricultural related activities, provide goods and services to the public traveling the highways, as well as meeting the needs of people residing in the county.

Objectives

5.1. Provide for localized commercial centers that serve a rural population or other rural activities.

5.2. Provide for highway commercial facilities and services needed by the traveling public (food, gas, and lodging), particularly along Highway I-35, Highway 59, Highway K-68, Highway K-33, and Old Highway 50.

5.3. Recognize and support that most commercial development should take place inside or adjacent to cities and towns in order to further support their role as the economic centers of Franklin County.

5.4. Cooperate with cities and towns to address commercial land development opportunities in unincorporated areas bordering a community.

5.5. Ensure that rural commercial development is appropriately scaled and protects and enhances the preservation of rural character.

Policies

Policy 1. Support and encourage natural resource related businesses, micro-enterprises, tourism related activities in the unincorporated areas of Franklin County.

Policy 2. Encourage larger and more intensive commercial activities needing urban levels of municipal infrastructure and services to locate in urban growth areas.

Policy 3. Encourage rural commercial centers intended for rural community areas or neighborhoods to locate where adequate road capacity, water service, and wastewater treatment infrastructure is present.

Policy 4. Ensure commercial land uses that are compatible with and sensitive to surrounding neighborhoods or agricultural activities by promoting the following development standards:

a. Assure that roads providing access to the site are capable of handling the additional traffic without causing congestion or undue deterioration. Sites should be located with access to hard surfaced roadways.

b. Vehicular turning movements onto the site shall not cause a significant reduction in road capacity or represent a traffic safety hazard.

c. A source of potable water is available in sufficient quantity to meet usage requirements. The county planning staff shall coordinate development review and approval with the affected rural water district.

d. A wastewater treatment system is available that can safely treat the anticipated quantity and type of wastewater without causing groundwater or surface water pollution.

e. The Planning Commission may require a drainage study of the area by a licensed engineer.

f. The proposed use is compatible with adjacent uses.

g. The site is designed to conserve unique and sensitive natural features such as woodlands, steep slopes, streams, floodplains, and wetlands, by setting them aside from development.

h. The proposed location does not restrict existing agricultural operations or remove significant amounts of prime agricultural land, as defined by the Natural Resource Conservation Service, from production.

i. Adequate buffering is provided to reduce the impact on nearby land uses.

Policy 5. The display or storage of any goods should be restricted to certain locations behind the building setback lines. These areas should be adequately screened, required to be well maintained, compatible with surrounding uses and not adversely affect the County's overall appearance.

Industrial Land Use Goals and Objectives

Goal

Provide for the location of business parks, light and heavy industrial uses, while minimizing adverse impacts on surrounding uses, preserving rural character, and protecting environmental assets of Franklin County.

Objectives

6.1. Encourage new industrial uses in predominately rural areas, other than small-scale home-based industries, to be related to agriculture or mineral extraction.

6.2. Provide for the proper placement of light and heavy industry on sites served by adequate transportation facilities and public utilities.

6.3. Provide opportunities for business park development served by adequate transportation facilities and public utilities, particularly along Highways I-35, 59, and Old Highway 50.

6.4. Recognize and support the notion that most industrial and business park development should take place inside cities and towns to support their roles as the economic centers of Franklin County.

6.5. Cooperate with cities and towns to address industrial land development opportunities in unincorporated areas bordering a community.

Policies

Policy 1. Industrial development should be encouraged to locate in cities near existing industrial areas with available utilities and services.

Policy 2. Industrial areas should have reasonable and convenient access to major arterials.

Policy 3. Industrial areas should have adequate access to utilities, especially public water.

Policy 4. Traffic arteries should serve as boundaries between industrial and other uses.

Policy 5. Storage, trash receptacles and other normal rear yard equipment should be screened or placed out of view of roads and highways.

Policy 6. Industrial areas should be designed to minimize aesthetic incompatibility with neighboring land uses. To this end, light industrial uses shall be zoned in tiers with Light Industrial along major arterial roads or in areas readily visible to the public. Moderate Industrial uses may be placed behind the Light Industrial uses with Heavy uses located in interior areas that are well buffered and screened from public view.

Policy 7. Any research and development areas, including warehouse districts should include a high degree of visual amenities including screening, landscaping and signage.

Policy 8. Ensure that business parks and industrial land uses are compatible with and sensitive to surrounding neighborhoods or agricultural activities by promoting the following development standards:

a. Assurance that the roads providing access to the site are capable of handling the additional traffic without causing congestion or undue deterioration. Sites should be located with access to hard surfaced roadways.

b. Vehicular turning movements onto the site shall not cause a significant reduction in road capacity or represent a traffic safety hazard.

c. A source of potable water is available in sufficient quantity to meet usage requirements. The county planning staff shall coordinate development review and approval with the affected rural water district.

d. A wastewater treatment system is available that can safely treat the anticipated quantity and type of wastewater without causing groundwater or surface water pollution.

e. The Planning Commission may require a drainage study of the area by a licensed engineer. Developments adjacent to residential uses should provide separation and screening.

f. The proposed use is compatible with adjacent uses.

g. The site is designed to conserve unique and sensitive natural features such as woodlands, steep slopes, streams, floodplains, and wetlands, by setting them aside from development.

h. The proposed location does not restrict existing agricultural operations or remove significant amounts of prime agricultural land from production as shown on the Future Land Use Map and defined by the Natural Resource Conservation Service unless such industrial land uses are located within an approved Urban Growth Area or adjacent to a municipal area.

i. Adequate buffering is provided to lessen the impact on nearby land uses.

Policy 9. Mining and the associated processing of aggregate and mineral materials will be judged on a case-by-case basis. The County shall evaluate the need for a reclamation plan, dust and/or noise control plan, along with increased setbacks, screening, or similar measures as conditions of approval.

Open Space, Parks & Natural Environment

The natural beauty of Franklin County is an asset worth protecting, as are the natural resources (water and soil), which contribute to the vitality of the agricultural and urban economy. The land use plan relies on cooperative public and private management of the county's natural resources. The cornerstone of resource conservation rests with the individual landowner being a steward of the land. The ultimate goal of the land use plan is to ensure that future generations are able to enjoy the beauty and wealth of resources that current residents of Franklin County enjoy. Preserving the natural diversity and resources should be the heritage of each successive generation.

Open Space, Parks & Natural Environment Goals and Objectives

Goal

Promote county growth and development that efficiently uses natural resources and when feasible preserves and protects sensitive environments and conserves resources for future use.

Objectives

7.1. Protect the quality of surface water resources to optimize use for human consumption and recreation.

7.2. Protect the quality of groundwater resources to optimize use for human consumption.

7.3. Protect and restore unique plant and animal habitats.

7.4. Protect and preserve riparian areas along streams to ensure the protection of water quality.

7.5. Protect and ensure appropriate use of mineral and aggregate resources and minimize conflict between surface mining activities and surrounding land uses.

7.6. Protect floodplains from inappropriate uses and recognize their value for stormwater management and ecological functions.

7.7. Protect wetlands from inappropriate uses and recognize their value for maintaining surface water quality and wildlife habitat.

7.8. Protect and preserve the historical and cultural resources of Franklin County.

Policies

Policy 1. Promote the creation of open space corridors by encouraging the protection and preservation of floodplains, stream valleys and riparian areas.

Policy 2. Protect floodplains from urban encroachment.

Policy 3. Encourage the creation of buffers and/or open space between agricultural uses and rural residential developments to minimize negative impacts.

Policy 4. Design new rural residential subdivisions in a manner that preserves and protects natural wooded areas, bodies of water, floodplains, riparian lands, steep slopes, and areas of critical habitat.

Policy 5. Protect riparian areas to provide a natural protection zone for improving water quality, bank and soil stabilization, and pollutant filtration.

Policy 6. Ensure the proper placement and installation of on-site wastewater treatment (septic) systems.

Policy 7. Encourage the use of soil conservation practices and retain prime agricultural lands.

Policy 8. Investigate the preparation of a park and recreation needs assessment study. The first component of the study would survey the citizens of Franklin County to identify current park and recreation needs and priorities. The second component would focus on identifying future recreation and open space goals and needs, along with strategies for implementation and coordination with local governments.

Policy 9. Mining and the associated processing of aggregate and mineral materials will be judged on a case-by-case basis. The County shall evaluate the need for a reclamation plan, dust and/or noise control plan, along with increased setbacks, screening, or similar measures as conditions of approval.

Policy 10. Cooperate with State, Federal, municipal, and other county departments to establish and maintain watershed management practices.

Policy 11. Cooperate with State, Federal, municipal, and other county departments to establish and maintain groundwater and aquifer recharge management practices.

Policy 12. Prepare a GIS database of environmental sensitive or irreplaceable habitats and wildlife resources in Franklin County; and incorporate the

information in the land development review process when considering new development proposals.

Policy 13. Prepare and adopt land development codes that discourage inappropriate uses from developing inside floodplain areas.

Policy 14. Prepare and adopt land development codes that control soil erosion, and sedimentation and siltation.

Policy 15. Cooperate with, and encourage, private landowners and state agencies to identify, respect and preserve historical and archaeological resources.

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CHAPTER FOUR

TRANSPORTATION/CIRCULATION ELEMENT

Introduction

Franklin County is well connected to the region and major employment centers throughout Eastern Kansas by the existing Federal and State Highway system. The County is also served by the Burlington Northern & Santa Fe Railroad providing interstate connections to regional and national markets. Although less significant than the highway and rail systems as a means of transportation, the Ottawa Municipal Airport is a general aviation facility providing transportation for regionally and nationally based companies, charter flights and personal business associated with various Ottawa/Franklin County based manufacturing, distribution and service-related companies. Collectively, these transportation systems provide access to the Kansas City Metropolitan area as well as connections to other interstate and intrastate markets.

ROADS AND HIGHWAYS

Interstate Highway 35 travels through Franklin County in a southwesterly direction connecting the County with Kansas City and Wichita, two of the largest employment centers and business opportunities in the State. U.S. Highway 59 runs in a north/south direction through the County providing ease commuting to the City of Lawrence. Kansas Highway 68 runs east/west providing convenient connection to U.S. Highway 69 and U.S. Highway 75, providing access to the Kansas City area and Topeka. Kansas Highway 33 provides a connection between U.S. Highway 56, Interstate 35 and Kansas Highway 68. These highway systems are classified as "Arterial Roads" in the Functional Roadway Classification System shown in Table 4-1. The arterial roads also provide direction connection and access to most of the cities in Franklin County including Ottawa, Williamsburg, Wellsville, Pomona, Princeton and Richmond.

Table 4-1
Roadway Functional Classification System

Road Classification	Design Character	Minimum Right-of-Way Width
Arterial	Provide primary access to and through an area. Designed to move large volumes of relatively unimpeded traffic.	100
Collector	Disperse traffic within an area. Designed to collect traffic generated by rural residential housing and towns and move it to arterial roads.	80
Local	Provide access to individual properties.	70

The County's rural area is served by a 1,000 mile network of hard surfaced and rock (gravel) roads. There are 206 miles of County maintained hard surface roads, including 20 miles of concrete roads that the Kansas Department of Transportation has turned over to the County in recent years. The remainder of the hard surface roads are "chip-seal" roads.

Rock roads in the County fall into three categories. The first group consists of rock roads that are connecting links between areas of the county that have been traditionally maintained by the county. The second group consists of secondary rock roads that were township roads prior to 1961. The third group consists of minimum maintenance roads that receive little or no maintenance by the county. Minimum maintenance roads are farm access roads. There are approximately 114 miles of rock roads connecting small cities (connecting link roads), 772 miles of secondary roads, and 63 miles of minimum maintenance roads.

Beginning in 1997, the Franklin County Commission began programming long-range road improvement planning through the County Highway Improvement Program Committee (CHIP). The road planning performed by the CHIP Committee resulted in recommendations for road improvements, and established a rationale for and a priority list of roads that should be added to the hard-surfaced road system.

The *Franklin County Highway Improvement Plan* dated October 2001 provides an inventory of road conditions for hard surface roads, rock roads, bridges, and crossroad structures. The plan also includes a 10-year plan listing priorities for upgrading rock roads to hard-surface roads. According to the plan, "The decision to upgrade a rock road to a hard-surface road must be based primarily on traffic counts using KDOT methods. When traffic counts exceed 200 cars per day, consideration should be given to upgrading the road to a hard-surfaced road".

While the authority and by-laws established by the Board of County Commissioners for the CHIP committee are still in effect, the Committee has become inactive due to the lack of community interest and participation. The County should make a serious effort to retain the Committee as an advisory agency to the Board of County Commissioners for future road improvements.

Policy for Minimum Maintenance Roads

The County Commission adopted a new policy for minimum maintenance roads in Franklin County in 2004. The need to amend the policy was based on a growing number of homeowners asking the county to upgrade minimum maintenance roads to a full maintenance road. In brief, the new policy indicates that all costs of the rock to upgrade to a full maintenance road is the responsibility of the property owner, and no upgrade shall be less than one half mile in length and must attach to either a full maintenance road or a hard surfaced road.

RAILROADS

The Burlington Northern & Sante Fe (BNSF) Railroad traverses through Franklin County east/west connecting the County to the Kansas City Metropolitan area as well as the West Coast markets and through interconnects, with Gulf Coast cities such as New Orleans, Port Arthur and Galveston.

The BNSF is the catalyst for the Internodel (Logistics Park Kansas City) facility. Bulk goods and material are brought in by rail and distributed by semi-trucks throughout the market area. Currently BNSF has limited direct service access in Franklin County (primarily sidings Wellsville and Ottawa). However, connections could be constructed if user needs warrant the use of rail service.

Ottawa Municipal Airport

The Ottawa Municipal Airport is classified as a general aviation facility by the FAA and is located about three miles south of the City of Ottawa. The airport grounds were annexed into the city in 2001, but the adjacent areas around the airport are in unincorporated Franklin County. However, pursuant to the "Interlocal Agreement" between the City and Franklin County, zoning and planning authority was granted to the City for those surrounding sites located within the designated Urban Growth Area. The airport's primary runway, which runs north–south is paved and was overlaid in 1999. The airport has two additional unpaved runways. The parallel taxiway was reconstructed in concrete and widened in 2003. The airport grounds were expanded in 2012 with the purchase of 54 acres of farm ground, just south of the main runway. Additional hangars and other improvements have been constructed periodically to increase user services.

Development of the Ottawa Municipal Airport is guided by the *Airport Master Plan*, updated in March 2001, and prepared by Bucher, Willis, & Ratliff. The master plan also presents important recommendations regarding the future development of the airport's surrounding environs.

In 2012 both the City of Ottawa and Franklin County adopted height and hazard zoning regulations based on the standards and requirements of Federal Aviation Regulations Part 77. The Future Land Use Map depicts the areas subject to the height restrictions.

Alternative Transportation System

The Franklin County Health Department, through a grant from the Kansas Health Foundation, implemented a Healthy Communities Initiative in 2014. As part of the initiative, an Active Transportation Committee (ATC) was established and charged with developing a plan to encourage County residents to travel by non-motorized means.

In a predominantly rural area such as Franklin County, alternative means of transportation is limited and the current road/highway structure is designed for motor vehicles and farm equipment rather than pedestrian or bicycle travel. Using the existing rail trails, the Prairie Spirit Rail Trail and the Flint Hills Nature Trail as the focus of the plan, the ATC has developed a Bicycle and Pedestrian Master Plan identifying routes throughout the County that are suitable for pedestrians and bicyclists. This plan contains Goals and Objectives for the systematic development and implementation of these routes and has been included as Appendix A and serves as a guiding document to the Franklin County Comprehensive Plan.

Transportation
Goals and Objectives

Goal

Provide an integrated transportation system which offers efficient, effective and safe movement of people and goods, and where relevant preserves the rural character and livability of rural neighborhoods and residential areas where transportation facilities are located.

Objectives

8.1. Provide for adequate highway capacities and safe conditions in conjunction with KDOT roadway standards.

8.2. Provide a County road system that is integrated with the local, state, and national transportation system.

8.3. Support the adopted Franklin County Comprehensive Highway Improvement Plan (CHIP).

Policies

Policy 1. Establish and utilize appropriate roadway classification and design standards that are related to land use types, densities and vehicular traffic volumes in a way to reduce congestion.

Policy 2. Direct access to arterial roads from business and industrial facilities should be limited through development of an internal road system and/or frontage road construction.

Policy 3. Develop a program to buffer existing residential uses from major traffic routes.

Policy 4. Maintain roads and related improvements, e.g., road paving, intersections, to prevent physical and aesthetic deterioration.

Policy 5. Plan for major roads in the undeveloped portions of the planning area that support the land use recommendations of the Comprehensive Plan.

Policy 6. Ensure that new roads are planned in accordance with existing roads in the community.

Policy 7. The entry routes to subdivisions located in the County should encourage unified road accessories (informational signs, etc.) to create a more orderly appearance and to assist motorists.

Policy 8. The County should designate specific roads as bicycle/pedestrian routes.

Policy 9. Maintain ongoing communication with the public regarding implementing priorities and funding for the Bicycle and Pedestrian Plan.

Policy 10. Any private roads that are developed shall be maintained by a private homeowners association, if it is located in a planned unit development or by a road benefit district consisting of the affected property owners.

Policy 11. All roads contiguous to an area proposed for annexation must be included as part of the annexation.

Policy 12. Encourage interconnecting site developments to allow employees and customers to move from site to site without entering and exiting a highway.

Policy 13. Create shared driveways to combine access points for residential and non-residential sites and reduce conflicts.

Policy 14. Achieve better separation of conflict points by providing wide spacing between driveways and keeping driveways away from intersections.

Policy 15. Encourage developments that can benefit from rail transportation to locate in close proximity to existing sidings and other improvements of the BNSF Railroad.

Policy 16. In cooperation with the City of Ottawa, establish land use and development strategies which support and/or utilize the municipal airport facility.

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CHAPTER FIVE

Demographics & Projections

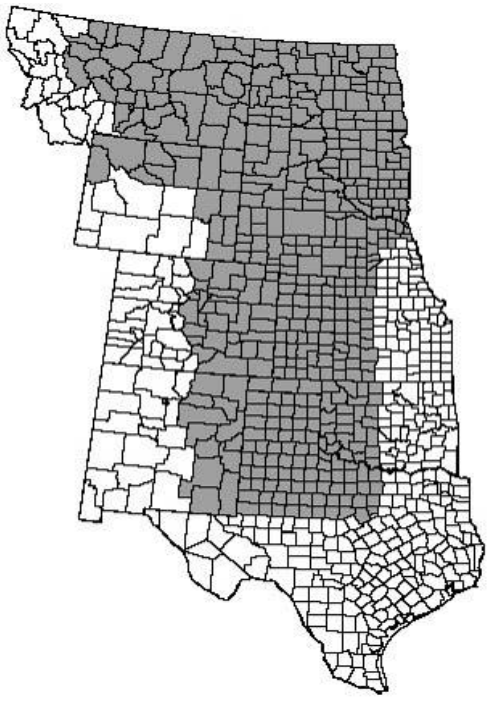
Focus on "The Heartland"

This part of the plan is a strategic assessment of the past, present, and near future vitality of Franklin County. Franklin County must be evaluated in the context of regional development and change. Franklin County holds a key position in eastern Kansas and the Lawrence-KCMO MSA (Metropolitan Statistical Area). But, in a general way, it should be judged from a Midwest – (The Plains States) perspective. In other words, this assessment lays a foundation to examine both the strengths and weaknesses and the opportunities and threats as we move through the first generation of the 21st Century.

Demographic Data Highlights
Total County population in 1930: 22,024 persons
In 1990: 21,994 persons
In 2000: 24,784 persons
County Population change from 1990 to 2000: 12.69%
Median age 1980: 32.4 years
Median age 2000: 36 years
Fastest Growing Townships 1990 – 2000
Cutler: 59.4%
Lincoln: 67.4%
Pomona: 63.5
Greenwood: 65%
Franklin: 53.5%
County Population Forecasts
Franklin County 2025: 33,010 persons (Current Study)
Franklin County 2025: 30,100 persons (Woods & Poole)
Franklin County 2025: 29,774 (Kansas Water Office)

Kansas is one of 10 states (or parts of states) that, when taken as a group, form "The Heartland." These states account for a large share of the nation's rural decline and out-migration. Figure 5-1 is a map of the counties and states, or parts of states that customarily comprise the Heartland. Some prefer to add Missouri and Iowa to this list. The shaded part of the map represents the Great Plains. Generally speaking, this is an area of the United States where more than half the counties and towns are losing population; where declining school enrollments are serious issues, and where the elderly far out-number the children and young. Table 5-1 compares demographic data for selected states in "The Heartland" portion of the United States.

FIGURE 5-1 The Heartland States and the Great Plains



Each of these states contains metropolitan centers that are home to a majority of each states' population. In Kansas, for instance, the U.S. Census Bureau classifies 15 counties as MSA (Metropolitan Statistical Areas): These are the urbanized and urbanizing counties associated with Kansas City MO-KS, Wichita-Sedgwick, Lawrence-Douglas, and Topeka-Jackson County MSA's. From 1990 to 2000, the metropolitan counties in Kansas increased at a rate of 14.4 percent.

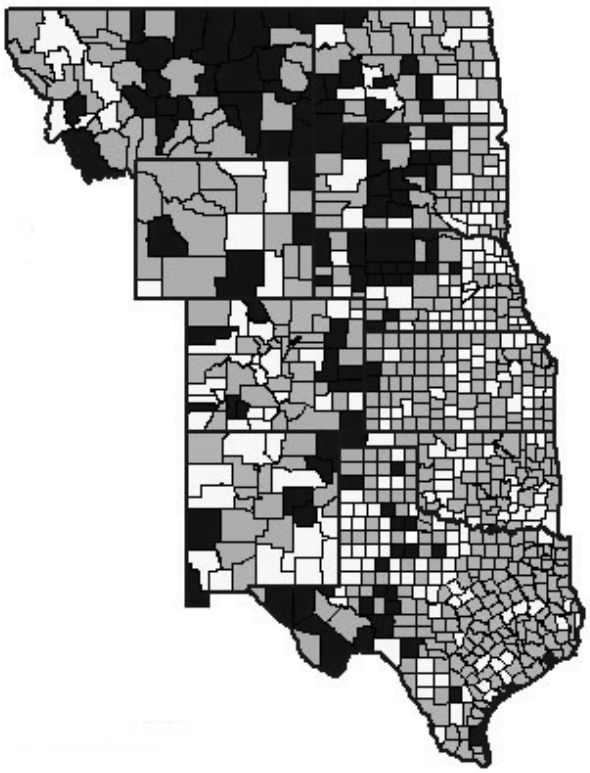


FIGURE 5-2 – Frontier Counties In the Heartland

The Great Plains section of America's Heartland is home to many of the Nation's "Deep Rural" counties. There are two types: Depopulated Counties and Frontier Counties. Depopulated counties have 2 or less persons per square mile (shown in black in Figure 5-2). Frontier Counties contain 6 persons per square mile or less. The region is losing so many rural people that 261 Plains counties hold fewer than six residents per square mile (an old census yardstick for "frontier"). That represents more than one-eighth of the contiguous US - an area larger than France and Germany. This level of lower density is not sustainable, and thus creates economic hardships for those who choose to remain in deep rural areas. Figure 5-3 shows the Frontier Counties in Kansas (dark shaded areas). The vast majority are located in the western one-half of the state.

Cleary, there are winners and losers in all of these states. The losers have similar attributes: small scale, remoteness, very low-density patterns, and economic hardship. A great many of them reached population peaks in the 1890s or 1900s and continue to shrink 100 years later.

The winners fall into three groups: attractors, cluster industries, and urban overspill. Attractors are market drivers in the local economy. The most well known are: retirement destinations, tourism centers, high tech industries – such as telecommunication hubs, colleges and university, and health care – to mention a few.

Clusters are groups of related industries. Industry clustering takes account of the benefits that flow from businesses locating near firms in the same industry. Firms often find they can lower costs by locating in the same area as similar firms. These savings can come from many sources, but one of the most important is access to a labor market specialized to that industry. Another important benefit from clustering is better access to information about markets and technology. Trailer manufacturing, antique hubs, furniture manufacturing, cattle production and universities are some of the more well know clusters in the Great Plains.

Table 5-1 Comparative Demographic Factors in the Heartland States					
	Kansas	**Nebraska**	**South Dakota**	**North Dakota**	**Oklahoma**
2003 Population	2,723,507	1,739,291	764,309	633,837	3,511,532
Percent Change 1990-2000	8.5%	8.4%	8.5%	-1.3%	9.7%
Age 65 and over in 2000	13.3%	13.6%	14.3	14.7%	13.2%
Persons Latino or Hispanic origin	7.0%	5.5%	1.4%	1.2%	5.2%
Persons square mile	32.9	22.3	9.9	9.3	50.3
Persons per household 2000	2.51	2.49	2.50	2.41	2.49
Median household income	$40,624	$39,250	$35,282	$34,604	$33,400
Median Age	35.6	35.8	36.4	37.9	36.0
SOURCE: http://www.mcrel.org/PDFConversion/Noteworthy/Heartland/demographics.asp					

FIGURE 5-3 – Frontier Counties in Kansas

Urban overspill and being a member of a Component Economic Area offers the greatest opportunity for growth and prosperity in the Midwest. Urban spillover takes account of the benefits that flow from locating near a metropolitan area. Benefits include both cost savings and improved access to markets. For example, metropolitan areas often have transportation and communications infrastructure that push down costs of doing business. In addition, metropolitan areas have a richer mix of financial and business services, often at lower cost. Metropolitan areas provide a local market to which a business can sell its product or service, and the larger the metropolitan area, the bigger the market.

Urban overspill, and the associated concept of metropolitan adjacency, is arguably the most important variable in rural rejuvenation. A rural county that is adjacent to a MSA (Metropolitan Statistical Areas) almost always enjoys better job opportunities; higher wages and access to markets also bolster the rural economy.

Focus on Kansas

The latest estimate of the Kansas population is for July1, 2004. The estimate is for a total state population of 2,723,507 compared to 290,809,777 for the United States. This translates to a 1.3 percent change for Kansas from the last counting period in 2000 as compared to 3.3 percent for the United States during the same time frame. From 1990 to 2000, the rate of population increase for Kansas is reported as 8.5 percent compared to the U.S. rate of 13.1 percent. Regardless of the connotation, the 1990 – 2000 Kansas growth rate is considerably improved over the dismal 4.5 percent rate of growth from 1980 to 1990.

Compared to the United States as a whole, Kansas can be characterized as a low to low-average growth performer for the past 50 years. Currently, Kansas ranks as the nation's 32nd most populous state and is 39th in the rate of growth. The state contains slightly more than 1 percent of the nation's population and this ratio is not expected to change significantly within the next 30 years. Final (adjusted) population totals by the Census Bureau in 2001 estimates that Kansas, Nebraska and South Dakota will all increase at about the same rate – 7.5 to 8.5 percent.

Generally speaking, this middling performance is due to high rates of out-migration to other states, declining small towns, the loss of basic industries and services, and the changing nature of local economies. In terms of migration, Kansas lost 7,792 persons from 1995 to 2000 and approximately 16,000 for the decade 1990 - 2000.

The greatest outflow of population from Kansas is to Missouri; 58,785 persons moved from Kansas to Missouri from 1995 to 2000. Conversely, 56,622 Missourians migrated to Kansas during the same period for a net loss of 2,163 persons. During this same time period, 57 of the 105 Kansas counties reported a net loss in population and 65 counties will lose population between 2000 and 2010. In terms of declining communities, 350 Kansas communities either declined in size or their population remained essentially the same from 1990 to 2000.

One of the largest components of in-migration comes from international migrants. Currently, the foreign born, and children of the foreign born, account for about 12 percent of the total Kansas population. These foreign born immigrants account for one-third of the overall population increase in Kansas from 1990 – 2000.

On the bright side, Kansas does have a number of consistent population and economic performers among its towns and counties. Nationwide, both metropolitan and rural growth is related to seven key factors:

- Tourism
- Retirement destinations
- Scenic amenities
- Industry
- Educational institutions
- Metropolitan influence
- Transportation links

Three of these factors are influential in Kansas: industry, education and transportation. The mix of metropolitan and rural industries is a critical factor for the economies and population base of Kansas; this is especially true for small towns and small cities. According to census data, approximately 7,000 new net immigrants arrived in Kansas from 1990 – 2000 that sought employment in one of the sectors of manufacturing.

A second critical component of the Kansas economy is the industry of education. A number of Kansas communities, such as Atchison, Lawrence, Manhattan, Hutchison and Garden City, are driven by jobs and services that revolve around higher education. Also, elementary and secondary education is the major industry in many small communities.

Location on a key highway route is critical; isolation and remoteness can be fatal in the long run to communities even though telecommunication is rapidly diminishing the distance between communities, states and nations. Interstate adjacency may not assure a prosperous town, but it does offer the opportunity for competitive advantage and new markets.

Finally, metropolitan overspill is the major growth generator for a majority of the stable or growing communities in this state – southwest Kansas is an exception. The Kansas City MO KS Metropolitan Area (MA), which is by far the principal growth generator in Kansas, is the nation's 24th largest urban area and ranks 120th out of 276 MA's in growth rate. The Lawrence - Douglas County MA is adjacent to the Kansas City MO KS Metropolitan Area and contains an estimated population of 102,000 in 2005. Both metros have a significant impact on neighboring counties through jobs creation, the opportunities to create new firms and services, and population spillover. Examples of counties impacted in eastern Kansas are Leavenworth, Franklin, Miami and Wyandotte.

Table 5-2 presents the probable impact of metropolitan population spillover on some eastern Kansas communities. The two key variables selected for this assessment are the population of the county in 1980 and 2000. This assumes that a 20-year baseline of population change is a good indicator of the metropolitan influence on an adjacent county.

Table 5-2
Metropolitan Influence on Eastern Kansas Counties

COUNTY	Pop. 1980	Pop. 2000	Assessment
Atchison	18,397	16,832	No impact
Doniphan	9,268	8,249	No impact
Jefferson	15,207	18,426	Significant
Wabaunsee	6,867	6,885	Sustaining
Jackson	11,644	12,657	Marginal
Franklin	21,813	24,784	Moderate
Miami	21,618	28,351	Significant
Linn	8,234	9,570	Moderate
Osage	15,319	16,712	Marginal

SOURCE: http://skyways.lib.ks.us/counties/#cmap

If total population change is an adequate measure of overspill impact to a metro adjacent county, the data show significant change to Jefferson County (From Topeka – Shawnee County SMA), Miami County (Kansas City MO KS SMA), and moderate impact to Franklin County (Lawrence – Douglas County SMA). Both Atchison and Doniphan Counties are in decline even though they are adjacent to two SMAs – Kansas City MO KS and St. Joseph. Osage County, adjacent to Topeka, shows a 9 percent increase over the 20-year period. This is about 40 percent of the national average during that time. Linn County's increase over the same period amounted to a 16 percent change.

Comparisons with Adjacent Counties

Franklin County's immediate region is composed of seven counties. Table 5-3 gives comparative data for population change. As a benchmark, the average growth rate of the Heartland/Plains States is 8.2 percent per decade and the average growth rate of the Kansas City MO KS Metropolitan Area is 12.2 percent. The neighboring county group in Table 3 registered a 14.1 percent average increase from 1970 to 1980, a 10.6 percent increase from 1980 to 1990, and then 14.6 from 1990 to 2000. The dip in the average growth rate from 1980 to 1990 is consistent with growth performance throughout the entire Midwest and near western states. The 1980s visited harsh economic changes throughout the Heartland and it required most of the decade to recover. Kansas was particularly hard hit during this period.

The neighboring county group as a whole, minus Linn County, performs well above the national, Heartland States, Kansas and regional average. Much of this is, of course, due to the market forces created by the expansion of the Lawrence – Douglas County MA. The Lawrence – Douglas Metropolitan Area is ranked 46th out of 280 metro areas in rate of growth between 1990 and 2000. This is nearly the same as another Midwest "hotspot" – the Springfield, MO MSA with a 23.2 percent change. No other metro areas in the Great Plains or the Heartland are ranked near the Springfield and Lawrence MSAs.

Table 5-3
Neighboring County Population Growth 1970 - 2000

County	1970	1980	1990	2000	% Change 70-80	% Change 80-90	% Change 90-2000
Franklin	19,936	21,830	21,994	24,784	10.32	0.00	12.69
Douglas	57,963	67,641	81,798	99,962	16.75	20.93	22.21
Jefferson	11,906	15,167	15,905	18,426	27.39	4.87	15.85
Miami	19,197	21,538	23,466	28,351	12.19	8.95	20.82
Linn	13534	11,969	10,053	9,570	-11.6	-16.6	-4.8
Leavenworth	53,322	54,789	64,371	68,291	2.75	19.49	6.71
Osage	13,355	15,318	15,248	16,712	14.70	-0.46	9.60

SOURCE: Bucher, Willis & Ratliff Corp. N:\2003-068\WPC\wpc\demographics\franklincounty-demographicreport.doc, 2003; U.S. Census Bureau, General Characteristics of the Population, Kansas, 2000

Table 5-4 contains data for the estimated rate of population change for Franklin County and its neighboring counties from 2000 through 2004. These census bureau estimates support the proposition that this group of counties, not including Linn County, can sustain their strategic advantage due to metropolitan adjacency throughout the first generation of the 21st Century. These estimates are based on more than past trends. Raw data from several sources, including building permits issued and taxpayer information is collected and analyzed to form a picture of the current population.

The current population estimates for Franklin and neighboring counties indicate a high probability for strong growth in the first half of the decade for Douglas, Franklin, Miami and Leavenworth Counties. Conflicting data and estimates by the Census Bureau and the Policy Research Institute at the University of Kansas make the estimates for Osage County

doubtful. Otherwise, early indications are that the four counties mentioned above will exceed Kansas' growth rate, and probably that of the nation as a whole.

Table 5-4
Neighboring County Estimated Population Growth 2000 - 2004

County	2000 – 2004 % Change	2000	2001	2002	2003	2004	Numeric Change
Franklin	5.1	24,784	25,171	25,511	25,824	26,049	1,265
Douglas	3.02	99,962	101,076	102.200	102,983	----------	3,021
Jefferson	2.6	18,426	18,593	18,705	18,795	18,906	369
Miami	4.8	28,351	28,501	28,711	29,200	29,712	1,361
Linn	--	9,570	9,710	9,720	9,750	9,775	
Leavenworth	4.16	68691	70,110	71,366	72,107	72,439	3,748
Osage	2.6	16,712	16,858	17,004	17,150	----------	438

SOURCE: U.S. Census Bureau, Population Estimates Program, July 1, 2004; Phillips & Associates Estimates, May 2005. Base numbers may disagree with published numbers for the year 2000 because the census was actually taken in early 1999. Some data taken from the Policy Research Institute, University of Kansas - http://www.ku.edu/pri/ksdata/ksah/population/

The information in Table 5-5 is a useful guide to estimate the potential for future growth. Columns 2 and 3 contain the median age for each county in 1980 and 2000. The higher the median age, the greater the proportion of the population leaving the child bearing years – thus the opportunity for growth through natural increase (births in excess of deaths) is reduced. The median age of all persons in the United States is estimated to be 37 years (up one year since 2000 when the census reported a median age of 36.1. Three of the four-benchmark counties in Table 5 are right at the state and national mean for age. Douglas County's data were not included in the cells due to the fact that the university student population masks the true age of persons in Lawrence. Since these counties are at the mean for median age, rather than 3 – 6 years older as in many Kansas counties, the aging of the population will occur normally along with the other urban and urbanizing counties.

Table 5-5
County Potential For Population Growth

County	Median Age 1980	Median Age 2000	Rural Pop. 1980	Rural Pop. 2000	Age 65 and Older 2000	Age 65 and Older 2015	% Change in Households 1990-2000
Franklin	32.4	36	11,046	12,981	3,476	3,421	13.8
Douglas	NA	NA	9,067	12,780	7,937	9,514	27.7
Miami	32.5	36.7	12,602	15,722	3,378	4,006	23.4
Leavenworth	30.1	35.6	15,846	21,846	6,766	8,411	17.0
Kansas	30.1	35.2	787,780	768,337			9.9

SOURCE: Policy Research Institute, University of Kansas - http://www.ku.edu/pri/ksdata/ksah/population/

Columns 4 and 5 have the rural portion of the population for each of the benchmarked counties. Rural includes the population living in the unincorporated portion of a county and in towns under 2,500 in population. In Kansas as a whole, the rural population is diminishing

at an increasing rate and will continue to do so for the foreseeable future. Kansas follows the same trend as the other states in the Heartland of small town and rural area decline. The standard rule is that if the rural sector of a county's population base is increasing, it is therefore counter to the norm.

This population increase signals a sprawl pattern of growth and development based on economic opportunities, good transportation routes, and jobs availability. It seldom means small town rejuvenation. It is obvious that all four counties display strong signs of rural growth and development. Both Miami and Franklin County serve as "bookends" for two Metropolitan Areas. It is clear that this adjacency is a strong force over the past decade and will continue in the near future.

Columns 6 and 7 have data for the number of persons that were aged 65+ in 2000 and the projected number aged 65 and over in 2015. Franklin County is one of the very few growing areas in Kansas, if not in the Midwest, that probably will not experience a large increase in the number of elderly and very old persons. Butler County, one of Kansas' fastest growing counties located east of Wichita, will see an increase of 40 percent in the number of elderly person, from 7,483 to 10,538.

The final column has the percent change in the number of households from 1990 to 2000. A family is defined as two or more persons living together, with or without children, or one parent living with their children. A household is one person living alone, or two or more people residing together and sharing facilities. New households are continually created as young adults leave home and seek living quarters, when people immigrate to a new area, and when a divorce occurs. As the data shows, Kansas has a very low rate of new household formation – only a nine percent increase from 1990 to 2000. The data for Douglas County should be discarded due to the impact of large numbers of college students forming new households each year. The rates of increase for Franklin, Leavenworth and Miami Counties leave very little doubt about growth potential. Franklin County, even though its rate of household formation is less than its neighbors, still ranks a full 4.5 above the state mean.

Franklin County Analysis

This section of the analysis profiles local conditions, trends, and possible futures for Franklin County and its communities. Possible futures are calculations based on the "current scenario." The current scenario is drawn from the past history of the Heartland, Kansas, and the cluster of urbanizing counties located near Kansas City and Lawrence, Kansas. And, another part is drawn from the area's strategic advantages. Some of these advantages are: a nodal point for three interstate highway systems; excellent airport access, but not a hub; major educational and research institutions; and, a population base that is strong and diverse enough to weather the coming generational storm of age compression, declining school enrollments, and reductions in the birth rate.

Figure 5-4 presents a historical analysis of population change over the 20th Century. Miami County is included because of its adjacency, similarity in size, economic conditions and growth patterns. Both counties follow a narrow population corridor throughout the entire century: Franklin County begins the century at 21,345 and Miami at 24,641 persons. During the next ten decades Franklin County reaches a population peak of 22,024 in 1930 and then declines and/or gains marginally until the 1990s when there is a growth surge and a new peak is set at 26,049 persons (2004 est.). Miami follows exactly the same corridor and

pattern of marginal gain and loss. The major difference between the two patterns is that Franklin County lost population from 1980 to 1990 during the economic downturn and Miami gained approximately 2,200 persons. Miami ends the century with an all time population high of 29,712 (2004 est.).

FIGURE 5-4
Franklin and Miami County Population Rate of Change, 1890 – 2000

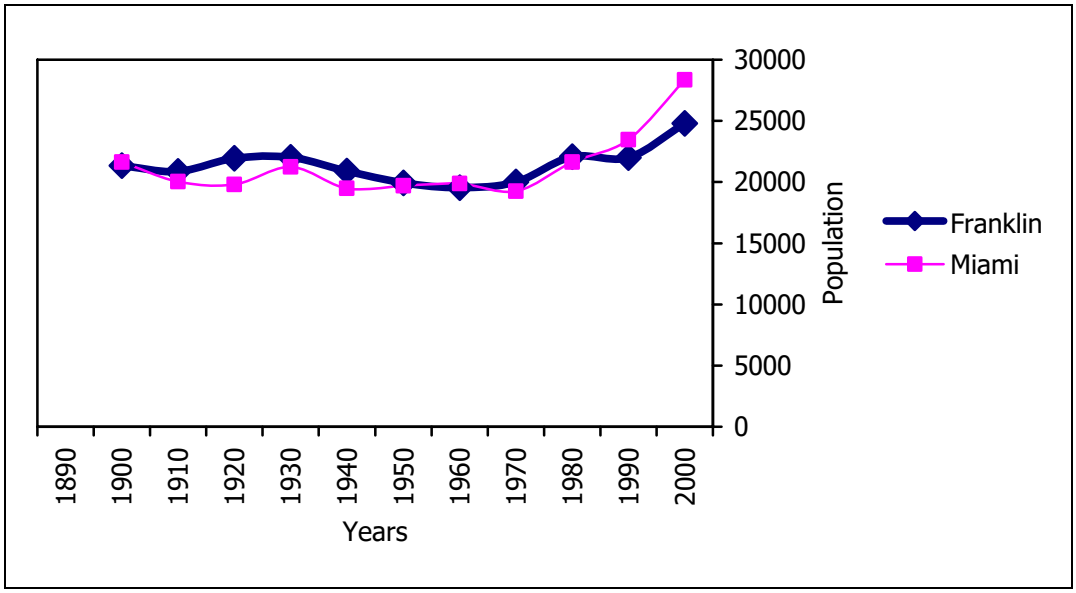


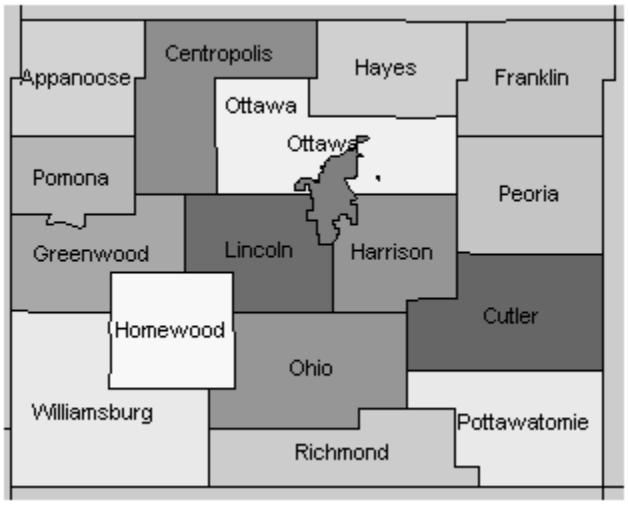
Table 5-6 has data for Franklin County's local communities and townships. The data indicate that most incorporated places in Franklin County grew or declined only marginally over the past four decades in real population change. Statistically, several communities, notably Pomona and Princeton posted large gains – 88.2 and 82.2 percent respectively. Lane City is the only community to lose population 1960 – 2000, but the change is marginal – a 26 person difference. The data is significant if for no other reason that it is counter to the Kansas trend for communities under 1,000 persons and also for towns 2,500 or less. The norm is for population loss for small and very small communities throughout the Great Plains. It is not common, but by no means rare, for all towns in a non-metropolitan county to lose population. It is rare for all communities in a county, regardless of size, to gain population. It is certainly a strong indicator of a bright future for Franklin County.

Table 5-6
Growth Characteristics of Area Communities and Townships in Franklin, 1960-2000

Place	1960	1970	1980	1990	2000	% Change 1960-2000
Lane City	282	254	249	247	256	-9.2
Ottawa	10,673	11,036	11,016	10,667	11,921	11.7
Pomona	489	163	868	835	923	88.8
Princeton	174	159	244	275	317	82.2
Rantoul	157	200	212	200	241	53.5
Richmond	352	464	510	528	528	50.0
Wellsville	984	1,183	1,612	1,563	1,563	58.5
Williamsburg	255	286	362	261	261	2.4
Township						
Appanoose		245	257	263	293	19.6
Centropolis		822	758	616	997	21.3
Cutler		537	714	669	856	59.4
Franklin		1,663	2,219	2,178	2,552	53.5
Greenwood		260	347	366	429	65.0
Harrison		484	420	402	445	-0.9
Hayes		258	314	362	397	53.9
Homewood		329	411	412	493	49.8
Lincoln		469	475	902	797	69.9
Ohio		499	621	650	783	56.9
Ottawa		665	923	792	868	30.5
Peoria		374	514	526	626	67.4
Pomona		718	1,080	1,051	1,174	63.5
Pottawatomie		834	561	582	669	-19.8
Richmond		722	780	833	812	12.5
Williamsburg		598	652	517	672	12.4

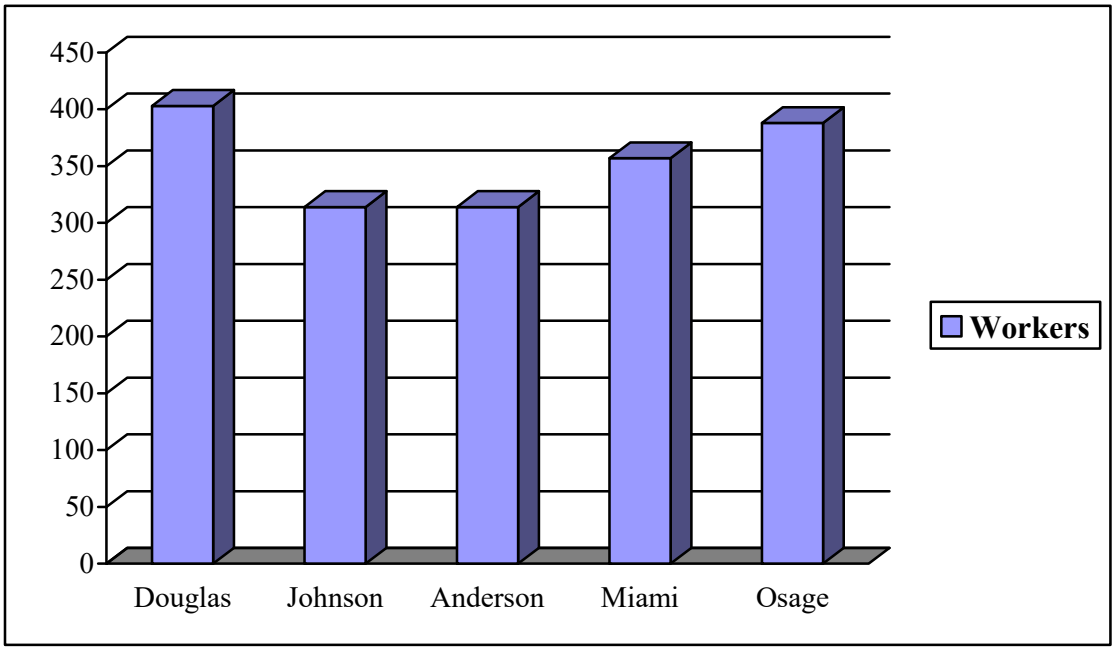
Source: U.S. Census Bureau, Census 2000; U.S. Census Bureau, Characteristics of the Population, Counties and County Units, 1990 @ 2000.

All spatial indicators point to the type of growth experienced in Franklin Township since 1980. In 2000 the Census reports a total of 12,007 of the county's 24,784 persons living outside of incorporated areas. Some of this settlement is adjacent to towns such as Ottawa, but the majority is scattered or clustered along Interstate 35 or near Lake Pomona; otherwise known as metropolitan sprawl.



Population sprawl is often associated with large scale commuting patterns in and out of a market area – in this case Franklin County. However, the data are not supportive of this general model. As Figure 5-5 indicates, of the 12,730 workers who reside in Franklin County, 5,440 (44 percent) leave and travel to another county to their place of work. Forty-four percent may seem like a large proportion of the working population, but in a metropolitan context, labor and capital flow freely across municipal, county and state boundaries. Bedroom counties and communities often have 70 percent of their labor force leave the county for work.

FIGURE 5-5
Worker Flows from Franklin County 2002



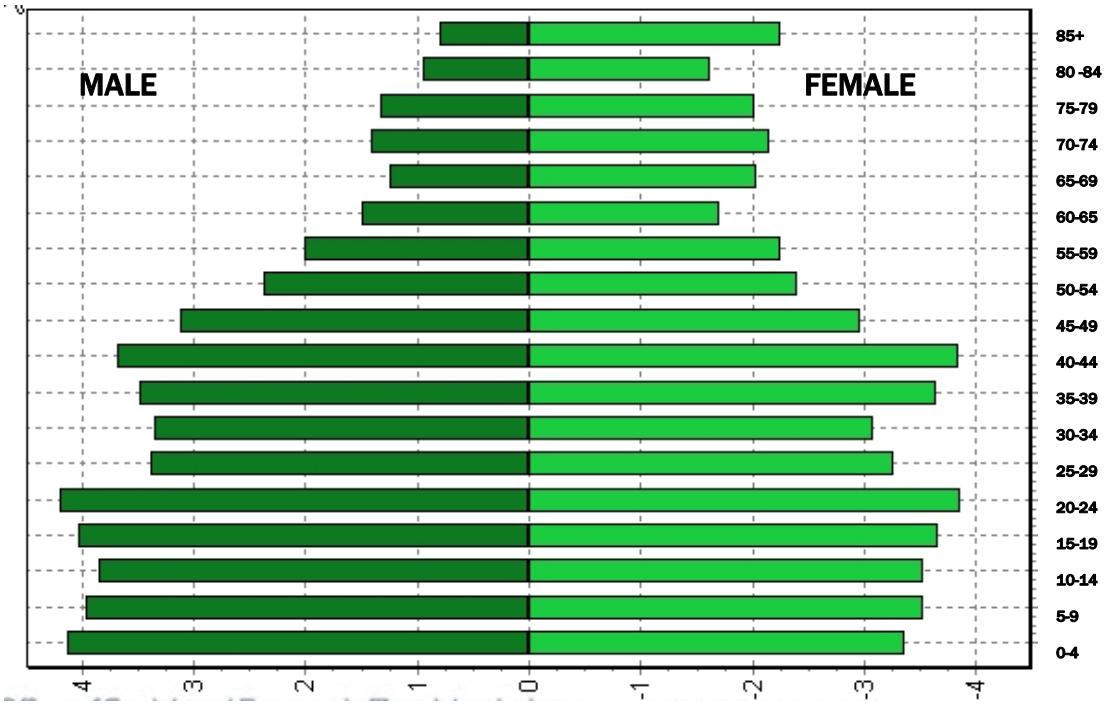
Population Change – Growth and Decline

Population change is due to a number of complex factors. Some of the most important criteria are data related to population vitality. Population vitality is a metaphor and is useful as a comparative measure for towns and counties. A population base is said to be healthy and vital if it is composed of a strong and diverse mix of age segments, a favorable balance between youth, middle age, and elderly persons, moderate size households, and births rates that exceed death rates – to mention a few. Healthy and vital populations will have a workforce that is sufficiently large to provide resources for those that do not work for wages or salaries, such as children and the retired elderly. Likewise, population vitality will also mean that sufficient opportunities are present in the immediate region to retain a portion of the high school/technical school graduates who wish to remain in the area and strengthen the social fabric of their community. Finally, a population base with vigor and vitality will attract (pull) individuals as in-migrants or workers commuting into the area because of opportunities, amenities, social institutions and educational resources.

A common method of gauging the vitality of a population base is to use population models, also know as pyramids. These models are simply bar charts shown on the horizontal rather than the traditional vertical. Each bar is an age segment equal to four year, also known as cohorts. The length of the age segment, which is broken into males on the left and females on the right, indicates the percent of the age segment to the total population. For instance, the number of males aged 0-4 years is about 4.2 percent of the total population in the model shown in Figure 5-6. Each cohort can then be compared against regional, state and national norms.

Figure 5-6 is a population model of Ottawa, Kansas. The lower portion of the model, up to about age 45, deviates from the Kansas mean. It has a very healthy base of children, young adults and early middle aged males and females. The largest age segments are 20 – 24 and 40 – 44 years. The first is undoubtedly due to the presence of Ottawa University and the second age segment (40-44) to strong in-migration of career and professional workers in early middle age.

FIGURE 5-6
Population Model for Ottawa, Kansas 2003



Percent of Total Population

Source: http://www.seta.iastate.edu/census/population/city.asp?StateAbb=KS&CityFips=53550

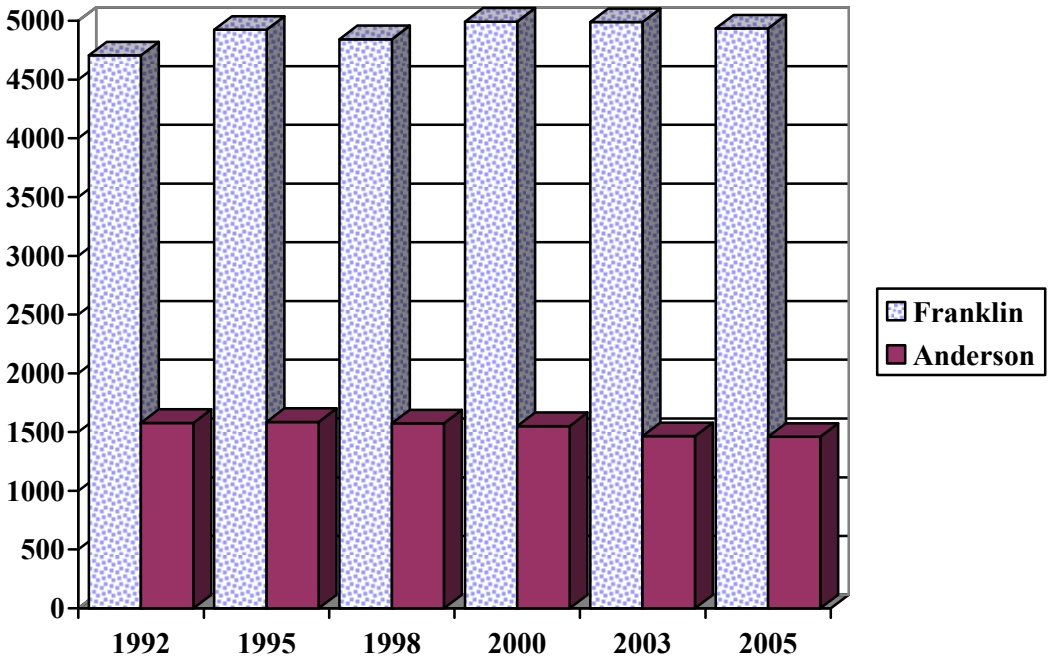
The top of the model is more representative of the older, small town heritage of Ottawa. There is a progressive imbalance of males versus females as age increases due to disproportionate mortality rates. Those persons age 60 and above are more prevalent than in the larger suburban metropolitan communities such as Olathe and Lawrence.

Public school enrollments K-12 data provide important clues to population vitality for about 10 – 12 years in the future. Overall, America's school age population is growing and a significant part of this growth is due to international immigration. However, the distribution of this growth is geographically uneven. Nationally, the greatest proportion of school

enrollments occurs in the West and South, and the Northeast is generally stable. The Midwest is spotty with enrollment increases limited to metropolitan counties. Kansas is one of 11 Midwestern states projected to lose enrollments over the next 12 years (2017). Kansas is expected to lose about one percent of its enrollments, Iowa five percent, and Nebraska one percent.

The 1992 – 2004 yearly school enrollment data is contained in Figure 5-7. Anderson County is used as a comparison because it is a neighbor to Franklin County and is more typical of the rural side of Kansas.

FIGURE 5-7
School Enrollment Data for Anderson and Franklin County's



Source: Kansas State Department of Education, 2005

The enrollment data for Franklin County clearly shows an upward trend of marginal gain while marginal loss is inferred from Anderson County's numbers. In the past 10-12 years Franklin County gained about 500 students at all levels. Anderson lost about 200 students in the same time frame.

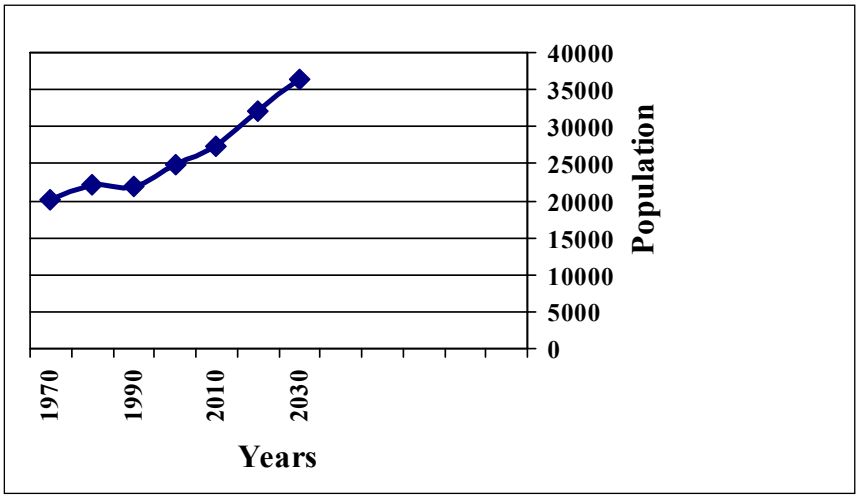
We can conclude that Franklin County will be among the handful of Kansas counties that will continue to experience a slow enrollment increase over the next 10-12 years. If birth rates continue to drop, and the trend to have no more than two children per family solidifies, then it is likely that Franklin County school enrollments will stabilize within a corridor of 4,800 – 5,000 students.

Population Projections and Forecasts

Although change is a constant, it is most often slow and deliberate. Modeling population change is often simply a matter of good judgment, knowledge of market forces, and reliable socio-economic data. Given the past grow performance, the economic resources available to the Kansas City MO KS Metropolitan Area, and the strategic location of Franklin County, it is relatively safe to say that Franklin County will continue to grow at about the same rate it is has for the past 40 years. Figure 5-8 is a simple linear or straight-line model based on known population change from 1970 – 2004. The graph indicates that we can expect about 10,000 new residents by 2030.

Other growth scenarios are possible, but often depend on untested assumptions. Therefore, the results can vary widely. Table 5-7 compares various population forecasts for Franklin County for the next 15 to 30 years.

FIGURE 5-8
Franklin County Population Projection - 2025



The projection prepared by Phillips & Associates for this plan is based on several key assumptions. First, it is assumed that the current rate of population growth in Franklin County reflects the period 1990 – 2000 when there was an average decennial rate of increase of about 10.5 percent. This rate of change in and of itself will possibly generate about 8,000 new residents over the coming 20-year period. Second, residential building starts must continue countywide at the current rate. A reasonable supply of new affordable housing is critical to continued growth. Franklin County benefits from Douglas County/Lawrence's tight and more expensive housing supply.

The linear projection was prepared for this plan using step-wise regression. The base year for the projection is 1960 and the target year is 2025. Under the current scenario, the high projection is 39,323 persons, the middle projection is 33,010 ± 295, and the low projection series is 31,370 ± 307. The total increment of growth from 2000 to 2025 is approximately 8,226, or an average of approximately 400 persons per year. If Lawrence/Douglas County is able to create a more affordable housing base, some of future Franklin County growth may shift to Douglas County (or Miami County).

Woods & Pool markets a demographics report that contains population forecasts. Their model predicts a final population 30,100 in the year 2025. The critical assumption in this model is that the rate of growth from 1990 to 2000 is not reflective of the future rate of change. In other words, Franklin County will grow, but at a slower than 10.5 percent per decade.

The Kansas Water Office prepares population forecasts for all towns and counties in Kansas. The data is based on the rate of change from rural water consumption. This model agrees nicely with the Woods & Poole data, but is slightly less as a result of "no growth" in Franklin County from 1980 – 1990.

The more or less "official" forecast for Franklin County is from the "Kansas Governor's Economic & Demographic Report 2004 – 2005." The basis and methodology for the forecasts is not stated in the report. The result is a 'No Growth" model from 2005 to 2020. The final forecast for 2020 is 23,609 persons.

Table 5-7
Population Forecasts and Projections for Franklin County to 2025

Series	2000	2010	2015	2020	2025
Linear Model	24,784	27,339	28,459	31,330	33,010
Woods & Poole	24,784	26,880	27,850	29,000	30,100
KS Water Office	24,784	25,891	26.100	27,404	29,774
Governor's Budget Report	24,784	24,903	23,878	23,609	----------

Source: Phillips & Assoc., 2005; Woods & Poole Associates, 2005; The Governor's Economic & Demographic Report, 2004 – 2005 www.da.state.ks.us/budget.ecodemo.htm

Conclusions

The "official" 2004 population estimate for Franklin Count is 26,049 persons issued by MARC (Mid-American Regional Council). This is 1,126 more persons than counted in 1999 for the 2000 Census. If this rate of change continues, the population of the county will be 27,339 ± 218 in 2010. All indications are that Franklin County will continue to grow at a moderate rate – higher than the Kansas norm, but slightly less than the national rate.

Both the Lawrence/Douglas County and the Kansas City MO KS metropolitan areas continue to send out migrants in search of affordable housing, stable schools, and easy commutes into the metropolitan core. To capitalize on this metropolitan adjacency, Franklin County's planners, leaders, and governing body should consider the following policy scenarios:

- Franklin County cannot compete with the fully metropolitanized counties such as Douglas, Leavenworth and Johnson Counties in terms of urban level services, jobs, and high tech firms.
- Franklin County's competition is Miami County and the goal should be to gain a competitive advantage in terms of housing, location, quality of life, safety and transportation costs.
- If Franklin County cannot directly compete with the urban counties, then it must concentrate on proven strengths, find niche markets, and existing assets. These are: housing value and property tax rates; small town success and life style in Ottawa and the smaller towns in Franklin County; interstate adjacency; firms specializing in storage and transportation; and training/educational opportunities at Ottawa University.

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CHAPTER SIX
Housing

This chapter examines housing characteristics in Franklin County, Kansas based on information in the 1990 and 2000 U.S. Census. If the information was available, this chapter also examines housing characteristics for both the cities of Franklin County and the unincorporated area.

Housing Growth – 1980-2000

Franklin County. According to the U.S. Bureau of the Census, there were 8,926 housing units in Franklin County in 1990. This represents a 1.9% increase over the number of housing units identified in 1980 (see Table 6-2 on the following page). During the same period, the number of housing units in Kansas increased by 9.3%. Thus, Franklin County's housing growth was significantly slower than the state's.

The decade of the 1990's represented a period of renewed housing growth for Franklin County. The 2000 census data shows a 14.6% growth in housing units countywide. During the same period, the same number of housing units in Kansas increase by 8.3%. From 1990 to the year 2000, the number of housing units countywide increased by 1,303.

- Between 1980-1990, the number of housing units increased by 203 in the unincorporated areas of the townships, compared to the incorporated cities experiencing a loss of 40 housing units during the same period.
- Between 1990-2000, the number of housing units increased by 636 in the unincorporated areas of the townships, compared to the incorporated cities experiencing a gain of 667 housing units during the same period.

Unincorporated Area. Between the years 1998-2005, the county has averaged 110 new homes being constructed in the unincorporated area each year.

Table 6-1
Inventory of Residential Building Permits, 1998-2005
Unincorporated Portions of Franklin County

Year	Site Built Single Family	Manufactured Home	Total Residential Permits
1998	61	29	90
1999	50	63	113
2000	64	66	130
2001	60	58	118
2002	66	60	126
2003	57	51	108
2004	54	45	99
2005 *	69	32	101
Total:	481	404	885
* As of November 14, 5005			

An examination of housing in the unincorporated portion of Franklin County reveals this area grew much faster than the County as a whole during the 1980's. During the decade of the 1990's, the number of new housing units was basically equal between the unincorporated vs. incorporated areas of Franklin County. The unincorporated area (which had 2,805 housing units in 1990) experienced a housing growth rate of 7.8% between 1980 and 1990 or an increase of 203 units. Compared to the period between 1990 and 2000, the

unincorporated area experienced 636 new housing units, or a 22.6% growth rate. Based on 2000 Census data, the top five townships that experienced the largest increase in the number of housing units are listed below:

1. Franklin Township.....137 units
2. Ottawa Township.....75 units
3. Homewood Township....69 units
4. Pottawatomie Township 55 units
5. Peoria Township 49 units

Table 6-2
Housing Units by Townships and Cities, 1980-2000

	Total Housing Units			1980-1990 Number Change	1990-2000 Number Change
	1980	1990	2000		
Unincorporated Township					
Appanoose	104	98	116	-6	18
Centropolis	286	329	368	43	39
Cutler	169	193	235	24	42
Franklin	253	222	359	-31	137
Greenwood	127	140	181	13	41
Harrison	147	163	174	16	11
Hayes	109	128	161	19	33
Homewood	148	152	221	4	69
Lincoln	183	301	291	118	-10
Ohio	135	154	177	19	23
Ottawa	353	298	373	-55	75
Peoria	185	198	247	13	49
Pomona	81	77	96	-4	19
Pottawatomie	123	128	183	5	55
Richmond	94	123	124	29	1
Williamsburg	105	101	135	-4	34
Subtotal	2,602	2,805	3,441	203	636
Cities					
Rantoul	89	79	91	-10	12
Wellsville	598	589	666	-9	77
Princeton	101	105	118	4	13
Ottawa	4,572	4,553	5,080	-19	527
Pomona	351	377	380	26	3
Lane	107	104	105	-3	1
Richmond	198	183	187	-15	4
Williamsburg	145	131	161	-14	30
Subtotal	6,161	6,121	6,788	-40	667
				% Change	% Change
Franklin County	**8,763**	**8,926**	**10,229**	**1.9%**	**14.6%**
Kansas	954,904	1,044,112	1,131,200	9.3%	8.3%

Source: 2000 General Housing Characteristics; 1990 Census of Population and Housing; 1980 Census of Population and Housing.

Cities. The City of Ottawa experienced significant growth in housing units between the years of 1990-2000. The number of housing units in Ottawa increased by 527, which was an 11.6% increase from the decade of the 1980's. It is noteworthy that all of the cities in Franklin County had an increase in the number of total units from 1990 to 2000. This compares to only two cities experiencing growth in housing units in the decade of the 1980's, Pomona and Princeton. Based on 2000 data, the top five cities that experienced the largest increase in the number of housing units are listed below:

1. Ottawa.....527 units
2. Wellsville.....77 units
3. Williamsburg .....30 units
4. Princeton.....13 units
5. Rantoul .....12 units

Housing Occupancy & Vacancy

Franklin County. Compared to the state, Franklin County as a whole had a lower than average vacancy rate between 1980-1999. Of the County's 1990 total housing units, 6.9% were vacant (see Table 6-3). The state's vacancy rate was 9.5% in 1990. Based on 2000 Census data, the Franklin County vacancy rate (7.6%) remained lower than the Kansas rate (8.2%).

Table 6-3
Housing Occupancy and Vacancy, 1990-2000

	1990			2000		
Area	**Occupied Units**	**Vacant Units**	**Vacancy Rate**	**Occupied Units**	**Vacant Units**	**Vacancy Rate**
Unincorporated	2,631	174	6.2%	3,163	278	8.1%
Cities	5,677	444	7.3%	6,289	499	7.3%
Franklin County	8,308	618	6.9%	9,452	777	7.6%
Kansas	944,726	99,386	9.5%	1,037,891	93,309	8.2%

Source: 2000 and 1990 Census of Population and Housing

Unincorporated area. The 1990 Census showed only a slight difference between the unincorporated area's vacancy rate and the County's as a whole. While the County's 1990-vacancy rate was 6.9%, the unincorporated area's was a little lower at 6.2%. However, three townships had significantly higher vacancy rates than this average: Greenwood, Cutler, and Pottawatomie. At the other end of the spectrum, four townships had no vacant housing units in 1990: Appanoose, Harrison, Hayes, and Ohio.

Cities. Franklin County's eight cities had an average 1990 vacancy rate of 7.3%. This rate is higher than that found in the unincorporated area. A review of the 2000 data shows the unincorporated area had a vacancy rate of 8.1%, compared to a 7.3% vacancy rate for cities.

Home Ownership

Franklin County. Of the 1990 and 2000 Franklin County's total occupied housing units, the majority (almost 73%) are owner-occupied (see Table 6-4). This rate of home ownership is somewhat higher than the state's average.

Table 6-4
Homeownership by Townships and Cities, 1990-2000

	1990			2000		
	Owner Occupied Units	Total Occupied Units	Home Ownership Rate	Owner Occupied Units	Total Occupied Units	Home Ownership Rate
Unincorporated Township						
Appanoose	87	98	88.8%	90	106	84.9%
Centropolis	250	311	80.4%	288	344	83.7%
Cutler	142	167	85.0%	196	218	89.9%
Franklin	184	212	86.8%	316	341	92.7%
Greenwood	111	117	94.9%	141	166	84.9%
Harrison	140	163	85.9%	151	164	92.1%
Hayes	90	128	70.3%	142	151	94.0%
Homewood	128	142	90.1%	167	193	86.5%
Lincoln	166	286	58.0%	250	280	89.3%
Ohio	129	154	83.8%	153	171	89.5%
Ottawa	252	276	91.3%	272	325	83.7%
Peoria	136	181	75.1%	207	225	92.0%
Pomona	56	72	77.8%	73	94	77.7%
Pottawatomie	93	114	81.6%	140	152	92.1%
Richmond	111	116	95.7%	99	110	90.0%
Williamsburg	84	94	89.4%	100	123	81.3%
Subtotal	2,159	2,631	82.1%	2,785	3,163	88.0%
Cities						
Rantoul	59	75	78.7%	68	84	81.0%
Wellsville	423	552	76.6%	473	636	74.4%
Princeton	86	105	81.9%	100	111	90.1%
Ottawa	2,734	4,215	64.9%	2,936	4,697	62.5%
Pomona	263	353	74.5%	257	353	72.8%
Lane	89	96	92.7%	84	97	86.6%
Richmond	129	168	76.8%	139	172	80.8%
Williamsburg	95	113	84.1%	101	139	72.7%
Subtotal	3,878	5,677	68.3%	4,158	6,289	66.1%
Franklin County	**6,037**	**8,308**	**72.7%**	**6,943**	**9,452**	**73.5%**
Kansas	641,760	944,726	67.9%	718,703	1,037,891	69.2%

Source: 2000 General Housing Characteristics; 1990 Census of Population and Housing;

Unincorporated area. The unincorporated area has a significantly higher rate of home ownership than the County as a whole. In 1990, 82.1% of occupied homes in the unincorporated area were owner-occupied (compared to 72.7% countywide). The highest rates of home ownership were found in the townships of Greenwood, Homewood, Ottawa, and Richmond, each of which has a home ownership rate in excess of 90%. The township with the lowest rate of home ownership was Lincoln. The home ownership in the unincorporated area jumped to 88%, a 6% increase over the previous decade. The 2000 data reveals the highest rates of home ownership were found in Franklin, Harrison, Hayes, Peoria, and Pottawatomie townships. The township with the lowest rate of home ownership was Pomona.

Cities. The cities of Franklin County have a much lower rate of home ownership. Only 68.3% of homes in Franklin County's eight cities were owner-occupied in 1990, compared to 82.1% in the unincorporated area. The 2000 data shows 66.1% rate of home ownership in the cities, compared to 88.0% in the unincorporated area.

Housing Age

Franklin County. Franklin County's housing stock tends to be less new than the state's. In 1990, only 13.2% of the County's housing had been built in the last 10 years (see Table 6-5 on the following page), compared to 16.9% at the state level. As expected, then, Franklin County also has a higher percentage of old homes (built prior to 1940). The median year that Franklin County's housing was built is 1957. This is older than the surrounding counties of Miami, Douglas, and Johnson. In Miami County the median year of housing construction is 1964, in Douglas County it is 1971, and in Johnson County it is 1973.

Unincorporated area. Compared to the entire County, a high percentage of the unincorporated area stock is considered new. Almost 21% of the unincorporated area's homes were constructed in the last 10 years, compared to only 13.2% at the County level. *Of particular note is that almost half of the homes in unincorporated Lincoln Township were built between 1980 and 1990.* Other townships with higher than average rates of new home construction are Cutler, Ottawa, and Franklin. The townships of Peoria, Pomona, and Williamsburg have the lowest rates of new home construction.

Cities. The cities of Franklin County have about half the percentage of newer homes, as does the unincorporated area. As Table 6-5 shows, less than 10% of the cities' housing stock was built between 1980 and 1990 compared to almost 21% in the unincorporated area.

Housing Type

The vast majority of all homes in Franklin County (almost 78%) are single-family detached. Manufactured homes are the second most prevalent housing type in the County. Approximately one of every 10 housing units in Franklin County is a manufactured home. Taken together, single-family detached homes and manufactured homes constitute almost 90% of all housing in Franklin County.

Table 6-5
Comparison of Age of Housing Stock, 1980-2000

	Year Structure built (% of total housing)		Year Structure built (% of total housing)	
	1980-1990	1939 or earlier	1990-2000	1939 or earlier
Unincorporated Township				
Appanoose	19.4%	41.8%	8.2%	47.4%
Centropolis	18.2%	44.1%	13.0%	28.6%
Cutler	27.5%	25.8%	18.8%	30.6%
Franklin	22.6%	37.7%	41.0%	9.4%
Greenwood	15.0%	22.9%	21.6%	27.9%
Harrison	13.5%	31.9%	5.0%	25.2%
Hayes	14.8%	46.9%	23.1%	16.9%
Homewood	10.5%	42.1%	13.5%	28.1%
Lincoln	49.8%	17.3%	41.8%	8.0%
Ohio	20.8%	34.4%	15.7%	25.8%
Ottawa	25.8%	39.3%	11.2%	20.4%
Peoria	8.6%	41.9%	32.5%	11.1%
Pomona	9.2%	38.8%	26.0%	30.0%
Pottawatomie	11.8%	50.0%	19.1%	28.4%
Richmond	17.8%	30.1%	29.6%	28.8%
Williamsburg	6.9%	53.5%	37.4%	42.7%
Cities				
Rantoul	12.7%	36.7%	24.2%	22.1%
Wellsville	9.8%	35.5%	10.6%	29.7%
Princeton	17.1%	41.0%	21.2%	39.8%
Ottawa	9.5%	36.1%	10.8%	32.3%
Pomona	9.8%	19.9%	15.3%	22.3%
Lane	2.9%	55.8%	5.2%	47.8%
Richmond	4.4%	52.5%	6.9%	52.4%
Williamsburg	14.5%	42.7%	15.0%	31.8%
Franklin County	**13.2%**	**36.2%**	**15.1%**	**29.2%**
Kansas	16.9%	24.5%	14.6%	20.1%

Source: 2000 General Housing Characteristics; 1990 Census of Population and Housing;

Housing Values

Franklin County's housing values are, on average, lower than the state's. In 1990 the County's median housing value (according to the Bureau of the Census) was $37,700. At the state level, the median housing value was $52,000.

Table 6-6
Housing Values Comparison, 1990-2000

1990		2000	
Housing Value	**Percentage of housing units**	**Housing Value**	**Percentage of housing units**
Less than $40,000	54.3%	Less than $50,000	23.8%
$40,000 to $59,999	25.9%	$50,000 to $99,999	53.9%
$60,000 to $79,999	12.3%	$100,000 to $149,999	15.7%
$80,000 to $99,999	4.3%	$150,000 to $199,999	4.8%
$100,000 or more	3.2%	$200,000 to $299,999	1.6%
		$300,000 to $499,999	0.1%
		$500,000 or more	0%

Source: 2000 and 1990 Census of Population and Housing

According to the 1990 Census, over half of the County's owner-occupied homes had a 1990 value of less than $40,000, and about one fourth were valued between $40,000 and $60,000. Very few Franklin County homes had values in excess of $100,000. A review of the 2000 Census reveals, 24 percent of the County's owner occupied homes had a value less than $50,0000. The percent of home valued more than $100,000 jumped from 3.2 percent in 1990 to 22.2 percent. This trend is reflective of national housing markets where the price of housing grew at unprecedented rates.

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CHAPTER SEVEN

Existing Land Use

Introduction

This section analyzes the existing land use and zoning pattern of Franklin County. The basic idea is to understand the general location, extent, and character of current and potential development patterns in the county. This information promotes better decision-making for future land use choices and patterns. The land use inventory is based on the County Appraisal Land Classification System.

Agricultural Land Use

The agricultural land use category includes property under the classifications noted in Table 7-1. During the period 2000 through 2004, there was a loss of 1,587 acres classified as agriculture. The largest acreage removed from agriculture came in the dry cropland classification. Additional noteworthy land use changes include the following trends:

- A decrease occurred in the inventory of dry cropland by 1,182 acres.
- Increases occurred in the inventory of native grass (9,500 acres); native grass in heavy timber (90 acres); native grass in timber (105 acres); and, tame grass (10,387 acres)

Table 7-1
Comparison of Agricultural Lands by Acreage, 2000-2004

	2000	2001	2002	2003	2004	2000-2004 Gain/Loss
CRP	4,156.73	4,863.3	4,862.37	4,455.12	4,443.03	286.3
Dry crop	130,379.36	128,575.97	128,160.32	127,759.52	129,196.98	-1,182.38
Irrigated dry crop	593.97	593.97	593.97	593.97	593.97	0
Native grass	119,349.37	124,488.94	125,461.33	126,880.13	128,850.01	9,500.64
Native grass in heavy timber	4,117.18	4,214.12	4,205.26	4,230.69	4,207.30	90.12
Native grass in timber	33,169.88	33,453.11	33,536.87	33,501.81	33,274.85	104.97
Tame grass	50,787.51	46,218.35	45,303.64	44,566.99	40,400.70	10,386.81
Total	342,554	342,407.76	342,123.76	341,988.23	340,966.84	-1,587.16

Agricultural Zoning

Franklin County has relied on a two-tiered agricultural zoning classification since 2003 to prevent and discourage untimely scattering of non-farm housing and other urban development. The A-1 Agricultural District requires a 40-acre minimum for construction of a non-farm residence, while the A-2 Transitional Agricultural District requires a 20-acre minimum for a non-farm residence.

The A-2 zoning district was originally written to address existing residential tracts and parcels less than 40 acres. Prior to approval of countywide zoning in 2000, three agricultural zoning districts permitted non-farm homes on 1.8 acres, 2.2 acres, and 5-acre tracts. The need to accommodate existing agricultural zoning created prior to 2000 explains why the A-2 zoning district contributes to 20-acre tracts being scattered throughout Franklin County.

Table 7-4 shows the number of rezoning applications for the A-2 zoning district approved since the year 2000. The data in the table indicates the county is not processing an excessive number of requests from homeowners wanting to acquire a 20-acre site.

Table 7-2
Number of Tracts and Acreage Zoned A-2 by Township

Township	Number of Tracts Zoned A-2	Amount of Acreage Zoned A-2
Appanoose	14	363
Centropolis	67	1,761
Cutler	59	1,579
Franklin	64	1,597
Greenwood	40	1,089
Harrison	56	1,557
Hayes	32	744
Homewood	47	1,501
Lincoln	48	1,351
Ohio	30	793
Ottawa	89	2,570
Peoria	47	1,260
Pomona	11	269
Pottawatomie	39	1,144
Richmond	20	478
Williamsburg	20	611
	683	18,667

Rural Residential Land Use

Table 7-3 presents the acreage devoted to rural residential land uses in the county from the year 2000-2004. During this five-year period, an increase of 944 acres was allocated to rural residential. The annual average amount of land converted to rural residential breaks down to 189 acres per year.

Table 7-3
Comparison of Rural Residential Lands by Acreage, 2000-2004

	2000	2001	2002	2003	2004	2000-2004 Gain/Loss
Rural Residential	4,139.02	4,333.85	4,483.22	4,485.44	5,082.54	
						943.52
Annual Change		194.83	149.37	2.22	597.1	

Rural Residential Zoning

Franklin County uses two rural residential zoning classifications to accommodate non-farm housing in incorporated areas. The county zoning codes also includes the R-1, Single Family Residential District, which requires homes to be connected to sanitary sewers, permits a traditional urban subdivision on 6,000 square foot lots. Countywide zoning was adopted in Franklin County in 2000. The county also has a zoning district for manufactured home parks.

Franklin County Residential Zoning Districts	
Zoning District	**Minimum Lot Size**
R-E, Residential Estate	5 acres
R-3A, Single Family Residential	3 acres

Existing Lots of Record

Franklin County has a history of landowners selling-off tracts and parcels by metes and bounds. In some instances, deeds were recorded with the Register of Deeds, but in other instances, individual tracts were divided and filed at the County Engineers office, but never recorded with the Register of Deeds. In 2003 when the first county-wide zoning map was adopted, those existing lots of record ranging in size from 1 to 3 acres were zoned the R-3A, Single Family Residential District. Existing lots of record less than the required 3 acres were considered legal non-conforming lots and permitted to have a home built, provided the setbacks and sanitary code requirements were met. The existing lots of record ranging in size from 5 but less than 20 acres were zoned R-E, Residential Estate.

Table 7-4
Number of Rezoning Applications and Total Acreage, 2000-2005

	A-2, Transitional Agriculture			R-E, Residential Estate			R-3A Single Family		
Year	Number of Rezoning Applications		Amount Acreage Zoned	Number of Rezoning Applications		Amount Acreage Zoned	Number of Rezoning Applications		Amount Acreage Zoned
	Approved	Denied		Approved	Denied		Approved	Denied	
2000	6	0	288.54	0	0	0	0	0	0
2001	1	0	1.72	0	0	0	0	0	0
2002	1	0	32.20	1	0	19.91	0	0	0
2003	9	2	231.77	41	1	621.21	9	0	105.75
2004	20	0	684.86	43	0	836.19	9	0	176.49
2005	9	0	232.81	23	0	302.33	3	0	43.46

Rural Residential Subdivisions

A subdivision is defined as any land vacant or improved consisting of two or more lots, sites, parcels or plots, according to the Franklin County subdivision regulations. There are numerous rural subdivisions located throughout the county. A discernible pattern of subdivisions has emerged along the I-35 corridor beginning on the eastern county border with the City of Wellsville and extending westerly of the City of Ottawa.

Table 7-5
Inventory of Approved Preliminary Plats [1], 2000-2005

Year	Number of Lots	Total Acreage
2000	29	41.72
2001	66	840.29
2002	123	1,269.71
2003	41	377.17
2004	51	437.28
2005	33	316.84

[1] Includes approved minor plats * As of November 28, 2005

Commercial Land Use

Table 7-6 presents the amount of property classified as commercial in Franklin County. The first category commercial/home is for a business operation conducted within a residence. The second category commercial/business is for property devoted entirely to a commercial enterprise. During the five-year period, an increase of 96 acres was devoted to commercial business activities. The County Appraisal classification system does not make a distinction between commercial and industrial activities. Therefore, industrial land uses are included in the commercial land use for the purpose of this analysis.

Franklin County
Commercial Zoning Districts

Zoning District	Minimum Lot Size
C-1, Neighborhood Commercial	3-acres
C-2, Highway Commercial	3-acres

The minimum lot size can be reduced when public water and sewers are present.

Table 7-6
Comparison of Commercial Land by Acreage, 2000-2004

	2000	2001	2002	2003	2004	2000-2004 Gain/Loss
Commercial/Home	29.05	29.05	29.05	28.57	28.57	-0.48
Commercial/Business	761.67	766.21	825.48	815.06	858.00	96.33
Total	790.72	795.26	843.63	843.63	886.57	95.85

Rural Commercial Zoning

Franklin County uses two rural commercial zoning classifications to accommodate commercial activities and businesses. The county zoning codes includes the C-1, Neighborhood Commercial District. The purpose of the C-1 district is to provide small areas of convenience shopping with limited commercial services in or near rural residential neighborhoods or communities outside of the incorporated areas. The C-2, Highway Commercial districts is intended to provide for services needed by the motoring public and motor transportation industry along the Interstate and Highway systems.

Based on Table 7-7, there is a total of 57 tracts zoned C-2, Highway Commercial with a total of 397 acres.

Table 7-7
Number of Tracts and Acreage Commercially Zoned by Township

Township	Number of Tracts Zoned C-1	Number of Tracts Zoned C-2	Amount of Acreage Zoned C-2
Appanoose	0	0	0
Centropolis	1	0	0
Cutler	0	0	0
Franklin	0	3	23
Greenwood	0	0	0
Harrison	0	11	130
Hayes	0	0	0
Homewood	0	2	11
Lincoln	0	10	86
Ohio	0	0	0
Ottawa	0	28	141
Peoria	0	1	6
Pomona	0	1	0
Pottawatomie	0	0	0
Richmond	0	0	0
Williamsburg	0	1	0
Total	1	57	397

Industrial Land Use

The County Appraisal classification system does not make a distinction between commercial and industrial activities. Therefore, industrial land uses are included in the commercial land use for the purpose of this analysis (See Table 7-8).

Rural Industrial Zoning

Franklin County uses three rural industrial zoning classifications to accommodate industrial activities and businesses. The county zoning codes includes the I-1, Light Industrial district. The purpose of the I-1 district is to provide for industrial uses that do not require intensive land coverage, generate large volumes of traffic, or create obnoxious emission such as noise, dust, glare, odor and vibration. The I-2, Heavy Industrial district is intended to provide for basic or primary industries, which are not generally compatible with residential or commercial uses and activities. The B-P, Business Park district is intended to accommodate mixed-use business parks.

Franklin County Industrial Zoning Districts	
Zoning District	**Minimum Lot Size**
B-P, Business Park	40-acres
I-1, Light Industrial	3-acres
I-2, Heavy Industrial	3-acres
The minimum lot size can be reduced when public water and sewers are present.	

Table 7-8
Number of Tracts and Acreage Industrially Zoned by Township

Township	Number of Tracts Zoned B-P	Number of Tracts Zoned I-1	Amount of Acreage Zoned I-1	Number of Tracts Zoned I-2	Amount of Acreage Zoned I-2
Appanoose	0	0	0	0	0
Centropolis	0	0	0	0	0
Cutler	0	4	49	0	0
Franklin	0	1	9	0	0
Greenwood	0	0	0	0	0
Harrison	0	7	209	0	0
Hayes	0	1	15	0	0
Homewood	0	0	0	0	0
Lincoln	0	7	448	0	0
Ohio	0	1	2	0	0
Ottawa	0	28	198	1	16
Peoria	0	0	0	0	0
Pomona	0	0	0	0	0
Pottawatomie	0	0	0	0	0
Richmond	0	2	7	0	0
Williamsburg	0	0	0	0	0
Total	0	51	937	1	16

Public & Institutional Land Use

Property placed in the public or institutional land use category includes land used for governmental, public utilities, public or private schools or education facilities, and cemeteries.

Table 7-9
Comparison of Public & Institutional Land by Acreage, 2000-2004

	2000	2001	2002	2003	2004	2000-2004 Gain/Loss
Educational	144.49	148.47	149.71	149.71	146.50	2.01
Gas Utility	16.26	16.34	16.64	16.64	16.64	0.38
Cemetery	194.98	195.76	192.58	192.58	192.36	-2.62
State Government	161.36	161.36	161.36	161.36	158.58	-2.78
County Government	109.94	109.94	109.94	109.9	136.26	26.32
Municipal Government	525.36	575.11	574.99	592.71	592.71	67.35
Religious	1,192.38	1,192.43	1,192.46	1,192.31	1,207.32	14.94
Exempt	304.69	304.68	248.85	248.85	248.85	-55.84
Groundwater	16.26	16.34	16.64	16.64	16.64	0.38
Benevolent	81.01	81.4	81.99	94.67	94.70	13.69
Total	2,746.73	2,801.83	2,745.16	2,775.37	2,810.56	63.83

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CHAPTER EIGHT

Environmental Conditions

Introduction

This chapter examines and analyzes the following environmental conditions in Franklin County:

- Floodplain
- Soils and prime farmland
- Topography
- Threatened & Endangered species

Floodplain

The Federal Emergency Management Agency (FEMA) has delineated the boundaries of the 100-year floodplain in Franklin County. The 100-year floodplain is defined as land that has a one percent chance of flooding within any given year. However, areas outside the 100-year floodplain may also flood. The boundaries of the 100-year floodplain in the unincorporated area are shown on a map contained in the appendix.

The 100-year floodplain consists of two components: the floodway and the floodway fringe. In general, the *floodway* is that part of a river channel or other watercourse, and the adjacent land, that need to be kept open. In other words, there should be no obstructions to the floodway portion of the floodplain. The *floodway fringe* is the area of the floodplain that is outside of the floodway.

As the unincorporated area's floodplain map shows, large portions of land in Franklin County are flood prone. The Marais Des Cygnes River, the area's largest watercourse, creates most of the floodplain land, followed by the various smaller creeks and channels running into it. The unincorporated area's largest band of floodplain land traverses the County east and west and divides it approximately in half.

The floodplain boundaries presented in the Comprehensive Plan are for countywide planning purposes only. Readers interested in site-specific floodplain issues should refer to the Flood insurance Rate Maps or Flood Hazard Boundary Maps for Franklin County, Kansas, prepared by the Federal Emergency Management Agency.

Soils and Prime Farmland

Prime farmland is defined by the U.S. Department of Agriculture as land that is best suited to food, feed, forage, fiber, and oilseed crops. Prime farmland may be cropland, pasture, woodland, or any other land that is not urbanized, built-up, or a water area.

According to the Soil *Survey of Franklin County, Kansas,* nearly 72 percent of Franklin County's total acreage meets the requirements of prime farmland. Crops produced on the County's prime farmland include soybeans, grain sorghum, wheat, and corn. In terms of

location, the soil types meeting the requirements of prime farmland are heavily concentrated in the floodplain areas of Franklin County, as well as in its northeast quadrant. Generally, land that does *not* meet the requirements for prime farmland tends to have extensive tree vegetation, rock out cropping, and/or excessive slopes (seven percent or greater). Such non-prime farmland is heavily concentrated in the steep areas adjacent to the floodplains. Although the *Soil Survey of Franklin County, Kansas* identifies prime farmland soils, it also specifically states that the list of such soils "does not constitute a recommendation for a particular land use." In the appendix is a map titled “Crop Soils Planning” which shows the soils classifications identified as prime soils.

Topography

The highest elevation in Franklin County (about 1,145 feet above sea level) is located in the northwestern part of the County, approximately three miles north of the City of Pomona. The County's lowest elevation (about 840 feet above sea level) is located in the eastern part along the Marais Des Cygnes River. The entire unincorporated area drains into the Marais Des Cygnes River and its creeks and tributaries.

For the most part, the unincorporated area is nearly level to gently rolling, although some areas are quite steep and marked by rugged terrain. Areas rising up from the area's floodplains are particularly steep in most cases.

Threatened & Endangered Species

Presented below is a list of threatened and endangered species found in Franklin County. The source for this list is the Kansas Department of Wildlife and Parks website.

American Burying Beetle *Nicrophorus americanus*
State: END **Federal:** END **Critical Habitat:** NO

Bald Eagle *Haliaeetus leucocephalus*
State: THR **Federal:** THR **Critical Habitat:** NO

Broadhead Skink *Eumeces laticeps*
State: THR **Federal:** NA **Critical Habitat:** NO

Common Map Turtle *Graptemys geographica*
State: THR **Federal:** NA **Critical Habitat:** YES

Eastern Newt *Notophthalmus viridescens*
State: THR **Federal:** NA **Critical Habitat:** NO
Eastern Spotted Skunk *Spilogale putorius*
State: THR **Federal:** NA **Critical Habitat:** NO

Eskimo Curlew *Numenius borealis*

State: END **Federal:** END **Critical Habitat:** NO

Flat Floater Mussel *Anodonta suborbiculata*
State: END **Federal:** NA **Critical Habitat:** NO

Flutedshell Mussel *Lasmigona costata*
State: THR **Federal:** NA **Critical Habitat:** YES

Hornyhead Chub *Nocomis biguttatus*
State: THR **Federal:** NA **Critical Habitat:** YES

Least Tern *Sterna antillarum*
State: END **Federal:** END **Critical Habitat:** NO

Mucket Mussel *Actinonaias ligamentina*
State: END **Federal:** NA **Critical Habitat:** YES

Neosho Mucket Mussel *Lampsilis rafinesqueana*
State: END **Federal:** NA **Critical Habitat:** NO
Peregrine Falcon *Falco peregrinus*
State: END **Federal:** NA **Critical Habitat:** NO

Piping Plover *Charadrius melodus*
State: THR **Federal:** THR **Critical Habitat:** NO

Redbelly Snake *Storeria occipitomaculata*
State: THR **Federal:** NA **Critical Habitat:** NO

Rock Pocketbook Mussel *Arcidens confragosus*
State: THR **Federal:** NA **Critical Habitat:** YES

Sharp Hornsnail *Pleurocera acuta*
State: THR **Federal:** NA **Critical Habitat:** YES

Smooth Earth Snake *Virginia valeriae*
State: THR **Federal:** NA **Critical Habitat:** NO

Snowy Plover *Charadrius alexandrinu*
State: THR **Federal:** NA **Critical Habitat:** NO

SPECIES IN NEED OF CONSERVATION

Black Rail *Laterallus jamaicensis*
Black Tern *Chlidonias niger*
Bobolink *Dolichonyx oryzivorus*
Crawfish Frog *Rana areolata*
Deertoe Mussel *Truncilla truncata*
Eastern Hognose Snake *Heterodon platirhinos*
Fawnsfoot Mussel *Truncilla donaciformis*
Ferruginous Hawk *Buteo regalis*
Fanklin's Ground Squirrel *Spermophilus franklinii*
Golden Eagle *Aquila chrysaetos*
Prairie Mole Cricket *Gryllotalpa major*
Short-eared Owl *Asio flammeus*
Spike Mussel *Elliptio dilatata*
Tadpole Madtom *Noturus gyrinus*
Timber Rattlesnake *Crotalus horridus*
Wabash Pigtoe Mussel *Fusconaia flava*
Wartyback Mussel *Quadrula nodulata*
Whip-poor-will *Camprimulgus vociferus*

CHAPTER NINE

Public Facilities & Services

Rural Water Districts

There are sixteen Rural Water Districts providing water to the unincorporated areas of Franklin County. Table 9-1 presents an inventory of Rural Water Districts serving Franklin County and identifies their principal source of water. A substantial portion of western Franklin County is not served by a RWD. Groundwater is available from private wells in the western portion of the county. In the appendix is a map titled "Rural Water Districts" which shows the rural water districts in Franklin County.

Table 9-1
2005 Inventory of Rural Water Districts Serving Franklin County

Rural Water District	Water Source	Land Area (sq. miles)		Percent of RWD in County
		Total	Franklin Co.	
Anderson Co. RWD 3	Richmond		2.95	
Anderson Co. RWD 4	Garnett, Richmond, wells		11.32	
Anderson Co. RWD 6	Garnett		3.91	
Douglas Co. RWD 5	Clinton Lake, DG RWD 3		28.05	
Franklin Co. RWD 1	Wellsville, Ottawa	47.30	47.30	100%
Franklin Co. RWD 2	Ottawa	23.92	23.92	100%
Franklin Co. RWD 3	Princeton, Franklin RWD 6	11.68	11.68	100%
Franklin Co. RWD 4	Ottawa, wells		138.47	
Franklin Co. RWD 5	wells	42.01	42.01	100%
Franklin Co. RWD 6	Marais des Cygnes River, wells		126.86	
Franklin Co. RWD 7	Ottawa	4.92	4.92	100%
Miami Co. RWD 2	Hillsdale Lake		1.51	
Miami Co. RWD 3	Osawatomie		1.30	
Osage Co. RWD 2	wells		0.39	
Osage Co. RWD 4	wells		3.79	
Osage Co. RWD 5	Clinton Lake, Carbondale, wells		2.52	

Table 9-2 reveals the growth of service connections in the Rural Water Districts serving Franklin County from 1995 to 2005 (as of October).

Table 9-2
1995-2005 Rural Water District Change in Total Service Connections

Rural Water District	1995 Total Service Connections	2005 Total Service Connections	1995-2005 No. Change in Connections	1995-2005 % Change in Connections
Anderson Co. RWD 3	87	99	12	14%
Anderson Co. RWD 4	193	350		
Anderson Co. RWD 6	356			
Douglas Co. RWD 5	672	1,050	378	56%
Franklin Co. RWD 1	347			
Franklin Co. RWD 2	179	250	71	40%
Franklin Co. RWD 3	43	48	5	12%
Franklin Co. RWD 4	491	807	316	64%
Franklin Co. RWD 5	195	314	119	61%
Franklin Co. RWD 6	523	948	425	81%
Franklin Co. RWD 7	17			
Miami Co. RWD 2	2,243			
Miami Co. RWD 3	700	930	230	33%
Osage Co. RWD 2	86			
Osage Co. RWD 4	193	296	103	53%
Osage Co. RWD 5	900			

Long-Term Water Supply

In 1998 the Kansas Water Office performed an assessment of RWD's to determine if they could meet the year 2040 public water supply needs. This study revealed that several RWD's in Franklin County were projected to have insufficient *present* supplies to meet future demands. The significance of this study is that it alerts public water suppliers about the need to secure additional water supplies to meet projected demand.

Table 9-3
Rural Water Districts with Insufficient Water Supplies in 1998 to Meet Projected 2040 Demands

Rural Water District	Projected 2040 Water Deficit (MGY)
Franklin Co. RWD 1	-109.266
Franklin Co. RWD 2	-16.659
Franklin Co. RWD 3	-4.231
Franklin Co. RWD 4	-139.093
Miami Co. RWD 3	-81.059
Osage Co. RWD 5	-73.373

Source: Kansas Water Office, Assessment of Public Water Supplier Long-Term Water Supplies Marais Des Cygnes Basin 1992-2010, March, 2003

There are basically six sources of water available to the communities and RWD's providing water in Franklin County. They include surface water from the Marais des Cygnes River; Corps of Engineers operated Melvern Lake, Pomona Lake, and Hillsdale Lake; small multi-purpose lakes, and ground water supplies. Clinton Lake provides water to residents in Franklin County, but water rights at Clinton Lake have been completely purchased, so it cannot be considered for supplying water for future demands.

From a long-term planning perspective, the ability to meet water supply demand is difficult to predict, due to multiple factors affecting demand. To assist the Kansas Water Office in managing water, the Marais des Cygnes Basin Advisory Committee provides advice on issues of local concern. Based on conversations with staff in the Kansas Water Office, there remain water rights that can be purchased to meet future demand through the Marais des Cygnes Assurance District and/or Kansas Water Marketing Program.

The City of Ottawa supplies water to four Franklin County Rural Water Districts (#1, #2, #4, and #7). The City of Ottawa is working towards to establishing a uniform contract with each district. A significant aspect of these contracts is that each RWD is going to be required to obtain their own water to meet future demand that exceeds the present water supply provided by the City of Ottawa. The City of Ottawa intends to help the four RWD districts find new water sources through the Marais des Cygnes Water Assurance District. According to Mr. Jim Bradley, Director of Utilities at the City of Ottawa, the RWD districts should be able to purchase water from Melvern or Pomona Lake. The City of Ottawa obtains water from the Marais des Cygnes River and has water rights to water in Pomona and Melvern Lakes.

Franklin Rural Water District No. 1

Franklin RWD No. 1 purchases water from the cities of Wellsville and Ottawa, and Hillsdale Lake. Table 9-4 shows the Kansas Water Office projected water demand for Franklin RWD No.1.

Table 9-4
Franklin Rural Water District No. 1
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	46,679
2010	62,336
2020	77,993
2030	93,609
2040	109,266

The Franklin County RWD No.1 service area envelopes Wellsville to the west and south and provides service to unincorporated areas north and east of Ottawa.

The Kansas Water Office prepared assessments of public water supplier long-term water supplies to the year 2040. The projected water surplus or deficit is based on 1992-1998 baseline period information that revealed public water suppliers with insufficient water supplies to meet their 2040 projected water demands and contractual obligations. Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 deficit for Franklin RWD 1 of -109,266 thousands of gallons.

In 2001, Franklin RWD No. 1 signed a contract to purchase water from Hillsdale Lake located in northern Miami County. This contract is for 33,000 gallons per year. Based on the water demand projections, the Hillsdale Lake contract should meet projected demand through the year 2020.

Franklin Rural Water District No. 2

Franklin RWD No. 2 purchases water from the City of Ottawa. Table 9-5 shows the Kansas Water Office projected water demand for Franklin RWD No.2.

Table 9-5
Franklin Rural Water District No. 2
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	11,957
2010	13,133
2020	14,308
2030	15,483
2040	16,659

The Franklin County RWD No.2 service is generally located to the southeast of the City of Ottawa.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 deficit for Franklin RWD 2 of -16,659 thousands of gallons. According to Mr. Bob Dunn, Chair of the District, he foresees no problems in meeting future water demands, provided the City of Ottawa is willing to meet the supply. The City of Ottawa does have a contract stipulation affecting growth within the District. The city policy limits 32 meters per square mile, which enable eight (8) meters per mile. Allowing eight meters is an increase from the past city policy limiting six (6) meters per mile.

Franklin Rural Water District No. 3

Franklin RWD No. 3 purchases water from the City of Princeton, which in turn purchases water from the City of Ottawa. Table 9-6 shows the Kansas Water Office projected water demand for Franklin RWD No.3.

Table 9-6
Franklin Rural Water District No. 3
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	2,861
2010	3,204
2020	3,546
2030	3,888
2040	4,231

The Franklin County RWD No.3 service is generally located around the City of Princeton.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 deficit for Franklin RWD 3 of -4,231 thousands of gallons.

According to the Kansas Water Office, the City of Princeton had a 2040 deficit of -9,797 thousands of gallons for itself and was not assumed to have any water available for sale to Franklin RWD 3. [Source: Assessment of Public Water Supplier Long-term Water Supplies Marais Des Cygnes Basin 1992-2010]

Franklin Rural Water District No. 4

Franklin RWD No. 4 purchases water from the City of Ottawa and two wells. Table 9-7 shows the Kansas Water Office projected water demand for Franklin RWD No.4.

Table 9-7
Franklin Rural Water District No. 4
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	70,626
2010	93,504
2020	116,383
2030	139,261
2040	162,140

The Franklin County RWD No.4 is one of the largest RWD serving Franklin County. The service area generally covers the southwest quadrant of the county.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 deficit for Franklin RWD 4 of -139,093 thousands of gallons. According to district officials, they are considering solutions to meet future water supplies.

Franklin Rural Water District No. 5

Franklin RWD No. 5 obtains groundwater from a total of five wells. Table 9-8 shows the Kansas Water Office projected water demand for Franklin RWD No.5.

Table 9-8
Franklin Rural Water District No. 5
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	28,867
2010	33,927
2020	39,032
2030	44,090
2040	49,149

The Franklin County RWD No.5 service area is generally located at the northern edge of the county, and extends into Douglas County. Mr. George Streebin indicates the district is studying the possibility of upgrading a water line from one of the wells to an unused water tower. If this upgrade is completed, then water pressure will be improved, which would permit increasing the number of service connections. Presently, there are limitations in the northeast corner of the district (Douglas County) to add new meters, because of poor pressure. Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Franklin RWD 5 of 8180 thousand gallons.

Franklin Rural Water District No. 6

Franklin RWD No. 6 purchases water from three wells and the Marais des Cygnes River. District also has purchased rights to obtain water from Melvern Lake. Table 9-9 shows the Kansas Water Office projected water demand for Franklin RWD No.6.

Table 9-9 Franklin Rural Water District No. 6 Projected Water Demand in Thousands of Gallons	
Year	**Projected Water Demand**
2000	73,132
2010	74,866
2020	76,560
2030	78,293
2040	80,067

The Franklin County RWD No.6 service area is generally located in the Southeasterly portion of the county, and extends into Miami County.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Franklin RWD 6 of 29,734 thousand gallons. Mr. Bill Kern indicated that the northwest and southwest areas of the district have limitations on adding new service connections due to small size lines.

Franklin Rural Water District No. 7

Franklin RWD No. 7 purchases water from the City of Ottawa. Table 9-10 shows the Kansas Water Office projected water demand for Franklin RWD No.7.

Table 9-10 Franklin Rural Water District No. 7 Projected Water Demand in Thousands of Gallons	
Year	**Projected Water Demand**
2000	2,991
2010	3,372
2020	3,807
2030	4,242
2040	4,677

The Franklin County RWD No.7 service area is generally located at the northwest edge of the City of Ottawa. Based on data from the Kansas Water Office, the maximum annual quantity of water available from all sources is 4,677 thousands of gallons, which corresponds with the 2040 projected water demand.

Anderson Rural Water District No. 3

Anderson RWD No. 3 purchases water from the City of Richmond. District officials indicate their intent is to purchase water from Wholesale District No. 12 (Melvern Lake), which also where the City of Richmond intends to obtain their water. Table 9-11 shows the Kansas Water Office projected water demand for Anderson RWD No.3.

Table 9-11 Anderson Rural Water District No. 3 Projected Water Demand in Thousands of Gallons	
Year	**Projected Water Demand**
2000	6,276
2010	6,329
2020	6,382
2030	6,435
2040	6,515

The Anderson County RWD No.3 service area extends into Franklin County to the east of the City of Richmond. An estimated 15 service connections are located in Franklin County. Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Anderson RWD 3 of 2,485 thousands of gallons.

Anderson Rural Water District No. 4

Anderson RWD No. 4 purchases water from the cities of Garnett and Richmond, but the majority of their water is purchased from Wholesale District No. 12. Table 9-12 shows the Kansas Water Office projected water demand for Anderson RWD No.4.

Table 9-12
Anderson Rural Water District No. 4
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	35,106
2010	42,609
2020	50,114
2030	57,619
2040	65,123

The Anderson County RWD No.4 service area extends into the southern edge of Franklin County west of the City of Richmond.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Anderson RWD 5 of 10,537thousand gallons.

According to Mr. Don Miller, the City of Richmond is going to purchase water from Wholesale District No. 12. The paperwork for this $12-$14 million project has been approved.

Anderson Rural Water District No. 6

Anderson RWD No. 6 purchases water from the City of Garnett. Table 9-13 shows the Kansas Water Office projected water demand for Anderson RWD No.6.

Table 9-13
Anderson Rural Water District No. 6
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	28,505
2010	32,808
2020	37,115
2030	41,390
2040	45,693

The Anderson County RWD No.6 service area extends into the southeast corner of Franklin County.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Anderson RWD 6 of 14,307 thousand gallons.

Douglas Rural Water District No. 5

Douglas RWD No. 5 purchases water from the Clinton Lake and Douglas RWD No. 6. Table 9-14 shows the Kansas Water Office projected water demand for Douglas RWD No.5.

Table 9-14
Douglas Rural Water District No. 5
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	84,331
2010	111,764
2020	139,198
2030	166,632
2040	194,066

The Douglas County RWD No.5 service area extends into the northwest corner of Franklin County.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Douglas RWD 5 of 14,307 thousand gallons.

The major issue facing the district in 2005 is water treatment. The City of Lawrence treats the water for the district, and the City restricts the district to 27 new meters per year. According to Larry Wray, there is a waiting list of 160 households wanting connections. District officials are investigating how to meet the demand by considering creating a public wholesale district with its own water treatment plant. A final decision on this issue should be reached within the next 6-12 months. Mr. Wray indicated that there is not a big backlog of households wanting service in Franklin County, and he estimated that there are between 80-100 service connections in Franklin County.

Miami Rural Water District No. 2

Miami RWD No. 2 purchases water from the Hillsdale Lake. Table 9-15 shows the Kansas Water Office projected water demand for Miami RWD No.2. The Miami County RWD No.2 service area extends into a small land area on the eastern border of Franklin County.

Table 9-15
Miami Rural Water District No. 2
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	277,308
2010	375,197
2020	473,120
2030	570,972
2040	668,823

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 deficit for Miami RWD 2 of -429,383 thousand gallons. According to District Manager Mr. Jerry Bennett, water supply is not a concern for the next 10-20 years, due to recent contracts to purchase water from Hillsdale Lake. As of October 2005, there are four service connections located in Franklin County.

Miami Rural Water District No. 3

Miami RWD No. 3 purchases water from the City of Osawatomie. Table 9-16 shows the Kansas Water Office projected water demand for Miami RWD No.3.

Table 9-16
Miami Rural Water District No. 3
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	61,540
2010	72,142
2020	82,716
2030	93,319
2040	103,949

The Miami County RWD No.3 service area extends into a small land area in the southeast corner of Franklin County.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 deficit for Miami RWD 3 of -81,059 thousand gallons. District officials are working to resolve water supply concerns by purchasing water from the Hillsdale Reservoir and Wholesale District No. 13. The district is presently not selling new meters in Franklin County until they make upgrades to improve water pressure. When these system upgrades are completed the district can add 10-15 meters in Franklin County. The current number of meters in Franklin County is 49.

Osage Rural Water District No. 2

Osage RWD No. 2 obtains water from wells. Table 9-17 shows the Kansas Water Office projected water demand for Osage RWD No.2.

Table 9-17
Osage Rural Water District No. 2
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	7,275
2010	8,626
2020	9,979
2030	11,330
2040	12,648

The Osage County RWD No.2 service area extends into a small land area on the western edge of Franklin County.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Osage RWD 2 of 2,192 thousands of gallons.

Osage Rural Water District No. 4

Osage RWD No. 4 obtains water from six wells. Table 9-18 shows the Kansas Water Office projected water demand for Osage RWD No.4.

Table 9-18
Osage Rural Water District No. 4
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	19,646
2010	21,401
2020	23,196
2030	25,028
2040	26,823

The Osage County RWD No.4 service area extends into the southwest corner of Franklin County.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 surplus for Osage RWD 4 of 8,177 thousand gallons. Approximately six service connections are located in Franklin County.

Osage Rural Water District No. 5

Osage RWD No. 5 purchases water from the Clinton Lake, City of Carbondale, and wells. Table 9-19 shows the Kansas Water Office projected water demand for Osage RWD No.5.

Table 9-19
Osage Rural Water District No. 5
Projected Water Demand in Thousands of Gallons

Year	Projected Water Demand
2000	132,968
2010	176,000
2020	219,033
2030	262,065
2040	305,138

The Osage County RWD No.5 service area extends into the northwest corner of Franklin County.

Based on the projected 2040 water demand, the Kansas Water Office projects a 2040 deficit for Osage RWD 5 of -73,373 thousand gallons.

Parks and Open Space

Nearly all of the parks serving residents of Franklin County are located within a city or city owned and operated facility located outside their respective city limits. Most cities permit non-residents to use their park and recreation facilities.

Franklin County government does not operate any recreational facilities. Rural residents have access to several regional park facilities located in bordering counties, including Hillsdale State Lake, Clinton State Lake, and Lake Pomona.

The Kansas Department of Wildlife and Parks has developed the Prairie Spirit Rail Trail, 15 miles of the trial will be in Franklin County. This recreational trail is developed in the KCT Railway running south from the City of Ottawa to Welda in Anderson County. When the trail is completed it will offer hiking, biking, and other recreational opportunities.

Fire Protection

There are eleven fire districts responsible for providing fire protection in the unincorporated areas of Franklin County. Several fire districts have mutual aid agreements with municipal and other Fire Districts. Table 9-20 identifies the service calls for each district for the year 2004.

Table 9-20
2004 Inventory of Fire Service Calls

Fire District	EMT Calls	Building Fire	Vehicle Fire	Other Fire	Total Fires
Centropolis	13	2	2	2	6
Cutler Township	34	4	0	8	12
Lincoln/Ottawa/Harrison	27	2	5	12	19
Ohio Township	11	1	3	5	9
Pomona	74	3	2	4	9
Pottawatomie Township	13	0	0	0	0
Richmond Consolidated FD No. 1	6	3	1	7	11
Wellsville Rural FD	44	2	5	5	12
Williamsburg/Homewood Township	17	2	5	6	13
Total:	239	19	23	49	36

Source: Kansas State Fire Marshall Office

Historic Structures

Based on information from the National Register of Historic Places.com website, there are seven structures in the unincorporated areas of Franklin County placed on the National Register of Historic Places. The National Register of Historic Places is the Nation's official list of cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. Properties listed in the Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture.

Middle Creek Tributary Bridge

Date of Determination: 1985
Location: 5.8 miles west of Princeton
Historic Significance: Architecture/Engineering
Period of Significance: 1924-1949
Historic Function: Transportation

Eight Mile Creek Warren Truss Bridge

Date of Determination: 2003
Location: Osborne Terrace, 0.2 miles west of intersection with Eisenhower Terrace
Historic Significance: Engineering/Transportation
Period of Significance: 1900-1924
Historic Function: Transportation

Jones Tauy House

Date of Determination: 1972
Location: 3 miles northeast of Ottawa on Tauy Creek
Historic Significance: Person
Period of Significance: 1850-1874
Historic Function: Domestic/Education

Date of Determination: 1972
Location: 2.5 miles southwest of Williamsburg on U.S. 50
Historic Significance: Person (Ernest Valeton de Boissiere
Period of Significance: 1869, 1870, 1875
Historic Function: Agriculture/Subsistence, Domestic
Area of Significance: Industry, Exploration/Settlement, Architecture, Social History

Tauy Creek Bridge

Date of Determination: 1990
Location: Over Tauy Creek north of I-35
Historic Significance: Architecture/Engineering
Builder: Kansas City Bridge Company
Period of Significance: 1875-1899

Historic Function: Transportation
Area of Significance: Engineering

Walnut Creek Bridge

Date of Determination: 1985
Location: Off Kansas Highway 33, one mile south of Wellsville
Historic Significance: Architecture/Engineering
Builder: Topeka Bride & Iron
Period of Significance: 1900-1924
Historic Function: Transportation
Area of Significance: Engineering

Pleasant Valley School District No. 2

Date of Determination: 2004
Location: 2905 Thomas Road
Historic Significance:
Builder:
Period of Significance:
Historic Function: Education related; clubhouse
Area of Significance: