



# Franklin Forward

2045

A Comprehensive Plan for  
Franklin-Simpson County.

JUNE 2024



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# Introduction

**Together, the City of Franklin and Simpson County comprise a growing and changing community with a rich history and a bright future ahead. As a community, we have collectively created this Comprehensive Plan to prioritize our values and map out our future. This Plan is a statement of where the community wants to go and how it will get there.**

Over the last 24 months, our Franklin Forward campaign reached out to the community for guidance through meetings and a community-wide survey. The campaign had individual contacts with over 1,500 people to gain insight into their priorities, visions, and ideas for the future. This Plan reflects the primary issues identified through Franklin Forward and reinforces the importance of input from stakeholders representing diverse perspectives within the community.

Some of the values, ideas, and issues were similar to those identified in previous planning efforts by the University of Kentucky 2006 Growth by Design and the City of Franklin Comprehensive Plan 2010. These include concerns about balanced growth patterns, jobs, economic opportunity, safety, transportation access, and daily needs. However, over the last decade, many new issues have risen to the top of our collective community conversations and were raised by community voices during this process.

This Plan will guide the City of Franklin's policies, budgets, growth, and direction for the next generation and beyond.

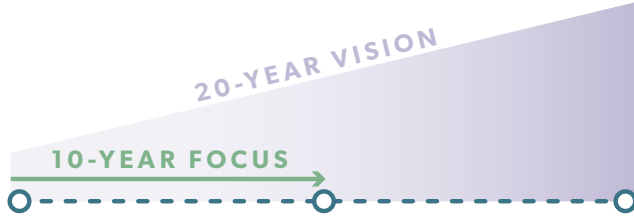
**Welcome.**  
**This is (y)our Plan.**



## What is a Comprehensive Plan and How Does it Work?

The Comprehensive Plan is the document that translates community input and ideas into policies and actions that affect city budgets, ordinances, and growth. The Plan looks 20 years into the future and seeks opportunities to address long-term issues but focuses on action steps to guide the city's near-term efforts.

### 10 year focus with a 20 year vision



### Franklin Simpson County Today

While the Comprehensive Plan is a declaration of the city's values, desires, and future, it is important to maintain the realization that this Plan is only one part of a larger interconnected framework. It is a generalized, broad-based plan that relies on its connections with other plans, policy studies, ordinances, budgets, and other processes that bring more clarity and specifics to everyday decisions.

### 2045 Comprehensive Plan Update

The comprehensive plan for Franklin and Simpson County, Kentucky is the result of an 24-month community planning process. This process brought together a wide range of individuals and interested citizens who provided comments on what their preferences were for Franklin and Simpson County. They expressed their understanding of the present, and preferred strategy for the community's future growth and preservation. Once adopted, this plan will serve as the official guide for actions and decisions on the use of private and public land, the provision of government services and facilities, the planning and construction of streets, highways, and other modes of transportation, and the planning and construction of utilities and other facilities such as water, sewer, storm drainage, parks, and open space.

## Past Planning Activities

James Ahart prepared the earliest comprehensive plan for Franklin and Simpson County in 1971. This was followed with the Simpson County Comprehensive Plans, of 1992, 2003 and 2010. Based upon the time frame of these previous documents it is obvious that the plans were not updated and refined periodically. Because the plans were never systematically or periodically updated, there is a need for a new plan. This is the case with the 2023 Franklin Forward Comprehensive Plan Update.

In September 2003, a Steering Committee under the auspices of the Franklin-Simpson County Chamber of Commerce, with assistance from the Tennessee Valley Authority began a visioning process designed to create a strategic agenda for Franklin and Simpson County. At the committee's first meeting to design the planning process, it selected the name for the process as Franklin-Simpson "Growth by Design." The result of this planning process was a vision with three strong themes. These three themes were:

1. Diverse growth while respecting historic and small-town feel
2. Comprehensive recreation plan for all ages
3. Enhance and preserve the visual character of the major transportation corridors

## Legal Requirements for the Comprehensive Plan

The Kentucky Revised Statutes (KRS) Chapter 100.197 requires the Planning Commission to review, amend, or readopt Comprehensive Plan elements in light of social, economic, technical, and physical advances or changes at least once every five years. The KRS Chapter 100 outlines the legal requirements that must be met in preparing and adopting the Comprehensive Plan. KRS Chapter 100.187 sets out the minimum content of the Plan; KRS Chapter 100.191 sets out the research requirements of the Plan; KRS Chapter 100.193 sets out the statement of goals and objectives, notice requirements for public review and hearing that must be held concerning the Plan; KRS Chapter 100.197 also sets out the required adoption procedures for the Plan.

# Plan Area

## Data Snapshot

This Plan uses data to illustrate Franklin and Simpson County’s current socio-economic state and projected future. The growth and changing demographics shown in this data highlight the importance of a forward-looking Comprehensive Plan; one that focuses on policies to meet the needs of our future residents. Franklin has experienced extraordinary growth over the last 13 years. From 2010 to 2020, the population grew from 8,875 residents to 10,180; representing a growth rate of 14.7%. Current population estimates place

the population at around 10,670, with a projected 2045 population of 13,880. A similar rate of growth is projected for Simpson County as well with a 2045 projected population of 24,847. Combined, the city and county are projected to add 2,770 new households. The data snapshot provides a distribution of household income that is an indicator of economic growth and prosperity while the median age provides a look into factors such as labor force, education, and housing, all of which have future land use implications.



### POPULATION FORECAST 2045

Franklin | **13,880**

Simpson | **24,847**

### NEW HOUSEHOLDS 2045

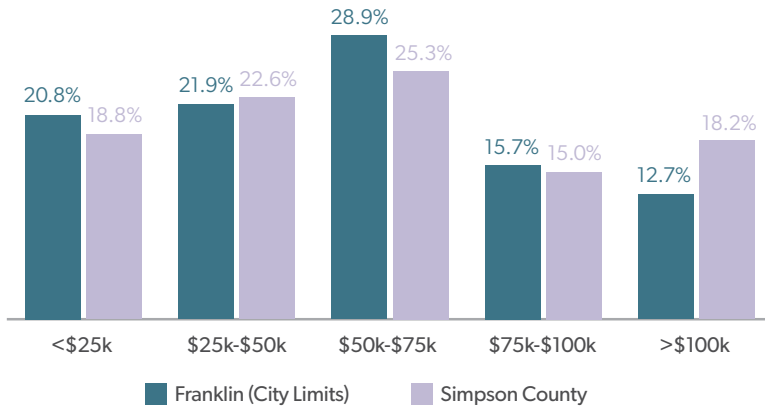
Franklin & Simpson | **2,084**

Franklin | **1,409**

Simpson | **675**



### HOUSEHOLD INCOME DISTRIBUTION 2023



### MEDIAN AGE 2023

Franklin | **40.2**

Simpson | **41.6**

Kentucky | **40.4**



## Location

Simpson County is located in south central Kentucky along the Kentucky-Tennessee state line. Franklin, centrally located in Simpson County, is the county seat and only incorporated city. Simpson County was named for John Simpson, a well-known Indian fighter, state legislator, and hero of the War of 1812 and Franklin was named after Benjamin Franklin. Simpson County consists of broad gently rolling plains and karst limestone topography. Simpson County has some of the most productive agricultural land in Kentucky. Agriculture remains one of the major economic activities, although recent developments in manufacturing and service have replaced it as the number one employer.

Simpson County is bound by Allen, Warren, and Logan Counties in Kentucky and Sumner and Roberson Counties in Tennessee. Covering approximately 239 square miles (152,960 acres) in area, Simpson County is the seventh smallest of Kentucky’s 120 counties. In 2004, Franklin has a population estimated at just over 8,000 while Simpson County has a population estimated at just over 16,400.

The local planning unit is the Franklin–Simpson County Planning and Zoning Commission. The Planning Commission consists of members appointed by the City of Franklin and Simpson County. The area covered by the 2024 Comprehensive Plan Update includes all of Franklin and Simpson County.

### Resources and Coordinating Agencies

The City of Franklin has coordinated its plans and activities while updating the 2024 Comprehensive Plan Update with various governmental agencies as well as the Franklin-Simpson County Planning Commission and Simpson County Fiscal Court. Also, the preparation of the Plan was closely coordinated with the Kentucky Transportation Cabinet and District 3 Highway Office. Several public and private sector groups and stakeholders, a Citizens Advisory Committee, Community Conversation Meetings, and general public meetings with citizens of Franklin and Simpson County were held, to solicit their input and suggestions. The aim of this entire process is to provide a more efficient and effective government for the citizens of Simpson County, resulting in better coordinated public and private decisions affecting community development.

### Development Patterns

In order to offer viable suggestions for future development, it is important to understand past and current development trends in and around Simpson County. Development patterns are the spatial forms caused by development over time. Some forms, such as suburban sprawl, have gained significant attention over the last twenty years due to their effects on public well-being and the environment. Several factors can affect these spatial forms, such as growth in the economy and the presence or lack of growth management techniques.

### Historic Development Patterns

Historically, development within Simpson County had been relatively compact. Franklin, the county seat, experienced the most intense development within the county. Other small towns, such as Black Jack, Middleton, and Turnertown, were originally formed as small rural agricultural settlements with a very limited number of homes around churches and schools that served their spiritual and educational needs. Much of Simpson County's economy has historically been dependent upon agriculture in one form or another.

In contrast, Franklin developed as an urban/business center and retained a compact area of infrastructure resources promoting dense development close to the city core. The result was rural areas of primarily agricultural land use located alongside small villages, with the majority of commerce and residential development constrained to Franklin or specific

industrial locations. The county framework experienced today is partially the result of this rural/urban relationship.

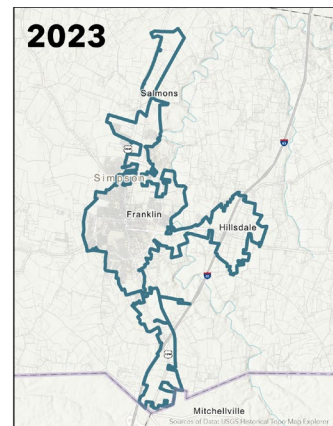
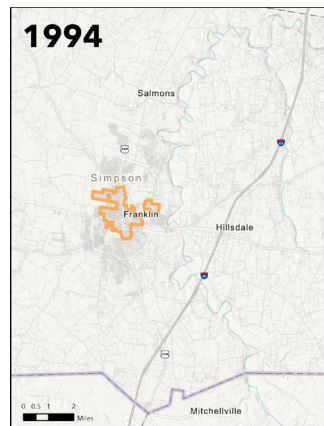
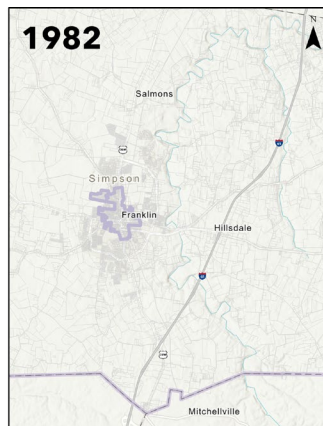
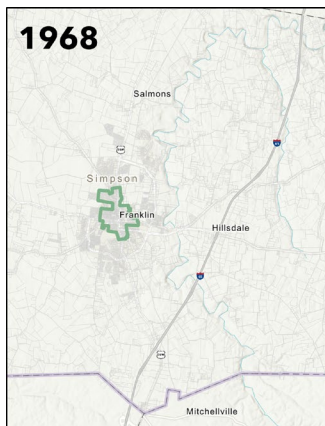
Development of railroads and highways played a major role in transforming the urban patterns of Franklin and Simpson County. Both the CSX railroad and US 31W run north to south through Franklin and Simpson County. While in the past, the general urban development pattern of Simpson County could be described as generally compact urban development centered on Franklin. Linear growth and development began to appear along US 31W to the north and south. Because of the north south orientation of both transportation facilities, Franklin has an elongated linear development pattern along a north south axis. The railroad exerts an influence on Franklin and Simpson County to this day, with industrial parks continuing to be located adjacent to the railroad. US 31W also remains a major influence on the urban development patterns of Franklin and Simpson County with the largest traffic counts of any highway in Simpson County, exclusive of I-65.

With the advent of the interstate system and the construction of I-65 east of Franklin, new growth has occurred around Simpson County's two I-65 interchanges. Recent urban growth patterns have spread east along KY 100 towards its associated I-65 interchange (mile marker 6) as well as along US 31W south of Franklin towards the I-65 interchange found there (mile marker 2). Commercial and industrial development continues to move beyond Franklin's traditional core.

Since 1992, the once significant rural type or vacant parcels of land have now become developed or are planned for future development. Some scattered residential development has occurred throughout Simpson County as farmers have subdivided their lands to accommodate families or the general public. This change is influenced by greater mobility due to an increase in individual affluence from a burgeoning manufacturing economy and the availability of affordable automobiles. While still limited in practice, this development trend is growing because of exemptions currently codified in the state's enabling planning and zoning statutes.

Between 1980 and 2005 both Franklin and Simpson County experienced moderate levels of urban growth. Since 2010 Franklin and Simpson County have begun to experience a significant amount of growth with Franklin increasing from 8,875 to 10,669 persons and projected to grow to nearly 14,000 people by 2045.

## HISTORIC & DEVELOPMENT MAPS



## Changing Development Trends

The historical record indicates that Franklin's growth has been influenced over time by the development of transportation infrastructure. A change is observed in the development pattern, from compact, small-town development to linear development along the US 31W and KY 100 corridors. The construction of I-65 in the 1960's has attracted growth toward this major highway's interchanges at Exits 2 and 6.

Even with increased manufacturing, the county has still retained the viability of its agricultural economy and heritage. With this in mind, it is important to note a contradiction of sorts between the new development trends and the desires of the county's residents to preserve agricultural lands. While originally expressed in the Comprehensive Plan of 1992, the sentiment remains today in 2023.

Development within Simpson County is increasing and is projected to continue to do so as described in the Demographics section. This is incited in part by the rapidly increasing development around the two large metropolitan areas, Bowling Green and Nashville, both less than an hour's drive from Franklin.

## Land Use and Planning Around Simpson County

Simpson County is bordered by the counties of Logan, Warren, and Allen in Kentucky, as well as by Robertson and Sumner in Tennessee. Simpson County is one of a number of counties that already has planning initiatives in progress.

Kentucky Revised Statutes (KRS) 100 develops a framework for comprehensive planning in Kentucky counties by requiring that, "The planning commission of each unit shall prepare a comprehensive plan, which shall serve as a guide for public and private actions and decisions to assure the development of public and private property in the most appropriate relationships." The statute requires the completion of a county-wide comprehensive plan for those counties with planning and zoning ordinances.

## Making the Plan



## Plan Purpose

The Kentucky Revised Statutes (KRS) Chapter 100 does not require local planning; but when the local government(s) desires to have local planning it sets out the requirements that the local planning unit must follow. Among the requirements is the adoption of a comprehensive plan in order to apply land use regulations. Chapter 100 also requires that, once the comprehensive plan is adopted, the local planning unit must maintain the comprehensive plan, by conducting a review of the plan every five years.

The Comprehensive plan is predicated on the belief that each community resident should have a suitable living environment that provides the opportunity to achieve his or her potential. In other words, the community must strive to provide the best possible quality of life for all its citizens, not only those here today, but also those in the future. A significant measure of quality of life is in the form and function of the physical community. Therefore, the overall vision for any community is that it has good form, a logical layout, and a community that functions and minimize public service cost.

The comprehensive plan must contain goals and objectives and usually contains a community vision, base analysis, and elements. The elements detail a blueprint of how the community vision and the goals and objectives will be achieved. To do this, it is important to know where the community has been and where it is headed. Thus, an evaluation of the current status of the community must be undertaken as background for determining present inadequacies and to prepare for future needs. An important task is the preparation of plans that determine the amounts and locations of new urban land and public facilities that will be needed in the future.

The evaluation and planning process, which creates a vision of Franklin and Simpson County's future, is documented in the Comprehensive Plan. As a result, each local government and the private sector gain valuable insight and guidance as to what actions must be taken to reach the community vision and the goals and objectives.

## Plan Function

These functions of the plan are dependent on two important concepts. First, because the Comprehensive Plan is intended to serve as a coordinating device for specific development plans, it must be updated and refined periodically. This includes refining its zoning ordinance, subdivision regulations and other regulations so that they are consistent with the objectives of the Comprehensive Plan.

The second concept is the flexibility of the plan. This is accomplished by keeping the plan general in its content while at the same time providing a stable, reliable basis for determining public and private development policies.

The Plan's recommendations are intended to:

- Create a collective vision for the future of Franklin and Simpson County.
- Establish priorities for public investment, including the City's Operating Budget, Capital Budget, and Capital Improvement Program.

- Inform policies that guide government decision-making.
- Align the work of Government Agencies around the issues that matter most to our residents and stakeholders.
- Create a framework for topic-specific plans and initiatives that will expand on the Comprehensive Plan's recommendations.
- Guide private development through the Generalized Future Land Use Map and Growth Priority Areas map.
- Foster partnerships with other entities to address shared goals.

## Plan Limitations

While forward-looking, this Plan cannot foresee all eventualities. The Plan helps to prioritize actions so Franklin and Simpson County can maintain a high quality of life and be financially resilient through ever-changing economic circumstances. On occasion, state law may preempt the government's ability to carry out several of the Plan's recommended actions. This Plan relies on the details and flexibility that other policy plans can provide on a more timely basis.

## Engagement Process

The Comprehensive Plan was developed in tandem with Franklin Forward 2045, a community-wide engagement and outreach effort to encourage citizen involvement in a more thoughtful decision-making process. The objective was the development of a more credible plan through a framework that is intended to align government services with the outcomes that matter most to residents. The Comprehensive Plan's recommendations offer guidance to government agencies on services that should be provided and projects that should be implemented to achieve desired outcomes in our community. Franklin Forward 2045 is an in-depth look at growth, development priorities, potential locations, and development strategies designed to strengthen land use decisions through the Comprehensive Plan. Additionally, Franklin Forward 2045 is a tool that can capture and monitor growth and development data that will help identify issues for future Plan updates.

Actively involving community stakeholders and the public in developing Franklin's Comprehensive Plan was the primary objective of Franklin Forward 2045. Broad public engagement helps ensure that the Comprehensive Plan accurately reflects the vision, goals, and values of the community.

The main objectives of the public engagement efforts were to ensure community involvement was inclusive, relevant, transparent, flexible, and fun. Special emphasis was placed on finding ways to encourage involvement by all community groups. Residents of all ages, backgrounds, and interests were involved in the planning processes.

Franklin Forward 2045 used many methods and marketing techniques to inform and involve the community in the process. The primary methods used are summarized below.



## 1. Community Survey

In 2022, the City Commission conducted a survey of residents to elicit opinions from those living in Franklin or Simpson County about what is important to them—entitled the Franklin Community Profile Survey. The topics focused on preferences for future development within the area; key problems that the comprehensive plan should address; current ratings of specific amenities and other characteristics of Franklin; and what sources of information residents consume about the City of Franklin government and its activities.

Survey results suggest that area residents are very passionate about where they live and ensuring future planning preserves the essence of Franklin. This fact is underlined by over 1,100 residents voicing their opinions and many providing specific details about what they would like to be addressed in Franklin Forward 2045. Ideally, every resident would provide their opinion; however, we believe this survey provides a solid foundation for developing a plan that includes all residents and will address the most critical development areas.

Many respondents provided optional comments, a testament to the interest in the community that residents of this area share. Comments were diverse, touching on a wide range of topics including suggestions to improve the local area and components that the comprehensive plan should address. Many comments expressed the need for additional recreational amenities like parks and hiking trails. This result is consistent with some of the other findings described above. Many respondents tied these amenities to addressing young people's needs for recreational activities. A good number of comments requested that a community pool be part of the comprehensive plan.

A similar number of comments also focused on services outside of recreational amenities, with many mentioning a shortcoming of the area being the lack of entertainment services. In terms of economic development, respondents mentioned the importance of the town square and other service-oriented developments that could satisfy the needs of residents and strengthen the tourism industry. Many commenters lamented that they felt Franklin was losing its small-town feel and indicated a strong desire to try and keep that aspect prominent in managing future growth. This sentiment is common, particularly among areas of the US that have experienced growth of residents from outside the local area. Finally, many comments mentioned sidewalks as an area that needs to be addressed – either in repairing existing sidewalks or establishing sidewalks in peripheral areas where they do not currently exist.

## 2. Public Community Meetings

Two Community meetings were held to provide background information and gather input on key issues for each stage. Meetings were held in readily accessible facilities centrally located in downtown Franklin. The comprehensive plan process was presented at the initial public meeting on March 7, 2023 along with a draft set of goals and objectives for the comprehensive plan that was presented for community input and comments. The second public meeting was held on June 20, 2023 where the public was able to review and provide comments on the proposed future growth and land use map. The public, property owners, and stakeholders had

an opportunity to voice their concerns and provide comments on areas identified for future growth. The third public meeting was held on November 20, 2023, to present the final plan incorporating the plan elements and the future transportation, land use, and growth areas. A final public meeting will be held after adoption by the governing bodies to unveil and present the Plan to the public.

## 3. Community Conversations

The engagement process held 3 community conversations (November 17, 2022, April 20, 2023, and June 1, 2023), which were designed to serve the following purposes:

- Conversations were turned outward in a way to authentically engage members of the community about planning, growth, community, and governance issues.
- They generated public conversations that were then used to inform planning decision-making strategies.
- The conversations not only engaged the community, but also were an opportunity to educate and help the public understand the planning and land use issues.
- People provided their aspirations for the community.
- Expressed their concerns about growth, traffic, and the history and heritage of the city and county
- These conversations provide an opportunity for the community to express how they think and talk about a given issue in relation to future growth, development, and preservation.



# COMMUNITY ENGAGEMENT



#### 4. Comprehensive Plan Advisory Committee

The Comprehensive Planning Advisory Committee (CPAC) held 6 meetings, February 22, April 12, May 24, August 9, December 6, 2023, and May 1, 2024. CPAC provided advisory support for the development of the comprehensive plan. CPAC also provided guidance to the Planning & Zoning Commission and then to the Franklin City Commission and Simpson County Fiscal Court. CPAC assisted in the identification of issues relevant to their stakeholder constituencies while developing a variety of mechanisms to provide specific opportunities for other members of the public to be informed and to participate in its activities. Key issues and themes discussed in the CPAC meetings included:



**Growth** was a key issue that was identified as an important concern and topic for the comprehensive plan update.



The need to preserve **agriculture** and protect the interests of farming was also discussed with the need to balance farming with growth.



Good **zoning** laws are identified as a key component of implementing various sections of the comprehensive plan.



**Downtown** and the need to protect the **historic character** of downtown Franklin along with incentives or efforts to preserve and encourage small **businesses**.



**Environmental considerations** such as geology sinkholes, karst topography and green infrastructure all were noted.



**Industrial development** was discussed and how it can effectively manage the internal versus the external development pressures that are occurring.



The need for **high-paying jobs** needs to be considered.



The comprehensive plan should have more **specificity**.



Protection of the **gateways, corridors, and light pollution** all were items that were suggested that should be considered.

#### 5. Social Media

The Franklin Forward 2045 identification tag-line project served as the project's guide for information and engagement. The city deployed several outreach techniques to engage the public, with billboards about the community survey, creating a QR code for access to the survey, and information about the planning process. They provided meeting notices to the public through inserts in the water utility bills. These techniques provided an opportunity for respondents to participate in the planning process at community meetings and other venues.



## COMPREHENSIVE PLAN PROCESS



### Project Phasing

In the planning phase of the comprehensive plan project, a phasing strategy was developed to define the purpose and need for the plan and its implementation. Public comment was determined to be a vital part that involved two-way communication to learn about the community’s values and preferences. During this process, these phases of public education and public input were used to learn about the local vision, goals, objectives, priorities, and recommendations, while educating the public on land use planning and growth strategies.

#### Phase 1

The major objectives of Phase 1 were to:

- Describe what a Comprehensive Plan is and why it is important;
- Summarize background information on key trends that will affect Franklin and Simpson County in the future;
- Engage residents about what should be improved in the community.

Draft goals and objectives were presented, and the community was asked two questions about each goal: is this goal important? And: is the community currently doing enough to achieve this goal? Participants were also offered the opportunity to provide ideas for issues and goals that were missed.

Between Phase 1 and Phase 2, the goals were revised based on community discussion and reorganized into 6 elements, with each element having goals and objectives.

### 6 ELEMENTS OF A PLAN



## Phase 2

The major objectives of Phase 2 were to:

- Present generalized future land use growth areas with strategies that should be used to achieve the Goals identified in Phase 1;
- Suggest changes to the Generalized Future Land Use (GFLU) Map.

During this phase, the community also provided feedback on the GFLU Map. Staff then responded to those comments and created an updated Draft GFLU Map. The community made additional comments on the map which were then reviewed by the Plan Citizens Advisory Committee.

## Phase 3

The major objectives of Phase 3 were to:

- Prioritize future land use strategies and growth areas identified in Phase 2;
- Suggest ideas for Action steps to implement the growth strategies;
- Prioritize where Franklin should accommodate growth.

For Strategy prioritization, the focus was to determine which ideas were most important to ensure the Plan reflected community priorities. For growth prioritization, background information on recent housing and population growth trends was provided for context. Participants could select locations in Franklin where they felt future growth could adequately be accommodated, based on the adequacy and availability of infrastructure (water, sewer, roads, drainage), as well as suggest timing and intensity of development.



## CHAPTER 1

# Goals & Objectives

**The purpose of this document is to inform and guide future actions and investments, public and private, in Franklin-Simpson County. To do that effectively a simplified understanding of where the community is headed is required. Much work has been undertaken to establish a common vision of how and where the community wants to grow and develop over the next two decades. In this section we have distilled that vision into a series of Goals and Objectives.**

Goals are broad vision statements. They are sustainable end states for this 20-year plan. They present a shared vision of what the community will look like in the future. While they do not lay out specific metrics or actions, they establish a framework of community motivations and ideals. Within that framework lie the various objectives, metrics, and actions that will, over time, align the community with these visions.

Objectives are aspects of each goal refined into “SMART goal” statements. They establish specific outcomes from each goal and provide a metric by which success can be measured. Each objective is given a time frame for success to better help the community hold itself accountable. An objective is only an end state and does not describe actions; rather it describes a strategy to achieve one or more goals. Objectives are fulfilled via action items.

Action items are tactics which can be leveraged to achieve one or more objectives. They are discrete and accomplishable tasks. Tasks might include policy changes, community programming, funding mechanisms, and many others; it may even include further research and planning. The action items are not listed in this section, rather they are listed in each element of the plan. This is to better support their inclusion with the facts, figures, and analysis included therein.

## In 2045...



**ENVIRONMENT  
AND NATURE**



**AGRICULTURAL  
HERITAGE**



**SMALL-TOWN FEEL**



**STRONG ECONOMY**



**WELL DESIGNED**



**REGIONALLY  
CONNECTED**



**GROWING SMART**



## Environment and Nature

...Franklin is a rural town. The natural environment is valued here. Residents have easy access to healthy natural areas and outdoor recreation. A pleasant preserve, park, or playground is always within a reasonable walk's distance. The clean air and water contribute to the health of the citizens. The community works to restore, preserve, and improve the natural areas of which they are stewards.

1. Identify and preserve existing quality habitats and natural areas.
2. Identify and restore areas of ecological or recreational importance including wetlands, riparian zones, and wildlife corridors.
3. Assess outdoor recreational assets and restore, repair, or expand as needed to meet community needs.
4. Plan and implement green infrastructure projects to reduce the severity of flood events, manage storm water/surface runoff, and reduce the introduction of pollutants to our waterways.
5. Protect, buffer, or otherwise preserve significant natural water courses from urban development.
6. Identify and implement measures to reduce the impacts of public service delivery on air quality, water quality, and the environment.
7. Promote more environmentally sound, low-impact daily practices among the community.
8. Develop recreational facilities so that every resident is within easy reach of a park, natural area, or other outdoor recreational opportunity, regardless of transportation choice.



## Agricultural Heritage

...Franklin is a farming community with a rich agricultural heritage. Farmland is a precious resource and preserving it is a priority for the community. Farmers are supported and celebrated with markets and festivals as well as with programs to ease undue financial burdens. New ideas and practices in farming are shared and encouraged to reduce the impacts and increase the yields of farming.

1. Assess and Preserve farmland from development.
2. Develop policies, programs, and events to make Franklin an even more farm friendly community.
3. Develop and implement programs with Simpson County to reduce barriers to entry for aspiring farmers and minimize the financial burden of existing local farmers.
4. Promote and host education and knowledge sharing opportunities for farmers.



## Small-Town Feel

...Franklin is a small town with close citizen connections, deep community involvement, and a strong sense of place. Spaces for impromptu gatherings exist throughout the town making it easy to strengthen existing connections or make new ones. Citizens are involved in the running of the town and aware of the issues and opportunities they collectively face. The community fosters a strong sense of place by respecting their past with considered preservation and informative exhibits while also guiding their future by selecting for local aesthetics and encouraging walkable, human-scale design.

1. Define and codify the land-use patterns which best facilitate close-knit neighborhoods and a healthy local economy.
2. Discourage development which contributes to sprawl and facilitate more neighborhood- and community-oriented development.
3. Develop streets which are pedestrian-friendly and have small, frequent social spaces.
4. Preserve as well as provide context and education for key historic and cultural resources, which provide ties with the past and constitute a heritage value to residents and visitors.
5. Identify and implement mechanisms to preserve existing community character while further developing, strengthening, and promoting Franklin and Simpson County's unique, local identity.
6. Establish mechanisms for the implementation of the Comprehensive Plan by city and county administrations and agencies as well as mechanisms for elected bodies to hold those administrations accountable to the Comprehensive Plan.
7. Encourage diverse citizen participation and volunteerism to ensure an inclusive and impactful role in shaping community projects and decisions, fostering a strong sense of community.
8. Preserve and strengthen the social importance, economic vitality, and historic integrity of the downtown area.





## Strong Economy

**...Franklin is a productive town where residents can easily earn a living. Employment is available for those who seek it, and wages are of a reasonable rate to sustain them. Local businesses are encouraged and supported by the community through education, assistance programs, and visibility campaigns. Larger market employers are given the space and resources they need while ensuring they don't disrupt the function or undermine the values of the broader community.**

1. Expand and diversify the economic base of Franklin while respecting the agricultural heritage of the community.
2. Identify and preserve, expand, or establish the resources required to facilitate the economic activity of Franklin both today and into the future.
3. Foster local businesses and entrepreneurs.
4. Establish, preserve, and enhance centers of commerce from neighborhood to regional scales.



## Well Designed

**...Franklin is a town where the built environment is intentional and citizen focused. The community plans ahead to ensure that the town is walkable and human-scaled with both quiet, safe residential areas and lively, community-oriented spaces. There is a mix of housing types and sizes affording residents the choice of which best suits their life including age, economic status, or personal preference. The town has a cohesive and local-feeling aesthetic without looking uniform or uninteresting. There are many ways to get around town, including safe options for walking, biking, and auto-centric modes, empowering residents of all ages and mobilities to choose which works best for them and to reach their destinations safely.**

1. Develop and implement a hazard mitigation plan to include both a land-use component and a design component and is sensitive to localized hazards such as flooding.
2. Establish land use patterns, which maintain safe residential neighborhoods, control urban sprawl, and enhance the overall quality of life in Franklin and Simpson County using policy, incentives, and education together.
3. Encourage development of a diversified supply of safe, quality, and affordable housing which provides for a range of incomes, architectural styles, sizes, and locations.
4. Promote and support the preservation of significant historic and cultural resources which provide ties with the past and constitute a heritage value to residents and visitors.

5. Identify and enhance the unique characteristics of Franklin to develop a truly local feel including land-use, development design, and community aesthetic.
6. Develop a coordinated gateway program for each of the primary entrances into Franklin and Simpson County which reinforce the unique, local character of Franklin and Simpson County and welcome residents and visitors alike.
7. Assess and expand or establish as needed public facilities and services which are convenient to users, economical in cost, and are provided in an environmentally sound manner.
8. Develop a holistic transportation network which provides for the efficient, safe, convenient, and coordinated movement of people around Franklin regardless of age, ability, or preference of mode.
9. Enhance appearance of the interstate hubs with a consistent, local theme and a coordinated and aesthetically pleasing appearance while minimizing deterrence to future land developments or redevelopments at both interchanges.



## Regionally Connected

**...Franklin is connected to and a partner with neighboring communities. The community works together with towns, cities, and counties in the region to accomplish regionally oriented projects and to pool resources for ambitious regional development. Franklin is accessible to other communities through multiple transportation options and vice versa. Franklin and Simpson County proudly participates in regional councils, committees, and governing bodies and takes on leadership when such bodies require.**

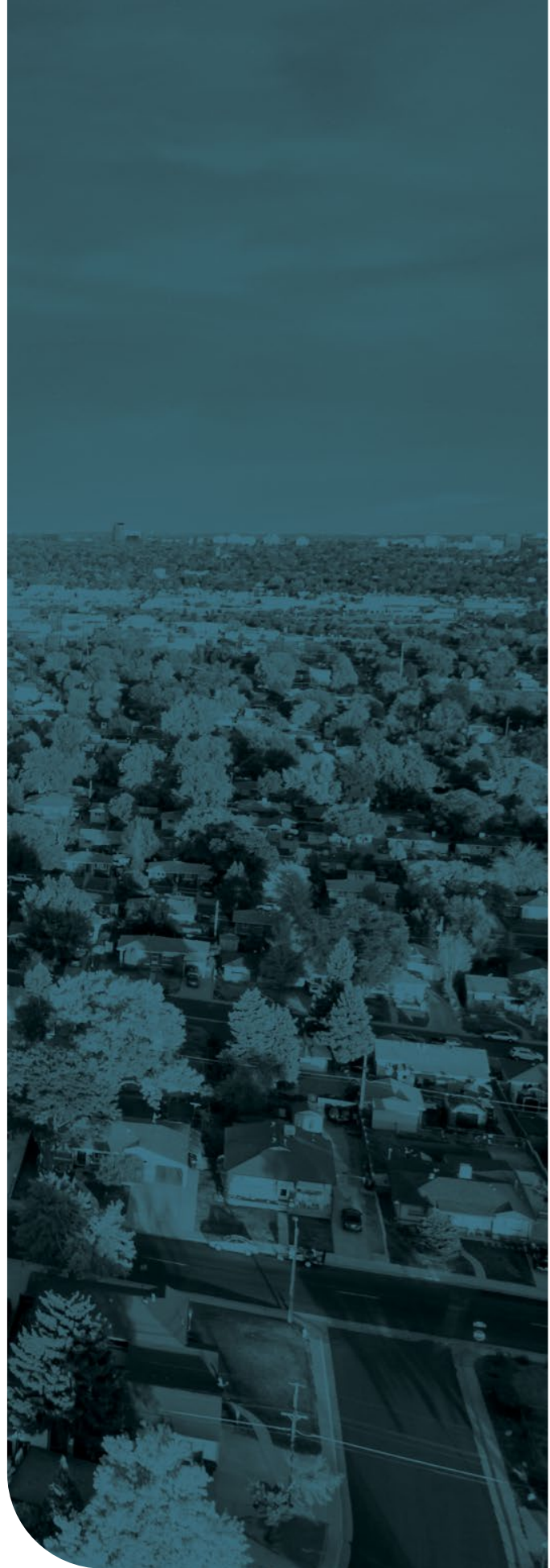
1. Coordinate plans for growth and development Simpson County and regional entities to ensure the ability to provide an adequate transportation system and public facilities including infrastructure and utilities.
2. Preserve and protect Franklin's water quality, air quality, and environmental resources from external sources through coordination with nearby and regional entities.
3. Establish mechanisms to communicate Franklin's goals, objectives, needs, and resources with regional shared-governance bodies and advisory boards.



## Growing Smart

...Franklin is a town experiencing growth for which it has well prepared. New residents and families are made welcomed and helped to connect with and engage in the broader community. Community services are robust enough to accommodate all the new residents needs without diminishing their existing quality and accessibility. New development is only permitted when and where the infrastructure to support it has been planned and prepared. Development is directed and designed to be able to sustain the infrastructure needed to support it.

1. Identify, and designate by priority, areas for expansion which are sensitive to and best preserve ecological resources, prime agricultural lands, and the rural character of Franklin.
2. Reduce and discourage sprawl while enhancing walkability through thoughtful and intentional land-use and development design.
3. Develop and establish mechanisms to maintain a balanced approach to growth with regards to residential, non-residential, and mixed use.
4. Ensure that growth and development are integrally planned and phased concurrently with an adequate transportation system and public facilities including infrastructure and utilities.
5. Enable, ease, and encourage development of a diversified supply of safe, quality, affordable housing which provides for a range of ages, incomes, architectural styles, sizes, lifestyles, and locations.
6. Prioritize infill and redevelopment to further walkability and to develop a more vibrant, activated cityscape.
7. Foster growth and design that is in keeping with the local aesthetic and furthers the goals of the community in a holistic manner.
8. Provide infrastructure that will adequately accommodate planned growth of Franklin including transportation, water/wastewater, education, medical, and emergency services.



## CHAPTER 2

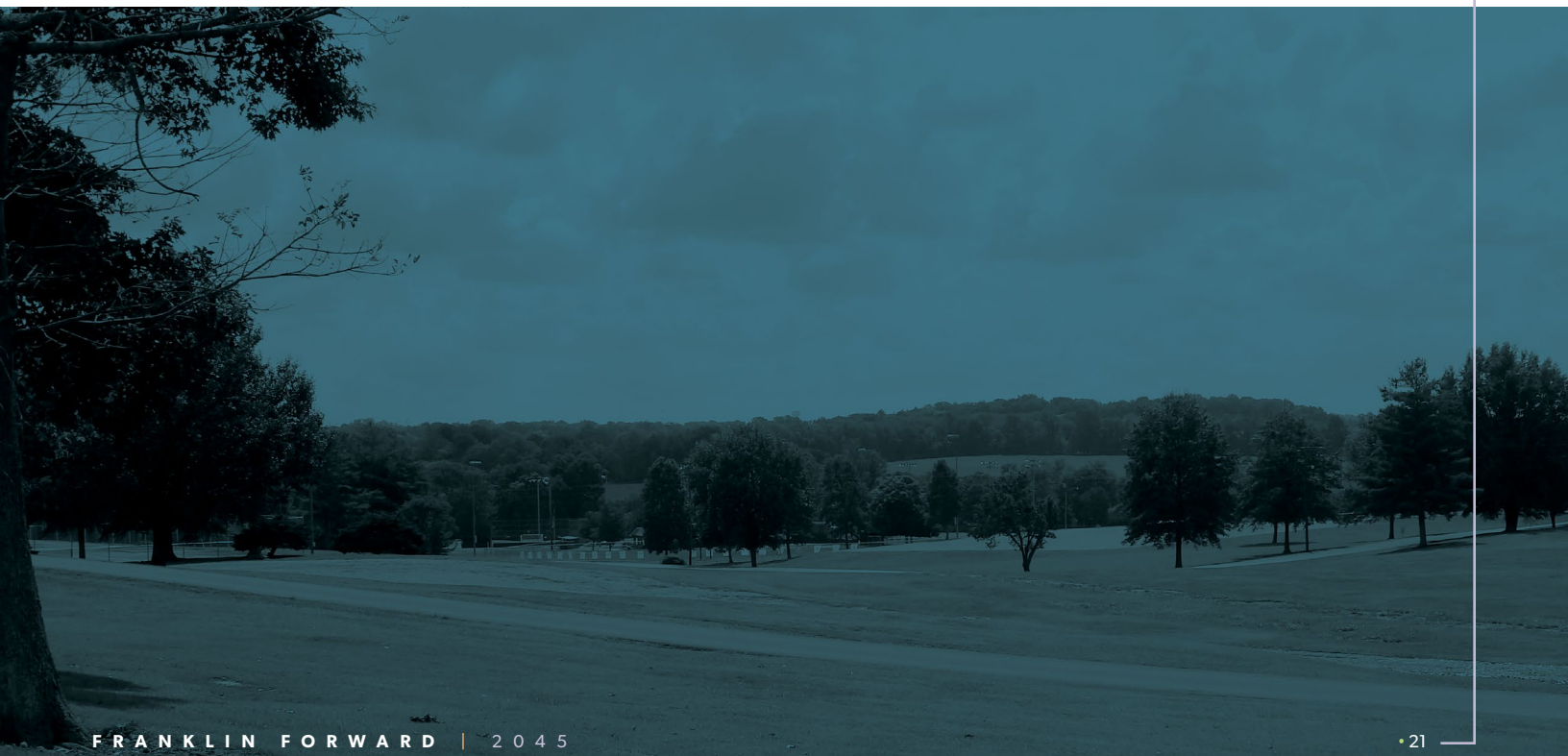
# Future Land Use

## Growth Framework

**The City of Franklin and Simpson County is a growing and changing city and county with a rich history and a bright future ahead.**

**Over the last 24 months, we have collectively created this Comprehensive Plan to prioritize our values and map out our future. This Plan is a statement of where the community wants to go and how it will get there.**

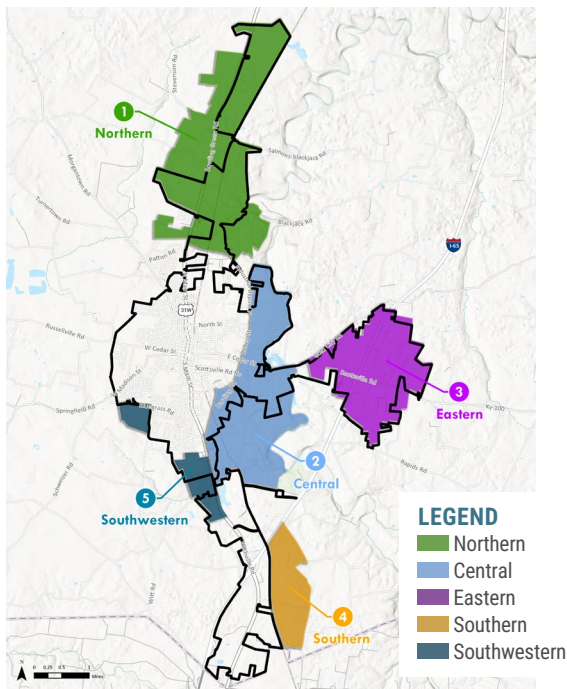
The Growth Framework establishes the pattern of land use and location of urban growth for Franklin through 2045. This Element represents the growth policy from which Franklin and Simpson County ensures that physical expansion of the designated growth areas are managed (1) at a rate to support projected population and economic growth; (2) in a contiguous pattern centered around existing development areas; and (3) in locations which optimize efficiency in public service delivery and conservation of valuable natural resources. The Growth Framework identifies locations where various land uses and intensities of use will be permitted to occur in the future. It establishes and articulates broad policy in keeping with the traditional role of the comprehensive plan as a framework for future development.



## Growth Priority Areas

The Future Land Use Map developed for this plan shows areas projected for growth and corridors prioritized for residential, commercial, industrial and mixed-use development. The city has an opportunity to capture the high regional demand for growth due to its accessibility, having access to I-65 with 2 interchanges exit 2-US 31 W and exit 6 -KY 100. The Future Land Use Plan indicates that 6,920 acres of land have the potential for development allocated by the different land uses, consisting of 1,894 acres located within the city limits of Franklin and 5,026 acres adjacent to the city limits identified as peripheral growth locations. The plan allocates land that has the potential for development based on a 20-year population projection for Simpson County and the City of Franklin. By 2045, Franklin is projected to reach a population of 13,542 people and a total of 5,368 projected households.

The plan identifies 5 major Future Growth Areas with varying development intensities based on their access to existing transportation networks, their physiographic conditions, and their proximity to the current city limits. The growth areas designated for more intense or higher-density growth tend to be larger in size, located along major streets and corridors, and have the capacity to serve as a mixed-use core for the surrounding area and the city as a whole. Other lower-density growth areas still tend to have access to major streets but are expected to develop at a lower intensity. They will tend to serve a smaller area and draw primarily from surrounding neighborhoods. These growth areas generally have less traffic access and are sometimes located along less busy streets or sections of streets.



The designated Growth Areas also fall into one of two categories based on existing conditions. The first type, Established Areas of Growth, are existing development centers that have residential, commercial, or employment development in place. Established Areas of Growth have tended to attract the majority of redevelopment since the last comprehensive plan in 2010, as they have destinations and other amenities that residents demand already in place.

They also have established transportation networks to accommodate traffic. These locations could readily transition to a mix of uses over the next decades. The acreage allocated for established growth areas is projected to be approximately 2,160 acres of developable land within the current city limits boundary.

The second type of Designated Growth Area, Underutilized Areas, are currently undeveloped or underdeveloped but are planned as future growth areas. The Established growth centers will continue to redevelop and evolve, but likely cannot absorb a majority of the city's projected growth. The preference expressed throughout the public meetings and community conversations was that such excess growth be accommodated in underutilized areas rather than in expansion areas. To do so, the city will need to encourage development within areas which are already well-served by infrastructure and transportation networks. This will transform these areas into vibrant residential, commercial, industrial, and mixed-use centers.

Land Use	Acres
Agriculture	233
Low Density Residential	2,075
High Density Residential	839
Commercial	1,207
Industrial	1,596
Mixed Use	734
<b>TOTAL</b>	<b>6,684</b>

## Peripheral Growth

New peripheral growth should occur within the growth areas, as shown on the land use map. The peripheral growth areas are projected to accommodate approximately 5,026 acres of land that is adjacent to the city limits of Franklin as newly developed. As newly developed areas at the edge of the current city boundaries, these areas encourage compact development. Planned growth areas will aid in retaining a strong sense of place but will also create high-value development. Planning peripheral growth allows for developments to be served with better planned and more efficient transportation and infrastructure. In contrast, infill redevelopment occurs in areas where infrastructure and services are already present, which tends to generate even more property value. Combined, planned peripheral and infill will ensure the fulfillment of the city's growth priorities and help contribute to long-term financial stability.

The plan recognizes that the 6,684 acres designated within the growth areas will not all be developed within this 20-year planning period. There are several development constraints that will limit future development. Some areas may not be suitable for growth at this time due to landowners not wanting to sell or develop their property; infrastructure (water, sewer) may not be currently available or adequate; roadway and transportation networks may not be adequate to accommodate development; and physiographic conditions may limit or prohibit growth in certain areas. The allocation of future land is based on location, timing, and the intensity of development that is necessary to accommodate any future growth that is planned.

# Generalized Future Land Use

The Generalized Future Land Use (GFLU) Map presents land use and development intensity recommendations to guide future city growth. This Map applies the Goals, Strategies, and Actions of this Plan to recommend a pattern of future uses and development intensities for the next 20-plus years. Growth is accounted for both in peripheral edge areas where new development is planned and in areas where redevelopment may occur. The Map is a strategic planning tool that recommends broadly categorized land uses for general areas. The Zoning Ordinance and accompanying Zoning District Map, along with the Subdivision Regulations, are more specific tools. Those tools implement the recommendations of the more strategic Comprehensive Plan by regulating building forms and land uses for each individual property in Franklin Simpson County. Rezoning of property must be consistent with the GFLU Map.

While land uses are mapped to specific locations, the geographic recommendations presented in the GFLU Map are still relatively broad. The exact shape of many of the mapped land use categories is necessarily somewhat general. In many instances, the recommended land use pattern is refined in sub-area plans which may include more detailed land use categories. Those subcategories generally fit within the broad categories within this Plan. The sub-area plans may also include design guidelines that respond to the specific surrounding context.

The GFLU Map is a major consideration when reviewing the appropriateness of a proposed development. However, it is not the only consideration and should not be used outside of the context of the rest of this Plan or other adopted city plans and ordinances. For example, some residential and mixed-use areas planned for higher density development within older parts of the city may have a more diverse mix of uses. There may be single-family, two- or three-unit homes or small-scale commercial/mixed-use buildings interspersed with the designated multifamily residential and mixed-use development. In such instances, it is important to refer to other elements of this Plan and other city plans and ordinances when considering whether development is appropriate for a given parcel. Such considered materials might include adopted historic preservation guidelines and historic districts ordinance, parks master plan, corridor and gateway guidelines, and landscape and buffering ordinances. It is not the intent of the GFLU Map to require more intense development in all high-density residential and mixed-use areas without consideration for other adopted plans and regulations. Similarly, it is not the intention of this Plan that any existing multifamily that may be in the “Low Residential” district must be transitioned to single-family or duplex development.

The category descriptions in this chapter, along with accompanying charts for the various land uses, summarize the GFLU Map categories. Building form and density categories in the residential and mixed-use designations were drawn from the zoning ordinance. The general density range is intentionally broad for most categories because building form, not density, should be the primary consideration when

determining whether a building fits appropriately within a given area, district, or corridor.

Mixed-use standards should generally fit within the land use standards shown in this Plan and will be guided by the corresponding zoning district when considering incorporating mixed-uses. Commercial and residential mixed-uses are encouraged in the downtown business district utilizing the lower floors for commercial uses and the upper floors for residential uses. Higher-density mixed-use areas within the vicinity of the major transportation corridors should be restricted or prohibited as to the amount of residential uses that can be developed within a principal business or highway business district.

## Generalized Future Land Use Map Categories

This section describes the Future Land Use Map for the city and adjoining portions of the county and describes the land use classifications used on the map. The Future Land Use Map provides directions to the regulatory structure that implements the plan, including the city’s Zoning Ordinance. It shows how and where the city will provide for a variety of housing densities and types as well as commercial and industrial uses.

The list and the accompanying charts and maps for the various land use categories describe what is generally included within each land use designation.

### GENERALIZED FUTURE LAND USE

- Agricultural
- Low Density Residential
- Low to Medium Residential
- High Density Residential
- Commercial
  1. Central Business
  2. General Business
  3. Neighborhood Business
  4. Highway Business
  5. Interstate Business
- Office and Professional
- Mixed-Use
- Industrial
- Parks and Open Space



## Agricultural

Protecting the heritage of agriculture can be enhanced and protected through the Rural Villages Zoning District Classification of Simpson County, it is important to the legacy and preservation of the region

Within Simpson County's rich agricultural area, there is a heritage that reflects the very fabric of its rural villages. These rural villages stand as testaments to when agriculture was not merely a livelihood but a way of life. Protecting and recognizing the heritage importance of agriculture in Simpson County is important to the overall development and implementation of the comprehensive plan. Over the centuries, agriculture evolved from subsistence farming to commercial ventures, with staples like tobacco, corn, and livestock shaping the county's economy and identity. The Simpson County Land Use Map identifies the county as predominately agricultural with the exception of the 6 rural villages of Middleton, Neosha, Hogeys, South Union, Gold City / Temperance, and Rapids and Hatcher Road, as located on the Simpson County Land Use Map.

The primary purpose of the agricultural district is to preserve prime agricultural land and protect it from incompatible urban land uses. This district is also intended to promote compatibility with existing developments. From a historical standpoint, the agricultural activities conducted in Simpson County are long-standing established uses. Much of the land dedicated to those uses is of national or statewide importance and should be preserved to the maximum extent practical. Lands situated outside the urban area that are used for agricultural purposes have been designated as agriculture. The current agricultural activities conducted in the agricultural district should not be detrimental to urban land uses. Conversely, existing urban land uses should not preclude current, normal agricultural activities. It is not intended that the agricultural district provide a location for a lower standard of residential land use than is authorized in other districts. The type of uses, area, and intensity of use of land which is authorized in this district is designed to encourage and protect agricultural uses until urbanization is warranted. An appropriate change in district classification should be made at that time.

**The zoning classification for agriculture use is (AG).**



## Rural Villages

Located in the landscape of Simpson County are quaint rural villages, each with its own unique charm and significance. Places like Franklin, the county seat, embody a blend of historic architecture and modern amenities, serving as commercial hubs and cultural centers. Yet, it is the smaller villages of Gold City, Middleton, and South Union that captures the essence of the rural village designation.

The Franklin Simpson County Zoning Ordinance identifies designated existing Rural Village Districts, to remain as historical zoning only B-3 designations shall be used for future small market centers and the lot size requirement shall reflect the minimum size allowed outside of public areas served by public sewer and be subject to the requirements of private sewage disposal systems. There shall be no new designation of additional rural village districts. There shall be no new designation of additional rural village districts.

**The zoning classification for the Rural Village District is (RV).**

### Challenges and Opportunities

While Simpson County's agricultural heritage is resilient, it is not immune to the challenges of modernization and economic shifts. Declining farm sizes, mechanization, and urban sprawl pose threats to the rural landscape and traditional way of life. Amidst these challenges, the comprehensive plan encourages through its goals and objectives, opportunities for innovation and adaptation. Through the promoting and marketing of Agri-tourism, farm-to-table initiatives, and niche markets, which can offer avenues for farmers to diversify their income and sustain the community's agricultural legacy.

## Residential Categories

The accompanying Residential Future Land Use Map Categories summarizes which building forms are associated with residential land use categories. Note that the categories overlap when it comes to building form, building height, and general density range. These overlapping specifications are meant to provide flexibility within each individual category. Categories do not address owner-occupied vs. renter-occupied housing nor housing affordability. A variety of neighborhoods should be developed that include a mixture of ownership and rental options. They should also include a variety of price points, including affordable prices for people or families who make less than the county median income. Multifamily residential developments should contain a mixture of unit sizes to meet the varied needs of the housing population.



A limited amount of nonresidential uses may also be located within residential categories. Such uses, which often serve as focal points for neighborhood activity, are often relatively small, and therefore not always identified at the scale of the GFLU Map. Nonresidential uses within residential areas may include parks and recreational facilities, community gardens, urban agriculture, elementary and middle schools, daycare centers, places of assembly and worship (if at a scale compatible with other existing or planned uses), small civic facilities (such as libraries and community centers), and small-scale commercial uses. Small-scale commercial uses within residential categories should be limited to small establishments providing convenience goods or services primarily to neighborhood residents.

### Low Residential (LR)

The purpose of low-density residential uses is to permit the establishment of low-density residential development as the principal land use in these areas. Related recreational, religious and educational facilities providing the basic elements of a balanced, orderly, convenient and attractive residential area are also permitted. The permitted residential density shall not exceed 3.5 dwelling units per net acre developed. These zoning classifications for low-density residential uses are **(R-1, R-1S, R-2)**.

Low Residential (LR) areas are predominantly made up of single-family and two-unit structures. Some LR areas may include “house-like” structures that were built as or have been converted to multi-unit dwellings, particularly in older neighborhoods. Smaller two-, three-, and four-unit apartment buildings and rowhouses may be compatible with the LR designation, especially when specified within an adopted neighborhood or special area plan and when constructed to fit within the general “house-like” context LR areas. While more intense forms of multifamily or mixed-use development may occur as mapped along major corridors adjacent to, or running through, LR areas, any infill or redevelopment that occurs within an LR area should be compatible with established neighborhood scale, and consistent with any relevant sub-area plan.

LR areas should be conducive to walking, and all housing and other uses should share an interconnected sidewalk and street system.

LR areas should provide a range of housing choices for households with varying incomes, sizes, ages, and lifestyles. Newly developing low-residential areas should include at least two different residential building forms and include both owner and renter-occupied housing. Though not a replacement for a diversity of other residential building forms,



accessory dwelling units (ADU's) could be an additional method of creating housing diversity within low-residential areas. ADU's should eventually be considered for single-family lots in both existing and newly developed low-residential areas, subject to zoning regulations and approvals.

### Low to Medium Residential (LMR)

Low to Medium Residential (LMR) areas are made up of any or all of the following types of housing: small lot single-family development, two-unit buildings, three-unit buildings, row houses, townhouses, and small multifamily buildings. LMR areas are largely characterized by what is sometimes referred to as the “Missing Middle” of housing development: a range of multi-unit or clustered housing types that fall between the extremes of detached single-family homes and large apartment buildings. Building forms present within the LMR are generally compatible in scale with single-family homes. Therefore, they may be intermixed with small lot single-family development or used as a transition between lower intensity areas and more intense development including mixed-use areas, or commercial and industrial employment areas that provide convenient access to shopping, employment and other amenities. These uses are assigned to the **(R-2 Townhouse and R-3 zoning districts)**

### High Density Residential (HDR)

The purpose of the high-density residential areas is to provide for the establishment of high-intensity residential districts. The principal use of land in this district is for diverse, high density residential uses with a minimum of four dwelling units per lot. The types of multi-family residential units may vary in configuration and number of units per building. These high-density areas might include a range of medium to high-density residential uses. The types of residential buildings range from detached to attached and from townhouses to multi-family buildings. The maximum permitted residential density shall not exceed sixteen (16) dwelling units per net acre developed. Medium to High Residential areas should be interconnected with surrounding development as part of a complete neighborhood. Medium to high residential can provide both rental and owner-occupied housing and ideally provides options for people of all ages who wish to live within a neighborhood. Special attention must be paid to design elements within Medium to High Residential areas which adjoin less intense or low residential development.

These uses are assigned to the **(R-2 Townhouse, R-3, R-4, R-5 zoning districts)**



## Commercial

Commercial land uses are intended to accommodate and encourage commercial developments for a variety of commercial uses. Uses that would be permitted in the commercial land use designation are designated as follows:



### Central Business

The purpose is for the expansion and renewal of Franklin’s traditional and central business core. A variety of uses are encouraged including business, institutional, public, quasi-public, cultural, residential, and other related uses. This mixture of activities is necessary to maintain the traditional nature of the central business core of Franklin.



### General Business

The purpose of the general business designation is to provide selected retail and service uses that may serve the entire community as well as serving the adjoining neighborhood residential areas. These districts are located adjacent to the B-1 zoning district and in selected residential neighborhoods, on highways leading from the B-1 zoning district.



### Neighborhood Business

The purpose of the neighborhood business designation is to serve the adjoining neighborhood residential areas with limited retail and service uses. Retail and service uses intended to serve the entire community or regional retail service area of Franklin are not appropriate. These districts are located adjacent to, but not within, a residential neighborhood in defined nodes with direct access to a highway. Neighborhood business districts should never draw thru-traffic into a residential neighborhood.



### Highway Business

The purpose of the highway business designation is to encourage the establishment of commercial areas that can accommodate motor vehicle-oriented customers. This district is specifically designed to service the motoring public and will be located along the major highways of Simpson County.



### Interstate Interchange

The purpose of the interstate interchange business, B-5 zoning district is to provide highway-oriented services at interstate highway interchanges while avoiding traffic conflicts and incompatible land use mixtures often associated with this type of commercial development. The regulations for this district are intended to encourage development compatible with surrounding districts, with suitable landscaping and parking areas. The district is intended primarily for automobile and other vehicular service establishments, transient sleeping accommodations, and eating and drinking establishments

These commercial uses are respectively assigned to the **(B-1 through B-5 zoning districts)**.

## Office and Professional

The purpose of the office and professional designation is to encourage the establishment of groupings of professional, laboratory, executive, administrative, accounting, and similar uses. The district is designed to act as a buffer between other more intense nonresidential uses and high-density residential districts.

These uses are assigned to the **(O-P zoning district)**.

## Mixed Use

Mixed-use areas are intended to provide for a mix of complementary uses and incorporate two or more such uses into the same building or in the same general area. A mixed-use development should combine residential functions with commercial or office but can also encompass cultural and institutional uses as well as public amenities. Mixed-use development is typically characterized as walkable and pedestrian friendly. It offers residents more chances to live, work, and shop in a single neighborhood and reduces the dependency on automobiles.

The term “mixed-use development” can refer to either the general practice of combining multiple uses, or to a specific development project that does so. Projects with ground-floor retail and upper-floor residences are only one type of mixed-use development. These mixed-use projects combine multiple uses into a single building. Such projects often place more public uses (like retail) at or close to ground level, with more private uses (like housing or offices) higher up. Other mixed-use projects include multiple single-use buildings within the same site or zoning parcel. These uses are assigned to the residential and commercial zoning districts, based on permitted uses and allowable densities.

The various mixed-use categories are generally mapped along highway corridors that are recommended for development or activity. The range of non-residential uses and the development density of both residential and non-residential uses in mixed-use areas will vary depending on the size of the district and the type and intensity of surrounding development. While both residential and non-residential uses are accommodated within mixed-use districts, not every building in the district needs to include both residential and non-residential uses. However, special attention should be paid to maintaining commercial street frontages without creating residential-filled gaps along streets that otherwise have commercial tenants at ground level.

The regional mixed-use category includes existing and planned high-intensity centers. These districts are intended to support a variety of multifamily housing options and commercial activities including those in need of the larger region of the city and county. These areas typically include large scale sites.

A regional mixed-use area should be the most intensely developed area outside of the downtown. Therefore, regional mixed-use areas are mapped close to the junctions of major streets, along major roads, and close to highway interchanges. As regional destinations for retailing jobs, these districts should be well connected with the adjoining street network. An urban environment characterized by a pedestrian-friendly public street network. Buildings should be designed to a human scale and placed close to the sidewalk and streets. Parking lots should be located behind buildings. Street parking is desired where possible.

## Industrial

The purpose of the industrial land use designation is to provide areas in which the principal use of land is for light and heavy industrial uses including light manufacturing and assembly plants; distribution, storage, warehousing, and wholesale business establishments; and heavy industrial uses. These uses require extensive community facilities and reasonable access to arterial highways. They may have extensive open space, landscape and buffer requirements, and design elements to create a campus-type of industrial development. Industrial sites can include “nuisance” uses that should not be located near to residential, mixed-use, or some other type of non-residential uses due to noise, odor, appearance, traffic, or other impacts. The industrial land use designation is not intended for retail or office use which is not related to industrial use, except for limited retail goods and services provided primarily to employees and users of businesses within the area. Industrial users typically require easy access to the regional highway system for deliveries and shipping of products.

Architectural, site design, and landscaping features are required within the industrial areas, creating a strong green-space buffer from adjacent land uses that may not be compatible. Parking should orient toward rear buildings and should be screened from public streets. Buildings orientations and site improvements are encouraged to create more of a “campus” style of industrial development. With multiple buildings being developed.

These uses are assigned to the **(I-1, I-2 zoning districts)**.



The downtown core represents a mixed use that is the nucleus of downtown commerce and accommodates commerce, employment, service, government, residential, and other uses. Commercial and employment areas are recommended locations for businesses, government offices, retail, services, and other commercial land uses.

General commercial areas provide the city's population with a wide range of retail goods and services, including certain business and professional offices. These districts are not generally recommended for primarily residential uses. Depending on their location, general commercial areas may provide some supporting mixed uses to adjacent neighborhoods.

Mixed-use developments will be required to adhere to approved development plans and the underlying zoning district classifications.



## Parks and Open Space

The purpose of the Parks and Open Space designation is to identify public uses in an area which is permanently dedicated to recreational, aesthetic, educational, or cultural use and generally is characterized by its natural and landscape features. These areas include parks and landscapes, terrain features, greenways, waterways, trails, and gateways. Parks and open spaces may be used for both passive and active forms of recreation.

These uses are not exclusive to the parks and open space districts and can be located in any zoning district. As the generalized future land use map is broad in scope, smaller parks, generally less than an acre, may be shown as the adjoining land use. Parks and open spaces are permitted uses in all other land use categories, regardless of whether or not the area is mapped as parks and open space.

Although there is no land use designation for parks and open space, it is important to recognize and include public parks, conservation, recreation areas, private recreational uses (such as golf courses), greenways, major public trails, and other natural features in land with a park-like character that are recommended for preservation. Parks serve as an important community gathering place and should be designed to have frontages on public streets. Critically, this ensures they are both visible and accessible by neighborhood and city residents. Greenways provide the opportunity to link otherwise separate open spaces. They provide both habitat corridors and bicycle-pedestrian connections between multiple uses that are complementary.

Refer to the 2023 Jim Roberts Park Master Plan prepared for the Franklin Simpson Parks Board Inc. for a detailed analysis of parks and open spaces.



## Public/Semi-public

The public semi-public designation is used primarily to identify current or recommended locations for civic and institutional uses. Such uses include hospitals, libraries, schools, government facilities, and places of assembly and worship. Civic and institutional buildings are allowed in most land use categories. In particular, specific sites for schools and churches in developing neighborhoods may not be precisely known but may still be located within those areas as part of a complete neighborhood design.

## Summary

The Land use categories used in the GFLU identify the desired primary use for existing and future developed areas. Although general in nature, these designations provide guidance for any proposed changes to the more specific zoning regulations or the zoning district locations and boundaries that implement the Comprehensive Plan. Because Franklin is widely developed, proposed land uses are generally consistent with the existing uses. In some cases, the designation may be different from what is physically on the ground today, indicating that the city expects the current use to change. Several of the land use categories may include subcategories which are included to provide further guidance and consistency.

The most common tool for implementation of the Land Use Map are the city's zoning regulations. Each color-coded category on the Land Use Map has a corresponding set of compatible zoning districts. Many of the Land Use Map categories have more than one corresponding zoning district, permitting an interpretation of the map based on existing uses and local conditions. The Land Use Map categories are intentionally broad, while the specific zoning designations are more prescriptive and address qualities beyond general use such as building heights, setbacks, specific permitted and conditional uses, allowable lot coverage, and parking requirements.

While the Land Use Map guides zoning, it is not the same as the Zoning Map. By definition, the Land Use Map is intended to be general and does not necessarily have to follow parcel boundaries whereas the Zoning map provides specific regulations for each parcel in the city. Moreover, the designation of an area with a particular Map category does not mean that the most intense zoning district consistent with that category is "automatically" permitted. That is particularly

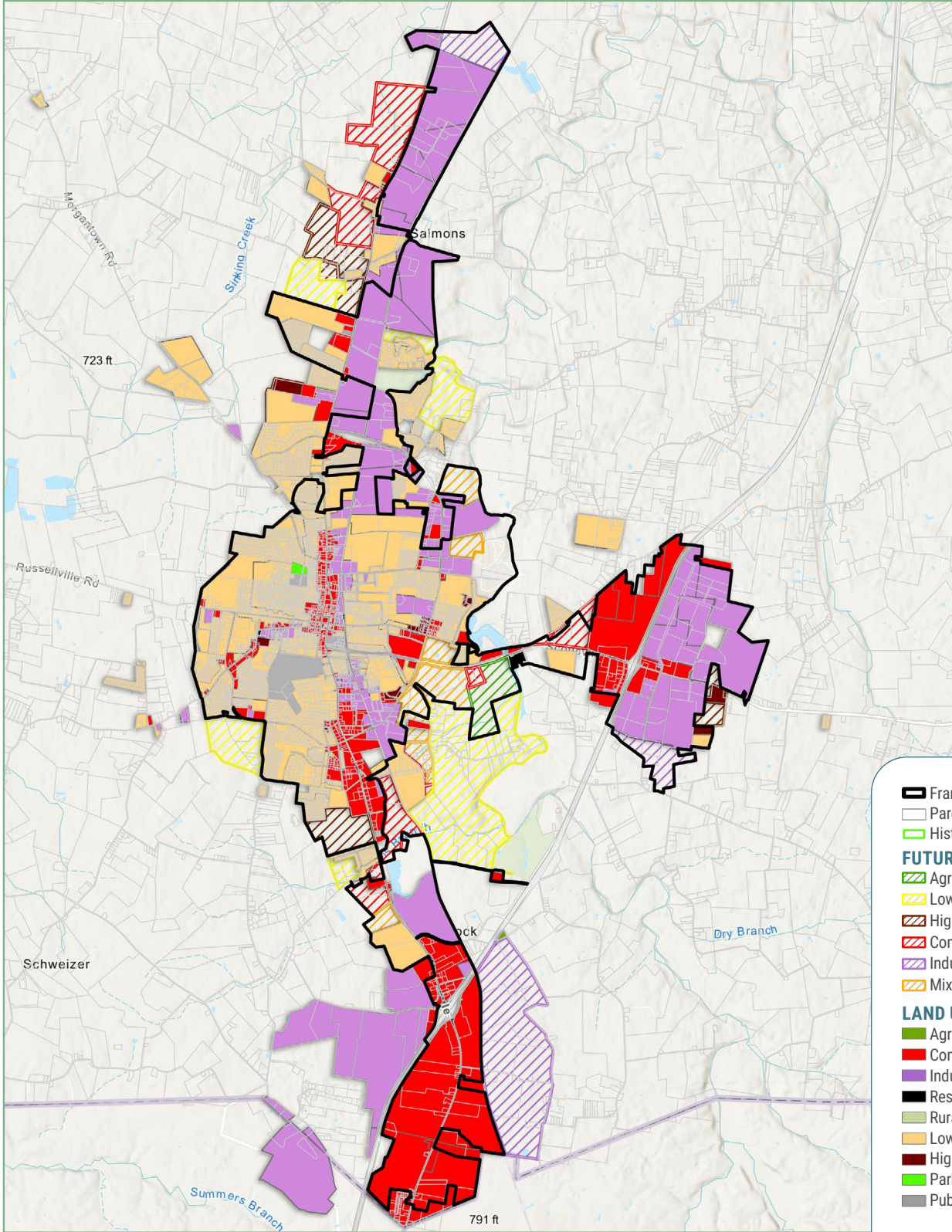


## Conservancy

The purpose of the conservancy designation is to protect the public health and reduce the financial burdens imposed on the community, its governmental units, and its individuals which may result from improper use of land due to certain natural and/or manmade features that are not suitable to extensive development. Areas in this category might be subject to frequent or periodic floods and overflows, have unstable soil conditions, over underground caverns, or possess other conditions deemed detrimental to the public welfare. These uses can be designated within all of the zoning districts.

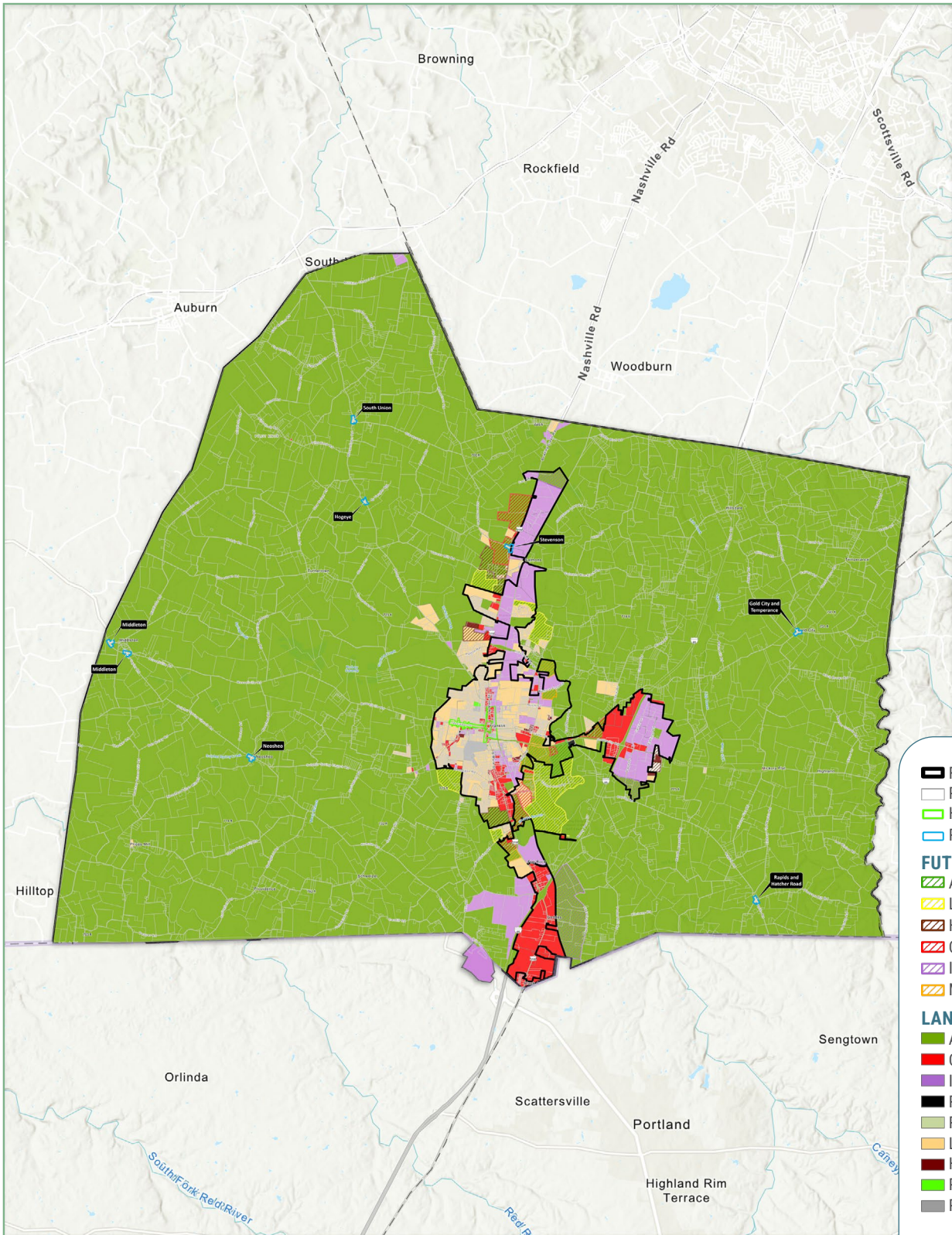
true in residential and commercial areas, where there is a range of zoning densities within each category. However, the zoning and use of a parcel should be generally consistent with the Land Use Map. In most cases, developing a property with a use that is not consistent with what is shown on the Land Use Map would require an amendment to the Comprehensive Plan.

# FRANKLIN, KY | FUTURE LAND USE



- Franklin City Limits
- Parcels
- Historic District
- FUTURE GROWTH AREA**
- Agricultural
- Low Density Residential
- High Density Residential
- Commercial
- Industrial
- Mixed-Use
- LAND USE**
- Agriculture
- Commercial
- Industrial
- Restricted
- Rural Village
- Low Density Residential
- High Density Residential
- Parks/Recreation
- Public/Semi-Public

# SIMPSON COUNTY | FUTURE LAND USE



- Franklin City Limits
- Parcels
- Historic District
- Rural Village District
- FUTURE GROWTH AREA**
- Agricultural
- Low Density Residential
- High Density Residential
- Commercial
- Industrial
- Mixed-Use
- LAND USE**
- Agriculture
- Commercial
- Industrial
- Restricted
- Rural Village
- Low Density Residential
- High Density Residential
- Parks/Recreation
- Public/Semi-Public

# Growth Areas

These areas set forth provisions to guide growth within their respective geographic areas in the Comprehensive Plan. The growth areas are intended to establish a new approach to development coordination and regulation within the existing context of planning and zoning enforcement. The growth areas should encourage innovative design and a range of uses that are integrated into the development; encourage development that is sensitive to the topographic features and the unique rural character of the region; and encourage new development to function as a “community” with a mix of uses, housing types and land for economic development and community facilities, including parks, public facilities, and community centers.

## Growth Area 1 – Northern Growth Area

The northern growth area consists of approximately 1,872 acres of future developable land. 1,605 acres are within the city limits of Franklin and the remaining 267 acres located adjacent to the city limits. This area is considered to be an industrial expansion zone because industrial and manufacturing are critical components of the local economy, and the expansion of existing industrial parks will allow for new growth in this sector of the economy. These zones offer necessary utility and transportation linkages to a variety of manufacturers.

The majority of the current land use are industrial, the area is located in the northernmost part of the city. Some of the development issues that are noted and should be considered when planning for growth in this area include:

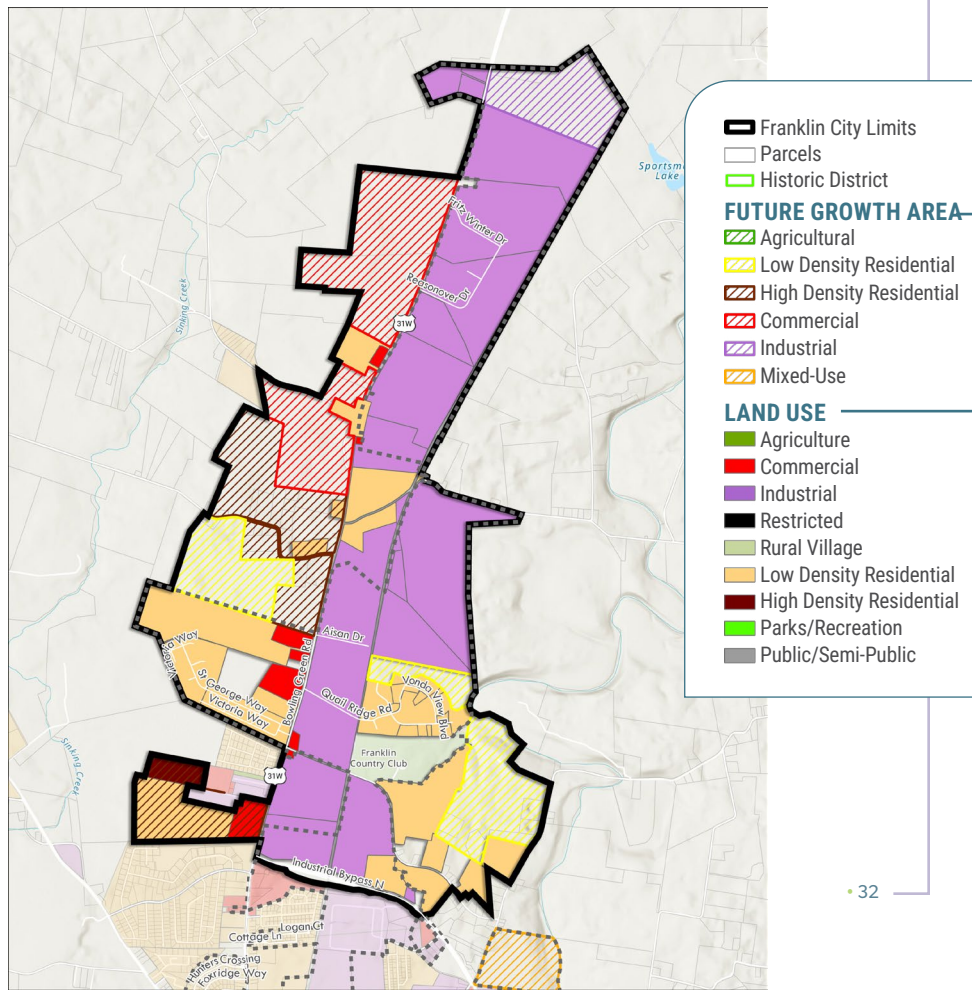
1. Sewer availability and capacity is currently very limited in this area
2. Sewer upgrades would be needed, a pump station and force main

3. Roadway improvement plans are pending for US 31W to be widened by the year 2027 to four lanes
4. A future park in this area would be desirable when development does occur
5. The mixed use designated for this area should be developed as low density residential mixed use keeping with the general low density residential character of adjoining development, while considering appropriate supporting neighborhood commercial.

A breakdown of the future land use recommendations include the following land uses:

Northern	
Industrial	208
Commercial	603
High Density Residential	563
Low Density Residential	498
<b>TOTAL</b>	<b>1,872</b>

## GROWTH AREA 1 - NORTHERN GROWTH AREA



## Growth Area 2 – Central Growth Area

This area consists of approximately 2,529 acres of land planned for future development with 1,583 acres currently within the city limits of Franklin and the remaining 946 acres adjacent to the city limits. This area's future growth is located in the eastern part of the central area of Franklin with major roads consisting of KY 100 - Scottsville Road that traverses East and West and is bounded by US 31W North and South. It is evident that the intersection of KY100 and KY1008 has the potential for mixed-use development. This is due to the highly trafficked intersection as well as the current land uses surrounding that intersection. Due to these and other factors, it is evident that this intersection is highly likely to be developed, whether it be commercial, residential, or a mixture of the two.

When assessing development scenarios for the KY100 and KY1008 intersection, it is important to consider environmental impacts due to the proximity of Drakes Creek to the intersection. Development often leads to environmental impacts including, but not limited to, loss of open space, impacts on groundwater and surface water quantity and quality. It is important when assessing environmental impacts to keep in mind the character of the corridor.

With many proposed developments comes an increase in traffic and the potential for other transportation impacts. It is important to analyze traffic impacts on major roadways such as KY100. KY100 currently has high traffic counts due to its intersection with KY1008. through downtown Franklin. When considering development proposals for this area, it is important to evaluate potential transportation-related impacts including additional infrastructure requirements (e.g., more roads, and traffic lights), and increased traffic congestion to facilitate movement. With increased roadway infrastructure comes the need for increased pedestrian access. This may include sidewalks, crosswalks, signage, and other pedestrian amenities.

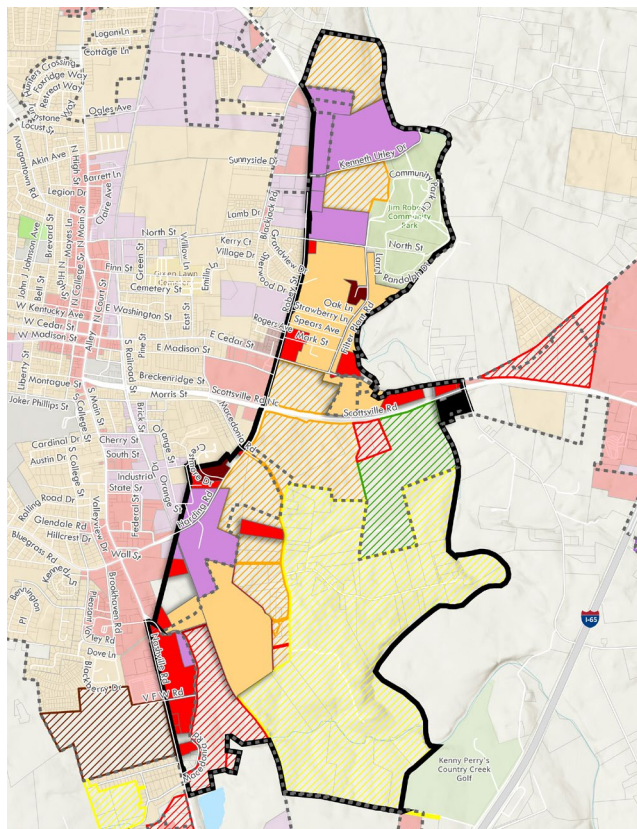
Development constraints and considerations consist of the following:

1. The largest public park in the city, Jim Roberts Community Park consisting of over 200 acres, is located in this area and should be enhanced and protected from any future encroachment of development.
2. Water system pressure issues exist in the area and should be addressed when development is considered
3. There are roadway capacity concerns and excessive geographic conditions
4. There are no roads at the southern border
5. This area has at-grade railroad crossing issues that will limit the amount and location of Development
6. The eastern portion is designated for low-density residential

The western portion is recommended for commercial use. A breakdown of the future land use recommendations include the following land uses:

Central	
Mixed Use	685
Commercial	351
Agricultural	233
Low Density Residential	1,260
<b>TOTAL</b>	<b>2,529</b>

## GROWTH AREA 2 - CENTRAL GROWTH AREA



- Franklin City Limits
- Parcels
- Historic District
- FUTURE GROWTH AREA**
- Agricultural
- Low Density Residential
- High Density Residential
- Commercial
- Industrial
- Mixed-Use
- LAND USE**
- Agriculture
- Commercial
- Industrial
- Restricted
- Rural Village
- Low Density Residential
- High Density Residential
- Parks/Recreation
- Public/Semi-Public

### Growth Area 3 – Eastern Growth Area

Growth Area 3 is the easternmost area of Franklin that is designated for future growth. The area consists of 371 acres of land for future development. Certain sections within Growth Area 3 have been designated for future commercial use, due to its location being adjacent to existing commercial uses. The area is accessible from Interstate 65 at Scottsville Rd. Exit 6.

KY100, which connects Exit 6 at I-65 to Downtown Franklin, is a major transportation corridor and serves as a point of intersection for two major roadways, KY1008 and US 31W. Current land uses along the corridor include single-family residential, agricultural/rural farmland, and green space occurring along Drakes Creek

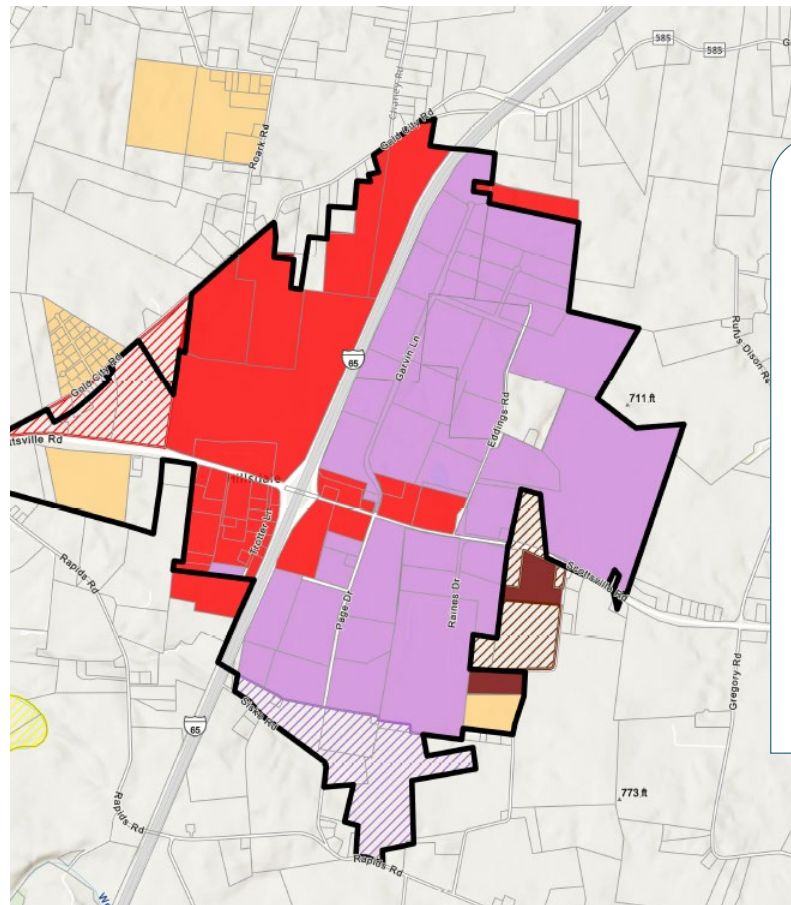
Additional development issues that are noted and should be considered when planning for growth in this area include:

1. Source water protection areas are located in this area and should be addressed and considered when future growth is planned in this area.
2. Grace Rd. is inadequate to accommodate any increased traffic from development and would need to be upgraded to accommodate growth
3. There are several other roadway capacity issues in this area and a roadway capacity analysis is recommended if there are any major developments proposed in this area
4. Sewer capacity issues currently exist and will impact the level and intensity of any planned future development.

A breakdown of the future land use recommendations include the following land uses:

Eastern	
High Density Residential	59
Industrial	183
Commercial	129
<b>TOTAL</b>	<b>371</b>

### GROWTH AREA 3 - EASTERN GROWTH AREA



- Franklin City Limits
- Parcels
- Historic District
- FUTURE GROWTH AREA**
- Agricultural
- Low Density Residential
- High Density Residential
- Commercial
- Industrial
- Mixed-Use
- LAND USE**
- Agriculture
- Commercial
- Industrial
- Restricted
- Rural Village
- Low Density Residential
- High Density Residential
- Parks/Recreation
- Public/Semi-Public

## Growth Area 4 – Southern Growth Area

This area consists of approximately 1,205 acres of land planned for future industrial development adjacent to and outside of the city limits of Franklin due to its location and proximity to Exit 2 and the significant amount of existing commercial and industrial development that has occurred. This development zone currently offers the necessary utility and transportation linkages for a variety of existing and future industrial and manufacturing users. Development strategies should be developed that protect and enhance the quality and types of future development around the intersection of I-65 and US 31 W.

I-65 intersects with US31W near this southern growth area of Simpson County near Kentucky’s border with Tennessee. Both this intersection and the US 31W corridor provide development opportunities. The county can maximize the benefits of that development by providing guidelines and a planning framework that reinforce the county’s long-range goals. In this phase of the project, a basic analysis was performed to understand development opportunities and constraints.

US 31W provides an opportunity to introduce Kentucky and Simpson County to travelers arriving from the south. It should be thought of as a “gateway” to the area. The border itself is invisible, but the landscape should indicate to visitors that they have arrived at a new place, as well as display the character and identity of Simpson County. Plantings, signs, and site work should be coordinated and incorporate locally appropriate materials. Visual references to local history, resources, and symbols can convey the sense that Simpson County is a special place.

The visual clutter of existing signs and utilities should be reduced. Since the area is located in a small zone near the border, consideration should be given to relocating businesses and removing structures in disrepair, creating a buffer of greenspace which emphasizes the county’s rural character and provides a clear sense of arrival into Simpson County.

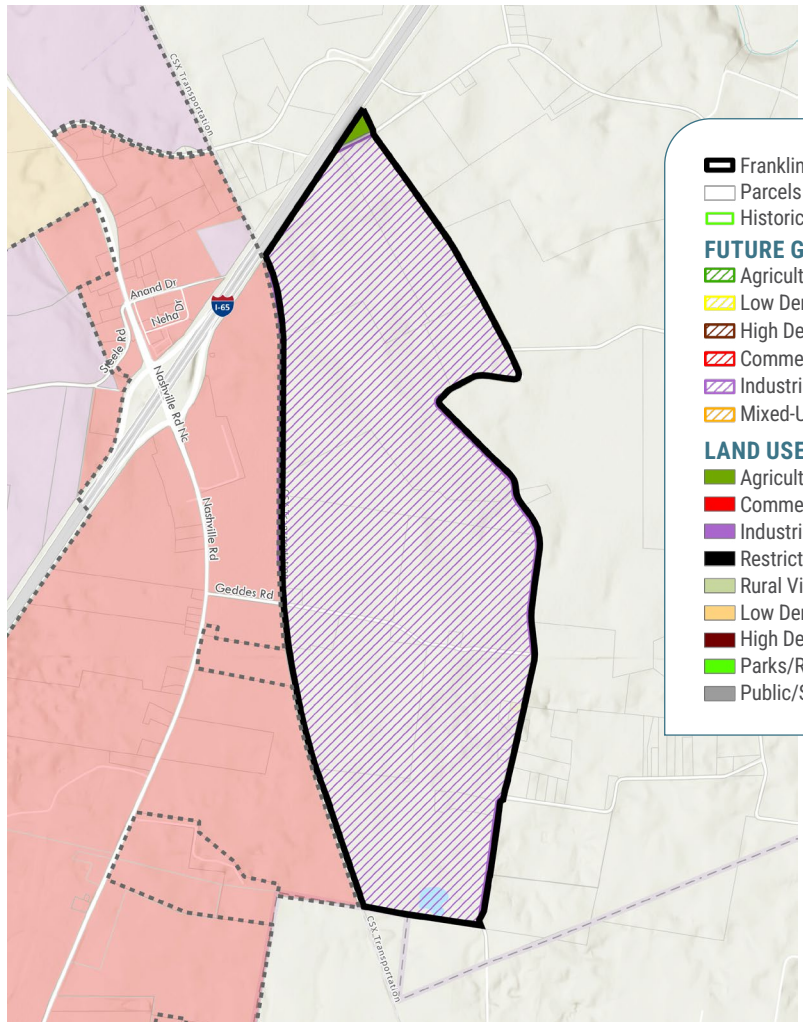
Additional development issues that are noted and should be considered when planning for growth in this area include:

1. The availability of sewers and capacity issues
2. Several rural local roads are substandard in this area. Roadway improvements would be needed prior to any major development (Geddes Rd.)
3. Railroad crossing presents development challenges (near eastern border)

A breakdown of the future land use recommendations include the following land uses:

Southern	
Industrial	1,205
<b>TOTAL</b>	<b>1,205</b>

## GROWTH AREA 4 - SOUTHERN GROWTH AREA



## Growth Area 5 – Southwest Growth Area

This area consists of approximately 717 acres of land planned for future development consisting of mixed-use, residential, and commercial uses. 398 acres are located within the city limits of Franklin and the remaining 319 acres outside of the city limits is designated for low density residential development. This area’s future growth is located in the lower southern portion of the city bounded to the east by US 31W serving as its primary corridor. US 31W once again provides an opportunity to introduce

Kentucky and Simpson County to travelers arriving from the south. It should be thought of as a “gateway” to the area.

Development issues that are noted and should be considered when planning for growth in this area include:

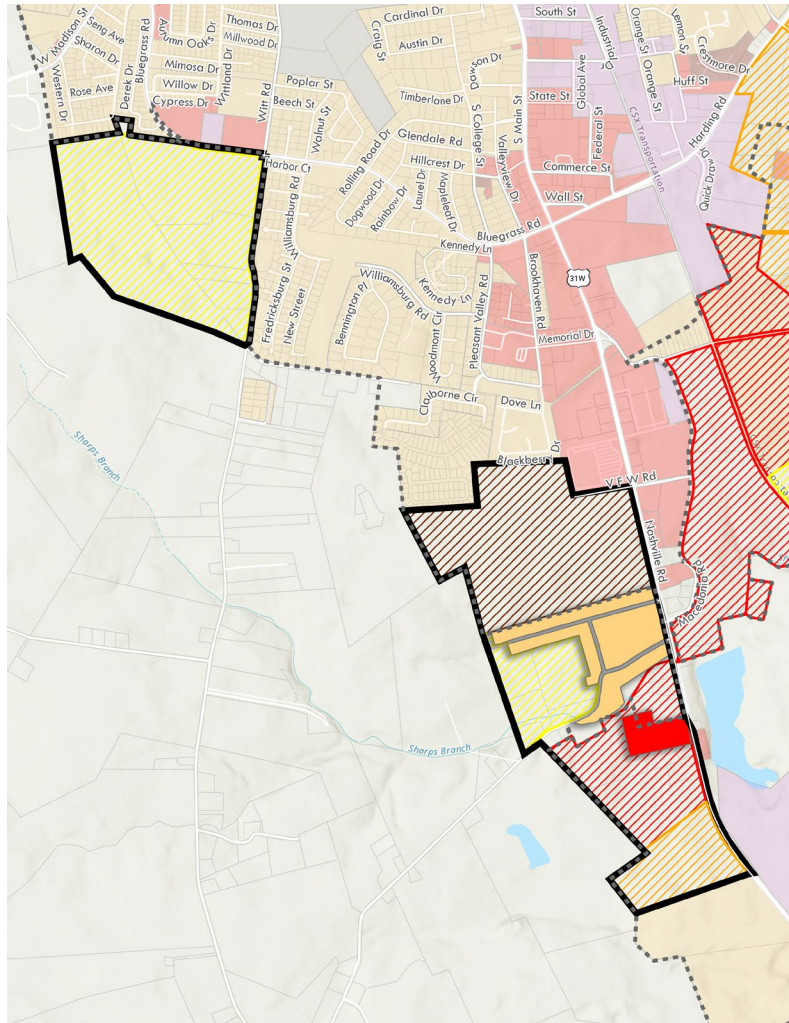
1. Drainage concerns and problems with water drainage in this general area
2. Sharp Bridge Rd. is an area that is experiencing flooding and drainage issues
3. The area contains low water areas and floods
4. The southern portion development should be limited or strictly controlled because of the drainage issues.

5. There are pressing sewer concerns in this area as it currently lacks sewer service and is also facing capacity issues within the existing sewer infrastructure.
6. The southern section of Lake Spring Rd. poses challenges due to the presence of a low water crossing and the absence of sewer infrastructure in the area.
7. Sewer availability and capacity issues limit the development potential until sewer accessibility is addressed.

A breakdown of the future land use recommendations include the following land uses:

Southwestern	
High Density Residential	218
Low Density Residential	318
Commercial	121
Mixed Use	59
<b>TOTAL</b>	<b>717</b>

## GROWTH AREA 5 - SOUTHWEST GROWTH AREA



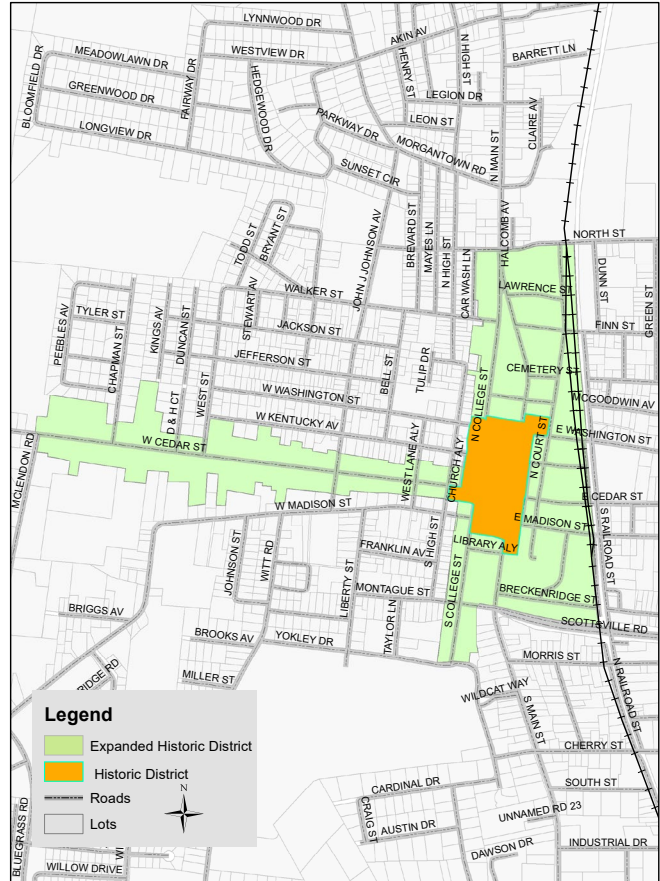
- Franklin City Limits
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- Mixed-Use
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- Commercial
- Industrial
- Restricted
- Rural Village
- Low Density Residential
- High Density Residential
- Parks/Recreation
- Public/Semi-Public

# Historic Districts

Franklin contains numerous areas designated as Historic Districts, as well as many individual historic sites. According to the *City of Franklin Historic Preservation Ordinance*, the definition of a historic district is “an area of architectural, historical or cultural significance that meets one or more of the criteria contained in section 6 of the guideline and has been designated by the City of Franklin.” These areas include the Downtown Commercial District, the Cedars Historic District, the Harristown Historic District, and the West Cedar Street Historic District, along with the Duncan House (301 N. Main), the Goodnight House (201 S. Main), the Hargis Residence (300 East Cedar Street), the Randolph Gilbert Moore Residence (321 S. College Street), and the Simpson County Courthouse. These sites are all listed on the National Register of Historic Places. Beyond the limits of the city of Franklin, there are additional historic resources. These include Hampton Hall (6240 Bowling Green Road), Octagon Hall (US31W, north of Franklin), Triple Pine Farm (5945 Bowling Green Road), and a number of African American communities. These sites are also listed on the National Register of Historic Places (National Register of Historic Places [NRHP], 2006).

Simpson County retains over three hundred historic sites that have been surveyed and include multiple National Register Historic Districts in addition to individual features on the National Register of Historic Places. Themes of maintaining the small-town character and preserving the appearance of the community were cited as important, along with concerns for planning for future growth during the public meetings and community conversations that were held in 2022-2023 as part of the comprehensive plan community engagement process.

## EXPANDED HISTORIC DISTRICT



# Corridors and Gateways

Enhancing the corridors and gateways into the City of Franklin is an element of the comprehensive plan embraced by the city in an effort to shape the overall future appearance of the city. The plan for gateways and corridors reinforces a positive community identity, guides the preservation of natural areas, and promotes future development along and near gateway corridors into the City of Franklin. Gateways can be enhanced through public realm improvements, private development, or a combination of the two. Public realm improvements take the form of landscape improvements or enhancements, directional/informational signs or markers, public artwork, monuments, and public infrastructure/bridge improvements. Private development can be guided to improve gateways through city land use controls, site planning standards, architectural guidelines, and view shed protection. Gateways can also include architecturally significant buildings, bridge or other infrastructure improvements, monuments, signs, and landscaping. Gateway Corridor Improvements are designed to illustrate the intent of the design principles, project goals and objectives and to offer recommendations to guide the evolution of the corridors and connectivity within the City of Franklin.

## Gateway Improvement Plan

A recommendation of this plan is for the City of Franklin to develop and enact a gateway improvement plan for the purpose of enhancing the gateway corridors into the city. The plan for gateways can reinforce positive community identity, guide the preservation of natural areas, and promote future development along and near the gateway corridors into the City of Franklin, that are identified in this chapter. A gateway improvement plan can be enhanced through public realm improvements, private development, or a combination of the two. Public realm improvements can take the form of landscape improvements or enhancements, directional/informational signs or markers, public artwork, monuments, and public infrastructure/bridge improvements. Private development can be used to guide gateway improvements through the city's land use and zoning controls, site planning standards, architectural guidelines and view shed protection. A gateway improvement plan can also include architecturally significant buildings, bridge or other infrastructure improvements, monuments, signs, and landscaping.

## City Gateways

A visitor's initial perceptions of the character and livability of a community occur along the major access corridors and entrances into a city. These corridors and entrances are gateways to the community and should be designed to create a cohesive identity and reflect the desired image of the community. Gateways can also include architecturally significant buildings, bridges or other infrastructure improvements, monuments, signs, and landscaping. Gateways can be enhanced through either public realm improvements or private development, or a combination of the two. The public realm improvements can be in the form of landscape improvements or enhancements, directional/informational signs or markers, public artwork, monuments, and public infrastructure/bridge improvements. Private development can be guided to improve gateways through city land use controls, zoning, site planning standards, architectural guidelines, and view shed protection.

## Primary Corridor

The type, placement, scale and unique character of buildings is one of the most important components of the built environment that will shape the different gateway corridors and determine the long term success as an attractive destination with strong businesses, human scale, vibrant neighborhoods and an attractive place for investment. The primary objective with this section is to promote design excellence in all aspects of each corridor and to design new development to fit into its surroundings and respond to neighborhood transitions with building massing and architecture.

## Pedestrian, Bicycle and multi-modal connectivity Recommendations

One of the most important objectives defined in the planning study is to make the gateway corridors as interconnected, comfortable and accessible pedestrian and bicycle as possible. Walking and biking to many are preferred modes of transportation and a major force for fostering a livable community.

## Landscape and Streetscape Improvements

The streets and other public spaces should be designed as an interconnected network of human-scale outdoor rooms. The main purpose of streets is to support and facilitate the movement of pedestrians, and every street should provide safety, convenience, and comfort for pedestrians and bicyclists.

The gateway corridors are urban areas that serve both urban and transportation uses and have the potential for a mix of uses along their length. These corridors are broken down into two categories. Community corridors tend to be smaller arterial streets that serve the surrounding neighborhood and city. Regional Corridors are larger arterials that serve both the city and the region. US 31 W and Scottsville are both urban corridors and therefore require corridor visual quality protection and enhancements.



## Visual Quality Corridors

The 2006 University of Kentucky Study “Growth by Design” identified 5 corridors for visual quality enhancements and protections and this plan reinforces and also recommends that these corridors be protected through the development of corridor guidelines and standards.

### *I-65 Visual Quality Corridor*

Maintaining the rural character along the I-65 corridor requires an understanding of the impacts of signage and placement of new development. Developing corridor guidelines that provide visual quality guidelines as part of this area can help to protect the identity of the county and state.

### *KY 100/US 31W as a Gateway Entry into Downtown*

The KY 100 and US 31W intersection serves as a point of destination and arrival into Downtown Franklin. It can also act as a transition zone, allowing the traveler to know that they have left or entered a new area, in this case Downtown Franklin. In its existing state, the intersection conditions are recommended for improvements.

These improvements could include but are not limited to vegetated medians and rights-of-way, decorative signage, improved pedestrian access, crosswalks, and less intrusive intersection signage and utilities.

### *The Drakes Creek Bridge as an Entry into Franklin Vicinity*

The bridge crossing Drakes Creek serves as the first entry point into the Franklin vicinity and is one of the most prominent natural features within the county. This is a critical access point to capitalize on the corridor’s rural character, as it is the first glimpse into the Franklin vicinity. Currently, the bridge is aesthetically unappealing and offers no pedestrian access or sense of entry. With minor aesthetic enhancements, such as bridge detailing, decorative signage, pedestrian access, and landscape enhancements, the Drakes Creek Bridge could serve as a prominent entry that would leave a lasting impression on visitors, create the framework for a captivating rural corridor, and provide visitors with a sense of arrival.

### *KY100/KY1008 Intersection as the Progression*

Serving as a major intersection along the KY100 corridor, the KY1008 and KY100 intersection can also act as a prototypical site for the progression between the Drakes Creek Bridge entry and the downtown destination. The progression from Point A to Point B is equally as important as the entry and destination points themselves. In its current state with agrarian lands lining the highway, the progression holds the basic framework for a rural corridor experience. However, the experience could be strengthened with minor improvements such as vegetated medians and buffers along the highway, decorative street lighting, intersection signage, pedestrian access, and shared-use greenway trails. With these corridor enhancements, this progression serves as the model for other corridors throughout Simpson County.

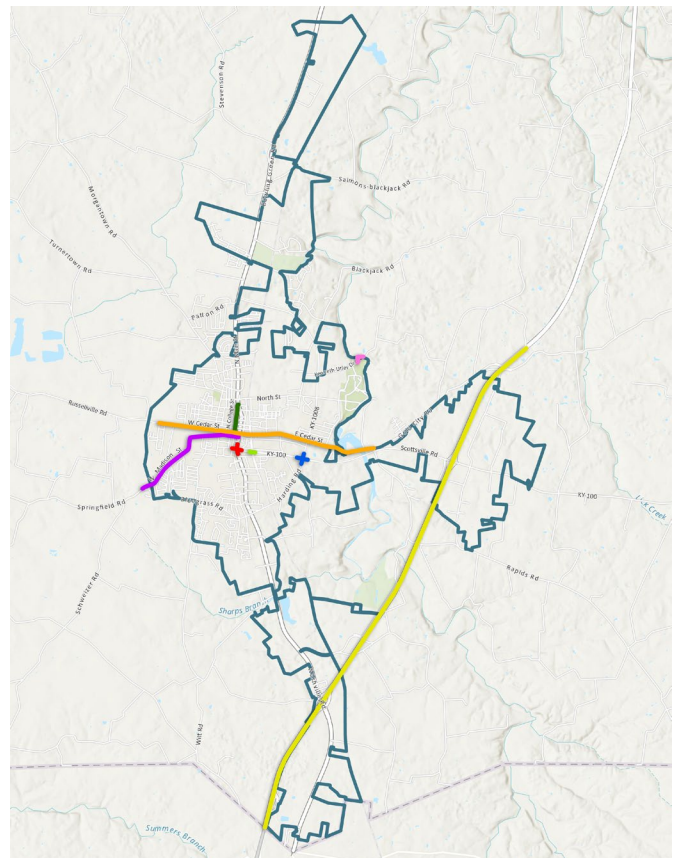
### *CSX Bridge as Anticipation*

Traveling along the KY100 corridor, just before the US 31W intersection, there is a bridge crossing the CSX rail line leading into Downtown Franklin. The CSX Bridge serves as a point of anticipation along the corridor, as it sets up the transition into a more urban experience. Approaching the bridge views are limited due to the gradual incline. However, upon reaching the top, views are clear to the destination (US 31W in Franklin). The current conditions around the bridge offer minimal interest. With minor improvements such as vegetated medians, pedestrian access, shared-use trails, decorative lighting, and bridge enhancements, the CSX Bridge could create this anticipation of arrival into the Franklin vicinity.

## Other Gateways

Some major streets in the city, Cedar Street, N. College Street, and W. Madison Street can be considered as less intensive community Gateways that are primarily lined with Low Residential land uses in the FLU Map and although not designated as corridors, gateway protections are encouraged that contribute to their community character and enhancements.

## MAJOR GATEWAYS & CORRIDORS



### LEGEND

- I-65
- Scottsville Road
- US 31W
- + + Key Nodes

## Land Use and Transportation

Franklin-Simpson County has added about 1,800 new residents since the last Comprehensive Plan was adopted in 2010 and almost 2,700 residents over the past 20 years. This Plan estimates that the city will grow by another 2,900 residents and roughly 1,300 jobs by 2045. The city's growing economy, vibrant neighborhoods, cultural amenities, and natural landscape all attract people to the city and region. With all the reasons to live and work in Franklin, this Element, combined with the Growth Framework, seeks to provide ways for the city to continue to accommodate new residents and jobs while enhancing and maintaining its small town, historic charm, all the factors that attracted them to the city in the first place.

While it is easy to accommodate growth, it is a challenge to manage and grow in a way that successfully builds upon the city's strengths. Without guidance, development can occur in a way that is most convenient and profitable in the short-term, with little regard for the long-term impacts on the city and its residents. Considering this, how can the city and county foster an environment that accommodates residents seeking smaller and more compact living, especially when the city's older neighborhoods aren't expanding? Is enough space designated in the Generalized Future Land Use Map for new and growing businesses and industries, especially when the use pattern of commercial and industrial space is rapidly changing? How do new residents and employees get from place to place without overwhelming the city's streets and highways or negatively impacting community character?

This Plan combines Land Use and Transportation into one element, acknowledging the inseparable link between them. Increased density and growth are more desirable when they are carefully planned, and growth controls are in place. Destinations are conveniently and safely reached via walking, biking, or efficient transportation networks.

This element, combined with the Growth Framework Chapter, sets the path for the city's overall long-term growth. Other elements within this Plan will also impact how the city grows. Other city and county plans often provide more details on specific topics such as the Kentucky Urban Transportation Study or Parks Master Plan. This Plan contains additional information related to land use and design. Such information includes the relationship between this Plan and various historic overlay plans; gateway and corridor design guidelines; and general land use and transportation principles that should be applied to future development, planning, and decision-making. This supporting information will help the city and county prosper while carefully managing its growth over the long term. Additionally, the Generalized Future Land Use (GFLU) Map in this chapter will help guide development and redevelopment within the city. The map should be implemented consistent with this plan's Goals, Objectives, Strategies, and Actions.



# Specific Land Use Strategies Recommended for Adoption

Franklin and Simpson County's development and land use patterns have an intrinsic effect on the character of the community. Identifying appropriate locations for housing, retail, and commercial land uses is critical to ensuring compatibility and preserving the quality of life for residents. Additionally, land use patterns help drive the economic engines of a community. Understanding the interrelatedness of certain activities, such as commercial and regional commercial, helps identify the location criteria needed for the success and growth of land use in the city.

To help demystify land-use planning, the following recommended strategies, supported by policies and implementation, incorporate the core principles of smart growth and how rapidly growing communities can benefit from embracing these concepts.

Policies are "operational" actions that the community can undertake to meet the goals and objectives. The city and county have many policies; some will relate to the comprehensive plan, while others may not. Keep in mind these policies may already exist or can be newly created within the planning process. Some policies will require further action by the local government such as an ordinance or resolution.

Implementation recommendations will consist of a group of related projects and activities with a specified set of resources (human, capital, and financial) directed to the achievement of a set of common goals within a specified period of time.

## Appropriate Location and Density

Contiguous development within the defined growth boundaries of the future land-use map, especially through the re-use of vacant or neglected land, i.e., infill development, is preferred. Infill, redevelopment, and reuse of vacant or underused parcels within an already developed area encourage walking and greater pedestrian connectivity.

Combining less land-intensive development appropriately into compact nodes provides increased opportunities for pedestrian travel as well as more efficient automobile travel. Downtown and the central business district can become focal points for business, government, tourism, and economic redevelopment. Buildings, streets, and public spaces can be designed to enhance the safety, convenience, and enjoyment of pedestrians, bicyclists, and others.

By directing development toward existing neighborhoods and allowing housing to be developed in the downtown core areas, a market for convenience retailing and services that contribute to the richness of the downtown lifestyle can be encouraged. As commercial facilities become integrated with residential development in a mixed-use development pattern, the need to use automobiles as the primary trip generator diminishes.

## Policies

The city, county and its unincorporated communities should incorporate appropriately located compact development at densities that reduce trips and travel distances.

## Implementation

1. The city and county should adopt programs and standards that foster the development of vacant or underdeveloped land within existing land and future planned areas.
2. The city should amend its land use regulations to allow higher density residential and commercial development when:
  - A. Services are capable of supporting higher densities, and
  - B. The development of higher densities is acceptable and will not damage the character of historic areas in the community.
3. The city should strive to achieve more development in the downtown and central areas by:
  - A. Increasing the use of incentives for projects with a residential component located in downtown core areas.
  - B. In low to medium-density residential areas, jurisdictions should adjust existing standards to:
    - i. Encourage a minimum number of dwellings per acre.
    - ii. Allow flexibility in lot size, design, and the mix, type, and size of housing.
    - iii. Allow duplexes, "granny units," and "accessory" dwellings to increase neighborhood densities.
    - iv. Encourage clustering of lots to allow for amenities such as parks and open space.
  - C. In medium to higher-density residential areas, the city should adjust existing standards to:
    - i. Limit subdivisions of land into lots for single-household developments.
    - ii. Prepare design plans that provide for medium to high density while still maintaining a compatible, "livable" neighborhood.

# Mix of Land Uses and Compact Building Design

While conventional zoning typically results in the spatial separation of different land uses, mixed-use recognizes that some land uses are functionally compatible with one another and need not be physically separated. An example of mixed-use development is a ground-level commercial use with residential uses above. Development projects that provide or contribute to a diverse mix of residential, commercial, and institutional land-use types and open space are desirable. Mixed land-use is also a strategy for achieving compactness in development. Mixed-use neighborhoods reduce automobile use by allowing people to work, shop, and play near where they live. Locating complementary land uses within walking distance of each other can result in a more livable community with a higher level of pedestrian activity compared to single-use projects. However, as with infill projects, mixed-use projects should not compromise the health and safety of the public.

## Policies

The mixing of complementary commercial and residential land uses should be encouraged when it is planned, compact, and improves the balance between jobs and housing without creating incompatible land use relationships.

## Implementation

The city should amend its land use regulations to include performance standards for mixing land uses within community areas. Possible amendments to consider include:

1. Encourage neighborhood commercial uses, such as small food stores or sundry shops, in new and existing housing areas where:
  - A. The market area of the commercial use includes primarily the surrounding neighborhood;
  - B. Direct pedestrian and bicycle access is provided;
  - C. Building and site layout are oriented toward pedestrians and bicyclist infrastructure;
  - D. Parking for automobiles should be limited and centrally located.
5. Develop incentives to encourage housing affordable to the workforce to be developed as part of large commercial projects and establish standards that ensure the quality of the residential environment.
6. Require new major residential subdivisions or specific plans to dedicate and improve land for parks and recreation facilities that can be safely accessed by foot or trails from surrounding neighborhoods.



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

Open natural spaces have an incalculable value and form part of the community's heritage and that of its residents. They must be at the center of any strategy. The plan includes analyzing natural ecosystems and not promoting projects that threaten biodiversity.

## Policies

1. Develop principles of protecting undeveloped land that help people, wildlife, and even economies thrive.
2. Promote land conservation to preserve wildlife habitats, protect endangered species, and improve biodiversity
3. Provide public access to greenspace in both urban and rural settings that will improve physical and mental health
4. Protect undeveloped land near waterways which protects water quality and reduces the risk of flooding
5. Minimizing the total area of paved surfaces. Economic incentives such as local tax relief can be used to encourage businesses to retrofit their properties to reduce impervious cover.
6. The stormwater management design requirements and retrofits for such areas
7. Encourage parks, open spaces, and working farms and forests to strengthen local economies

## Implementation

1. Direct development toward existing communities In relation to the foregoing, it is more desirable, given the benefits, to make use of existing infrastructures, if they prove to be functional, restoring them from a smart development perspective, than to change urban land uses from scratch.
2. Minimizing the total area of paved surfaces. Economic incentives such as density bonuses can be used to encourage development to reduce impervious cover.
3. Develop stormwater management design requirements and retrofits for areas that could impact sensitive drainage areas or increase surface water runoff.



# Make Development Decisions Predictable, Fair, and Cost-effective

The role of governments is to facilitate processes, ensure the transparency of the same, and protect the local and natural heritage.

## Policies

It is essential to integrate the values of smart growth to alleviate the negative effects of bureaucracy in terms of regulations, permits, or the cost of licenses. In order to advocate for smart growth, it is critical to understand all perspectives and roles that shape how we accommodate growth. By understanding the development process from the perspective of a developer or governing body, engaged and informed citizens can better advocate for their own positions and the best interests of their communities.

## Implementation

There are often significant barriers to compact, mixed-use development and types of housing that embody smart growth. Steps Franklin and Simpson County can take to make development decisions predictable, fair, and cost-effective for developers in order to encourage smart growth:

1. Develop a vision for future growth
2. Improvement of subdivision and zoning development processes that make decisions predictable and faster, while meeting community development objectives and protecting natural and cultural resources
3. Make development processes transparent, fair, and inclusive
4. Provide centralized, easily accessible information



# Encourage Community and Stakeholder Collaboration

Ensure that there is the necessary encouragement for all stakeholders to contribute and be heard. One of the best indicators is that planned growth is being implemented. The aim is to open communication channels between inhabitants, governments, and developers.

## Policies

The needs of every growing community — and the developments necessary to address those needs — are best defined by the people who live, work, and play there. Citizens should be encouraged to provide feedback through public meetings and workshops.

## Implementation

1. Schedule community conversation events to engage and solicit community input on issues and concerns that impact that ask the questions. What makes Franklin and Simpson County a great place to live, work and play?
2. Map community assets and strengths

# Foster Distinct Communities with a Strong Sense of Place

Smart growth strategies encourage planners to craft a vision of a unique community; set standards for development that respect and reflect the values and cultures of the people who call Franklin and Simpson County home; and foster a physical environment that supports a more cohesive community fabric.

## Policies

Set development and planning standards that respect and reflect the values and cultures of the people who call them home and foster physical environments that support a more cohesive community fabric.

## Implementation

1. Enact landscaping and buffering standards and guidelines areas between incompatible land uses such as industrial, commercial, mixed uses, and high-density residential.
2. Enact corridor and gateway design guidelines to protect the corridor entrances into downtown Franklin and along other major gateway entrances.
3. Strengthen the downtown historic district ordinance to protect the area’s historic and cultural attributes.



# Create a Range of Housing Opportunities and Choices

As individuals pass through various stages of their lives, their housing needs, as well as what they can afford, vary. Young adults just starting out, families, and retired people all need different types of housing. Policies should be developed that would enable residents to stay in the same neighborhood as their needs and income levels change.

## Policies

Provide a broad range of housing types within a given neighborhood. All such housing should have easy access to jobs, schools, shops, and recreation to meet the needs of households at varying income levels. Implementing this approach empowers communities to use infrastructure more efficiently, accommodate the housing needs of all residents, and help everyone, from aging citizens to young people getting their first home, remain in the community.

## Implementation

1. Utilize land more efficiently by encouraging flexibility for single-family homes incorporating the provision of accessory dwelling units (ADUs).
2. Revise the zoning ordinances and building codes, to ensure that ADUs will not make the look and feel of a neighborhood less appealing.
3. Consider density bonuses for the developer, when meeting the need for the provision of housing choices.



# Create Walkable Neighborhoods

Through the planning, design, and development process, efforts to create walkable neighborhoods should be implemented. Therefore, residents are within walking distance, approximately ¼ mile, of a variety of amenities. Those amenities should be clustered together in a compact design accessible via a network of streets designed to make walking practical, safe, and convenient.

## Policies

Walking is our oldest and most basic form of transportation. Each of us does it every day as some part of every trip. At the same time, walking has generally received little or no attention in the planning, design, and development of our communities. It is essential to establish a clear, understandable, and organized sidewalk, street, and land-use system that is consistent with the scale and function of the surrounding development context. The sidewalk and street system should link points of interest and activity, provide clean lines of sight and travel, and include simple instructive signage.

## Implementation

1. Enact zoning ordinance revisions that encourage mixed land use and compact development
2. Subdivision and site plan review should consider accessibility for people on foot
3. Street and highway design layouts should ensure that there will be good, safe places for people of all ages to walk



## Provide a Variety of Transportation Choices/ Complete Streets

Successful planning must couple a multi-modal approach — embracing diverse transportation options including walking, bicycling, and driving — with supportive development patterns to create a variety of transportation options for all residents.

### Policies

Planned street design determines whether an area will be safe and inviting for pedestrians, bicyclists, and other users. The presence of those populations affects the viability of certain types of retail, influences land values and tax receipts, and shapes overall economic strength and resilience.

Street design also has important environmental impacts. It can determine the viability of less-polluting modes of transportation, affecting air quality and climate change. Street design also influences the volume of stormwater runoff, the water quality of that runoff, and the magnitude of the heat island effect.

### Implementation

Develop strategies that can work collectively to provide better transportation choices in the community:

1. Improve coordination between land use and transportation planning by incorporating recommendations from the KYTC Small Urban Area study
2. Create redundancy, resiliency, and connectivity within road networks
3. Ensure connectivity between pedestrian, bike, and road facilities
4. Incorporate complete street standards and guidelines in development plan reviews

## CHAPTER 3

# Demographics

**This plan is meant to serve as a guide to those living, growing, and investing in the Franklin community. The goals and objectives stated within this plan communicate the community vision for Franklin. The demographics of the community provide critical context to that vision such as population, age, income, education, and diversity. That context helps to ensure community investments are appropriate in method and system as well as size and scope. Placed in the context of time and region, these demographics help planners, investors, developers, and the community as a whole understand Franklin’s unique needs, opportunities, and challenges. So informed, we can choose the best policies and practices to lead us towards our shared vision.**

## Population Analysis

### Population and Household Growth

Franklin has experienced extraordinary growth over the past 13 years. From 2010 to 2020, the population grew from 8,875 residents to 10,180; representing a growth rate of 14.7%. Current population estimates place the population at around 10,670. This indicates stabilized continuing growth for the foreseeable future. Changes in the rate of growth might be affected any number of factors including changing rates of home construction, changes in the number economic opportunities in Franklin, or other contextual circumstances. Changes made as a community can and will impact the rate and manner of growth in our community.

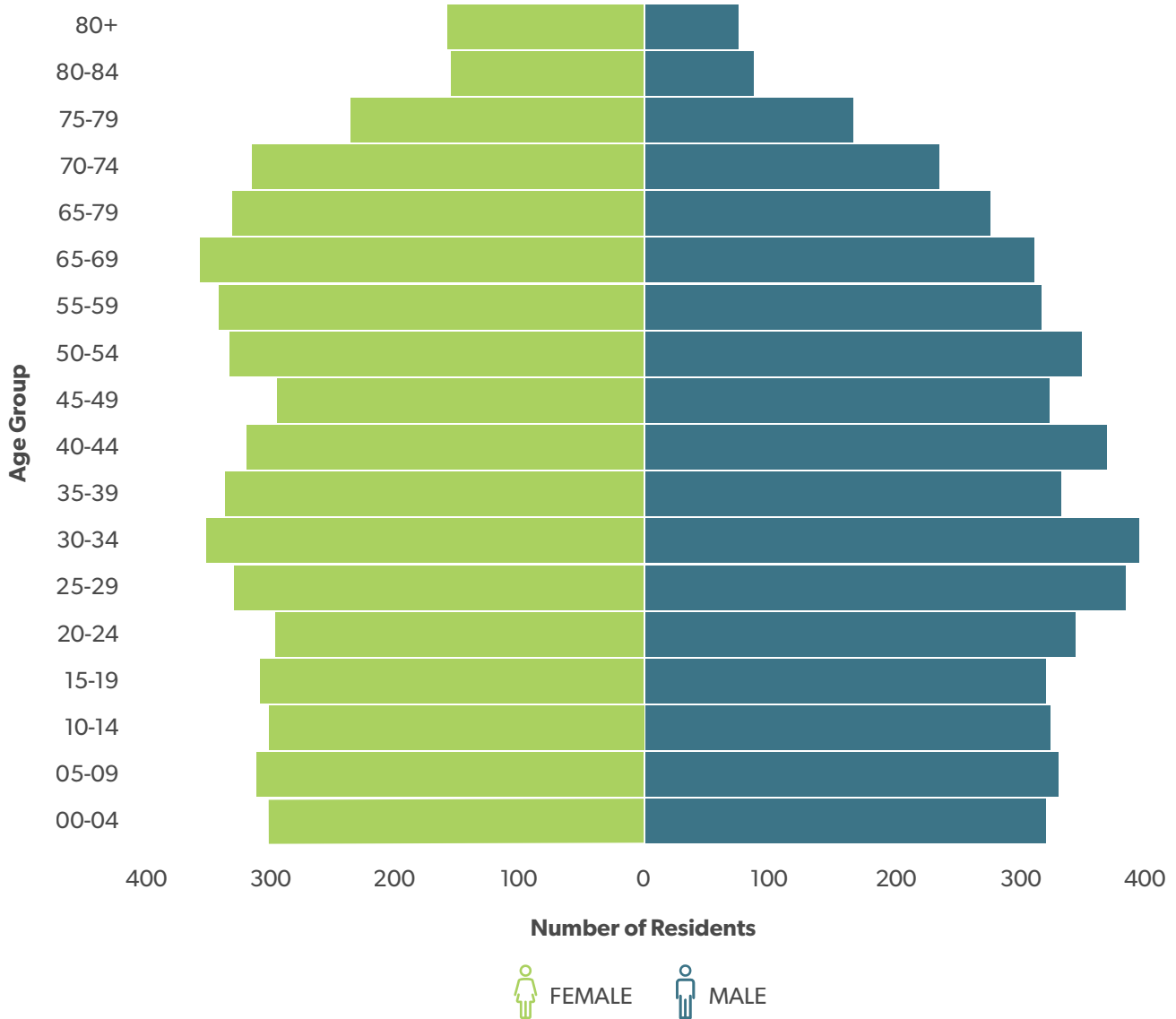
Average Household Size represents the mean number of residents living in one Franklin home. This number can help officials and developers understand the future housing needs of Franklin. Despite some minor fluctuations, Franklin’s average household size has held very steady at around 2.43. This is likely due to a relatively steady demographic distribution among ages and families. Changes made which might encourage young adults to remain in the community, elderly residents to age in place, or other shifts in housing preferences could shift this number in the future.

### Age

The median age for Franklin is 40.2, slightly younger than Simpson County as a whole at 41.6. As seen in the chart below, the age distribution is relatively even. There are approximately even numbers of residents in each category with the number tapering as it approaches life expectancy. The numbers are also mostly even between the sexes as well. The only exception is that the older female age cohorts are slightly larger than their male counterparts due to a longer life expectancy for women.



## 2021 FRANKLIN POPULATION BY SEX AND AGE



Vulnerable populations by age are those age groups who, by nature of their age, face obstacles in accessing their daily needs (goods, services, amenities) or which require additional/specialized care. Consideration of their needs when planning helps support greater quality of life for both those vulnerable populations as well as the general population. Typically, these populations include seniors aged 65+ and youth aged 18 and under.

Special consideration is also made for school-aged children between ages 5 and 18. This population requires dedicated facilities for their development and education. Facilities for school age children range from K-12 schools to youth sports facilities to playgrounds to after-school childcare. Communities that are planned with school-aged children in mind foster developmental independence and increased quality of life for children and families alike.

Currently, vulnerable populations by age represent two fifths of the Franklin population at 41%. Using our moderate growth projections detailed later in this section, Franklin is projected to be home to approximately 2,517 seniors and 3,523 underage youths by 2045. That estimate would include approximately 2,550 school-aged children and potentially as much as 2,611 if the high-growth projections are used. The proportion of the vulnerable by age is expected to remain steady at approximately two fifths of the total population of Franklin.

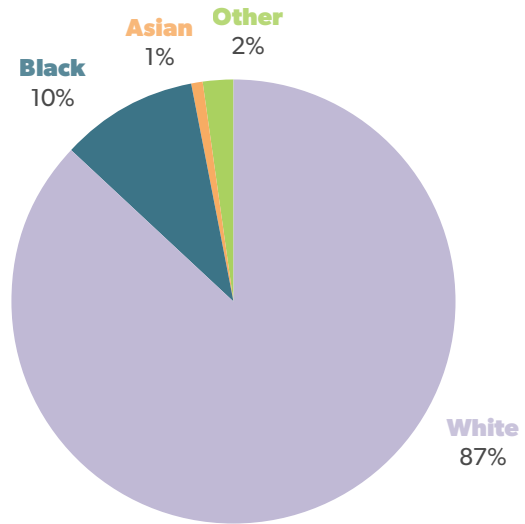


### Diversity

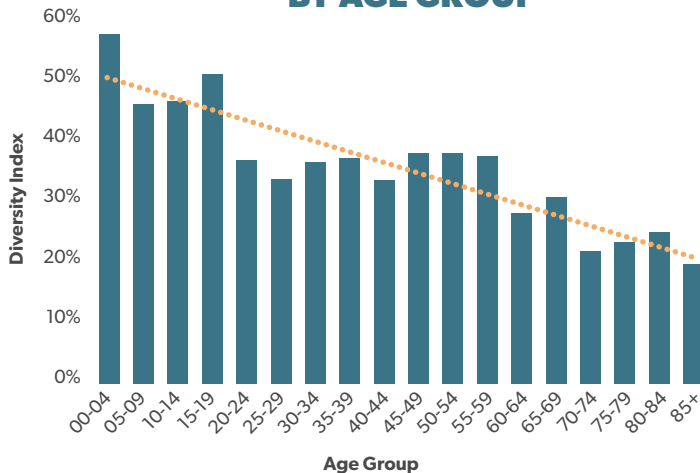
While the large majority of residents are white, Simpson County has residents from a variety of racial and ethnic backgrounds. One method of modeling an area's diversity is to use a diversity index. Simpson county has a low diversity index of 37.1% in comparison with the national index of roughly 60%. This is not an inherently negative statistic, it merely means that care must be taken to avoid unintentionally inequitable impacts to small minority populations. The largest racial population after white is black/African American at roughly 12% of the population. Only 4% of the population identified as Hispanic in origin.

*Note: The Diversity Index represents the probability that two randomly selected residents will be from different racial or ethnic categories. This number is helpful in understanding how diverse a community is, but doesn't indicate the precise racial/ethnic makeup of an area of community.*

### 2021 FRANKLIN POPULATION BY RACIAL BACKGROUND



### FRANKLIN DIVERSITY INDEX BY AGE GROUP



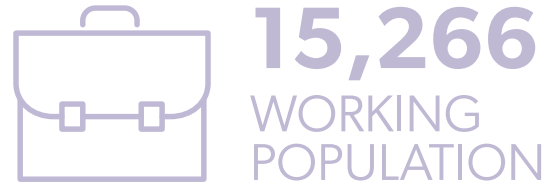
However, the population of Simpson County is diversifying. To observe this trend, we need to break the population down by age groups. As seen in the graph below, the Diversity Index score of each age group is getting larger as they get younger. This means that the future population of Franklin will be more racially and ethnically diverse than that of today.

# Income and Workforce

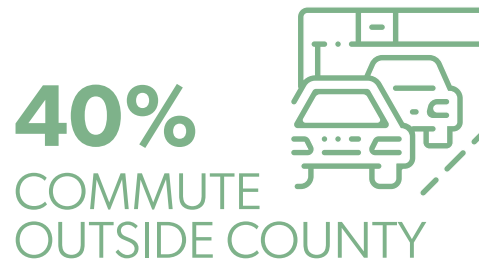
The median household income for Franklin is roughly \$54k. This is very close to the state median income of \$55k. For more detailed breakdown and information regarding income and employment, please see [Chapter 4: Economy](#).



The workforce population is defined as all those residents aged 15-64. In 2021 Franklin-Simpson County had a workforce population of 15,266. That represents just over 75% of the population. The labor force includes all residents aged 16 and older who are classified as either employed or unemployed. It does not include the self-employed and many agricultural workers. In 2021 Franklin-Simpson County had a labor force of 8,188. For more details on the qualities of the workforce please see [Chapter 4: Economy](#).



Commuting is an important demographic factor to consider in the modern economy. In 2021, 3,238 of Simpson County's 8,188 employed residents commuted outside the county for their job; that is roughly 40%. Potential employers might entice those labor force members to stay. It is worth noting that employers already attract workers from outside the county to commute to Franklin. In 2021, 3,609 workers commuted into Simpson County every day for their job. These two factors being close to equal, commuting in and commuting out, means that Franklin-Simpson County's resident and daytime populations are relatively the same.



## Summary

Franklin saw an exceptional rate of growth over the last census period. It is difficult to predict future growth based on exceptional circumstances. To that end, we have modeled three predictions of future populations based on high, moderate, and low growth rates. The chart and graph below show past and predicted growth with future growth being shown in three possibilities. By 2045, Franklin could grow by as much as 3,211 residents or as little as 2,535. No scenario indicates stagnation or negative growth.

Franklin Population Projections 2010-2045*							
		2020	2023	2028	2030	2040	2045
<b>High</b>	8,875	10,180	10,669	11,078	11,668	13,131	13,880
<b>Medium</b>	8,875	10,180	10,669	11,078	11,532	12,862	13,542
<b>Low</b>	8,875	10,180	10,669	11,078	11,396	12,592	13,204

\*Predicted values

In short, Franklin is a community that is growing and diversifying. It is home to people of all ages and races. While there are changes ahead in the community makeup, including population growth, diversification, and aging, they are steady changes which are already underway.



## CHAPTER 4

# Economy

The residents of Franklin recognize the importance of economic development to their continued and improved quality of life. While Franklin may be a small town, as a community it is a part of a global economic system that is constantly shifting, growing, and adapting. The people of Franklin have a vision for their home which contains goals for their role in that global economy, their quality of life, and the economic fabric of their town.

A strong economic footprint and a proactive economic development program helps to fund and fulfill every part of Franklin's 2045 vision. Economic development is about citizens working together to maintain a strong economy. The people organize, analyze, plan, and then apply their energies to create and retain desirable jobs, which provide a good standard of living for individuals. Increased personal income and wealth increases the tax base, so Franklin can provide the level of services residents expect. A balanced, healthy economy is essential for community well-being.

## Employment and Income

Franklin has a healthy employment sector. The city's unemployment rate is at 4.1%, which falls within the 3%-5% considered optimal for stability and is relatively close to the national rate. However, 4% might be low enough to drive up wages for prospective large employers considering locating in Franklin. The top 5 employment sectors are Retail at 25%; Manufacturing at 14.2%; Accommodation/Food Service at 12.7%; Healthcare at 9.3%; and Educational Services at 6.3%. Also worth noting is Wholesale is a close 6th at 6.2% of employment. Taken together, while a significant section of employment is in the industrial sector, employment is otherwise diversified among retail and services.

Sector	Employees	Employees %
Retail	1,601	25.0%
Manufacturing	905	14.2%
Accommodation/Food Service	810	12.7%
Healthcare/Social Asst.	593	9.3%
Educational Services	406	6.3%
Wholesale	399	6.2%
Other Services excl. Public Admin	340	5.3%
Public Admin	310	4.8%
Construction	259	4.1%
Finance & Insurance	180	2.8%
Prof/Sci/Tech Services	121	1.9%
Transport/Warehouse	108	1.7%
Real Estate/Rental/Leasing	101	1.6%
Arts/Entertain/Recreation	74	1.2%
Information	55	0.9%
Admin/Support/Remediation	49	0.8%
Utilities	43	0.7%
Unclassified	19	0.3%
Ag/Forest/Fish/Hunt	13	0.2%
Mgmt of Firms	9	0.1%
Mining	0	0.0%
<b>TOTAL</b>	<b>6,395</b>	<b>100.0%</b>

### TOP FIVE employment sectors:

- 1 **RETAIL** (25%)
- 2 **MANUFACTURING** (14.2%)
- 3 **ACCOMMODATION/  
FOOD SERVICE** (12.7%)
- 4 **HEALTHCARE** (9.3%)
- 5 **EDUCATIONAL SERVICES** (6.3%)

Collectively, Franklin households earned approximately \$276M in income with the median household income being \$54,099. While the median income falls well below the average household income of \$66,220 indicating income inequity. The Gini Index is a summary measure of income inequality. Franklin currently has a Gini index of only 37, which compares favorably to the statewide index of 43.5 or the National index of 41.9. This indicates Franklin has a more equitable income distribution than the state or the nation overall.

Kentucky State average. 45% of the population has at least some college education with 15% of the total population having a bachelor's degree or higher.

### Workforce and Commuting

The workforce population is defined as all those residents aged 15-64. In 2021 Franklin-Simpson County had a workforce population of 15,266. That represents just over 75% of the population. The labor force includes all residents aged 16 and older who are classified as either employed or unemployed. It does not include the self-employed and many agricultural workers. In 2021 Franklin-Simpson County had a labor force of 8,188.

Franklin-Simpson County is home to an educated workforce. As of 2023, 90.5% of the population aged 25 and up had at least a High School diploma or equivalent, higher than the

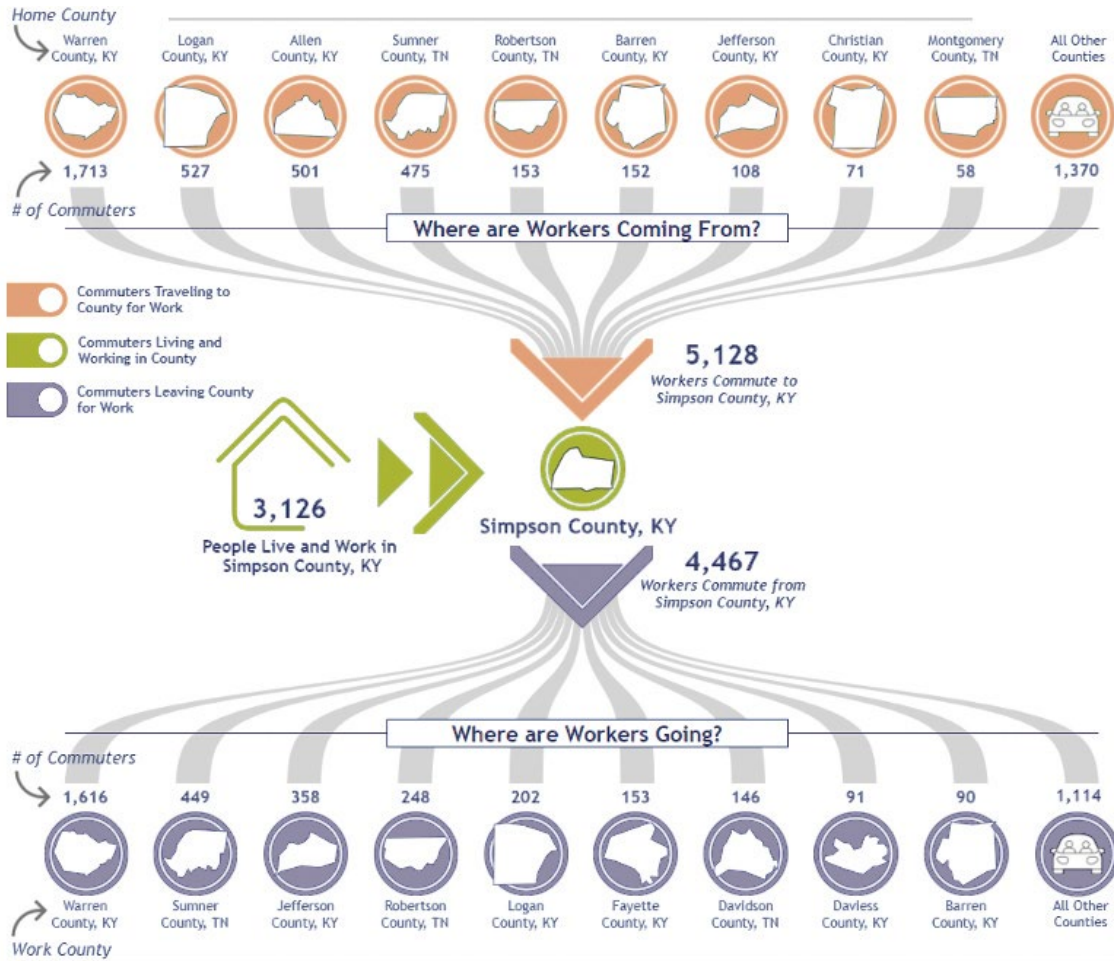


**\$276M**  
EARNED IN HOUSEHOLD  
INCOME IN FRANKLIN



**37**  
GINI INDEX  
REPRESENTING MORE EQUITABLE  
INCOME DISTRIBUTION

### COMMUTING PATTERNS OF SIMPSON COUNTY IN 2018; KENTUCKY CENTER FOR STATISTICS, 2020



Commuting is an important factor to consider in the modern economy. In 2021, 3,238 of Simpson County's 8,188 employed residents commuted outside the county for their job; that is roughly 40%. Potential employers might entice those labor force members to stay closer to home for employment. It is worth noting that local employers already attract workers from outside the county to commute to Franklin. In 2021, 3,609 workers commuted into Simpson County every day for their job. Considering the number of outbound and inbound commuters Franklin-Simpson County has a larger pool of qualified labor to draw on than simple resident calculations would otherwise indicate.

In 2020 the Kentucky Center for Statistics released the Kentucky Commuting Patterns Report detailing commuting patterns by county in 2018. While this data doesn't reflect

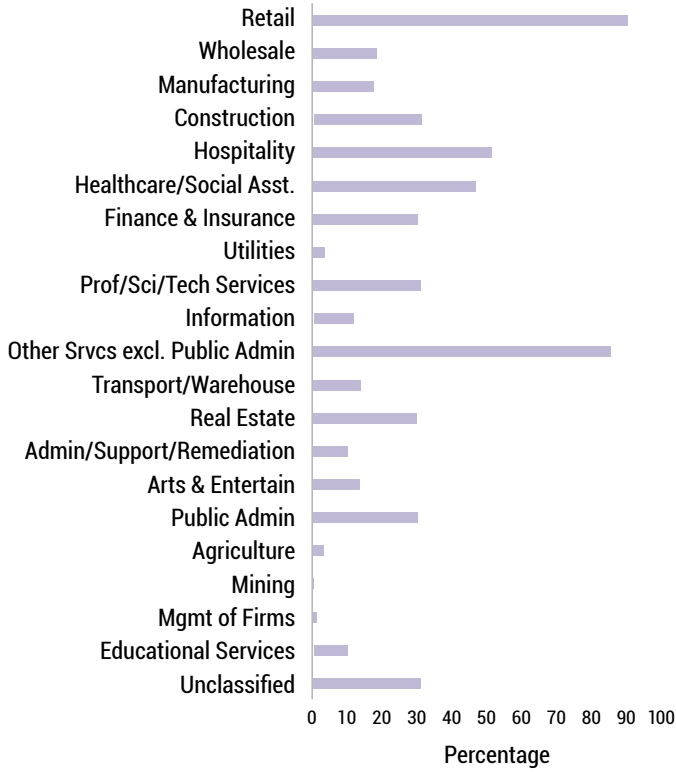
current numbers, it is still useful for understanding broad commuting patterns regarding relative volumes to and from by destination or origin respectively. In 2018, Simpson County had 8,254 jobs with 3,126 filled by county residents and 5,128 filled by people commuting into the county. Further, 4,467 Simpson County residents commuted out of the county for employment. Similar to the 2021 data, more people commuted in than out indicating a healthy employment hub. The largest destination and origin for commuters in 2018 was Warren County/Bowling Green which represented the origin of 33.4% people commuting into Simpson County and the destination of 36.2% of people commuting out of Simpson County. Significantly more than half of all commuters, both in and out, were originating from/bound for a Kentucky location.

## Sectors and Industries

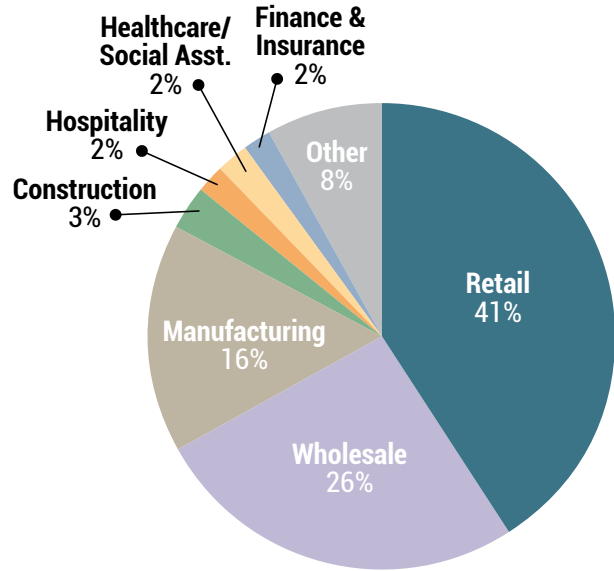
Franklin is home to a diverse array of firms from various sectors of the economy with a slight specialization towards Industry and shipping. Franklin is host to 573 firms collectively conducting roughly \$1.5B in sales annually. While 181 of those firms are in the retail and service sectors, roughly 32%, the 37 Manufacturing and Wholesale firms conducted 41.6% of total sales. Although Retail holds a similar volume of sales, the majority of that sales volume is in Gas/fuel and Automotive parts and repair.

Sector	Firms	Firms %	Sales	Sales %
Retail	93	16.2%	\$657,326,766	41.5%
Wholesale	19	3.3%	\$412,099,441	26.0%
Manufacturing	18	3.1%	\$248,076,222	15.6%
Construction	32	5.6%	\$49,192,080	3.1%
Hospitality	53	9.2%	\$39,184,658	2.5%
Healthcare/Social Asst.	48	8.4%	\$38,065,791	2.4%
Finance & Insurance	31	5.4%	\$29,718,035	1.9%
Utilities	3	0.5%	\$27,119,761	1.7%
Prof/Sci/Tech Services	32	5.6%	\$17,065,144	1.1%
Information	12	2.1%	\$16,376,882	1.0%
Other Services excl. Public Admin	88	15.4%	\$15,766,657	1.0%
Transport/Warehouse	14	2.4%	\$13,059,772	0.8%
Real Estate	31	5.4%	\$10,830,308	0.7%
Admin/Support/Remediation	10	1.7%	\$3,518,685	0.2%
Arts & Entertain	14	2.4%	\$3,330,136	0.2%
Public Admin	31	5.4%	\$3,288,425	0.2%
Agriculture	3	0.5%	\$1,667,923	0.1%
Mining	0	0.0%	-	0.0%
Mgmt of Firms	1	0.2%	-	0.0%
Educational Services	10	1.7%	-	0.0%
Unclassified	32	5.6%	-	0.0%
<b>TOTAL</b>	<b>573</b>	<b>100.0%</b>	<b>\$1,585,686,686</b>	<b>100.0%</b>

## NUMBER OF FRANKLIN FIRMS BY SECTOR



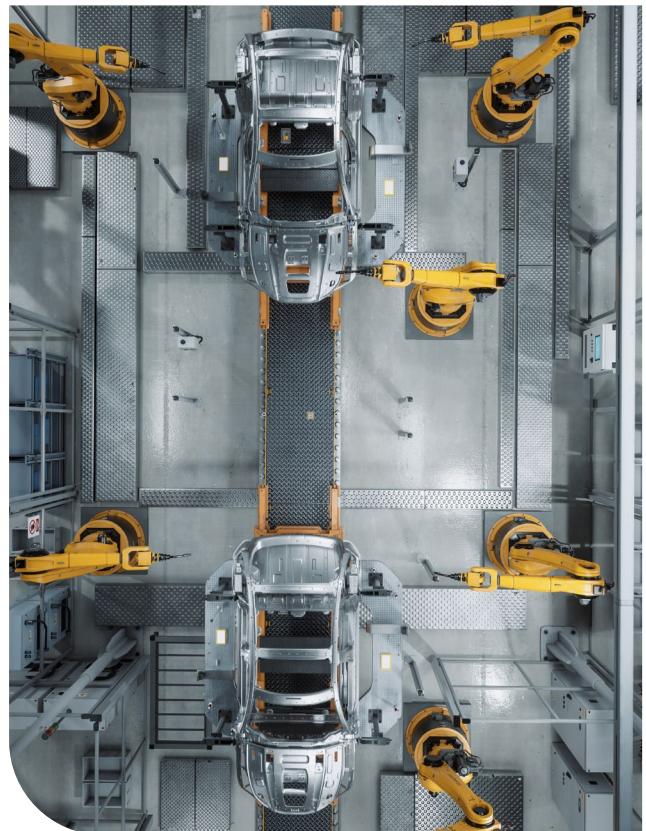
## FRANKLIN SALES BY SECTOR



### Automotive & Manufacturing

As of 2019 there were 15 automotive parts manufacturers and/or suppliers located in or established in Simpson County. Many other existing manufacturers, suppliers, and wholesalers are related to the Automotive facilities in Louisville and Nashville. Overall, the economic portfolio of Franklin is still relatively diverse but is significantly invested in the existing and growing Automotive Manufacturing corridor along Interstate 65.

Franklin is well primed to capture some of the emerging automotive manufacturing trends. Federal and state tax credits around the country have initiated a push to rapidly electrify America’s automotive fleet. To satisfy this spike in demand, new facilities and technologies will be required. Those facilities will most likely be conveniently grouped nearby to similar industrial facilities and capable transportation infrastructure. In the I-65 corridor, investment has already started with Blue Oval EV battery facility just south of Elizabethtown in Glendale. With the interstate and rail line, available industrial space, and existing auto manufacturing expertise, Franklin is perfectly suited to benefit from this sector.





### Agriculture

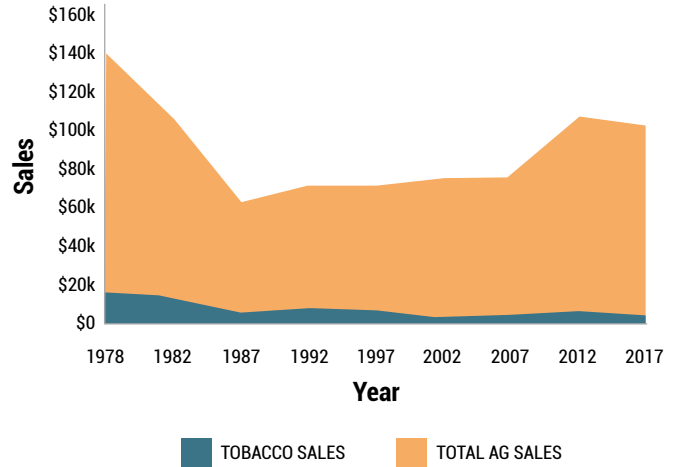
Considering the town’s history as well as its importance in the community’s self-image, we must address agriculture in Simpson County. The standard employment sector analysis often does not effectively capture an accurate impression of the Agricultural Sector. This is due to the fact that Agriculture has low direct employment of year-round labor. What is lost are all the supporting sectors and jobs such as finance, insurance, machinery & equipment, wholesalers, processors, and a variety of other industries dependent upon agriculture. While the best information available at the time of this report is the 2017 Agricultural Survey, there will be a new agricultural survey released soon which will address the impacts, if any, of COVID-19 on the county’s agricultural sector.

In 2017, the 471 farms of Simpson County generated \$79M in sales of agricultural products. Adjusted for inflation to 2023 dollars, that is \$99.4M and a 39% increase from ten years earlier. This continues a growth trend in the value of Simpson County’s agricultural product after a low point in the late 1980s. The majority of that sales volume was from grains and oilseeds which contributed roughly \$46M or 58% of the total agricultural sales volume. The smallest contribution was from hay and other crops (excluding tobacco) with just over \$1M in sales. Adjusting for inflation, gross sales of tobacco were down 45% from a spike in 2012, going from \$8.3M to \$4.5M. This brings tobacco sales back in line with a general decreasing trend in sales. Overall, Simpson County’s farms are increasing their sales and are less reliant on tobacco as they approach their pre-1980 sales volumes.

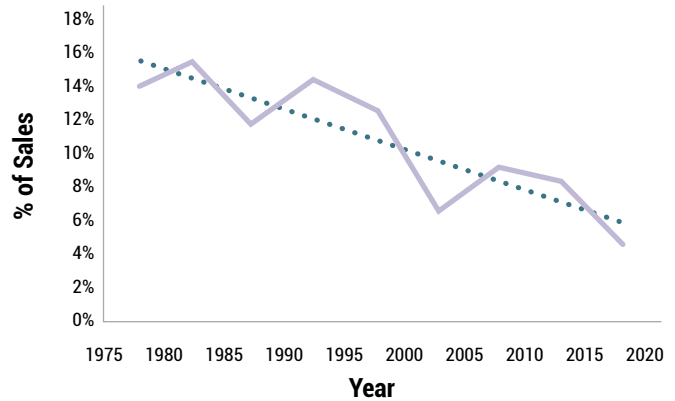
MARKET VALUE OF AGRICULTURAL PRODUCTS SOLD <sup>1</sup>	
<b>Crops Incl. Nursery &amp; Greenhouse</b>	<b>64,128</b>
Grains, Oilseeds	57,930
Tobacco	4,548
Hay and Other Crops	1,302
<b>Livestock, Poultry, &amp; Their Products</b>	<b>35,277</b>
Poultry & Eggs	*
Milk & Other Dairy Products	1,435
Cattle & Calves	4,981
Hogs & Pigs	*
<b>TOTAL</b>	<b>99,405</b>

<sup>1</sup>Adjusted to 2019 Dollars; \*Data withheld to avoid disclosing information for individual firms

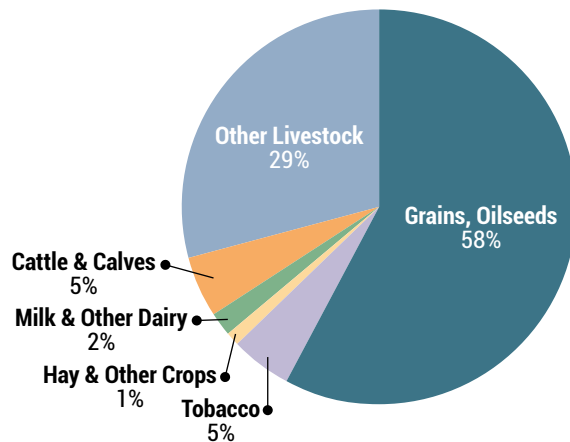
### SIMPSON COUNTY AG SALES



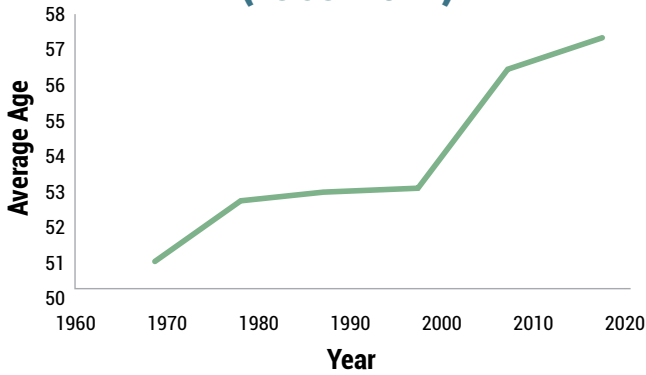
### % OF SIMPSON COUNTY AG SALES FROM TOBACCO



### DISTRIBUTION OF AG SALES

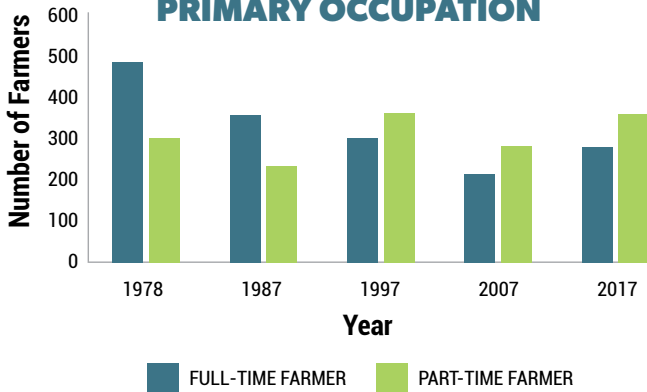


### AVG. SIMPSON COUNTY FARMER AGE (1969-2017)



The characteristics of the average Simpson County farm and farmer are changing as well. The number of farms in the county has plummeted from 1,237 in 1959 to 471 in 2017, a drop of 62%. That is despite the total acres of farmed land only dropping 23% over the same period. Consequently, the average farm size has grown from 117 acres to 235 acres with the largest drop in farms sized between 50 and 175 acres. Over 30 farms now measure more than 1,000 acres where none did in 1959. Farms now dedicate more land to intensive, active production with more land dedicated to open pasture and cropping and less dedicated to hayfields and woodland (agroforestry). The average price of an acre of farmland, with improvements and adjusted for inflation, has risen from \$1,876 to \$7,144 with a stark 38% increase from 2007 to 2017 alone. The increase in the average size and cost per acre of farmland has implications for continued accessibility to new and aspiring farmers.

### NUMBER OF FARMERS BY PRIMARY OCCUPATION



The average farmer in Simpson County has changed as well. Since 1969, the average age of a farmer in the county has increased from 50.9 to 57.3. The only age group to see a net increase in number over that period was those aged 65 and up. However, in recent years, there has been a slight increase in the numbers of younger age groups. Most farmers now assert that “farmer” is not their primary occupation. Those who claim “farmer” as their primary occupation became the minority in the early 1990s.

## Workforce Development and Education

All modern labor and employment markets require some level of training and education and many require or benefit from various certifications. Franklin is currently home to two institutions offering technical education and training: Franklin-Simpson High School and Southcentral Kentucky Community and Technical College (SKCTC). While no accredited four-year degree issuing institution is located in Simpson County, the nearby Western Kentucky University (WKU) in Bowling Green ensures that such educational resources are available both to the community and to prospective employers.

Franklin-Simpson High School provides introductory vocational and technical education beyond the general education required for a commonwealth high school diploma. Their programs focus students in a general field via proscribed curricula called “Career Pathways”. There are currently 14 pathways including fields both general, such as Business Management and Marketing, and specific, such as Welding and Pre-nursing. Most of these pathways are introductory and exploratory with the assumption of further training and/or formal education.



SKCTC provides associate degrees, diplomas, and certificates for a variety of fields. While some programs are intended to prepare students for further formal education at a college or university, many of the programs meet the criteria or establish eligibility for professional licensure. The general fields of study are industrial, electromechanical, healthcare, administration, and logistics. The curricula are well suited to many existing sectors in which Franklin is already specialized.



Photo credit: FSHS Facebook



## Community Resources

### Organizations

Community Economic Organizations provide critical services for the city's economic prosperity. They help manage funds and resources, coordinate development efforts, promote the community's economy, and much more. Franklin is host to a variety of such organizations which focus on different parts of Franklin's economy based on sector, geography, or both. Such organizations are valuable resources and critical stakeholders in planning for the city's economic future. Of the many such organizations the following three have a large impact on sectors important to Franklin

Founded in 1937, the Franklin-Simpson Chamber of Commerce represents the interests of private firms in the community. The Chamber is an advocate for the well-being of existing member businesses as well as an advocate for the community to outside firms. The Chamber provides resources in organizing markets and building networks within and outside of the community. An active chamber of commerce grows and strengthens the community's economy.

The Franklin-Simpson Industrial Board functions in a similar fashion to the Chamber of Commerce except that it is focused on the industrial-manufacturing sector. The Board promotes the community to the industrial sector publishing a community profile with sector-relevant data points and information. It fosters networking with the publishing of the "Franklin Simpson County Industrial Guide," acting as a directory of firms and services. Finally, it manages the city's two formal industrial parks. The Industrial Board has had and will continue to have a large impact on the economy of Franklin.

The Kentucky Farm Bureau Simpson County (KFB) is an agricultural sector advocacy and support organization. KFB provides support to farmers through education and financial resources (insurance, banking, etc.). As part of a state-wide organization, the Bureau advocates for the interests of farmers not only at the local level, but also in Frankfort. KFB assists in preserving and expanding the agricultural sector and heritage of the community.

## Infrastructure and Land

Physical economic resources such as transportation infrastructure, developable land, and commercial/industrial structures are critical to the effective development of the economy. Transportation infrastructure enables the movement of materials, goods, and consumers to facilitate profitable trade. Well managed land and structural resources facilitate efficient clusters of economic activity to maximize the efficiency of supporting infrastructure. Franklin has a satisfactory inventory of physical economic resources but will need to plan future investments carefully to ensure continued prosperity and to achieve their goals.

Franklin is served by Interstate-65 via two exits. In 2022, the average annual daily traffic volume (AADT) along this stretch of I-65 is roughly 51 thousand vehicles. Freight traffic from single- and combination- trucks (tractor-trailers) made up approximately one third of this volume. With the Nashville metro only 27 miles south and Bowling Green only 14 miles north, the interstate serves as a critical travel and freight link in and out of Franklin.

Freight rail service is available in Franklin via the CSX mainline. The line runs north-south between railyards in Louisville and Nashville and passes through Franklin roughly parallel to 31W/Main Street. 5 rail spurs and 2 sidings along this line serve more than 5 industrial firms in Franklin. There is no spur connecting to the Industrial Parks located to the east of the Interstate.

Franklin accommodates manufacturing, warehousing, and wholesaling in two dedicated industrial parks, Henderson Interstate Industrial Park and Sanders Interstate Industrial Park, as well as at the less official collection of industrially zoned parcels north of downtown and stretching north along 31W. Henderson and Sanders are located in the north and south sides of KY 100 east of interstate 65 which provides easy access to the interstate. The Industrial Parks benefit from the guidance and support of the Franklin-Simpson Industrial Authority (FSIA), which helps to find and maintain tenants.

The less formal industrial area consists of industrial facilities and undeveloped industrially-zoned sites located along Industrial Parkway and 31W north of Industrial Parkway as well as along the CSX Rail line to the north and east of downtown. They have reasonable access to the road network and are the only industrial sites with rail access. These sites lack the broad guidance and support of the FSIA. Without it concerted efforts by all stakeholders to develop the industry in the area are more difficult to enact. The industrial sites map indicates the significant amount of industrial land in Franklin.

Franklin-Simpson Farmers Market provides 15 stall spaces at a permanent, covered facility on the north side of downtown. Of the 15 spaces, two are reserved for first-come-first-serve vendors on market days and 13 are for designated vendors who pay either the annual fee or purchase a day pass. Allowable products for sale include agricultural products and crafts. As of the 2013 season, 10 of the 13 permanent spaces are occupied by annual vendors.



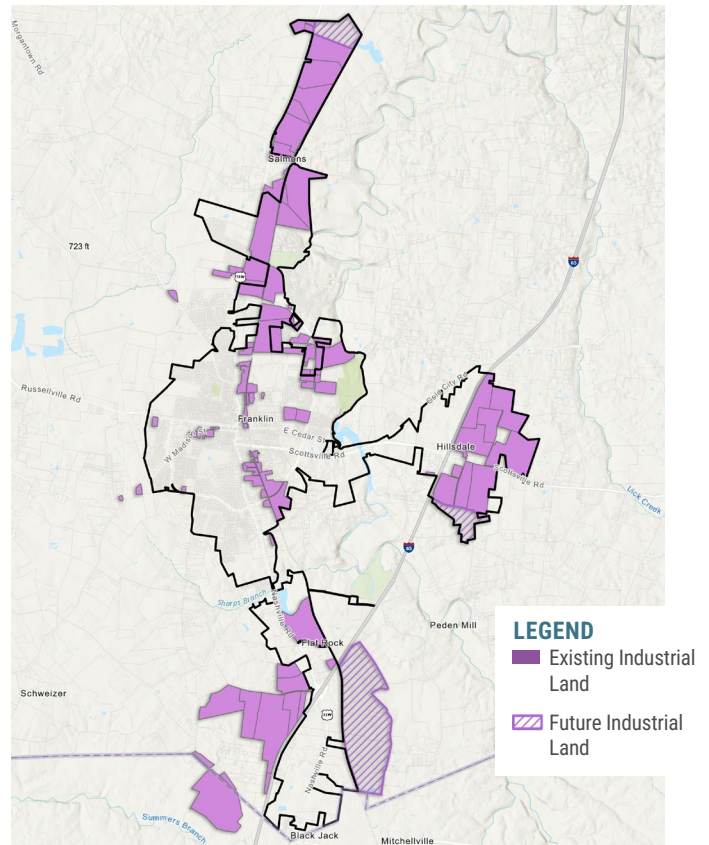
Photo credit: franklinsimpsonfarmersmarket.com

Franklin's downtown contains many of the town's historic buildings and most of the offices of government. Franklin-Simpson Renaissance works to develop the 21.25-acre section of Franklin designated as downtown. The district is the beneficiary of beautification projects, business grants and incentives, as well as a lot of community programming.



Photo credit: kentuckyhistorictravels.com

## FRANKLIN INDUSTRIAL LAND



CHAPTER 5

# Transportation

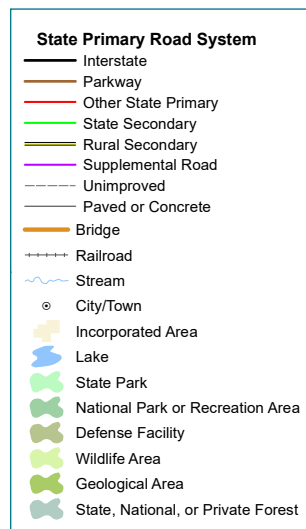
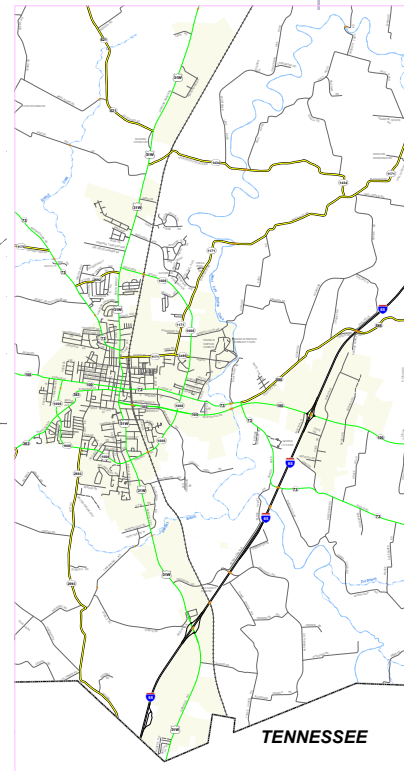
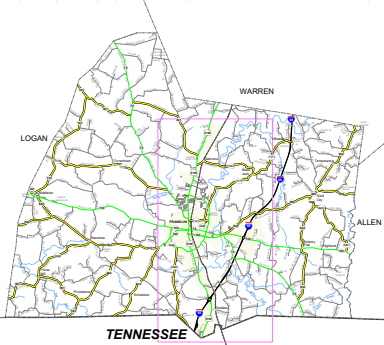
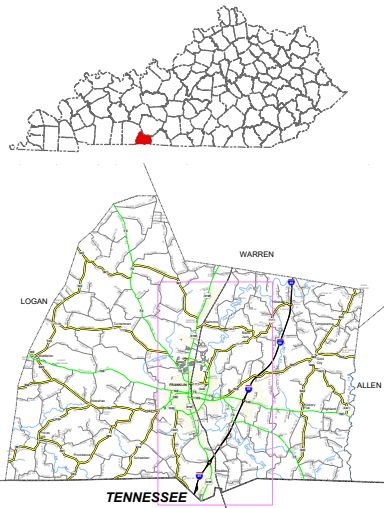
**Transportation spending holds a significant place in Simpson County, KY's annual budget. In the 2022-2023 fiscal year, the road fund accounted for \$2.471 million, comprising roughly 13.10% of the county's total budget of \$18.941 million. The primary focus of this road fund was the upkeep of existing roads and the construction of new ones.**

Peoples' daily lives revolve around roads, making them a fundamental aspect of any planning efforts. The quality and accessibility of the transportation system directly impact growth and development opportunities. In many cases, having easy access to a road and the condition of that road can be more critical than the size of the land. Road quality is closely tied to where a road is located and how frequently it is used.

To make informed decisions about how to allocate and prioritize public funds, decision-makers rely on a comprehensive understanding of the local road networks and how they are used. This knowledge provides a foundation for enhancing the county's infrastructure, supporting growth, and ensuring accessibility for all residents.

## Public Road System Plan

The adjoining county road map details the public road network in Simpson County, KY. The Kentucky Transportation Cabinet (KYTC) takes responsibility for maintaining various state and rural secondary roads, alongside a single state primary road, namely I-65, within the county. In addition to these state-managed roads, the county allocates resources to support the maintenance of over 340 miles of roads, which encompass both county-owned and those within the City of Franklin. It is essential to note that private roads fall outside the purview of government maintenance and remain the responsibility of their respective owners.



- State Primary:** 13.711
- State Secondary:** 62.423
- Rural Secondary:** 95.575
- Simpson County:** 289.360
- City of Franklin:** 53.350
- Private:** 7.620

**TOTAL ROADWAY MILEAGE: 522.039**

## Road Conditions

Road conditions refer to both the structural condition of the road and its condition in relation to the frequency and type of traffic that travels them. The following criteria may be used to rate the structural condition of the roads in Simpson County:



**Poor Condition:**  
gravel or dirt road or a hard surfaced road with narrow width, poor drainage and/or major surface defects.



**Fair Condition:**  
a hard surfaced road with narrow width, poor drainage, and/or minor surface defects.



**Good Condition:**  
a hard surfaced road with adequate width and good drainage.

The evaluation of road conditions in Simpson County involves a collaborative effort, engaging the City of Franklin Public Works Department, Simpson County Public Works Department, and KYTC. While this assessment is inherently subjective, it provides valuable insights into the condition of the roads.

Broadly speaking, most of the paved roads in Simpson County are in good structural condition. However, looking ahead to 2025, there is a recommendation for treatment or repairs for approximately half of the state primary and secondary roads. It is important to recognize that specific challenges exist, particularly regarding the width and shoulder configuration of certain roads. These issues are connected with factors such as traffic levels, posted speed limits, and the meandering nature of our rural roadways.

## Past Infrastructure Improvements

In recent years, Simpson County has seen several significant road construction projects aimed at enhancing its transportation infrastructure. These projects include:

**Stevenson Road bridge over Sinking Creek** – the current bridge was constructed by KYTC from October to December 2020 with a 75-year design life span that provides a safer path free of any restrictions or weight limits for all larger trucks and emergency vehicles to travel on. It replaced an older 60-year-old bridge that had accumulated enough wear and tear over the years before being restricted by weight limits designating that it was no longer safe for larger trucks or emergency vehicles to travel on.

**I-65 Rehabilitate and Resurface Project** – this project rehabilitated and resurfaced both directions of I-65 within Simpson County during the second half of 2022. In addition to the resurfacing, construction crews also repaired and/or replaced storm drains, storm pipes, roadway sideslopes, erosion control, and other areas related to drainage.

**KY 73 Resurface Project** – this project resurfaced KY 73 (East Cedar Street and Rapids Road) from US 31W (North Main Street) to KY 100 (Scottsville Road) during the second half of 2022. In addition to the resurfacing, construction crews also repaired pavement failures in multiple areas within the project corridor.



## Future Planned Infrastructure Investments – 2022-2028 Six-Year Road Plan

Enhancing roadways, whether in rural or urban areas of the county, presents challenges. Widening a road necessitates acquiring additional right-of-way, leading to the relocation of driveways, culvert pipes, fences, roadside ditches, and utilities. Road rehabilitation projects aiming to provide better driving surfaces also pose challenges for the county-maintained road system. An ongoing example of such a project is the West Cedar Street (KY 100) improvement between McLendon Road (KY 1008) and North Main Street (US 31W), slated for completion in late summer 2023. Additionally, deteriorating bridges and heavily congested road segments further strain the county's road system budget, demanding relief measures.

The Kentucky Transportation Cabinet (KYTC) administers the six-year road plan, a transportation improvement program scheduling road projects. This plan prioritizes projects eligible for state and federal funding, encompassing endeavors like roadway improvements, bridge replacements, road widening, and realignments. However, inclusion in the six-year list doesn't guarantee immediate funding or completion within six years. It serves as a priority list, highlighting transportation projects requiring attention within the shortest feasible time frame. Despite the seemingly ample duration of six years for road construction, each project demands meticulous planning, design, engineering, right-of-way acquisition, bid processes, contractor selection, and construction supervision before becoming operational. The rate at which projects are funded often depends on the availability of financial resources, with tight budget years leading to project delays. The six-year road plan serves as a vital tool in prioritizing both short- and long-term projects, considering factors such as safety, congestion, and economic development in the decision-making process.

The current active highway plan for 2022 outlines the following planned roadway and bridge improvements in Simpson County:

1. 3-10046.00 – bridge replacement on KY 664 over Neeley Branch
2. 3-8855.00 – improve KY 1008 from KY 73 to North Franklin Street (major widening)
3. 3-8856.00 – improve US 31W from KY 1008 to KY 621 (major widening)
4. 3-80106.00 – add a turn lane at the intersection of KY 1008 and US 31W (congestion mitigation)
5. 3-80202.00 – supplemental Memorandum of Agreement (MOA) for industrial access roads along KY 100 for Stone-Givens Park (economic development)

## Functional Classification System

Functional classifications are used to indicate the level of public road usage. These classifications range from high-capacity interstate highways to local streets primarily providing access to individual properties. The primary road classifications utilized by KYTC include:

**Interstates:** These are controlled-access roadways with limited access points, typically featuring on-ramps, off-ramps, and separated travel lanes. While Simpson County does not have urban interstates, Interstate 65 (I-65) is the primary rural interstate that serves the county.

**Expressways:** Similar to interstates, these are controlled-access non-interstate roads with on-ramps, off-ramps, and separated travel lanes. Currently, Simpson County has no rural or urban expressways.

**Principal Arterials:** These roadways facilitate high levels of traffic mobility for statewide travel and often serve major activity centers. They can directly access surrounding properties, including specific parcels and at-grade intersections with other roads. Currently, Simpson County has no rural or urban principal arterials.

**Minor Arterials:** These roadways are designed for moderate-length trips to smaller geographic areas and offer slightly lower traffic mobility than principal arterials. Similar to principal arterials, they can provide direct access to surrounding properties, driveways, and at-grade intersections. However, connections to driveways and at-grade intersections are more frequent, ensuring intra-community connectivity. Urban minor arterials in Simpson County include US 31W, KY 73, KY 100, KY 383, KY 1008, KY 1171, and KY 3498. Rural minor arterials include US 31W and KY 100.

**Major Collectors:** These roads distribute and channel trips between arterials and minor collectors and facilitate major internal movements within Simpson County. They can serve abutting land uses, higher-density residential areas, and commercial/industrial zones over significant distances, often featuring higher speeds and signalized intersections. Urban minor collectors in Simpson County include KY 73, KY 1048, KY 1054, KY 1171, and KY 2592. Rural minor collectors include US 31W, KY 73, and KY 100.

**Minor Collectors:** Similar to major collectors, these roads distribute and channel trips between major collectors and local roads but serve lower-density residential and commercial/industrial areas over shorter distances. They typically have lower speeds and fewer signalized intersections. Simpson County has no urban minor collectors, but rural minor collectors include KY 103, KY 383, KY 585, KY 591, KY 621, KY 622, KY 664, KY 816, KY 1170, KY 1171, KY 1434, KY 1885, and KY 2593.

**Local Access:** These roads are primarily designed for low-speed traffic volumes, offering frequent residential access and at-grade intersections. They are not intended for long-distance travel and account for the largest percentage of all roads in Simpson County in terms of mileage. Some state-maintained roadways within Simpson County, such as KY 665 and KY 2601, are classified as local access roads.



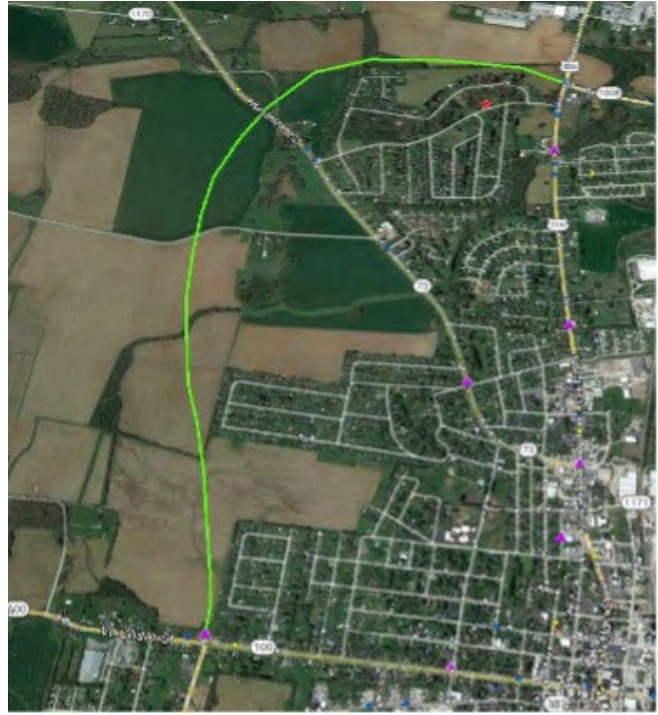
## Railroads

CSX Transportation is the primary Class I railroad serving Simpson County, providing freight services to various industrial and commercial areas across the county from north to south. This railroad line runs parallel to US 31W and historically served as the main transportation corridor for Simpson County before the construction of US 31W and I-65.

## Pedestrian & Bicycle Facilities

In the rural areas of Simpson County, pedestrian infrastructure is limited, with the majority of such facilities concentrated within the City of Franklin. Sidewalks and crosswalks are primarily found in downtown and residential areas, particularly along the city's bypass (KY 1008). Additionally, there is a segment of sidewalk and crosswalks within the industrial and commercial zones along US 31W, starting just north of I-65 and extending southward to the Tennessee border.

Regarding shared-use paths and bike lanes, there are currently none in the rural parts of Simpson County or within the City of Franklin. However, the Kentucky Section of the Cave Country Bike Tour, designated as US Bike Route 23, traverses through Simpson County and the City of Franklin. US Bike Route 23 is part of the US Bicycle Route System, a national cycling route network that encompasses long-distance cycling routes utilizing various types of bicycling infrastructure, including off-road paths, bicycle lanes, and low-traffic roads. Currently, this route connects with the Trans America Trail (US Bike Route 76) in Larue County and extends southward through Kentucky (designated in May 2019) and Tennessee (designated in October 2013). There are plans to further extend this route southward into Alabama, eventually connecting to the future US Bike Route 84.



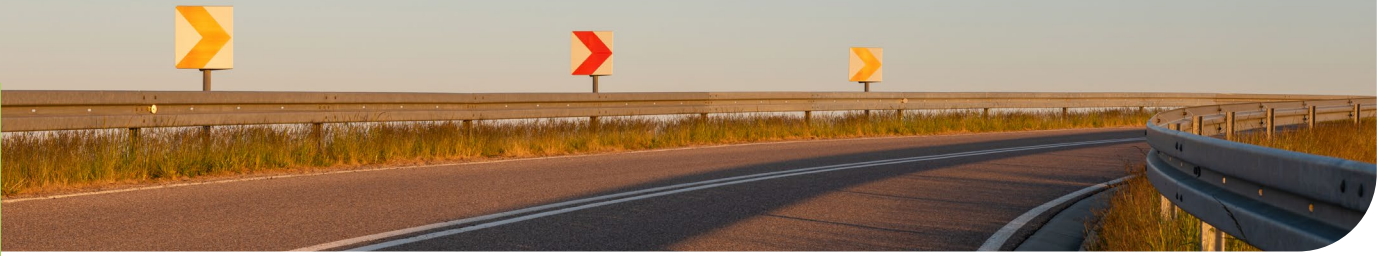
## KY 1008 Bypass

The completion of the KY 1008 bypass on the west side of Franklin represents a critical infrastructure project with the potential to transform the transportation landscape of the city. As the demands of a growing population and evolving economic opportunities continue to place pressure on the existing roadways, the need for this bypass becomes increasingly evident. This section of the comprehensive plan explores the need for the completion of KY 1008 Northwest bypass, outlining the benefits it offers in terms of:

- improving mobility around Franklin
- traffic congestion alleviation
- safety enhancement
- economic development, environmental impact reduction, and community well-being improvement.
- reduce the number of trucks and other through traffic in downtown Franklin

Additionally, the challenges and considerations are addressed, which must be carefully managed, include, environmental impact, funding, land acquisition, community engagement, and long-term planning. By exploring these aspects comprehensively, the comprehensive plan can help provide a clear roadmap for the successful implementation of this vital infrastructure project, ensuring that it aligns with the best interests of our community and the region at large.





## Long Range Bypass

Discussions during public meetings and community conversations have highlighted the pressing need for a longer-term bypass in addition to the KY 1008 bypass currently under consideration. While the KY 1008 bypass is essential for addressing immediate traffic congestion and enhancing local transportation, the community recognizes that long-range planning should consider an alternative bypass with a more generalized location. This broader vision extends beyond the scope of the current comprehensive plan and will necessitate future plan updates.

The need for an alternative and longer bypass stems from the understanding that Franklin's growth and economic development will continue to evolve, potentially bringing even more traffic to the region in the coming years. The city and its surrounding areas are poised for further expansion, and a longer bypass would ensure that this growth does not lead to unmanageable traffic congestion in the future.

To determine the optimal route for this extended bypass, comprehensive studies and community engagement will be necessary. These studies should consider factors such as traffic projections, environmental impact assessments, and long-term development plans. The community's input will be crucial in shaping the route to avoid negative impacts on local ecosystems and to meet the changing needs of the region.

The longer bypass should be envisioned as a strategic infrastructure investment that not only relieves current congestion, but also anticipates future transportation demands. This forward-thinking approach can help maintain the high quality of life that Franklin's residents enjoy, ensuring that travel remains convenient and safe, and that the city's environment remains protected.

## Needs Assessment

Traffic Congestion within Franklin has reached a critical juncture, particularly on major thoroughfares. This congestion extends commute times, reduces road efficiency, and elevates frustration levels for both residents and commuters. Prolonged commute times due to traffic congestion significantly impact the quality of life of Franklin's residents, influencing work-life balance, leisure time, and overall well-being.

Safety concerns arise due to the high traffic volumes and congestion. These conditions increase the likelihood of traffic accidents, ranging from minor incidents to severe crashes. Furthermore, traffic congestion can hinder the timely response of emergency services, introducing additional risks to public safety.

Current traffic constraints have the potential to deter businesses from establishing themselves in Franklin, resulting in an economic growth slowdown and fewer job creation opportunities. Conversely, a completed KY 1008 bypass has the potential to open new economic vistas, making Franklin a more attractive destination for businesses seeking investment and expansion opportunities.

The impact of heavy traffic congestion extends to environmental concerns, including increased air pollution due to vehicle emissions. Poor air quality can have detrimental effects on both resident health and environmental sustainability. To address this, environmental assessments are imperative, which can help identify potential negative impacts on local ecosystems and implement pollution control strategies and habitat restoration efforts.

Improved connectivity with neighboring regions is a key advantage of the KY 1008 bypass. It enhances transportation efficiency, benefiting trade, tourism, and regional connectivity. This enhanced transportation network is particularly crucial for the local economy, facilitating the efficient transportation of agricultural products, manufactured goods, and other commodities.

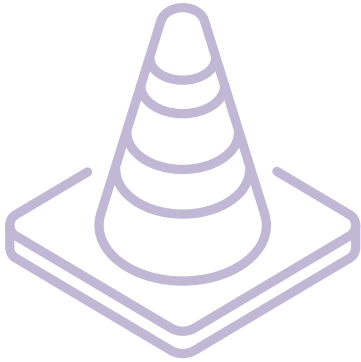
## Benefits

The KY 1008 bypass has the potential to offer multiple benefits. It can create an enhanced commuting experience with reduced traffic congestion and shorter travel times, contributing to a higher quality of life. Additionally, the project could improve traffic flow on main city roads, eliminate a substation portion of truck traffic through downtown Franklin, reduce bottlenecks and promote smoother traffic operations.

The reduction in traffic congestion is expected to lead to fewer accidents and an overall improvement in road safety for all road users. Emergency services will also be able to respond more efficiently to incidents and emergencies.

Economically, the bypass is poised to attract new businesses to Franklin, fostering job creation and economic growth. Improved transportation routes can stimulate retail and commercial activities, benefiting local businesses and entrepreneurs. Additionally, environmental benefits are expected, with reduced congestion leading to better air quality and improved health outcomes for residents. Environmental conservation measures will be essential to mitigate any negative impacts on local ecosystems.

The project aims to reduce stress levels associated with lengthy commutes, ultimately enhancing the overall well-being of the community. Efficient transportation routes also benefit the local agricultural community by facilitating the transport of agricultural products to markets and reducing wear and tear on local roads, thereby reducing maintenance costs.



## Challenges and Considerations

The challenges and considerations surrounding the KY 1008 bypass project include potential habitat disruption and pollution control, securing adequate funding, property negotiations and land use conflicts, community engagement, and long-term planning.

To address potential habitat disruptions, conservation and restoration efforts are essential. Pollution control strategies are necessary to minimize environmental damage.

Securing adequate funding for a project of this magnitude is a challenge that requires comprehensive budget planning and exploration of various funding sources, including state and federal grants.

Property negotiations must be conducted fairly and transparently, addressing concerns and ensuring fair compensation to affected property owners. Strategies to handle potential land use conflicts should be developed.

Community engagement is crucial to involve residents, businesses, and local stakeholders in the decision-making process and gather input and feedback. Mitigation strategies should be implemented to minimize disruptions to local communities during construction.

Long-term planning is essential to ensure that the bypass infrastructure meets the region's long-term transportation needs effectively without becoming quickly outdated.



## Recommendations

Comprehensive planning and environmental assessments, including mitigation plans, should be conducted to address potential habitat disruptions and pollution concerns. Collaborative efforts with state and local authorities are essential to explore various funding options, including state and federal grants, public-private partnerships, and bond financing.

Establishing a community engagement program to involve residents, businesses, and local stakeholders in the decision-making process is imperative. A clear land acquisition strategy that respects property rights, addresses land use conflicts, and ensures fair compensation to affected property owners should be developed. Consideration of future population growth and development projections is essential to ensure the bypass infrastructure remains relevant in the years to come.

The KY 1008 bypass on the west side of Franklin represents a transformative infrastructure project with numerous benefits. Addressing traffic congestion, enhancing safety, fostering economic development, reducing environmental impact, and improving community well-being are among the key objectives. While challenges and considerations exist, a strategic and collaborative approach will ensure the successful implementation of this vital infrastructure project, contributing to the continued growth and prosperity of Franklin and its surrounding region.

# KYTC Small Urban Area Study

The KYTC Division of Planning is currently (2023) conducting a Small Urban Area (SUA) Transportation Study for Franklin and Simpson County. The objective of the Franklin SUA Study is to identify and evaluate potential transportation concepts to improve mobility and traffic safety while examining potential new regional connections within the study area.

This Small Urban Transportation Study provides a thorough examination of the area's transportation network. The study includes an analysis of existing and future traffic conditions with the goal of identifying needs for a transportation network that will efficiently move ever-increasing volumes of goods and travelers. Products from the completed study include prioritized short-term projects that can be quickly and effectively implemented, medium-term projects and long-term projects for future programming to improve safety and congestion in the city and surrounding area. The study addresses the KY 1008 bypass and other alternate bypass connectors. The SUA study is critical to the transportation planning aspects of long range planning for the city and county and, provides a framework for planning, funding and legislative initiatives.

The improvement concepts were categorized as follows:

- **Short-Term:** The short-term concepts are typically lower-cost improvements that can be implemented in the near future. These types of improvements should require little or no right-of-way to construct and, in some cases, could conceivably be implemented by the KYTC Division of Maintenance as part of regular activities.
- **Medium-Term:** The medium-term concepts are generally higher-cost improvements than short term concepts that will require more resources to implement. These types of improvements will generally require some additional right-of-way to construct and will need to be funded through a future Kentucky Highway Plan.
- **Long-Term:** The long-term concepts are higher-cost improvements that will require more significant resources to implement. These types of improvements will generally require additional right-of-way to construct and will need to be funded through a future Kentucky Highway Plan.

The Small Urban Area Study once completed, it is expected to make a series of short medium- and long-term transportation recommendations. When approved, consideration should be given to those recommendations in the plan when making land use, community and infrastructure decisions that may have an impact on the community.

The planning commission should consider elements of the study when prioritizing and evaluating options for future improvement projects. It is important to note that unless there is funding currently available in the enacted highway plan that any recommendations would need to be funded in future highway plans, grants, by project developers or the city.

The following recommended actions that have preliminarily been identified in the draft of the study suggests:

## Short Term:

- Provide Access Management along US 31W at I-65, Exit 2.
- Improve Safety and Mobility at the intersection of KY 1008 and US 31W.
- Improve safety and mobility on KY 73 west of US 31W.
- Enhance signage, add lighting, and improve safety at intersections along KY 1008 from KY 100 west of Franklin to KY 100 east of Franklin.
- Improve safety at the KY 1008 and US 73 (Cedar Street) intersection, including a turn lane warrant analysis.
- Improve safety at the intersection of US 31W and KY 73 (Morgantown Road) by managing adjacent access.

## Medium Term:

- Improve safety and mobility on KY 100 at I-65, Exit 6.
- Improve mobility for motor vehicles and pedestrians along KY 1171 (North Street) from US 31W to KY 3498 and on KY 3498 (North Street) from KY 1171 to KY 1008.

## Long Term:

- Improve mobility by completing the KY 1008 Bypass around Franklin.
- Perform a planning study to evaluate a new connection from K-65 to Franklin, north of Exit 6.
- Improve safety and mobility on KY 100 from I-65 to US 31W.
- Reduce congestion and improve mobility along KY 1008 from KY 100 west of Franklin to KY 100 east of Franklin.

The study suggests conducting a Franklin Bike/Ped Plan, with a list of specific improvements that are short-term/higher priority, which include:

- Add mid-block ped signals in the downtown square.
- Improve bicycle and pedestrian mobility and safety along US 31W from Cherry Street to KY 100.
- Add sidewalks to Witt Road and John Johnson Avenue.

Once the study is finalized and approved it can be found on KYTC's website.

## CHAPTER 6

# Community Facilities

**The Community Facilities and Services Chapter examines essential services in Franklin and Simpson County. These services are vital for residents' quality of life and play a crucial role in shaping development in line with the comprehensive plan's objectives. This chapter encompasses water and wastewater facilities, stormwater management, telecommunications infrastructure, transportation facilities, natural gas supply, police and emergency services, educational institutions, libraries, parks, recreational amenities, government administration services, and solid waste management.**

Quality community facilities and services significantly influence the timing and location of development, aligning with the goals outlined in this comprehensive plan. These services are delivered to Franklin and Simpson County residents through various channels. Some are managed by specialized districts, such as schools, others are run by independent agencies like libraries, and certain services are collaborative efforts between the county and the city, as exemplified by fire protection and parks and recreation services.



## Public Water System

Simpson County is served by two water suppliers and two distributors. The Franklin Water Works is responsible for producing and distributing water within the City of Franklin. Meanwhile, the Simpson County Water District procures water from the White House Utility District in Tennessee and distributes it in rural areas of Simpson and Allen Counties.

### Simpson County Water District

The Simpson County Water District primarily sources its treated water from the White House Utility District, which draws water from Old Hickory Lake in Hendersonville, Tennessee. The district can acquire more than 3,300,000 gallons of water daily from this source, ensuring an ample supply for Simpson County's future needs within the planning period. As of June 2023, the district served 3,600 customers. Its infrastructure comprises 400 miles of pipeline, eight pumping stations, and seven tanks with a combined capacity of 2,150,000 gallons. Residential customers make up 91% of the district's clientele, with additional agricultural, commercial, and industrial customers.

## Franklin Water Works

Franklin Water Works draws water from West Fork Drake's Creek Reservoir, which the city controls. To ensure enough water for the future, they are allowed to take up to four million gallons daily with a permit. Currently, the water treatment plant at Drake's Creek can produce five million gallons daily. Franklin stores water in three tanks and a clear well, totaling 3.75 million gallons. The plant has four full-time and one part-time operators. The Franklin Water Works system is anticipated to maintain a consistent growth rate throughout the planning period.

## Private Domestic Systems

Approximately 800 individuals in Simpson County depend on private domestic water sources, with roughly 620 using wells and 180 relying on alternative sources.

# Public Wastewater Systems

## Franklin Sanitary Sewer System

The City of Franklin has a sewer system that serves homes, businesses, and industries within the city limits and two areas outside the city. The two areas outside the city limits are located along US 31W going south to the Tennessee state line and along KY 100 going east to I-65 and the Sanders Industrial Park.

Franklin's wastewater systems play a crucial role in protecting public health and the environment while facilitating responsible development and growth within the community. The city is committed to maintaining and enhancing these systems to meet current and future needs, complying with environmental regulations, and promoting sustainable practices.

## Wastewater Treatment Facilities

Franklin operates a modern wastewater treatment facility responsible for treating and processing wastewater generated by residential, commercial, and industrial sources. The facility uses advanced technologies to ensure efficient wastewater treatment and compliance with environmental regulations. Regular maintenance and upgrades to the treatment plant are undertaken to enhance its capacity and efficiency. The wastewater treatment plant releases treated water into West Fork Drake's Creek. The city places a strong emphasis on environmental stewardship, and wastewater treatment processes are designed to minimize the impact on local water bodies.

## Wastewater Collection System

Franklin is committed to environmental compliance and sustainable wastewater management practices. The city regularly conducts water quality monitoring to ensure that discharged wastewater meets or exceeds regulatory standards. Sustainable initiatives may include promoting water conservation practices among residents and businesses to reduce the volume of wastewater entering the system.



Franklin's wastewater collection system includes an extensive network of sanitary sewer lines that serve residential and commercial areas throughout the city. Regular inspections and maintenance are conducted to prevent blockages, leaks, and overflows, ensuring the proper functioning of the system. The city continues to invest in upgrading and expanding the wastewater collection system to accommodate population growth and changing infrastructure needs. Efforts are made to minimize inflow and infiltration (I&I) into the wastewater system to reduce the risk of sewer overflows during heavy rain events.

## Sewer Services for Residents

Residents in Franklin are connected to the municipal sewer system, allowing for the safe disposal of wastewater from homes and businesses. The city provides information and guidelines to residents on proper sewer usage to prevent clogs and backups. Billing for sewer services is typically included as part of residents' utility bills, and the city manages customer inquiries and concerns related to sewer services.

## Infrastructure Investment

Franklin allocates funding for ongoing maintenance and infrastructure improvements to the wastewater systems. Future investments may include upgrading treatment plant equipment, repairing or replacing aging sewer lines, and implementing technology enhancements to improve system efficiency. The city continuously seeks grant opportunities and partnerships to support major infrastructure projects aimed at enhancing the wastewater treatment and collection systems.

## Emergency Response and Preparedness

The city maintains an emergency response plan to address potential sewer system emergencies, such as sewer overflows or system failures. Well-trained personnel and specialized equipment are on standby to respond promptly to any issues and minimize potential environmental impacts.

## Public Education and Outreach

Franklin conducts public education and outreach programs to inform residents about the importance of proper sewer usage, the impact of improper disposal practices, and steps they can take to help maintain the sewer system's integrity.

## Stormwater Management

Franklin takes a proactive stance on stormwater management, covering both the city and select areas in Simpson County. The goal is to manage stormwater effectively while reducing its impact on the community and the environment.

A key part of this program is overseeing new construction plans. The Joint City-County Planning Commission reviews subdivision plans and ensures they include strong stormwater management strategies from the start. This includes controlling runoff, preventing erosion, and protecting water quality.

By integrating stormwater management into the planning process, Franklin aims to prevent flooding and water pollution, protecting the city's infrastructure and the environment. This approach promotes responsible, smart growth principles, and creates sustainable communities for residents.

## Solid Waste Management

The City of Franklin and Simpson County have a contract with Scott Waste Services to provide Garbage Collection services throughout Simpson County and the City of Franklin.



## Electric Services

Electric services in Franklin and Simpson County are primarily provided by the Tennessee Valley Authority (TVA), a federal agency, and distributed by local power distributors. In Franklin, the Franklin Electric Plant Board (EPB) is the local distributor responsible for supplying electricity to residents and businesses within the city limits. Warren Rural Electric Cooperative Corporation (Warren RECC) plays a key role in managing electric services in Simpson County, alongside various other local distribution companies, depending on the specific area.

### Franklin Electric Plant Board (EPB)

Franklin EPB is the primary electric service provider for the City of Franklin. They ensure the reliable supply of electricity to residents and businesses. They also offer services like energy efficiency programs and online account management to enhance customer experience.

## Local Distribution Companies in Simpson County

Warren RECC is a member-owned electric utility cooperative serving rural areas, primarily Warren and Simpson counties in Kentucky. Focused on reliability and affordability, the cooperative maintains resilient infrastructure, promotes energy efficiency, and engages with members. It plays a vital role in providing power and enhancing the quality of life in its service regions, serving a portion of Franklin and the majority of Simpson County. Warren RECC is a key contributor to ensuring reliable electric service alongside other local distribution companies in the region.

## Natural Gas Services

Atmos Energy supplies natural gas to Franklin and Simpson County. In Franklin, the Franklin Gas Department manages gas distribution, while Simpson County has various utility companies for this service, all focused on safe and reliable delivery.

## Telecommunications Assets

Telecommunications services, including internet, phone, and cable television, in Franklin and Simpson County are delivered by several providers, both national and local. These services are essential for connectivity and communication in the region.

### National Telecommunications Providers

National companies like Comcast, AT&T, Spectrum, and Windstream provide broadband internet, cable TV, and telephone services to residents and businesses in Franklin and Simpson County. They offer a range of packages and speeds to cater to various needs.

### Local Internet Service Providers (ISPs)

EPB Fiber is the primary local internet provider in Franklin, serving over 50% of the homes and more than 4,500 residential and commercial customers. Logan Telephone also provides services, but only in a few areas in the northwest corner of Simpson County. These local providers contribute to the diversity of choices for consumers.

### Wireless and Mobile Services

Major mobile carriers such as Verizon, AT&T, and T-Mobile, offer comprehensive mobile phone and data services throughout the region.

Overall, residents and businesses in Franklin and Simpson County have access to a variety of electric, natural gas, and telecommunications services provided by a combination of local and national service providers, ensuring a robust infrastructure for both urban and rural areas.



# Public Services

## Public Safety



### Police Departments

#### *Franklin Police Department*

The Franklin Police Department is responsible for law enforcement within the City of Franklin. They work to ensure the safety and security of residents, respond to emergencies, and engage in community policing initiatives. Their headquarters, located at the intersection of East Cedar and South Court Streets, comprises a team of 23 dedicated officers equipped with 23 vehicles. Each officer has successfully graduated from the Police Academy.

#### *Simpson County Sheriff's Office*

The Simpson County Sheriff Department has a total of 30 personnel, 15 of which are assigned to patrol duty. The Simpson County Sheriff's Office serves the broader county area, providing law enforcement services in unincorporated areas. The Sheriff's Department also oversees the 911 emergency communications and dispatch center.



### Fire and Rescue

The City of Franklin and Simpson County have a joint Fire Department, which includes three full-time employees and 40 dedicated volunteers who actively provide fire, rescue, and emergency medical services.

### Emergency Medical Services

Trained paramedics and EMTs at the Simpson County Emergency Medical Service (EMS) respond quickly to medical emergencies, accidents, and injuries. The EMS is located next to the Medical Center in Franklin. A board of directors appointed by the Simpson County Judge governs the EMS.



### Healthcare

Having access to healthcare is a significant factor in determining the quality of life within a community. In Franklin and Simpson County, healthcare services are provided by the Medical Center at Franklin, the Simpson County Health Department, the Fast Pace Health Urgent Care Center, and various other healthcare providers.

#### *The Medical Center at Franklin*

The hospital is equipped with advanced medical technology, including an emergency department, diagnostic imaging, and surgical suites. It offers specialized services such as cardiology, orthopedics, and women's health, ensuring comprehensive healthcare access.

#### *Simpson County Health Department*

Connected with the Barren River District Health Agency, offers healthcare for the public in Franklin and Simpson County. They provide medical and social services in the area.

#### *Medical Clinics*

Local medical clinics like the Graves Gilbert Clinic serve as a multi-specialty clinic for residents. These clinics offer routine check-ups, preventive care, and chronic disease management.

#### *Pharmacies*

Residents have convenient access to a range of pharmacies, including CVS, Walgreens, and locally-owned drugstores, where they can fill prescriptions and access over-the-counter medications and health supplies.

### Library Services

The Goodnight Memorial Public Library in Franklin, Kentucky, is a cornerstone of the community, offering a broad spectrum of services and resources. It serves as an educational hub, providing access to books, e-books, and online databases for residents of all ages. The library also addresses digital inclusion by offering computer access and internet connectivity, fostering digital literacy.

Additionally, the library plays a pivotal role in community engagement, hosting events and activities that bring people together. It supports workforce development through partnerships with local organizations and provides resources for career advancement. Cultural enrichment is another key aspect, with the library hosting art exhibitions, author visits, and cultural events.

Additionally, the library serves as a gateway to government services and information, simplifying access for residents. Importantly, the library offers a safe and inclusive space, welcoming individuals from diverse backgrounds, and fostering a sense of unity within Franklin and Simpson County.

# Educational Facilities

## Simpson County School District

The Simpson County School District is a public school system serving students in Franklin and Simpson County. The School District provides educational services to over 3,000 students in Simpson County and operates six schools: 3 elementary, one middle school, and one high school. It includes Franklin-Simpson High School, Franklin-Simpson Middle School, Lincoln Elementary School, Simpson Elementary School, and Franklin Elementary School. These institutions offer a well-rounded education with extracurricular activities, Advanced Placement (AP) courses, and vocational training programs. There is also a central office and other support buildings and facilities.

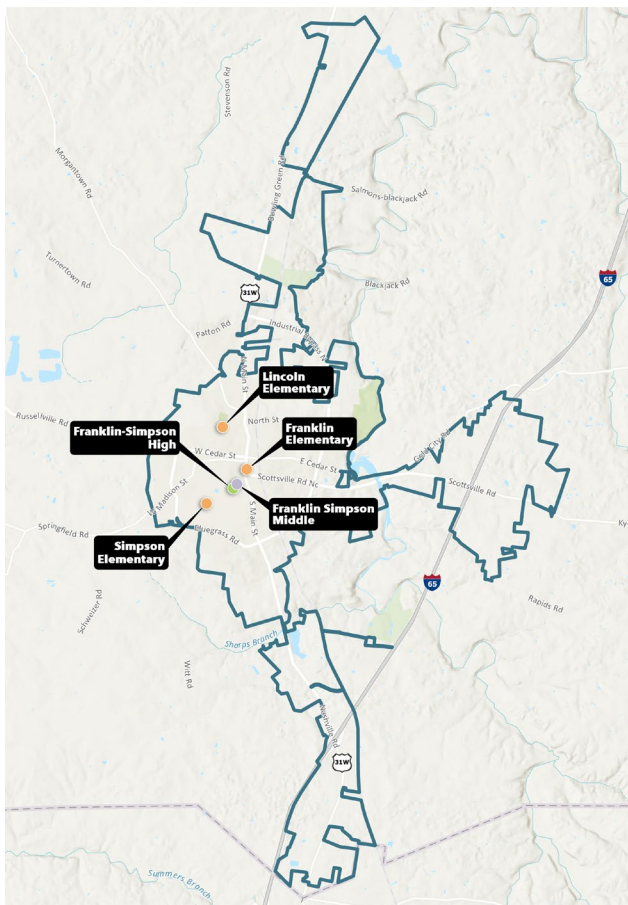
The Simpson County School District currently has no intentions to build new schools in the near future. Instead, any construction efforts will focus on expanding the existing facilities without creating new ones.

### Simpson County Schools

The Simpson County School District serves as a valuable asset to the community. Its presence not only enhances property values but also acts as a magnet for attracting new businesses and industries while elevating the overall quality of life for residents. A high-ranking school system within the state and nation is a key attraction for prospective residents and industries seeking relocation. It not only prepares students for further education at colleges or universities, but also positions them well for scholarship opportunities.

What distinguishes Simpson County's school district is its unique geographic layout. The close proximity of the three elementary schools, along with the middle and high school, all within a two-mile radius, presents an exceptional opportunity to promote walkability within the city. Developing bike and pedestrian pathways to schools and other destinations throughout the city can greatly enhance accessibility. The fact that many school-age children live within a 15-minute walk or five-minute bike ride of their schools underscores the potential for making the city more walkable and reducing dependence on vehicular transportation, which aligns with broader community goals for sustainability and healthier living.

## SIMPSON COUNTY SCHOOL DISTRICT



### LEGEND

- Elementary School
- Middle School
- High School

### Private Schools

There are two private schools in Simpson County; Franklin Mennonite Elementary and Franklin Academy.

### Post-Secondary Education

Southcentral Kentucky Community and Technical College (SKYCTC) Franklin-Simpson Center, located in Franklin, provides a wide array of educational opportunities. Students can pursue associate degrees in fields such as nursing, business administration, and information technology. The college also offers adult education and workforce development programs to enhance residents' skills and employability.



# Parks and Recreation



## Jim Roberts Community Park

This expansive park covers approximately 200 acres and features walking and biking trails, two playgrounds, and well-maintained sports facilities, including soccer fields, baseball diamonds, and basketball courts. Families can enjoy picnics in the shaded pavilion and outdoor events.

## Lincoln Park Expansion

The Lincoln Park focus evolved from consensus expressed by the Simpson County community about the need for expanded park facilities. A major concern was a shortage of ball fields to host the different youth league baseball and softball games, especially girls' softball. According to the National Parks and Recreation Association (NPRA) national standards which are based on population, Simpson County is lacking four tennis courts as well as softball fields. (Lancaster, 1990) Citizens also expressed interest for additional open green space, as well as recreational facilities within walking distance of downtown. Other issues of concern around Lincoln Park include the need to slow traffic along John J. Johnson Avenue and for additional sidewalks in the neighborhood to make the area more pedestrian-friendly.

Lincoln Park is a 13-acre park adjacent to Lincoln Elementary School. It is located on either side of John J. Johnson Avenue, between Longview Drive and Walker Street. Existing facilities include one pickleball court, two basketball courts, a playground, and mixed-use baseball/softball/ football fields. Some of the problems with the park, as identified by the community, include poor pedestrian crossings at intersections along John J Johnson Ave. especially for children.



## Recreational Facilities

The community has expressed an increasing desire for improved recreational facilities, emphasizing the necessity for a fully equipped community center that can cater to public recreational needs throughout the year. This envisioned facility aims to provide a wide array of amenities, specifically addressing the rising demand for a versatile public indoor/ outdoor swimming pool. In addition to this, the center would feature state-of-the-art exercise rooms, well-maintained courts for organized sports, and various other amenities, such as a vibrant social lounge, dedicated spaces for fitness classes, and a community event space.

In planning for this much-anticipated Recreation Center, the choice of location plays a pivotal role. Beyond geographical location, specific site characteristics are equally important in ensuring the success and accessibility of the center. Ideally, this facility should be centrally located within Franklin, fostering its integration into the heart of the community. Placing it within walking distance of residential neighborhoods, schools, parks, and other local amenities is vital to encourage active community engagement. Moreover, situating the center near major transportation routes, such as Kentucky 100 and US 31W, ensures convenient vehicular accessibility and ample parking options, which collectively contribute to the center's functionality and its capacity to serve the broader community effectively.

## Recreational Programs

Franklin-Simpson Parks & Recreation offers a wide range of recreational programs and activities for residents of all ages. These include youth sports leagues, adult fitness classes, art workshops, and cultural events hosted at the community center and park facilities.

## Private and Other Public Recreational Facilities

Franklin and Simpson County have two private 18-hole golf courses, which are available to the public. There are also privately owned community centers in the city and county. These community centers provide a hub for social and cultural activities. They host community meetings, art exhibitions, dance classes, and senior citizen gatherings.

- PERFORMANCE PAVILION
- OPEN LAWN
- SOFT WALLS
- STRENGTH PLANTERS (6' x 48" x 18")
- OUTDOOR FITNESS EQUIPMENT
- SHADE CANOPIES WITH TABLES
- CONCESSION RESTROOM
- AND WIPOLON BUILDING
- FOOD TRUCK AND TENT SPACE (SHADE PROVIDED - 4' x 12' x 10')
- PUBLIC BIKE RACKS (100)
- BASEBALL PRACTICE FIELD
- MULTIPURPOSE PRACTICE FIELD
- SOFTBALL PRACTICE (SHADE) OR PUBLIC ART AREA
- WALKING TRAILS (3' WIDE)
- TRAMPOLINE (SHADE) (OPTIONAL)
- SOFTBALL FIELD
- LIGHT POLE TYPICAL





## Trails and Greenways

Currently the only trails in Franklin and Simpson County are the two bicycle trails, which are a part of the Statewide Bicycle Trails system. The Statewide Regional Bicycle and Pedestrian plan has proposed bicycle and pedestrian infrastructure to be increased in the County.

The greenway network could become part of the bicycle and pedestrian infrastructure for the region and increasingly provide connectivity to neighborhoods via sidewalks, bike lanes and on-road facilities. The backbone of the system could be created by incorporating the two current bicycle trails that are part of The Statewide Regional Bicycle and Pedestrian into a plan that can work to connect greenways to those in Warren County (KY) and Sumner County (TN). Sumner County TN may be more feasible connecting along the railroad or by HWY 73 (Rapids Road) to Hatcher Road to Rapids Road (In TN). The latter could connect with sidewalks in some of Portland's outlying areas and then to their Richland Station Park.

There are opportunities that presents itself for Franklin and Simpson County to expand and increase trails and greenways through the preparation of a Simpson County Greenway Master Plan that would incorporates the following elements:

1. Connecting current parks and downtown with trails.
2. Connect Jim Roberts with the Boat Ramp area across the creek off East Cedar/Hwy 585
3. Connect to future park areas on all sides of the county
4. Connect to a park East of Franklin near the Gold City area. US Bike Route 23 travels through this area, following Hwy 585 from Warren County and leads into downtown Franklin along Cedar Street to John J. Johnson to Witt Road
5. Determine a route that could include the Western Side of the county.

The greenways and trails are avenues to get places without a car, a free training ground for athletes, a place to meet your neighbors, and an economic driver for the region.

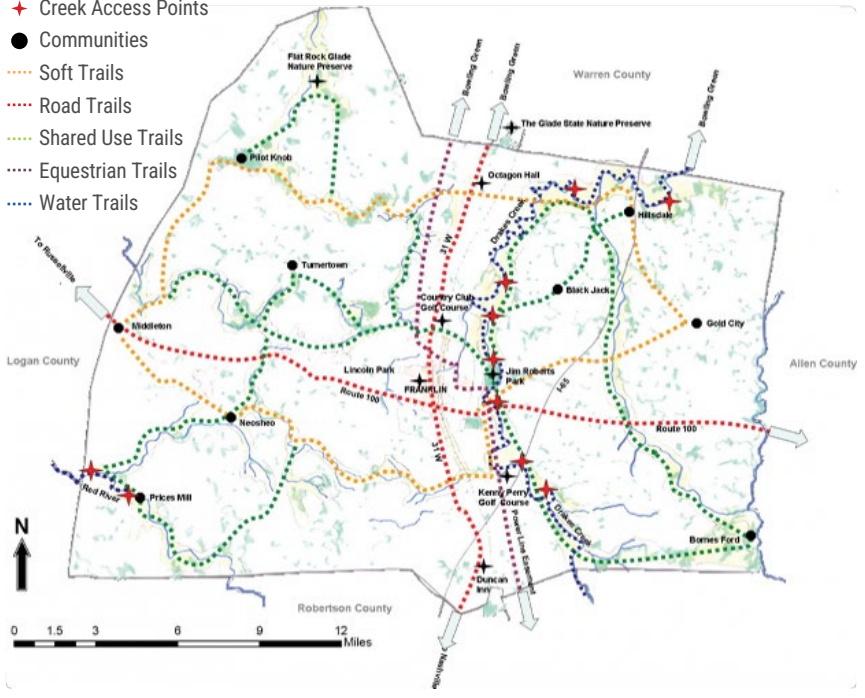
Development and management of a greenway network is a partnership that requires public and private players and many, many volunteers.

## Simpson County Greenway Master Plan

The greenways and trails are avenues to get to places without a car, a free training ground for athletes, a place to meet your neighbors, and an economic driver for the region. Development and management of a greenway network is a partnership that requires public and private players and many, many volunteers.

### LEGEND

- + Places of Interest
- + Creek Access Points
- Communities
- Soft Trails
- Road Trails
- Shared Use Trails
- Equestrian Trails
- Water Trails



### SENIOR FITNESS CLASSES

**Mon - Wed - Fri**  
9:30 - 10:15 AM


Jim Roberts Community Park

## Functional Strength Cardio Balance

Low - No Impact  
Seated & Standing  
No Jumping or getting on the floor  
Fun & Upbeat  
Never boring

Bring water  
Come early 1st class

Jennifer Sturm, CPT  
Senior Fitness Specialist  
270-306-9407  
JenSturm.com





# Cultural Resources

## Historical Sites

Franklin takes pride in its historical heritage, with sites like the Octagon Hall Museum providing a glimpse into the city's Civil War history. Historic downtown Franklin showcases well-preserved 19th-century architecture, offering a charming atmosphere for residents and visitors.

## Arts and Culture

Local art galleries exhibit works from talented regional artists. The city hosts cultural festivals, live music events, and theatrical performances throughout the year, celebrating the diversity of Franklin's cultural tapestry. The Simpson County Guild of Artists and Craftsmen promotes fine arts and crafts by providing six rotating exhibits of area artists annually for the community. They also provide a place in Franklin for art classes, supplies, and instructions on various art techniques for children and adults.

## Social Services

Several nonprofit organizations operate in Franklin, including food pantries, homeless shelters, and counseling centers. These organizations provide essential services and support to vulnerable populations, emphasizing community well-being.

## Government Administration

Understanding how the city and county governments work is crucial for future planning. It affects how they can plan for growth and development. The following section provides a brief overview of the government structure in Franklin and Simpson County.

### City-County Planning Commission

In 1958, Franklin created a Planning Commission, and in 1970, the Joint City-County Planning Commission was formed. This group oversees the Comprehensive Plan and manages Zoning and Subdivision Regulations. They meet monthly at the Cooperative Extension Office.

### Franklin

Franklin has a Commission-City Manager government. It has four commissioners and a mayor, all elected at large for four-year terms. They appoint a city manager to carry out city policies.

### Simpson County

Originally, county governments managed roads, public records, and minor criminal cases. But in recent years, they've expanded to offer more services as requested by citizens. Simpson County has a County Judge/Executive and four magistrates. They've taken steps to attract new industries and improve community services.



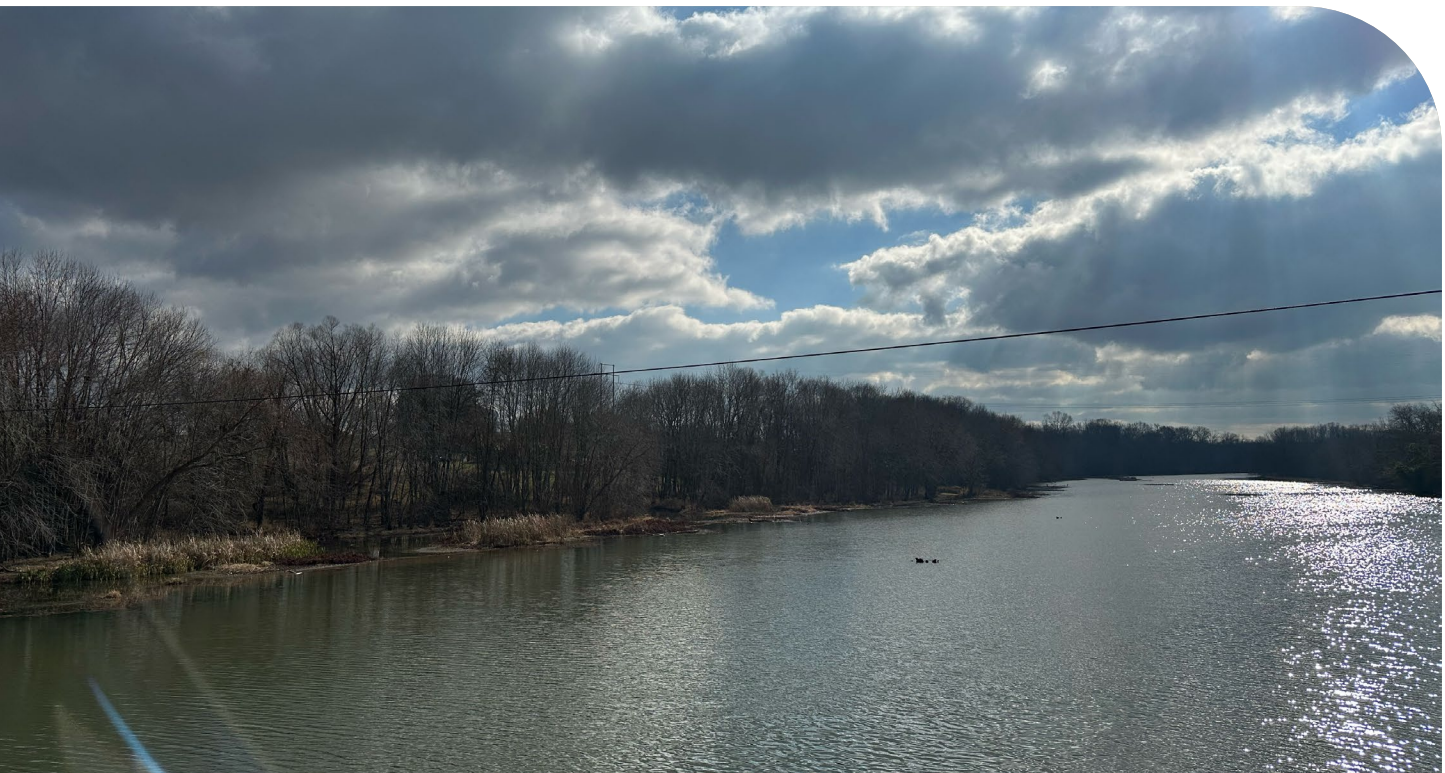
## CHAPTER 7

# Environmental

**Historically, Franklin has depended upon the rich environmental conditions of the land, air, and water within and surrounding the community. Franklin residents rely on the environment to earn a living, recreate, and live healthy productive lives. Along with the built character of the community, the environment provides the city's aesthetic and contributes to a strong sense of place and identity. The citizens of Franklin continue to place great value upon the environment as demonstrated in the goals and objectives of this plan.**

Recent history has demonstrated that a healthy, robust environment is not something which can be taken for granted. Over the last 50 years the local economy has shifted away from direct reliance upon the land, new patterns of development have been introduced, and new agricultural systems have been utilized. Consequently, the number of threats posed to the local environment has increased.

In light of these conditions, Franklin must plan for the future of its environmental health. An assessment of current natural conditions and community goals regarding the environment are needed to effectively plan community efforts to preserve and restore Franklin's natural riches. In this section we outline the conditions of Franklin and Simpson County as they pertain to the environment.



# Topography

## Soils

Franklin is a community with a rich agricultural heritage. A big reason for the agricultural foundation of the community is the high quality of surrounding soils. 52% of Simpson County soils are considered prime farmland. That percentage jumps to 87% if conditionally prime soils and soils of statewide significance are included. The largest concentration of prime farmlands is in the west of the county. This includes a significant stretch abutting the western boundary of Franklin's city limits. While the temporary status of these stretches of land might be exhausted or undernourished, their structure and depth give them a permanent high value for agriculture. Once these soils are degraded, it is impossible to restore them to their original, valuable state.

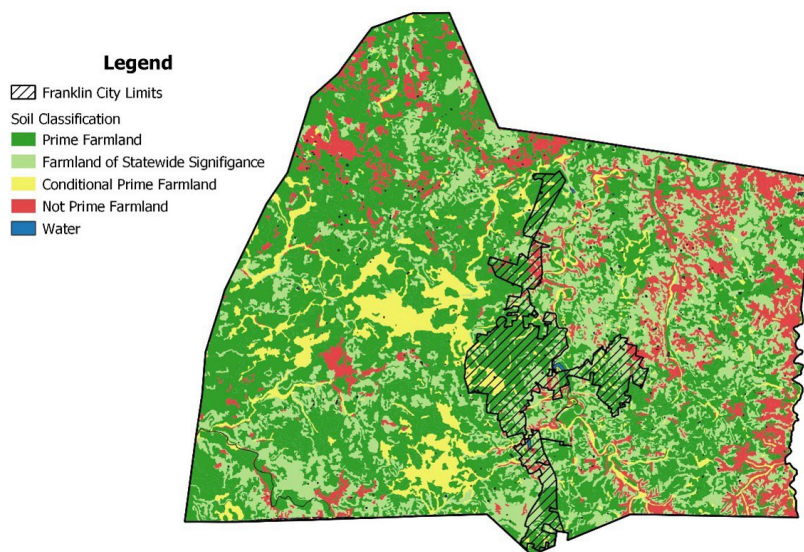
There are also significant portions of land which are considered conditionally prime farmland. These are areas which bear good soil structure and depth but are degraded by some other natural condition. In Simpson County, those areas are usually wetlands or intermittent wetlands. These areas could be prime farmland if drained and/or are protected from flooding. However, wetlands provide an array of important ecosystem services that makes their conversion to farmland a difficult decision and one that is difficult to reverse.

## Prime Farmland

Quality farmland is of major importance in meeting short- and long-range needs for food and fiber. Because the supply of high-quality farmland is limited, responsible governments, as well as individuals, should encourage and facilitate the wise use of such farmland. In an effort to identify the extent and location of important farmlands, the Natural Resources Conservation Service, in cooperation with other interested Federal, State, and local government organizations, keeps an inventory of land which can be used for the production of the Nation's food supply. The most important farmlands consist of prime farmland, unique farmland, and farmland of statewide or local importance.

Prime farmland, as defined by the U.S. Department of Agriculture, is land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops and is available for these uses. It could be cultivated land, pastureland, forestland, or other land, but it is not urban or built-up land or water areas. For some of the soils identified as conditionally prime farmland, measures that overcome a hazard or limitation are needed. Land that does not meet the criteria for prime farmland might be considered to be farmland of statewide importance. The criteria for defining and delineating farmland of statewide importance are determined by the Kentucky State Division of Conservation.

Prime Farmland of Simpson County



### Prevailing Soil Types in Simpson County

The classifications represented in the following map displays: Soils Types are broad categories of soil types present in Simpson County. For more specific descriptions of precise soils, please refer to Appendix A or to the Soil Survey of Simpson County available through the State Archives or the Local Extension.

### Slope

The terrain of Franklin and Simpson County is one of mostly gentle slopes and rolling plateaus. Only intermittently are these conditions interrupted by ravines and hollows cut by stream courses. The underlying geology is limestone, which is easily eroded by groundwater flow and underground streams. This leads to the emergence of sinkholes, a terrain pattern known as Karst.

The terrain of west Simpson County and Franklin is mostly uninterrupted rolling plateau with slopes rarely exceeding 6%. Towards the east of the county the terrain is slightly more varied with shallow ravines and gullies forming slopes that exceed 12% and with occasional rock outcrops. Sinkholes are found throughout the region and often serve to drain a small area around them.

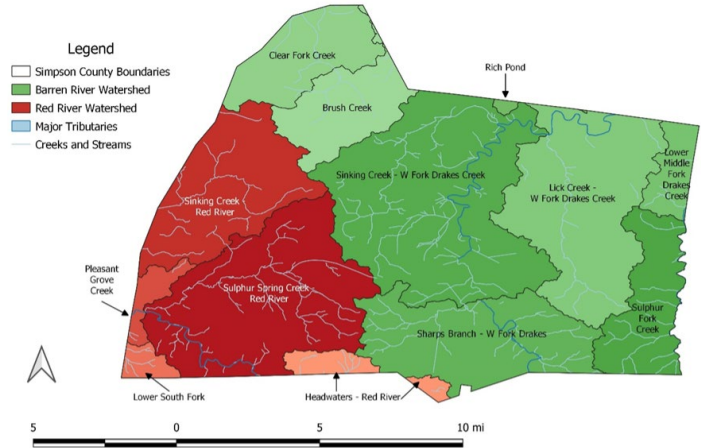
The county is divided between two watersheds: The West Fork of Drakes Creek which is a tributary of the Green River System via the Barren River; and the Red River, partially via Sulphur Springs Creek, which is part of the Cumberland River system. The division between these two watersheds runs roughly north-south and is located just to the west of Franklin.

## Hydrography

Simpson County is home to a unique hydrographical landscape: karst. In this landscape, common throughout the region, mildly acidic rain and ground water carve intricate networks of caves through the limestone bedrock. From the surface, this has the effect of making streams and creeks seem as though they disappear and reappear randomly. However, the water table and watershed are still at consistent work in the area and, with some work, discrete stream and river basins are identifiable.

The county is split between two river basins: The Red River, which empties into the Cumberland River, and the Barren River, which empties into the Green River. There are multiple sub basins in the county, but all fall into one of these two basins. The most significant watercourse that flows inside Simpson County is the West Fork of Drakes Creek. That creek serves as the water source for Franklin.

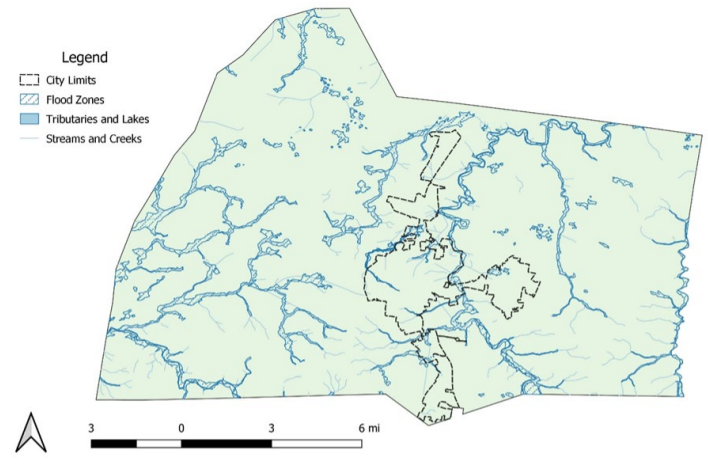
Simpson County Watersheds



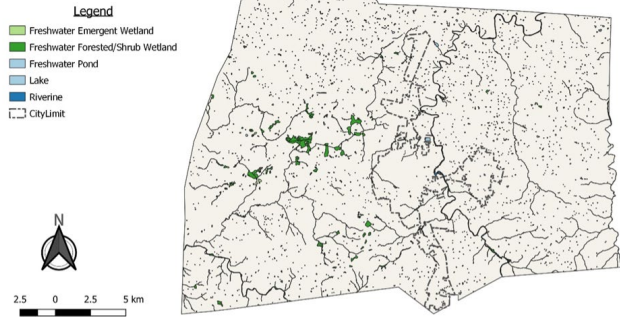
### Floodplains

Flood zones are a vital tool in addressing both stormwater management as well as effluent pollution mitigation and development constraints. Flood zones, if mismanaged or ignored, can also present a hazard to citizens and property. There is relatively low incidence of flood zones within the existing city limits of Franklin. There are two minor streams verging on ephemeral streams along which most of the city's flood zones are found, one through the west side of town and along the northwest border and the other running through a narrow section on the south side of town. See the map below for more details. However, in any future growth areas recommended for expansion, development impacted by flood zones should be carefully mitigated during the development review stage. Those zones should be explicitly addressed as part of any expansion plans.

Simpson County Flood Zones



## Simpson County Wetlands



### Wetlands

Wetlands are a critical habitat for biodiversity as well as a major asset to water quality and groundwater retention. Simpson County contains a variety of wetlands from natural to manmade and intermittent to persistent. Protection of these delicate ecosystems is important for maintaining the rich natural heritage, pleasant outdoor recreation, and agricultural arability which residents value.

A unique type of wetland to this area of the state is that of Vernal Pools. Vernal Pools are ephemeral wetlands which appear in the spring and intermittently after heavy rainfall in the sinkholes and depressions found all around the county. They are important habitats to emerging insects and migrating birds.

The largest concentration of persistent wetlands is in the west side of the county consisting of Robey Swamp and the complex of scattered wetlands around it. These are wooded wetlands and, despite fragmentation, are relatively extensive. These wetlands serve to drain the surrounding agricultural uses which may help offset impacts to groundwater from agricultural runoff. Additionally, they are well-preserved habitat for a variety of wildlife.



## Factors

### Special Geological Features

Sinking Creek Cave System is a critical piece of cultural heritage and a sensitive ecosystem. It is one of 15 Simpson County sites listed on the National Register of Historic Places. It has been the site of indigenous people activity since prehistory. While the cave system is closed to public access, the nearby land uses, activities, and disturbances have the potential to impact the historically and environmentally significant features of the caves.

### Endangered Species

Simpson county is host to 39 species listed by the Kentucky State Department of Fish and Wildlife Resources as threatened, endangered, or a species of special concern. The county is also home to the Gray Bat which is listed on the National Endangered Species list as Endangered. The most common threat to these species is habitat degradation, fragmentation, and loss of habitat. The Gray Bat is a noteworthy exception as the primary cause of concern is white-nose syndrome, but disturbance of nesting and hibernation sites in caves is a compounding factor.

## Pollutants

### Point-Source Emissions

A point-source of pollution is any single identifiable source from which pollutants are discharged such as a pipe, ditch, or factory smokestack/vent. While there are currently no identified, major point-source emitters in Franklin, there are potential sources. These include wastewater discharge and current or future industrial facilities.

### Mobile-Source Emissions

Mobile-sources of pollution would fit the definition of a point-source of pollution except that they are not fixed to a geographical location. This category mostly covers vehicle emissions including exhaust and particulate matter. Primary areas impacted by these sources are those closest to the road networks. With large volumes of both locally bound and through traffic, Interstate 65 is the largest carrier of mobile-source emissions in the community.

### Non-Point-Source Pollutants

Non-point sources of pollution are those which originate from diffuse sources such as erosion and runoff of damaging chemicals. The most common cause of this type of pollution is agriculture. From fertilizer leeching to erosion to biological pollutants from feed lots, agricultural practices can have a significant impact on the environment. Changes to those practices can almost entirely eliminate or mitigate these impacts while preserving the agricultural economy.

# Green Infrastructure

Green infrastructure has become an important part of addressing community issues including stormwater management, aesthetics, and heat mitigation. The extent of green infrastructure in Franklin is limited, disjointed, and unofficial. There are no formal, official forms of green infrastructure and the largest component directly controlled by the community are its parks. Moving forward, intentional inclusion of green infrastructure in projects, such as bioswales, street/parking trees, planted gutters, and green roofs, will help to address emerging community concerns and align the form of the city with its small-town aspirations. The city would benefit from the adoption of a concise green infrastructure plan or policy set.

The existing green infrastructure in the city falls into two informal categories: Permeable Land Cover and the Urban Tree Canopy.

## Land Cover

There is a large variety of land covers inside the boundaries of Franklin, including agriculture. This broad diversity of land covers impacts decisions made regarding the future growth and development of the city.

The largest land cover in Franklin is Lawn at roughly 30% of the area. The next largest class is agriculture with roughly 20% dedicated to row cropping and another 8.5% dedicated to pasture or hayland. Roughly 16.5% is wooded or otherwise unmanaged such as meadow or wetlands. Less than 2% is landscaped with plants other than lawn. At time of survey, approximately 6% of the area was covered with gravel or bare earth; this includes areas such as construction sites which makes it the most impermanent category. These categories represent the permeable land cover classes and make up just over 80% of the area.

The remaining land cover, apart from 1% surface water, is impermeable. The largest of this area is dedicated to parking, approximately 5.5%. Very close at 5% of the area are buildings. Road infrastructure occupies the remaining 4.5%.

Landcover Type	Area (mi <sup>2</sup> )	Margin	Percent (%)	Margin
Wooded/Unmanaged	2.72	±0.19	16.6	±1.18
Pasture	1.41	±0.15	8.6	±0.89
Cropland	3.31	±0.21	20.2	±1.27
Landscapes (not Lawn)	0.23	±0.06	1.4	±0.37
Lawn	5.06	±0.24	30.9	±1.46
Gravel/Bare Ground	1	±0.12	6.1	±0.76
Road	0.75	±0.11	4.6	±0.66
Parking	0.92	±0.12	5.6	±0.73
Building	0.82	±0.11	5	±0.69

## Tree Canopy

In Franklin, approximately 25% of the area inside the city limits falls under the tree canopy. However, it should be noted that this covered area is not broadly distributed throughout the city. Instead, it is loosely concentrated in areas which are wooded or otherwise unmanaged as well as in private yards. The areas which are not under the canopy are the areas which see the highest benefits from tree cover: impervious surfaces such as roads and parking lots. Parks and recreation areas also benefit from maximized tree cover aside from those facilities which require grass or lawns.

	Area (mi <sup>2</sup> )	Margin	Percent (%)	Margin
Tree Cover	3.96	±0.31	24.15	±1.91
No Tree Cover	12.4	±0.31	75.65	±1.92

## Urban Tree Canopy

Urban tree canopy sidebar: According to the US Department of Agriculture, urban tree canopy is the leafy, green, overhead cover from trees that community groups, residents, and local governments maintain in the landscape for beauty, shade, fruit production, wildlife habitat, energy conservation, stormwater mitigation, and a host of public health and educational values. The urban tree canopy serves to, among other things, cool the city, minimize heating and cooling requirements, reduce air pollution, increase property values, provide aesthetic value, and boost habitat and biodiversity. The urban tree canopy is now recognized as an important piece of city infrastructure. For many cities, the urban tree canopy is around 27% (Dwyer, J.; Nowak, D. 2000. A National Assessment of the Urban Forest: An Overview. Proceedings of Society of 1999 American Foresters National Convention, Portland, OR) and a small, strategic increase in tree cover provides significantly improved benefits.

## CHAPTER 8

# Existing Land Use

Franklin and Simpson County are geographically well-positioned between Louisville and the Midwest beyond. Franklin and Simpson County have strong economic and social ties to neighboring Kentucky Counties and are strategically located as part of a growing and diverse region. I-65 plays a major role in the development of Franklin and Simpson County. I-65 is the third busiest north south route of the interstate system. Two MSAs, Nashville to the south Bowling Green to the north, have influenced growth and development in Franklin and Simpson County. Nashville is the 37th largest Metropolitan area in the country with accompanying job opportunities and extensive educational, medical, and tourism. Bowling Green is the traditional shopping area for Franklin and Simpson County with job, educational, and medical establishments.

FRANKLIN COVERS  
**10,885**  
**ACRES**  
 OF SIMPSON COUNTY'S LAND



Franklin's development pattern has formed around major transportation corridors, including arterial and collector highway corridors and the CSX railroad. Within the City of Franklin, predominant land uses include residential, institutional, public land, and parks and recreation. Franklin covers 10,885 acres (7%) of Simpson County's land. Vacant land within the urban area accounts for only 10%.

Outside of the City of Franklin municipal limits, agriculture lands cover 140,452 acres of land across Simpson County (93% of the County). Natural areas such as flood plains and significant wetlands account for 4,496 acres (3%) and rural vacant parcels (lots less than 20 acres) totaled 2,886 acres (1.95%) in Simpson County.

AGRICULTURAL LAND COVERS  
**140,452**  
**ACRES**



# Existing Land Uses

Franklin includes five land use classifications, including low density residential, high density residential, commercial industrial and restricted.



## Low density residential

lands offer a range of residential neighborhoods consisting of single-family homes, single family multi-family dwellings, duplex housing, manufactured housing, and rural residential settlements. Land use designation for Franklin's low density residential lands permits places of worship, libraries, schools and childcare centers, parks, health and human services, home occupations and bed and breakfasts (all of which require written approval of the Board of Adjustment). Low density residential areas cover nearly 4,000 acres and are concentrated adjacent to Franklin and in the northeast corridor along KY 585, Roark Road and in the Black Jack community. Smaller concentrations are located along KY 621 and Prices Mills and Hillsdale community.



## High density residential

includes multi-family high density developments that includes more than four dwelling units per lot. Land use designation for Franklin's high density residential lands also permit places of worship, libraries, schools and childcare centers, parks, health and human services, home occupations and bed and breakfasts (all of which require written approval of the Board of Adjustment). There is a small number of high-density lands designated in Franklin, at just 80 acres.



## Commercial

land use designation includes the general business districts, central business districts, highway business districts, neighborhood businesses, and interstate exchanges. Commercial uses generally oriented towards motorists but serve both immediate neighborhood and community-wide commercial needs. Franklin's General Business District provides retail, office and service uses that serve an entire community, and can be located in residential neighborhoods or on highways. Commercial land uses cover 2,523 acres of land. Interchanges also serve as economic anchors with strong development potential. A large pocket of commercial lands are located on I-65 adjacent to Scottsville Road, as well as along US 31W.



## Industrial

land use covers nearly 4,000 acres and include lands permitting heavy industrial and light industrial land uses. Light industrial uses, include general manufacturing, sales and service establishments, warehousing, and industrial parks. Recently, the city has permitted community residential facilities in light industrial zones. Heavy industrial uses include major manufacturing, processing, warehousing, and other business establishments. Heavy industrial uses benefit from having direct access to arterial highways and accommodate activities that require a larger footprint. Recently, heavy industrial uses have included solar farms of 10 acres or more. Industrial areas are located along I-65. In addition, industrial parcels are located in or adjacent to Franklin and represent the older industrial, warehouse, and distribution area of the city and county. Generally, these areas are located adjacent to CSX railroad or along US 31W or KY 1008.



## Restricted

lands include floodplains and wetlands that are not suitable for development and are to be maintained as open space.

# Land Use Development Patterns

Franklin, has been experiencing notable shifts in its land use development, with growing demands for expansion beyond its urban core. These changes are driven by a variety of factors, including population growth, economic opportunities, transportation patterns, and the need for housing.

## Urban Growth

The urban growth areas of Franklin have seen significant shifts in recent years. These areas, which traditionally defined the limits of urban development, have extended in several directions.

### Southward Expansion

Growth south of the city along Macedonia Church Road has been particularly noteworthy. This expansion has been driven by factors such as improved infrastructure, accessibility, and the attractiveness of suburban living.

### Northward Expansion

Similar patterns of growth have been observed to the north of the city, driven by increased economic activities, the availability of land, and the desire for larger residential properties.

### Tennessee State Line

Expansion toward the Tennessee state line reflects the interconnectedness of the region, where Franklin serves as a hub for residents, industry and businesses from neighboring areas.

## Manufactured Home Developments

A notable development in the unincorporated areas surrounding Franklin is the establishment of manufactured home communities. These communities provide affordable housing options and have seen increased popularity due to their cost-effectiveness and flexibility of ordinances permitting these types of development.

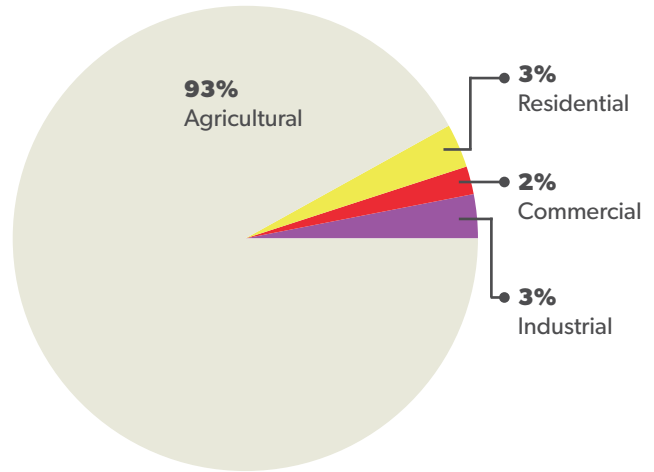
## Residential Land Use vs. Population Growth

One striking trend in Franklin’s land use development is the rapid growth of residential land use, which has outpaced population and housing growth significantly.

### Annual Residential Land Use Growth

Residential land use has been expanding at an annual rate of 14.5%. This could be attributed to various factors, including real estate investment opportunities, the appeal of suburban living, and lifestyle preferences.

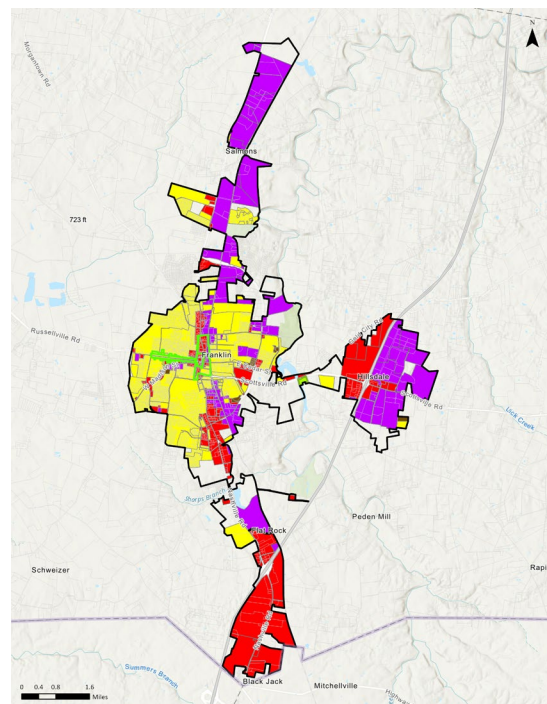
## FRANKLIN-SIMPSON COUNTY EXISTING LAND USE



### LEGEND

- Residential
- Industrial
- Commercial
- Agricultural

## EXISTING LAND USE



### Building Permit Trends

The most readily available building permit data is for the specified quarters in 2022 and 2023, that provides insights into the construction activity within the City of Franklin. In the first quarter of 2022, 33 residential and 3 commercial permits were issued. However, the second quarter of 2022 saw a significant increase, with 234 residential and 41 commercial permits. This substantial increase reflects a surge in construction activity during that period. The third quarter of 2022 witnessed 94 residential and 13 commercial permits, indicating a slowdown compared to the previous quarter. In the fourth quarter of 2022, 128 residential and 10 commercial permits were issued, reflecting a moderate increase compared to the third quarter.

In 2023, the trend continued to show fluctuations in building permits. In the first quarter of 2023, 86 residential and 9 commercial permits were issued. The numbers then decreased slightly in the second quarter, with 78 residential and 14 commercial permits. The data for the third and fourth quarters of 2023 was combined, resulting in 88 residential permits and 3 commercial permits. However, it's important to note that the data for these combined quarters may not be directly comparable to the other quarters.

When comparing the data from the first 4 quarters of 2022 to the first 3 quarters of 2023, notable fluctuations in permit issuance for both residential and commercial construction are evident. There were 489 residential permits issued in 2022 compared to 252 residential permits in 2023 as of October 2023. Both totals indicate substantial growth for the city. These trends hold substantial importance for the Comprehensive Plan as they guide the area's land use growth and development strategies. An in-depth analysis considering additional factors such as seasonal variations and local influences can provide a more comprehensive understanding of these trends.

Quarter	Residential	Commercial
2022 Q1	33	3
2022 Q2	234	41
2022 Q3	94	13
2022 Q4	128	10
<b>2022 Total</b>	<b>489</b>	<b>67</b>
2023 Q1	86	9
2023 Q2	78	14
2023 Q3/Q4	88	3
<b>2023 Total to Date</b>	<b>252</b>	<b>26</b>

### Population Growth Rate

The data reveals that while Franklin is experiencing significant residential land use growth, the annual population growth rate remains at 0.6%. There are several potential factors contributing to this trend. One explanation could be a pent-up demand for housing, where individuals or families are attracted to the Franklin area but are waiting for more suitable housing options. It is also possible that Franklin offers a more affordable alternative to neighboring communities with higher housing costs, driving interest in housing development.

Additionally, Franklin may be experiencing an influx of new residents or seasonal residents who don't reflect in the annual population growth rate. This data highlights the importance of understanding not just the quantity but also the characteristics of the population in order to effectively plan for Franklin's future.

### Household and Housing Stock Growth

The annual growth rates for households (0.47%) and housing stock (1.42%) suggest that there is currently a surplus of residential land compared to immediate population and housing demand. The growth in housing stock outpaces the growth in households, indicating that the city is producing more housing units than there are households to fill them. While this can be a positive sign of economic development and housing availability, it also presents challenges. It is essential to ensure that this surplus of housing does not lead to vacant or underutilized properties. Effective city planning should focus on creating incentives for occupancy and strategies for managing this surplus to prevent potential issues associated with vacancy and disinvestment. Additionally, this data highlights the importance of maintaining a balance between residential land use growth and population growth.

- **Rising Rent Rates** - One significant trend to note is the rising rent rates in Franklin. Despite high home prices, increasing rental rates have attracted real estate investors to the area. These high rental yields make investment in Franklin's rental market appealing. As such, investors are likely to continue purchasing in Franklin to capitalize on the growing demand for rental properties. This trend indicates a potential opportunity for property owners and investors to benefit from the city's rental market.
- **High Demand in Suburban Areas** - Since many people transitioned into a work-from-home setting, the demand in suburban areas increased. Although urban areas are more fast-paced, many people no longer need close proximity to work.

These trends in land use development patterns are crucial for the Comprehensive Plan, as they provide insights into the city's growth dynamics and can inform strategies for future development, infrastructure planning, and housing policies. Considering factors such as seasonal variations and local influences, can provide a comprehensive understanding of these trends, helping Franklin make informed decisions for its continued growth and development.



# Implementation

## Introduction

**The Comprehensive Plan provides guidance for growth and development decisions. Planning is an ongoing process; adoption of the Comprehensive Plan should not be viewed as the end of this process. Instead, the city and county should continuously work to align goals, policies, ordinances, processes, and programs with the vision and aspirations of the Plan. This chapter identifies projects mostly associated with land development. As departments throughout the city and county undertake various projects, policies, and ordinances within their own spheres of influence, this plan should be used to provide direction and guidance where appropriate. Implementation occurs through many tools:**

It is important for local government and the community to be able to assess and measure the level of implementation of the key elements of the comprehensive plan to ensure consistency with plan assumptions, desired conditions, goals, objectives and strategies. That can proactively address the various interests to optimize community land use outcomes. Steps that should be considered when tracking and measuring the effectiveness of this plan will require the following steps:

1. Assign and delegate essential tasks to “planning implementation advisory committees” comprised of local government / public agencies, citizens and local organizations. The types of committees created should be designed around the key elements and goals of the comprehensive plan. For example:
  - Land Use and Development
  - Arts, Culture and Historic Preservation
  - Design Standards
  - Corridor and Gateways
  - Recreation

Roles and responsibilities of the advisory committees should be to track and measure the effectiveness of the implementation recommendations by meeting and coordination with public and private entities, by assigning responsibilities and tasks and making sure the allocation of public and private resources are available.

-  2024 City of Franklin Comprehensive Plan
-  University of Kentucky 2006 Growth by Design
-  Zoning Ordinance
-  Subdivision Regulations
-  Park Master Plans
-  Greenway and Corridor Plans
-  Erosion and Sediment Control Ordinance
-  Utility Plans
-  Water and Wastewater Facilities Plan
-  Capital Improvement Program and Budget Process
-  Downtown Historic Preservation Plans
-  Revitalization, infill, and economic development strategies and plans
-  Planning Commission, Franklin City Commission, and Simpson County Fiscal Court Policies
-  Partnerships among civic organizations, private entities, business councils, special interest groups, and citizens
-  Development Design Standards and Guidelines

Franklin Forward 2045 includes action steps needed to achieve the goals and objectives as set out in Chapter 1. This section further details each action step by outlining priority/timeline, potential partners, and resources for funding to help in implementation. Each action step is listed according to the associated goal.

As implementation of the plan progresses, there's always a need to evaluate new partnerships that may emerge, new funding sources that become available, and resources that may change. These dynamic changes highlight the need for annual assessments of progress to allow public officials and staff to better implement the numerous action steps.

The implementation plan is a guide for public and private investment for future planning and growth strategies. Implementation of these actions is anticipated over a defined period of time in response to public funding, government agencies, public partners, not-for-profit organizations, and other entities. The Plan recommendations reflect the participation of residents, public officials, and other committed individuals and organizations.

### Plan Review and Maintenance

As stated earlier in the plan, KRS 100 requires a community comprehensive plan to be updated every five years with the minimal requirement to evaluate the goals and objectives of the plan. This Plan goes beyond the minimum requirements set forth by 100 and the entire plan should be reviewed every five years. This will allow an update to the demographic and economic shifts that might occur, funding priorities, and other changes that impact the implementation of this plan.

### Cooperation and Coordination for Success

Franklin Forward 2045 plan is an ambitious plan intended to be implemented through the help of several community partners and organizations. It is not to be implemented by just a single department or the city or county alone for the plans projected 20 years, It is expected that partnerships be created and strengthened to complete the strategies that have been identified. The Planning Commission and the city and county departments should track the plan's progress. Implementation relies on leveraging local organizations and institutions to fully realize the vision of this plan.

Oversight for completion of the projects listed should rest with the city and county administrations and the Planning Commission, as implementation spans multiple departments and agencies. This is best accomplished through a designated coordinator. Implementation success will depend on effective collaboration between departments, elected and appointed officials, and the community. Individual project scopes, timing, and associated resource needs should be discussed with the Planning Commission, City Commission, and Fiscal Court, prior to project initiation. Project actions and priority should occur via regular discussions. In general, projects should seek and incorporate community input and review. The Implementation chapter identifies general steps necessary to carry out the goals and guidelines of the Plan. The guidelines of each chapter should be used in the development of each individual project.

The identified list of partners is not exhaustive; it highlights those best suited for successfully implementing the listed objectives. Assigning specific tasks to potential partners is essential, enabling them to clearly understand their roles in the implementation process. These roles could be from decision-makers, such as the City Commission, Fiscal Court, or Joint Planning Commission, and could come from those who would support implementation through city and county departments, volunteers, or other resources. Successful partnerships don't stop once the action steps are completed, but they are intended to become an ongoing relationship that is leveraged to continue actions in the future.

### Measuring success

Establishing a system to evaluate the success of Franklin forward 2045 is an integral part of the future planning process. Plans of any type need a set of criteria that can be quantifiably measured to gauge their success. This implementation action section helps guide the vision and goals into implementable action steps, which include the partners, tools, and resources needed to successfully carry out each action step. In addition to this, the City of Franklin and Simpson County should continually reference the most recent available data in order to track the plan's success. These metrics can be tracked through multiple sources including US Census data through the American Fact Finder Community Survey, permitting data, and surveying local businesses and residents.

The following highlights key data points Franklin and Simpson County could use to measure success:



Population growth



Household median income and income per capita



Commuting patterns in and out of Simpson County



Household growth



The number of building permits issued



Employment growth

## Objectives Priority and Implementation Timeline

The following action tables identify the priority for each objective and corresponding action steps discussed in this plan that is based upon public input potential funding, partner resources, and time required to implement. The priorities are intended to be flexible and respond to change funding opportunities and unforeseen conditions.

High-priority objectives and action steps should generally be started in the immediate (2024-2025) or short-term (2026-2027) time frames. These are issues or ideas that are significantly impacting the city or county in some way or

items that can be completed with fewer resources. Many of the high-priority objectives and action steps center around growth and development, zoning ordinances, subdivision regulations, and development-related issues. Moderate priority and low priority objectives and action items are equally important but there is a recognition that resources and funding limit the ability for everything to be implemented at once. Moderate priority items should be considered in the midterm (2026-2027) and low priority items should be considered in the long term (2030-2045) unless funding allocations change, new partnerships are identified, or priorities shift due to market conditions or unforeseen situations.

### Goal A

## Environment and Nature

...Franklin is a rural town. The natural environment is valued here. Residents have easy access to healthy natural areas and outdoor recreation. A pleasant preserve, park, or playground is always within a reasonable walk's distance. The clean air and water contribute to the health of the citizens. The community works to restore, preserve, and improve the natural areas of which they are stewards.

### **OBJECTIVE A1: Identify and preserve existing quality habitats and natural areas.**

#### **ACTION STEPS:**

1. Conduct a comprehensive survey of existing quality habitats and natural areas within Franklin and its surroundings to establish a baseline inventory.
2. Develop and implement a land conservation program to protect ecologically significant areas.
3. Collaborate with local landowners and conservation organizations to establish conservation easements on privately-owned lands with high ecological value.
4. Create a public education campaign to raise awareness about the importance of preserving natural areas, engaging the community in stewardship efforts.

**PRIORITY: MEDIUM** ● ● ○

**POTENTIAL PARTNERS:** Franklin-Simpson Parks & Recreation, Local conservation organizations (ex., The Nature Conservancy), State or federal wildlife agencies, colleges & universities, KY Department of Natural Resources, Simpson County Conservation District

**RESOURCES & TOOLS:** Kentucky Agricultural Development Fund (KADF), Conservation Reserve Program (CRP), Environmental Quality Incentives Program (EQIP), State Wildlife Grants (SWG), Riparian Buffer Program, Land and Water Conservation Fund (LWCF), Kentucky Division of Conservation (KDC), Kentucky Heritage Land Conservation Fund

### **OBJECTIVE A2: Identify and restore areas of ecological or recreational importance including wetlands, riparian zones, and wildlife corridors.**

#### **ACTION STEPS:**

5. Conduct ecological assessments of wetlands, riparian zones, and wildlife corridors to identify areas in need of restoration and habitat improvement.
6. Establish and maintain land-use policies to ensure the protection and connectivity of natural habitats.
7. Establish community-based volunteer programs for habitat restoration efforts, involving residents in hands-on conservation projects.

**PRIORITY: MEDIUM** ● ● ○

**POTENTIAL PARTNERS:** Local conservation organizations (ex., The Nature Conservancy), State or federal wildlife agencies, colleges & universities

**RESOURCES & TOOLS:** Kentucky Division of Conservation (KDC), Environmental Quality Incentives Program (EQIP), Land and Water Conservation Fund (LWCF), Kentucky Division of Conservation (KDC), Kentucky Heritage Land Conservation Fund, U.S. Department of Agriculture (USDA) Rural Development Programs

**OBJECTIVE A3: Assess outdoor recreational assets and restore, repair, or expand as needed to meet community needs.**

**ACTION STEPS:**

1. Conduct a thorough assessment of existing outdoor recreational assets, including parks, trails, and green spaces, to identify areas in need of repair or expansion.
2. Develop a prioritized plan for the restoration, repair, or expansion of recreational facilities based on the needs and preferences of the community.
3. Seek public input through surveys and community meetings to ensure that recreational improvements align with the desires of residents.
4. Secure funding through grants, partnerships, and community initiatives to support the enhancement of outdoor recreational spaces.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin-Simpson Parks & Recreation, Franklin-Simpson Planning & Zoning

**RESOURCES & TOOLS:** Kentucky's Outdoor Recreation and Tourism Initiative, Kentucky Recreational Trails Program, Kentucky Department of Parks

**OBJECTIVE A4: Plan and implement green infrastructure projects to reduce the severity of flood events, manage storm water/surface runoff, and reduce the introduction of pollutants to our waterways.**

**ACTION STEPS:**

1. Evaluate the current stormwater management infrastructure and identify areas susceptible to flooding.
2. Develop a green infrastructure plan that includes the installation of permeable surfaces, green roofs, and urban rain gardens to manage stormwater effectively.
3. Collaborate with consultants to design and implement green infrastructure projects to reduce the severity of flood events and improve water quality.
4. Educate residents about the importance of green infrastructure in reducing pollution and flood risks through public workshops and outreach programs.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** KY Department for Environmental Protection, Franklin Water Works, Simpson County Water District

**RESOURCES & TOOLS:** Kentucky Department of Environmental Protection (DEP), Clean Water State Revolving Fund (CWSRF), Community Development Block Grants (CDBG), FEMA Hazard Mitigation Assistance (HMA) Grants, USDA Rural Development Programs

**OBJECTIVE A5: Protect, buffer, or otherwise preserve significant natural water courses from urban development.**

**ACTION STEPS:**

5. Establish protective zoning regulations and land-use policies that prevent urban development in significant natural water course areas, including the Drakes Creek, Sinking Creek, and Lick Creek corridors.
6. Collaborate with environmental organizations to identify and implement strategies for the protection and buffering of these water courses.
7. Establish riparian buffer zones through conservation easements, ensuring that these areas remain ecologically intact and undisturbed.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** KY Department for Environmental Protection, Franklin Water Works, Simpson County Water District

**RESOURCES & TOOLS:** Kentucky Heritage Land Conservation Fund, Kentucky Department of Environmental Protection (DEP), Clean Water State Revolving Fund (CWSRF), Community Development Block Grants (CDBG), FEMA Hazard Mitigation Assistance (HMA) Grants, USDA Rural Development Programs

**OBJECTIVE A6: Identify and implement measures to reduce the impacts of public service delivery on air quality, water quality, and the environment.**

**ACTION STEPS:**

1. Conduct a comprehensive environmental impact assessment that will identify areas where air and water quality can be improved and reduce overall environmental impact.
2. Transition public services to cleaner and sustainable energy sources such as solar and wind power to minimize carbon emissions and environmental harm.
3. Collaborate with local water treatment facilities to enhance water quality monitoring, ensuring compliance with environmental regulations and safeguarding local water bodies.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** KY Department for Environmental Protection, Franklin Water Works, Simpson County Water District

**RESOURCES & TOOLS:** Kentucky Heritage Land Conservation Fund, Kentucky Department of Environmental Protection (DEP), Clean Water State Revolving Fund (CWSRF), Community Development Block Grants (CDBG), FEMA Hazard Mitigation Assistance (HMA) Grants, USDA Rural Development Programs

**OBJECTIVE A7: Promote more environmentally sound, low-impact daily practices among the community.**

**ACTION STEPS:**

1. Launch educational campaigns to inform and engage the community in adopting environmentally friendly practices, emphasizing the benefits of low-impact daily activities.
2. Promote eco-friendly transportation choices like biking, walking, and carpooling by creating bike lanes, pedestrian-friendly paths, and carpooling programs.
3. Establish incentives and programs to encourage energy-efficient practices in homes and businesses, such as LED lighting, smart thermostats, and home insulation.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** KY Department for Environmental Protection, Franklin Water Works, Simpson County Water District, Franklin-Simpson Parks & Recreation, Franklin-Simpson Planning & Zoning, Public Works

**RESOURCES & TOOLS:** EPA Environmental Justice Small Grants Program, USDA Rural Development Grants, CDBG, LWCF

**OBJECTIVE A8: Develop recreational facilities so that every resident is within easy reach of a park, natural area, or other outdoor recreational opportunity, regardless of transportation choice.**

**ACTION STEPS:**

1. Conduct an assessment to identify areas within the community lacking easy access to recreational facilities and natural areas.
2. Plan and develop new small parks, playgrounds, and natural areas in underserved locations, ensuring every resident has a nearby outdoor recreational opportunity.
3. Implement transportation solutions, such as bike paths, walking trails, and public transportation, to ensure that residents can easily access recreational areas without relying on personal vehicles.
4. Involve community members in the design and development of recreational facilities to align them with the needs and preferences of the local population.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** KY Department for Environmental Protection, Franklin Water Works, Simpson County Water District, Franklin-Simpson Parks & Recreation, Franklin-Simpson Planning & Zoning

**RESOURCES & TOOLS:** Community Foundation Grants, Kentucky Recreation and Tourism Development Grants, Kentucky Transportation Alternatives Program (TAP), Recreational Trails Program (RTP), CDBG, KY Division of Conservation

## Goal B

# Agricultural Heritage

...Franklin is a farming community with a rich agricultural heritage. Farmland is a precious resource and preserving it is a priority for the community. Farmers are supported and celebrated with markets and festivals as well as with programs to ease undue financial burdens. New ideas and practices in farming are shared and encouraged to reduce the impacts and increase the yields of farming.

**OBJECTIVE B1: Assess and Preserve farmland from development.**

**ACTION STEPS:**

1. Execute a detailed agricultural survey in cooperation with Simpson County.
2. Prioritize and preserve critical farmland with conservation easements, purchase or transfer of development rights, or other preservation mechanisms.
3. Cooperate with Simpson County to establish an Agricultural Protection Zone or Overlay to restrict the encroachment of non-agricultural uses.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Simpson County, UK Cooperative Extension, American Farmland Trust, Simpson County Conservation District

**RESOURCES & TOOLS:** Franklin & Simpson County Comprehensive Plans, Zoning Ordinance, Subdivision Regulations, Kentucky Agricultural Development Fund (KADF), Kentucky Purchase of Agricultural Conservation Easement Corporation (PACE), U.S. Department of Agriculture (USDA) Rural Development Programs

**OBJECTIVE B2: Develop policies, programs, and events to make Franklin an even more farm friendly community.****ACTION STEPS:**

1. Establish an agricultural commission or advisory committee to oversee, advise and implement agricultural policies and programs.
2. Create an Agricultural Plan in cooperation with Simpson County to better specify and implement agricultural policies and programs.
3. Incentivize establishment of agricultural processing facilities and firms inside Franklin with special districts, funds, public-private partnerships, etc.
4. Establish an annual celebration of Franklin's agricultural heritage and farms such as a harvest festival.
5. Expand and incentivize participation in the Franklin Farmer's Market.

**PRIORITY: HIGH** ● ● ●**POTENTIAL PARTNERS:** Simpson County, Chamber of Commerce, Industrial Board, Franklin-Simpson Farmers Market, Franklin Renaissance**RESOURCES & TOOLS:** Comprehensive Plan, Zoning Ordinance, Kentucky Department for Local Government CDBG Funds, U.S. Department of Agriculture (USDA) Rural Development Programs, USDA Rural Development and Agricultural Marketing Service Publications**OBJECTIVE B3: Develop and implement programs with Simpson County to reduce barriers to entry for aspiring farmers and minimize the financial burden of existing local farmers.****ACTION STEPS:**

6. Establish a community garden and/or lease tracts of underutilized public land to act as an agricultural incubator.
7. Expand existing and establish new agricultural education programs with a broader range of farm models and agricultural enterprises.
8. Evaluate and establish tax relief such as farm building exemptions, leasing of development rights, direct property tax relief, etc.
9. Contribute to and expand existing agricultural cost- and equipment-sharing programs.

**PRIORITY: MEDIUM-HIGH** ● ● ◐**POTENTIAL PARTNERS:** Simpson County, UK Cooperative Extension, Franklin-Simpson Conservation District, Simpson County Schools, Kentucky Community and Technical Schools**RESOURCES & TOOLS:** USDA Nat'l Inst. of Food & Agriculture (Publications & Grants for workforce development), Community Development Block Grants (CDBG)**OBJECTIVE B4: Promote and host education and knowledge sharing opportunities for farmers.****ACTION STEPS:**

1. Work closely with local and state agencies to promote best agricultural practices.
2. Host an annual agricultural exchange and exposition suited in size and scope to Franklin-Simpson County.

**PRIORITY: MEDIUM** ● ● ○**POTENTIAL PARTNERS:** Kentucky Department of Agriculture, Simpson County, UK Cooperative Extension, USDA Kentucky State Office**RESOURCES & TOOLS:** USDA Natural Resources Conservation Service (NRCS) publications, UK Agriculture and Natural Resources (ANR) Publications

## Goal C

## Small-Town Feel

...Franklin is a small town with close citizen connections, deep community involvement, and a strong sense of place. Spaces for impromptu gatherings exist throughout the town making it easy to strengthen existing connections or make new ones. Citizens are involved in the running of the town and aware of the issues and opportunities they collectively face. The community fosters a strong sense of place by respecting their past with considered preservation and informative exhibits while also guiding their future by selecting for local aesthetics and encouraging walkable, human-scale design.

**OBJECTIVE C1: Define and codify the land-use patterns which best facilitate close-knit neighborhoods and a healthy local economy.**

**ACTION STEPS:**

1. Review and update zoning ordinances to encourage mixed-use developments that support small businesses, local artisans, and community markets in residential areas.
2. Establish incentives and support systems for local entrepreneurs to start and grow small businesses that cater to the community's needs and preserve the local economy.
3. Promote the development of shared green spaces within neighborhoods to enhance the sense of community and encourage local agriculture.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin-Simpson Planning & Zoning

**RESOURCES & TOOLS:** CDBG, Economic Development Administration (EDA) Grants, Tax Increment Financing (TIF), KYTC, Franklin-Simpson Chamber of Commerce

**OBJECTIVE C2: Discourage development which contributes to urban sprawl and facilitate more neighborhood- and community-oriented development.**

**ACTION STEPS:**

4. Promote infill development projects that utilize vacant or underutilized spaces within the city, ensuring that these developments are consistent with the existing community character.
5. Promote denser, community-oriented development within the city limits.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin-Simpson Planning & Zoning

**RESOURCES & TOOLS:** CDBG, Economic Development Administration (EDA) Grants, Tax Increment Financing (TIF), KYTC, Franklin-Simpson Chamber of Commerce, Tax Abatement

**OBJECTIVE C3: Develop streets which are pedestrian-friendly and have small, frequent social spaces.**

**ACTION STEPS:**

1. Adopt a complete streets policy that prioritizes pedestrian and cyclist safety and includes features like sidewalks, crosswalks, and traffic calming measures.
2. Create and maintain small pocket parks and public seating areas within neighborhoods and along streets to provide spaces for spontaneous gatherings and social interactions.
3. Encourage community-driven street art and public art installations to enhance the aesthetic appeal of streets and create conversation points for residents and visitors.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin-Simpson Planning & Zoning, KYTC, Public Works, Franklin-Simpson Parks & Recreation

**RESOURCES & TOOLS:** Highway Safety Improvement Program, Transportation Alternatives Program, CDBG, ThinkKentucky Cabinet for Economic Development

**OBJECTIVE C4: Preserve as well as provide context and education for key historic and cultural resources, which provide ties with the past and constitute a heritage value to residents and visitors.**

**ACTION STEPS:**

1. Develop and implement Heritage Preservation Programs to preserve historic buildings, landmarks, and cultural sites while providing educational resources to residents and visitors about their significance.
2. Organize guided historical walks and tours that showcase the local history and culture, allowing residents and visitors to better understand the heritage.
3. Establish interactive historical exhibits in key areas, including downtown, to engage the community in learning about the local history and culture.

**PRIORITY: MEDIUM** ● ● ○

**POTENTIAL PARTNERS:** Historic Preservation Committee, Franklin-Simpson Planning & Zoning, Kentucky Heritage Council

**RESOURCES & TOOLS:** Local Arts and Culture Grants, KY Arts Council Grants, Kentucky Heritage Council Grants, National Park Service (NPS) Historic Preservation Grants, National Endowment for the Arts (NEA), National Endowment for the Humanities (NEH), Save America's Treasures Grants, CDBG

**OBJECTIVE C5: Identify and implement mechanisms to preserve existing community character while further developing, strengthening, and promoting Franklin and Simpson County’s unique, local identity.**

**ACTION STEPS:**

1. Develop and implement community design standards and guidelines to ensure that new developments and architectural styles align with the unique character of Franklin and Simpson County.
2. Organize and promote local cultural events and festivals that celebrate the area’s history, traditions, and values, fostering a sense of community and local identity.
3. Conduct a comprehensive Community Character Assessment of Franklin and Simpson County’s existing community character, identifying distinctive features and characteristics that contribute to the local identity.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin-Simpson Planning & Zoning, KYTC, Public Works, Franklin-Simpson Parks & Recreation, Local Businesses, Kentucky Main Street Program, Franklin-Simpson Renaissance, Franklin-Simpson Chamber of Commerce, Historic Preservation Committee

**RESOURCES & TOOLS:** Local Arts and Culture Grants, KY Arts Council Grants, Kentucky Heritage Council Grants, National Park Service (NPS) Historic Preservation Grants, National Endowment for the Arts (NEA), National Endowment for the Humanities (NEH), Save America’s Treasures Grants, CDBG

**OBJECTIVE C6: Establish mechanisms for the implementation of the Comprehensive Plan by city and county administrations and agencies as well as mechanisms for elected bodies to hold those administrations accountable to the Comprehensive Plan.**

**ACTION STEPS:**

4. Form a Comprehensive Plan Oversight Committee composed of citizens, elected officials, and experts to ensure the Comprehensive Plan’s proper implementation and adherence.
5. Require city and county administrations to provide regular progress reports on the implementation of the Comprehensive Plan to elected bodies and the public, fostering transparency and accountability.
6. Define clear performance metrics and key performance indicators (KPIs) to measure the effectiveness and impact of the Comprehensive Plan’s implementation.
7. Establish channels for public input, feedback, and suggestions regarding the Comprehensive Plan’s implementation, allowing residents to actively participate in the decision-making process.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin-Simpson Planning & Zoning, Franklin-Simpson Planning & Zoning Commission, Citizens Advisory Committees

**RESOURCES & TOOLS:** City and County Budgets, CDBG, Kentucky Department for Local Government (DLG) Grants, EPA Smart Growth Implementation Assistance, Municipal Volunteer Programs

**OBJECTIVE C7: Encourage diverse citizen participation and volunteerism to ensure an inclusive and impactful role in shaping community projects and decisions, fostering a strong sense of community.**

**ACTION STEPS:**

1. Organize community workshops and public meetings that encourage citizen involvement in local projects, planning, and decision-making processes.
2. Create a centralized platform or database to connect residents with volunteer opportunities, community service projects, and local initiatives.
3. Provide educational programs and resources to inform residents about community issues, the Comprehensive Plan, and how they can actively participate in the design and development of their community.

**PRIORITY: MEDIUM** ● ● ○

**POTENTIAL PARTNERS:** Franklin-Simpson Planning & Zoning, Franklin-Simpson Renaissance, Civic and Neighborhood Associations, Educational Institutions, Religious and Faith-Based Organizations, Local Nonprofit Organizations

**RESOURCES & TOOLS:** City and County Budgets, CDBG, Kentucky Department for Local Government (DLG) Grants, EPA Smart Growth Implementation Assistance, Municipal Volunteer Programs, Local Business Sponsorships, Local Nonprofits Sponsorships

**OBJECTIVE C8: Preserve and strengthen the social importance, economic vitality, and historic integrity of the downtown area.**

**ACTION STEPS:**

1. Implement downtown revitalization programs that focus on infrastructure improvements, facades, and business incentives to enhance economic vitality.
2. Support local businesses by encouraging “Shop Local” campaigns, offering small business grants, and creating a welcoming environment for entrepreneurs and small business owners.
3. Collaborate with local businesses and entrepreneurs to drive economic vitality in the downtown area, offering incentives and support for new enterprises.
4. Develop guided heritage walking tours and educational programs that inform residents and visitors about the history and cultural significance of the downtown area, strengthening its social importance.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Kentucky Main Street Program, Franklin-Simpson Renaissance, Franklin-Simpson Chamber of Commerce

**RESOURCES & TOOLS:** Local Business Sponsorships, Downtown Revitalization Grants, KY Main Street Program, Historic Preservation Grants, CDBG, Historic Tax Credits

## Goal D

## Strong Economy

...Franklin is a productive town where residents can easily earn a living. Employment is available for those who seek it, and wages are of a reasonable rate to sustain them. Local businesses are encouraged and supported by the community through education, assistance programs, and visibility campaigns. Larger market employers are given the space and resources they need while ensuring they don't disrupt the function or undermine the values of the broader community.

**OBJECTIVE D1: Expand and diversify the economic base of Franklin while respecting the agricultural heritage of the community.**

**ACTION STEPS:**

1. Develop a plan to maintain and grow the economic vitality of the I-65 Interchange Business hubs including promoting further development or redevelopment in line with the plan, while encouraging master planned types of industrial parks.
2. Create a small area plan for the northern industrial area focused on attracting and retaining high-paying employers.
3. Research and establish policies to encourage well-paying jobs to locate in Franklin, especially in the advanced manufacturing and technology sectors.
4. Incentivize, and restrict when necessary, the development of larger firms and industries to existing designated areas both for efficient use of land and infrastructure as well as to protect sensitive environments and farmland.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin Simpson Chamber of Commerce, Franklin-Simpson Industrial Authority, KYTC District 4

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Zoning Ordinance, Development Plan Requirements, Community Development Block Grants (CDBG), Community Foundation Grants

**OBJECTIVE D2: Identify and preserve, expand, or establish the resources required to facilitate the economic activity of Franklin both today and into the future.**

**ACTION STEPS:**

1. Develop a transportation system that will provide for the efficient, safe, convenient, and coordinated movement of goods and services and sufficient for projected future needs.
2. Assess, support, and expand educational and workforce development programs to support existing and desired economic sectors.
3. Ensure adequate energy infrastructure, both in type and scale, to support projected industrial growth.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Tennessee Valley Authority, KYTC District 4, Simpson County Schools, KCTC, Simpson County, Kentucky Cabinet for Economic Development

**RESOURCES & TOOLS:** Kentucky Workforce Innovation & Opportunity Act (WIOA) Statewide reserve fund, Kentucky Transportation Cabinet- Transportation Enhancement Programs, Subdivision Regulations, Transportation Research Board Highway Capacity Manual Community Development Block Grants (CDBG), Community Foundation Grants

**OBJECTIVE D3: Foster local businesses and entrepreneurs.**

**ACTION STEPS:**

1. Work with local organizations to provide education and training for aspiring local business owners.
2. Establish a credentialing program for locally owned businesses to clearly identify them to the public (ex. "Franklin Proud" or "Local Franklin").
3. Assess the impact of and establish, if warranted, a small business fund to provide low-cost or grant-based financial support to new or struggling local small businesses.

**PRIORITY: MEDIUM-HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin Simpson Chamber of Commerce, Downtown Merchants' Association, Simpson County

**RESOURCES & TOOLS:** Community Development Block Grants (CDBG), Community Foundation Grants

**OBJECTIVE D4: Establish, preserve, and enhance centers of commerce from neighborhood to regional scales.**

**ACTION STEPS:**

1. Amend land use regulation to allow for “neighborhood commercial” centers to develop retail and services of a type and in a scale complementary with a residential setting.
2. Establish “mixed-use” zone districts for considered use in local and regional commercial centers where services and infrastructure are already provided or planned.
3. Identify, encourage, and incentivize development styles and designs which provide for a variety of business sizes and types as well as adaptive re-use (vs. purpose-built structures).
4. Develop and implement a plan for Historic Downtown Franklin focused on invigorating commerce while preserving historic and recreative value.

Goal E

## Well Designed

...Franklin is a town where the built environment is intentional and citizen-focused. The community plans to ensure that the town is walkable and human-scaled with quiet, safe residential areas and lively, community-oriented spaces. There is a mix of housing types and sizes affording residents the choice of which best suits their life including age, economic status, or personal preference. The town has a cohesive and local-feeling aesthetic without looking uniform or uninteresting. There are many ways to get around town including safe options for walking, biking, and safe auto-centric modes which empower residents of all ages and mobilities to choose which works best for them and to reach their destination.

**OBJECTIVE E1: Develop and implement a hazard mitigation plan to include both a land-use component and a design component and is sensitive to localized hazards such as flooding**

**ACTION STEPS:**

1. Reference to the future land use plan and future land use map for related decisions.
2. Review and update the future land use plan and future land use map at least every five years
3. Explore partnerships with regional partners to create a regional stormwater working group to address these issues on a regional basis

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin Simpson Planning Commission, Franklin City Commission, Simpson County Fiscal Court, Franklin Public Works, Barren River Area Development District

**RESOURCES & TOOLS:** Comprehensive Plan

**PRIORITY: MEDIUM** ● ● ○

**POTENTIAL PARTNERS:** Franklin Simpson Chamber of Commerce, Franklin Renaissance

**RESOURCES & TOOLS:** Franklin Comprehensive Plan, Zoning Ordinance, Building Code, Development Plan Requirements

**OBJECTIVE E2: Establish land use patterns, that maintain safe residential neighborhoods, control urban sprawl, and enhance the overall quality of life in Franklin and Simpson County using policy, incentives, and education together.**

**ACTION STEPS:**

4. Reference to the future land use plan and future land use map for related decisions.
5. Review and update the future land use plan and future land use map at least every five years
6. Review and update zoning and subdivision regulations to encourage well-designed and quality developments

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin Simpson Planning Commission, Franklin City Commission, Simpson County Fiscal Court

**RESOURCES & TOOLS:** Comprehensive Plan, Zoning Ordinance, Subdivision Regulations

**OBJECTIVE E3: Encourage the development of a diversified supply of safe, quality, and affordable housing that provides for a range of incomes, architectural styles, sizes, and locations.**

**ACTION STEPS:**

1. Reference to the future land use plan and future land use map for related decisions.
2. Review and update the future land use plan and future land use map at least every five years
3. Review and update zoning and subdivision regulations to encourage well-designed and quality developments
4. Analyze data available to determine the demand for housing types and prices
5. Consider density bonuses for the developers when meeting the demand for the provision of housing choices

**PRIORITY: MEDIUM-HIGH** ● ● ○

**POTENTIAL PARTNERS:** Local housing developers, Franklin Simpson Planning Commission, Kentucky Department for Local Government CDBG Funds, Kentucky Housing Corporation

**RESOURCES & TOOLS:** Comprehensive Plan, Zoning Ordinance, Subdivision Regulations

**OBJECTIVE E4: Promote and support the preservation of significant historic and cultural resources that provide ties with the past and constitute a heritage value to residents and visitors.**

**ACTION STEPS:**

1. Reference to the future land use plan and future land use map for related decisions.
2. Review and update the future land use plan and future land use map at least every five years
3. Review and update zoning and subdivision regulations to encourage well-designed and quality developments
4. Consider strengthening the designated historic and cultural districts with appropriate design guidelines and standards.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin Downtown Business Partners, Franklin Tourism Commission, Historic District Overlay Committee, Kentucky Heritage Council

**RESOURCES & TOOLS:** Historic District Overlay Ordinance, Zoning Ordinance, Kentucky Heritage Council

**OBJECTIVE E5: Identify and enhance the unique characteristics of Franklin to develop a truly local feel including land-use, development design, and community aesthetic.**

**ACTION STEPS:**

1. Reference to the future land use plan and future land use map for related decisions.
2. Review and update the future land use plan and future land use map at least every five years
3. Review and update zoning and subdivision regulations to encourage well-designed and quality developments
4. Enact landscaping and buffering standards and guidelines for areas between incompatible land uses such as industrial, commercial, mixed uses, and high-density residential
5. Enact corridor and gateway design guidelines to protect the corridor entrances into downtown Franklin and along other major gateway entrances

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Franklin Simpson Planning Commission, Franklin City Commission, Simpson County Fiscal Court, Franklin Tourism Commission, Historic District Overlay Committee

**RESOURCES & TOOLS:** Historic District Overlay Ordinance, Zoning Ordinance, Subdivision Regulations, Kentucky Heritage Council - Kentucky Main Street Program, Kentucky Transportation Cabinet- Transportation Enhancement Programs

**OBJECTIVE E6:** Develop a coordinated gateway program for each of the primary entrances into Franklin and Simpson County which reinforces the unique, local character of Franklin and Simpson County and welcome residents and visitors alike.

**ACTION STEPS:**

1. Consider adopting and overlay zoning districts along major corridors and gateways to implement design guidelines
2. Develop a system of wayfinding signage that encompasses ways in which the public can orient themselves in physical space

**PRIORITY:** MEDIUM-HIGH ● ● ◐

**POTENTIAL PARTNERS:** Franklin Simpson Planning Commission, Franklin City Commission, Simpson County Fiscal Court, Franklin Tourism Commission, Kentucky Transportation Cabinet

**RESOURCES & TOOLS:** Comprehensive Plan, Zoning Ordinance, Kentucky Transportation Cabinet- Transportation Enhancement Programs, Kentucky Department for Local Government CDBG Funds

**OBJECTIVE E7:** Assess and expand or establish as-needed public facilities and services that are convenient to users, economical in cost, and are provided in an environmentally sound manner.

**ACTION STEPS:**

1. Coordinate new development with parks, police, and fire to maintain adequate services
2. Develop a GIS infrastructure database that emphasizes needed infrastructure improvements availability and capacity
3. Utilize the GIS system to incentivize development and redevelopment in the areas where infrastructure is available and adequate
4. Create a multidiscipline infrastructure working group made up of city staff planning, engineering, public works, utilities KYTC and others, that could meet to examine issues related to the increased use and demand for new and expanded infrastructure

**PRIORITY:** MEDIUM ● ● ○

**POTENTIAL PARTNERS:** Franklin Fire Department, Franklin Police Department, Franklin GIS Department, Public Works Department, Franklin Simpson Planning and Zoning

**RESOURCES & TOOLS:** Water Quality Report, Kentucky Department for Local Government CDBG Funds, Kentucky Transportation Cabinet, Comprehensive Plan

**OBJECTIVE E8:** Develop a holistic transportation network that provides for the efficient, safe, convenient, and coordinated movement of people around Franklin regardless of age, ability, or preference of mode.

**ACTION STEPS:**

1. Actively participate in the KYTC Small Area Urban Study
2. Lobby for transportation improvements through the KYTC 6-year highway plan development process

**PRIORITY:** MEDIUM-HIGH ● ● ◐

**POTENTIAL PARTNERS:** KYTC, City of Franklin Commission, Simpson County Fiscal Court, Franklin Simpson Planning and Zoning Commission, KYTC District 4

**RESOURCES & TOOLS:** Highway Safety Improvement Program Surface Transportation Block Grant Program, Kentucky Transportation Cabinet- Transportation Enhancement Programs, Subdivision Regulations, Transportation Research Board Highway Capacity Manual

**OBJECTIVE E9:** Enhance the appearance of the interstate hubs with a consistent, local theme and a coordinated and aesthetically pleasing appearance while minimizing deterrence to future land developments or redevelopments at both interchanges.

**ACTION STEPS:**

1. Reference the future Land use plan and map for related decisions around the interstate development areas
2. Review and update the future land use plan and future land use map at least every five years
3. Review and update existing ordinances and allowable uses in the mixed-use and interstate development areas
4. Periodically review the timeline for the development plan and review process to streamline approval and permitting.

**PRIORITY:** HIGH ● ● ●

**POTENTIAL PARTNERS:** City of Franklin Commission, Simpson County Fiscal Court, Franklin Simpson Planning and Zoning Commission, KYTC District 4

**RESOURCES & TOOLS:** Highway Safety Improvement Program Surface Transportation Block Grant Program, Kentucky Transportation Cabinet- Transportation Enhancement Programs, Subdivision Regulations, Transportation Research Board Highway Capacity Manual, Comprehensive Plan

## Goal F

## Regionally Connected

...Franklin is connected to and a partner with neighboring communities. The community works together with towns, cities, and counties in the region to accomplish regionally oriented projects and to pool resources for ambitious regional development. Franklin is accessible to other communities through multiple transportation options and vice versa. Franklin proudly participates in regional councils, committees, and governing bodies and takes on leadership when such bodies require.

**OBJECTIVE F1: Coordinate plans for growth and development Simpson County and regional entities to ensure the ability to provide an adequate transportation system and public facilities including infrastructure and utilities.**

**ACTION STEPS:**

1. Develop a regional transportation system in collaboration with surrounding communities that will provide for the efficient, safe, convenient, and coordinated movement of people and goods within into and out of Franklin.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** Barren River Area Development District (BRADD), TVA, TDOT, KYTC District 6, Bowling Green Metropolitan Planning Organization (MPO), Nashville MPO, Surrounding Governments and Community Organizations, CSX Transportation

**RESOURCES & TOOLS:** Kentucky Transportation Cabinet-Transportation Enhancement Programs, Transportation Research Board Highway Capacity Manual

**OBJECTIVE F2: Preserve and protect Franklin's water quality, air quality, and environmental resources from external sources through coordination with nearby and regional entities.**

**ACTION STEPS:**

1. Assess and collaborate with neighboring governments and organizations on shared environmental quality goals.

**PRIORITY: MEDIUM-HIGH** ● ● ◐

**POTENTIAL PARTNERS:** Kentucky Energy and Environment Cabinet, Tennessee Dept of Environment and Conservation, Surrounding Counties and Municipalities

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Water Quality Report, Kentucky Division of Water, Kentucky Department of Environmental Protection (DEP), Clean Water State Revolving Fund (CWSRF), FEMA Hazard Mitigation Assistance (HMA) Grants

**OBJECTIVE F3: Establish mechanisms to communicate Franklin's goals, objectives, needs, and resources with regional shared-governance bodies and advisory boards.**

**ACTION STEPS:**

1. Establish regular public reports from Franklin's representatives or delegations to regional entities as a presentation to council, a written brief, or both.
2. Develop and maintain Franklin policy positions on issues of regional concern for the benefit of citizens and representatives/delegates.

**PRIORITY: MEDIUM** ● ● ○

**POTENTIAL PARTNERS:** BRADD, Simpson County Fiscal Court, Bowling Green Area Chamber of Commerce, Regional Cooperative Entities

**RESOURCES & TOOLS:** Franklin City Commission Bylaws and Procedures, Internal Funding

## Goal G

## Growing Smart

...Franklin is a town experiencing growth for which it has well prepared. New residents and families are made welcomed and helped to connect with and engage in the broader community. Community services are robust enough to accommodate all the new residents' needs without diminishing their existing quality and accessibility. New development is only permitted when and where the infrastructure to support it has been planned and prepared. Development is directed and designed to be able to sustain the infrastructure needed to support it.

**OBJECTIVE G1: Identify, and designate, by priority, areas for expansion that are sensitive to and best preserve ecological resources, prime agricultural lands, and the rural character of Franklin.**

**ACTION STEPS:**

1. Reference the future Land use plan and map for related decisions around the interstate development areas
2. Develop principles for protecting undeveloped land that helps people, wildlife, and economies thrive
3. Promote land conservation to preserve wildlife habitats, protect endangered species, and improve biodiversity
4. Develop stormwater management design requirements for areas that could impact sensitive drainage areas or increase surface water runoff.
5. Reference the future Land use plan and map for related decisions around the interstate development areas

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** City of Franklin Commission, Simpson County Fiscal Court, Franklin Simpson Planning and Zoning Commission, Public Works, KYTC District 4, Simpson County Conservation District

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Water Quality Report, Subdivision Regulations, Kentucky Division of Water

**OBJECTIVE G2: Reduce and discourage sprawl while enhancing walkability through thoughtful and intentional land use and development design.**

**ACTION STEPS:**

1. Adopt programs and standards that foster the development of vacant or underdeveloped land within existing land and future planned areas.
2. Amend its land use regulations to allow higher-density residential and commercial development when appropriate.

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** City of Franklin Commission, Simpson County Fiscal Court, Franklin Simpson Planning and Zoning Commission, KYTC

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Water Quality Report, Subdivision Regulations, Highway Safety Improvement Program Surface Transportation Block Grant Program, Kentucky Transportation Cabinet- Transportation Enhancement Programs, Kentucky Housing Corporation

**OBJECTIVE G3: Develop and establish mechanisms to maintain a balanced approach to growth with regard to residential, non-residential, and mixed-use.**

**ACTION STEPS:**

1. Amend land use regulations to include performance standards for mixing land uses within community areas.
2. Require new major residential subdivisions or specific plans to dedicate and improve land for parks and recreation facilities that can be safely accessed by foot or trails from surrounding neighborhoods
3. Improve the subdivision and zoning development processes that make decisions predictable and faster, while protecting natural and cultural resources

**PRIORITY: HIGH** ● ● ●

**POTENTIAL PARTNERS:** City of Franklin Commission, Simpson County Fiscal Court, Franklin Simpson Planning and Zoning Commission, Local Builders/Developers, Parks Board

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Subdivision Regulations, Zoning Ordinance, Development Plan Requirements

**OBJECTIVE G4:** Ensure that growth and development are integrally planned and phased concurrently with an adequate transportation system and public facilities including infrastructure and utilities.

**ACTION STEPS:**

1. Create redundancy, resiliency, and connectivity within road networks
2. Ensure connectivity between pedestrian, bike, and road facilities
3. Incorporate complete street standards and guidelines in development plan reviews
4. Improve coordination between land use and transportation planning by incorporating traffic and KYTC highway and the Small Area Urban Study

**PRIORITY:** MEDIUM-HIGH

**POTENTIAL PARTNERS:** City of Franklin Commission, Simpson County Fiscal Court, Franklin Simpson Planning and Zoning Commission, KYTC District 4, Local Builders/Developers

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, KYTC Small Area Urban Study, Subdivision Regulations, Zoning Ordinance, Development Plan Requirements

**OBJECTIVE G5:** Enable, ease, and encourage development of a diversified supply of safe, quality, affordable housing that provides for a range of ages, incomes, architectural styles, sizes, lifestyles, and locations.

**ACTION STEPS:**

1. Utilize land more efficiently by encouraging flexibility for single-family homes incorporating flexible zoning provisions
2. Revise the zoning ordinances to incorporate density bonuses and other incentives such as parking reductions
3. Utilize land more efficiently by encouraging flexibility for single-family homes incorporating flexible zoning provisions
4. Revise the zoning ordinances to incorporate density bonuses and other incentives such as parking reductions

**PRIORITY:** MEDIUM

**POTENTIAL PARTNERS:** Franklin Simpson Planning and Zoning Commission, City of Franklin Commission, Simpson County Fiscal Court, Local Builders/Developers

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Subdivision Regulations, Zoning Ordinance, Development Plan Requirements

**OBJECTIVE G6:** Prioritize infill and redevelopment to further walkability and to develop a more vibrant, activated cityscape.

**ACTION STEPS:**

1. Enact zoning ordinance revisions that encourage mixed land use and compact development
2. Subdivision and site plan review should consider accessibility for people walking
3. Street and highway design layouts should ensure that there will be good, safe places for people of all ages to walk

**PRIORITY:** HIGH

**POTENTIAL PARTNERS:** Franklin Simpson Planning and Zoning Commission, City of Franklin Commission, Simpson County Fiscal Court, Local Builders/Developers

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Subdivision Regulations, Zoning Ordinance, Development Plan Requirements

**OBJECTIVE G7:** Foster growth and design that is in keeping with the local aesthetic and furthers the goals of the community in a holistic manner.

**ACTION STEPS:**

1. Reference the future Land use plan and map for related decisions around the interstate development areas
2. Review subdivision and zoning development processes that make decisions predictable and faster
3. Provide centralized, easily accessible information

**PRIORITY:** MEDIUM-HIGH

**POTENTIAL PARTNERS:** Franklin Simpson Planning and Zoning Commission, City of Franklin Commission, Simpson County Fiscal Court

**RESOURCES & TOOLS:** Franklin Simpson County Comprehensive Plan, Subdivision Regulations, Zoning Ordinance, Development Plan Requirements

**OBJECTIVE G8:** Provide infrastructure that will adequately accommodate planned growth of Franklin including transportation, water/wastewater, education, medical, and emergency services.

**ACTION STEPS:**

1. Coordinate new development with water, sewer, and stormwater to ensure adequate service is available
2. Tie new development to adequate public facilities or existing infrastructure to help limit the initial hard cost of development
3. Create a multidiscipline infrastructure working group made up of city staff planning, engineering, public works, utilities, KYTC, and others, that could meet to examine issues related to the increased use and demand for new and expanded infrastructure
4. Coordinate new development with parks, police, and fire to maintain adequate services

**PRIORITY:** MEDIUM-HIGH ● ● ◐

**POTENTIAL PARTNERS:** Franklin Simpson Planning and Zoning Commission, Public Works, Water Treatment Plant, Wastewater Treatment Plant, Local utility providers, KYTC District 4, Parks Board, Emergency Services

**RESOURCES & TOOLS:** Subdivision Regulations, Water Quality Report

# Appendix



# Appendices

## APPENDIX A:

### Prevailing Soil Types in Simpson County

#### 1. Pembroke-Bewleyville

Deep, gently sloping and sloping, well drained loamy soils that have a loamy and clayey subsoil; formed in residuum of limestone and in a silty mantle underlain by loamy or clayey material that weathered from sandstone, shale, and limestone; on uplands.

These soils are dominant in the western part of the county. They are mainly on broad, undulating plateaus that have depressions and sinkholes. They make up about 25% of the county. It is about 88% Pembroke soils and similar soils, 4% Bewleyville soils, and 8% minor soils.

The soils making up this map unit are used mainly for cultivated crops, including small grains, corn, and soybeans. There are a few uncleared areas and some wooded areas that are rocky or steep.

These soils are well suited to farming, use as pasture and hayland, and to use as woodland. The potential is good for the development of habitat for openland and woodland wildlife.

These soils are suited to urban uses. In areas where the slope is more than 4%, the hazard of erosion is a limitation. The limitation can be overcome if considered in the design of streets, roads, buildings, and other structures.

#### 2. Vertrees-Fredonia

Deep and moderately deep, gently sloping and sloping, well drained loamy soils that have a clayey subsoil; formed in residuum of limestone and of shale; on uplands.

These soils are in the northwestern and northern parts of the county. They are on broad ridges and in rolling areas that are dotted with sinkholes and depressions. They make up about 4% of the County. It is about 56% Vertrees soils, 41% Fredonia soils, and 3% minor soils.

In most rolling areas the soils in this map unit have been cleared. There are small woodlots, generally in rocky or sloping areas. In cultivated areas these soils are used for corn, soybeans, and small grains.

These soils are well suited to pasture and hay, use as woodland, and, where slopes are gentle, farming. The potential is good for the development of habitat for openland and woodland wildlife.

These soils are suited to urban uses. Slow permeability, the high content of clay, and the moderate shrink-swell potential are limitations. Some of these limitations can be overcome if considered in the design of roads, streets, buildings, and other structures.

#### 3. Mountview-Baxter

Deep, nearly level to steep, well drained loamy soils that have a loamy and clayey subsoil; formed in a silty mantle underlain by residuum of limestone and in cherty limestone; on uplands.

These soils are dominantly in the eastern and southern parts of the county on broad ridges and plateaus broken by rolling, karst side slopes. The ridges are wide and uniform in elevation. The side slopes are dotted with sinkholes and depressions. They make up about 63% of the county. It is about 40% Mountview soils, 36% Baxter soils, and 24% minor soils. Part of the total acreage, about 47,000 acres, is prime farmland.

The soils making up this map unit are used mainly as cropland. The steep soils on the extreme eastern edge of the area and the steep soils on hillsides are covered by small woodlots consisting of mixed hardwoods.

These soils are well suited to use as pasture and hayland as well as to use as woodland, and potential productivity is high. In most areas where the slope is less than 12 percent, the soils are suited to commonly grown crops. In all cases measures are needed to reduce erosion. The potential is good for the development of habitat for openland and woodland wildlife.

These soils are suited to urban uses. Slow permeability, slope, and the shrink-swell potential are limitations. These limitations can be overcome if considered in the design of streets, roads, buildings, and other structures.

#### 4. Nicholson-Lawrence-Robertsville

Deep, nearly level to gently sloping, moderately well drained, somewhat poorly drained, and poorly drained loamy soils that have a fragipan; formed in a silty mantle underlain by residuum of limestone; in old, mixed alluvium; and in colluvium derived from limestone; on upland flats and in basins.

These soils are in the central, south-central, and western parts of the county on broad, undulating plains separated by large basins or depressions. The basins have no outlets, or the

outlets drain very slowly. The soils are very wet in winter and spring and usually dry out in summer and fall. They make up about 8% of the survey area. It is about 40% Nicholson soils, 28% Lawrence soils, 24% Robertsville soils, and 8% minor soils.

In most cleared areas, the soils making up this unit are used for corn and soybeans. A small acreage is used for pasture. The uncleared acreage consists of nearly level, poorly drained areas that are generally in mixed hardwoods.

These soils are suited to farming, pasture and hay, and use as woodland. The potential is good for the development of habitat for wetland wildlife.

These soils are poorly suited to urban uses and on-site waste disposal. Wetness and flooding are limitations.

APPENDIX B:

# North American Industry Classification System (NAICS)

Code	2022 NAICS US Title	Description
11	Agriculture, Forestry, Fishing and Hunting <sup>†</sup>	<p>The Agriculture, Forestry, Fishing and Hunting sector comprises establishments primarily engaged in growing crops, raising animals, harvesting timber, and harvesting fish and other animals from a farm, ranch, or their natural habitats.</p> <p>The establishments in this sector are often described as farms, ranches, dairies, greenhouses, nurseries, orchards, or hatcheries. A farm may consist of a single tract of land or a number of separate tracts which may be held under different tenures. For example, one tract may be owned by the farm operator and another rented. It may be operated by the operator alone or with the assistance of members of the household or hired employees, or it may be operated by a partnership, corporation, or other type of organization. When a landowner has one or more tenants, renters, croppers, or managers, the land operated by each is considered a farm.</p> <p>The sector distinguishes two basic activities: agricultural production and agricultural support activities. Agricultural production includes establishments performing the complete farm or ranch operation, such as farm owner-operators and tenant farm operators. Agricultural support activities include establishments that perform one or more activities associated with farm operation, such as soil preparation, planting, harvesting, and management, on a contract or fee basis.</p> <p>Excluded from the Agriculture, Forestry, Fishing and Hunting sector are establishments primarily engaged in agricultural research (e.g., experimental farms) and government establishments primarily engaged in administering programs for regulating and conserving land, mineral, wildlife, and forest use. These establishments are classified in Industry 54171, Research and Development in the Physical, Engineering, and Life Sciences; and Industry 92412, Administration of Conservation Programs, respectively.</p>
21	Mining, Quarrying, and Oil and Gas Extraction <sup>†</sup>	<p>The Mining, Quarrying, and Oil and Gas Extraction sector comprises establishments that extract naturally occurring mineral solids, such as coal and ores; liquid minerals, such as crude petroleum; and gases, such as natural gas. The term "mining" is used in the broad sense to include quarrying, well operations, beneficiating (e.g., crushing, screening, washing, and flotation), and other preparation customarily performed at the mine site, or as a part of mining activity.</p> <p>The Mining, Quarrying, and Oil and Gas Extraction sector distinguishes two basic activities: mine operation and mining support activities. Mine operation includes establishments operating mines, quarries, or oil and gas wells on their own account or for others on a contract or fee basis. Mining support activities include establishments that perform exploration (except geophysical surveying and mapping) on a contract or fee basis and/or other mining services on a contract or fee basis (except mine site preparation, construction, and transportation activities).</p> <p>Establishments in the Mining, Quarrying, and Oil and Gas Extraction sector are grouped and classified according to the natural resource mined or to be mined. Industries include establishments that develop and/or operate the mine site, extract the natural resources, beneficiate (i.e., prepare) the mineral mined, or provide mining support activities. Beneficiation is the process whereby the extracted material is reduced to particles that can be separated into mineral and waste, the former suitable for further processing or direct use. The operations that take place in beneficiation are primarily mechanical, such as grinding, washing, magnetic separation, and centrifugal separation. In contrast, manufacturing operations primarily use chemical and electrochemical processes, such as electrolysis and distillation. However, some treatments, such as heat treatments, take place in both the beneficiation and the manufacturing (i.e., smelting/refining) stages. The range of preparation activities varies by mineral and the purity of any given ore deposit. While some minerals, such as petroleum and natural gas, require little or no preparation, others are washed and screened, while yet others, such as gold and silver, can be transformed into bullion before leaving the mine site.</p> <p>Mining, beneficiating, and manufacturing activities often occur in a single location. Separate receipts will be collected for these activities whenever possible. When receipts cannot be broken out between mining and manufacturing, establishments that mine or quarry nonmetallic minerals, and then beneficiate the nonmetallic minerals into more finished manufactured products are classified based on the primary activity of the establishment. A mine that manufactures a small amount of finished products will be classified in Sector 21, Mining, Quarrying, and Oil and Gas Extraction. An establishment that mines whose primary output is a more finished manufactured product will be classified in Sector 31-33, Manufacturing.</p>
22	Utilities <sup>†</sup>	<p>The Utilities sector comprises establishments engaged in the provision of the following utility services: electric power, natural gas, steam supply, water supply, and sewage treatment and disposal. Within this sector, the specific activities associated with the utility services provided vary by utility: electric power includes generation, transmission, and distribution; natural gas includes distribution; steam supply includes provision and/or distribution; water supply includes treatment and distribution; and sewage removal includes collection, treatment, and disposal of waste through sewer systems and sewage treatment facilities.</p> <p>Excluded from this sector are establishments primarily engaged in waste management services classified in Subsector 562, Waste Management and Remediation Services. These establishments also collect, treat, and dispose of waste materials; however, they do not use sewer systems or sewage treatment facilities.</p>

<p>23</p>	<p>Construction<sup>†</sup></p>	<p>The Construction sector comprises establishments primarily engaged in the construction of buildings or engineering projects (e.g., highways and utility systems). Establishments primarily engaged in the preparation of sites for new construction and establishments primarily engaged in subdividing land for sale as building sites also are included in this sector.</p> <p>Construction work done may include new work, additions, alterations, or maintenance and repairs. Activities of these establishments generally are managed at a fixed place of business, but they usually perform construction activities at multiple project sites. Production responsibilities for establishments in this sector are usually specified in (1) contracts with the owners of construction projects (prime contracts) or (2) contracts with other construction establishments (subcontracts).</p> <p>Establishments primarily engaged in contracts that include responsibility for all aspects of individual construction projects are commonly known as general contractors, but also may be known as design-builders, construction managers, turnkey contractors, or (in cases where two or more establishments jointly secure a general contract) joint-venture contractors. Construction managers that provide oversight and scheduling only (i.e., agency) as well as construction managers that are responsible for the entire project (i.e., at risk) are included as general contractor type establishments. Establishments of the “general contractor type” frequently arrange construction of separate parts of their projects through subcontracts with other construction establishments.</p> <p>Establishments primarily engaged in activities to produce a specific component (e.g., masonry, painting, and electrical work) of a construction project are commonly known as specialty trade contractors. Activities of specialty trade contractors are usually subcontracted from other construction establishments, but especially in remodeling and repair construction, the work may be done directly for the owner of the property.</p> <p>Establishments primarily engaged in activities to construct buildings to be sold on sites that they own are known as for-sale builders, but also may be known as speculative builders or merchant builders. For-sale builders produce buildings in a manner similar to general contractors, but their production processes also include site acquisition and securing of financial backing. For-sale builders are most often associated with the construction of residential buildings. Like general contractors, they may subcontract all or part of the actual construction work on their buildings.</p> <p>There are substantial differences in the types of equipment, work force skills, and other inputs required by establishments in this sector. To highlight these differences and variations in the underlying production functions, this sector is divided into three subsectors.</p> <p>Subsector 236, Construction of Buildings, comprises establishments of the general contractor type and for-sale builders involved in the construction of buildings. Subsector 237, Heavy and Civil Engineering Construction, comprises establishments involved in the construction of engineering projects. Subsector 238, Specialty Trade Contractors, comprises establishments engaged in specialty trade activities generally needed in the construction of all types of buildings.</p> <p>Force account construction is construction work performed by an enterprise primarily engaged in some business other than construction for its own account, using employees of the enterprise. This activity is not included in the construction sector unless the construction work performed is the primary activity of a separate establishment of the enterprise. The installation and the ongoing repair and maintenance of telecommunications and utility networks is excluded from construction when the establishments performing the work are not independent contractors. Although a growing proportion of this work is subcontracted to independent contractors in the Construction sector, the operating units of telecommunications and utility companies performing this work are included with the telecommunications or utility activities.</p>
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31-33	Manufacturing <sup>1</sup>	<p>The Manufacturing sector comprises establishments engaged in the mechanical, physical, or chemical transformation of materials, substances, or components into new products. The assembling of component parts of manufactured products is considered manufacturing, except in cases where the activity is appropriately classified in Sector 23, Construction.</p> <p>Establishments in the Manufacturing sector are often described as plants, factories, or mills and characteristically use power-driven machines and material handling equipment. However, establishments that transform materials or substances into new products by hand or in the worker's home and those engaged in selling to the general public products made on the same premises from which they are sold, such as bakeries, candy stores, and custom tailors, may also be included in this sector. Manufacturing establishments may process materials or may contract with other establishments to process their materials for them. Both types of establishments are included in manufacturing. Selected industries in the Manufacturing sector are comprised solely of establishments that process materials for other establishments on a contract or fee basis. Beyond these dedicated contract manufacturing industries, establishments that process materials for other establishments are generally classified in the Manufacturing industry of the processed materials.</p> <p>The materials, substances, or components transformed by manufacturing establishments are raw materials that are products of agriculture, forestry, fishing, mining, or quarrying as well as products of other manufacturing establishments. The materials used may be purchased directly from producers, obtained through customary trade channels, or secured without recourse to the market by transferring the product from one establishment to another, under the same ownership.</p> <p>The new product of a manufacturing establishment may be finished in the sense that it is ready for utilization or consumption, or it may be semi-finished to become an input for an establishment engaged in further manufacturing. For example, the product of the alumina refinery is the input used in the primary production of aluminum; primary aluminum is the input to an aluminum wire drawing plant; and aluminum wire is the input for a fabricated wire product manufacturing establishment.</p> <p>The subsectors in the Manufacturing sector generally reflect distinct production processes related to material inputs, production equipment, and employee skills. In the machinery area, where assembling is a key activity, parts and accessories for manufactured products are classified in the industry of the finished manufactured item when they are made for separate sale. For example, an attachment for a piece of metalworking machinery would be classified with metalworking machinery. However, component inputs from other manufacturing establishments are classified based on the production function of the component manufacturer. For example, electronic components are classified in Subsector 334, Computer and Electronic Product Manufacturing, and stampings are classified in Subsector 332, Fabricated Metal Product Manufacturing.</p> <p>Manufacturing establishments often perform one or more activities that are classified outside the Manufacturing sector of NAICS. For instance, almost all manufacturing has some captive research and development or administrative operations, such as accounting, payroll, or management. These captive services are treated the same as captive manufacturing activities. When the services are provided by separate establishments, they are classified in the NAICS sector where such services are primary, not in manufacturing.</p> <p>The boundaries of manufacturing and the other sectors of the classification system can be somewhat blurry. The establishments in the Manufacturing sector are engaged in the transformation of materials into new products. Their output is a new product. However, the definition of what constitutes a new product can be somewhat subjective.</p> <p>Conversely, there are activities that are sometimes considered manufacturing, but which for NAICS are classified in another sector (i.e., not classified as manufacturing). They include:</p> <ol style="list-style-type: none"> <li>1. Logging, classified in Sector 11, Agriculture, Forestry, Fishing and Hunting, is considered a harvesting operation;</li> <li>2. Beneficiating ores and other minerals, classified in Sector 21, Mining, Quarrying, and Oil and Gas Extraction, is considered part of the activity of mining;</li> <li>3. Constructing structures, assembling prefabricated buildings, and fabricating at the construction site by contractors are classified in Sector 23, Construction;</li> <li>4. Breaking bulk and reselling in smaller lots, including packaging, repackaging, or bottling products, such as liquors or chemicals; assembling and selling computers on a custom basis; sorting and reselling scrap; mixing and selling paints to customer order; and cutting metals to customer order for resale are classified in Sector 42, Wholesale Trade, or Sector 44-45, Retail Trade; and</li> <li>5. Publishing and the combined activity of publishing and printing, classified in Sector 51, Information, transform information into a product for which the value to the consumer lies in the information content, not in the format in which it is distributed (i.e., the book or software compact disc).</li> </ol>
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42	Wholesale Trade <sup>†</sup>	<p>The Wholesale Trade sector comprises establishments engaged in wholesaling merchandise, generally without transformation, and rendering services incidental to the sale of merchandise. The merchandise described in this sector includes the outputs of agriculture, mining, manufacturing, and certain information industries, such as publishing.</p> <p>The wholesaling process is an intermediate step in the distribution of merchandise. Wholesalers are organized to sell or arrange the purchase or sale of (a) goods for resale (i.e., goods sold to other wholesalers or retailers), (b) capital or durable nonconsumer goods, and (c) raw and intermediate materials and supplies used in production.</p> <p>Wholesalers sell merchandise to other businesses and normally operate from a warehouse or office. These warehouses and offices are characterized by having little or no display of merchandise. In addition, neither the design nor the location of the premises is intended to solicit walk-in traffic. Wholesalers do not normally use advertising directed to the general public. Customers are generally reached initially via telephone, in-person marketing, or by specialized advertising that may include Internet and other electronic means. Follow-up orders are either vendor-initiated or client-initiated, generally based on previous sales, and typically exhibit strong ties between sellers and buyers. In fact, transactions are often conducted between wholesalers and clients that have long-standing business relationships.</p> <p>This sector comprises two main types of wholesalers: merchant wholesalers that sell goods on their own account and agents and brokers that arrange sales and purchases for others generally for a commission or fee.</p> <p>(1) Establishments that sell goods on their own account are known as wholesale merchants, distributors, jobbers, drop shippers, and import/export merchants. Also included as wholesale merchants are sales offices and sales branches (but not retail stores) maintained by manufacturing, refining, or mining enterprises apart from their plants or mines for the purpose of marketing their products, and group purchasing organizations primarily purchasing and selling goods on their own account. Merchant wholesale establishments typically maintain their own warehouse, where they receive and handle goods for their customers. Goods are generally sold without transformation, but may include integral functions, such as sorting, packaging, labeling, and other marketing services.</p> <p>(2) Establishments arranging for the purchase or sale of goods owned by others or purchasing goods, generally on a commission basis are known as business-to-business electronic markets, agents and brokers, commission merchants, import/export agents and brokers, auction companies, group purchasing organizations (acting as agents), and manufacturers' representatives. These establishments operate from offices and generally do not own or handle the goods they sell.</p> <p>Some wholesale establishments may be connected with a single manufacturer and promote and sell the particular manufacturer's products to a wide range of other wholesalers or retailers. Other wholesalers may be connected to a retail chain, or limited number of retail chains, and only provide a variety of products needed by that particular retail operation(s). These wholesalers may obtain the products from a wide range of manufacturers. Still other wholesalers may not take title to the goods, but act as agents and brokers for a commission.</p> <p>Although, in general, wholesaling normally denotes sales in large volumes, durable nonconsumer goods may be sold in single units. Sales of capital or durable nonconsumer goods used in the production of goods and services, such as farm machinery, medium- and heavy-duty trucks, and industrial machinery, are always included in wholesale trade.</p>
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44-45	Retail Trade <sup>T</sup>	<p>The Sector as a Whole</p> <p>The Retail Trade sector comprises establishments primarily engaged in retailing merchandise, generally without transformation, and rendering services incidental to the sale of merchandise.</p> <p>The retailing process is the final step in the distribution of merchandise; retailers are, therefore, organized to sell merchandise in small quantities to the general public. Retail stores are fixed point-of-sale locations, located and designed to attract a high volume of walk-in customers. In general, retail stores have extensive displays of merchandise and use mass-media advertising to attract customers. Retailers often reach customers and market merchandise with methods other than, or in addition to, physical stores, such as Internet websites, the broadcasting of “infomercials,” the broadcasting and publishing of direct-response advertising, the publishing of paper and electronic catalogs, door-to-door solicitation, in-home demonstration, selling from portable stalls (street vendors, except food), and distribution through vending machines. Establishments engaged in the direct sale and home delivery of products, such as home heating oil dealers and home delivery newspaper routes, are included here.</p> <p>Retail establishments typically sell merchandise to the general public for personal or household consumption, but some also serve business and institutional clients. These include office supply retailers, computer and software retailers, building materials dealers, plumbing supply retailers, and electrical supply retailers.</p> <p>In addition to retailing merchandise, some retailers are also engaged in the provision of after-sales services, such as repair and installation. For example, new automobile dealers, electronics and appliance retailers, and musical instrument and supplies retailers often provide repair services. As a general rule, establishments engaged in retailing merchandise and providing after-sales services are classified in this sector.</p> <p>Retail trade establishments are grouped into industries and industry groups typically based on one or more of the following criteria:</p> <ul style="list-style-type: none"> <li>(a) The merchandise line or lines carried; for example, specialty retailers are distinguished from general-line retailers.</li> <li>(b) The usual trade designation of the establishments. This criterion applies in cases where a retailer is well recognized by the industry and the public, but difficult to define strictly in terms of merchandise lines carried; for example, pharmacies and department stores.</li> <li>(c) Human resource requirements in terms of expertise; for example, the staff of an automobile dealer requires knowledge in financing, registering, and licensing issues that are not necessary in other retail industries.</li> </ul> <p>The buying of goods for resale is a characteristic of retail trade establishments that particularly distinguishes them from establishments in the agriculture, manufacturing, and construction industries. For example, farms that sell their products at or from the point of production are not classified in retail, but rather in agriculture. Similarly, establishments that both manufacture and sell their products to the general public are not classified in retail, but rather in manufacturing. However, establishments that engage in processing activities incidental to retailing are classified in retail. This includes optical goods retailers that grind lenses, and meat and seafood retailers that process carcasses into cuts.</p> <p>Wholesalers also engage in the buying of goods for resale, but they are not usually organized to serve the general public. They typically operate from a warehouse or office, and neither the design nor the location of these premises is intended to solicit a high volume of walk-in traffic. Wholesalers supply institutional, industrial, wholesale, and retail clients; their operations are, therefore, generally organized to purchase, sell, and deliver merchandise in larger quantities. However, dealers of durable nonconsumer goods, such as farm machinery and heavy-duty trucks, are included in wholesale trade even if they often sell these products in single units.</p>
48-49	Transportation and Warehousing <sup>T</sup>	<p>The Transportation and Warehousing sector includes industries providing transportation of passengers and cargo, warehousing and storage for goods, scenic and sightseeing transportation, and support activities related to modes of transportation. Establishments in these industries use transportation equipment or transportation-related facilities as a productive asset. The type of equipment depends on the mode of transportation. The modes of transportation are air, rail, water, road, and pipeline.</p> <p>The Transportation and Warehousing sector distinguishes three basic types of activities: subsectors for each mode of transportation, a subsector for warehousing and storage, and a subsector for establishments providing support activities for transportation. In addition, there are subsectors for establishments that provide passenger transportation for scenic and sightseeing purposes, postal services, and courier services.</p> <p>A separate subsector for support activities is established in the sector because, first, support activities for transportation are inherently multimodal, such as freight transportation arrangement, or have multimodal aspects. Secondly, there are production process similarities among the support activity industries.</p> <p>One of the support activities identified in the Support Activities for Transportation subsector is the routine repair and maintenance of transportation equipment (e.g., aircraft at an airport, railroad rolling stock at a railroad terminal, or ships at a harbor or port facility). Such establishments do not perform complete overhauling or rebuilding of transportation equipment (i.e., periodic restoration of transportation equipment to original design specifications) or transportation equipment conversion (i.e., major modification to systems). An establishment that primarily performs factory (or shipyard) overhauls, rebuilding, or conversions of aircraft, railroad rolling stock, or ships is classified in Subsector 336, Transportation Equipment Manufacturing, according to the type of equipment.</p> <p>Many of the establishments in this sector often operate on networks, with physical facilities, labor forces, and equipment spread over an extensive geographic area.</p> <p>Warehousing establishments in this sector are distinguished from merchant wholesaling in that the warehouse establishments do not sell the goods.</p> <p>Excluded from this sector are establishments primarily engaged in providing travel agent, travel arrangement, and reservation services that support transportation establishments, hotels, other businesses, and government agencies. These establishments are classified in Sector 56, Administrative and Support and Waste Management and Remediation Services. Establishments primarily engaged in providing rental and leasing of transportation equipment without operator are classified in Subsector 532, Rental and Leasing Services. Establishments primarily engaged in providing medical care with transportation are classified in Sector 62, Health Care and Social Assistance.</p>

51	Information <sup>T</sup>	<p>The Information sector comprises establishments engaged in the following processes: (a) producing and distributing information and cultural products, (b) providing the means to transmit or distribute these products as well as data or communications, and (c) processing data.</p> <p>The main components of this sector are motion picture and sound recording industries; publishing industries, including software publishing; broadcasting and content providers; telecommunications industries; computing infrastructure providers, data processing, Web hosting, and related services; and Web search portals, libraries, archives, and other information services.</p> <p>The unique characteristics of information and cultural products, and of the processes involved in their production and distribution, distinguish the Information sector from the goods-producing and service-producing sectors. Some of these characteristics are:</p> <ol style="list-style-type: none"> <li>1. Unlike traditional goods, an "information or cultural product," such as an online newspaper or a television program, does not necessarily have tangible qualities, nor is it necessarily associated with a particular form. A movie can be viewed at a movie theater or through television broadcast, video-on-demand, or streaming services. A sound recording can be aired on radio, embedded in multimedia products, streamed, or sold at a record store.</li> <li>2. Unlike traditional services, the delivery of these products does not require direct contact between the supplier and the consumer.</li> <li>3. The value of these products to the consumer lies in their informational, educational, cultural, or entertainment content, not in the format in which they are distributed. Most of these products are protected from unlawful reproduction by copyright laws.</li> <li>4. The intangible property aspect of information and cultural products makes the processes involved in their production and distribution very different from goods and services. Only those possessing the rights to these works are authorized to reproduce, alter, improve, and distribute them. Acquiring and using these rights often involves significant costs. In addition, technology has revolutionized the distribution of these products. It is possible to distribute them in a physical form, via broadcast, or online.</li> <li>5. Distributors of information and cultural products can easily add value to the products they distribute. For instance, broadcasters add advertising not contained in the original product. This capacity means that unlike traditional goods distributors, they derive revenue not from sale of the distributed product to the final consumer, but from those who pay for the privilege of adding information to the original product. Similarly, a directory and mailing list publisher can acquire the rights to thousands of previously published newspaper and periodical articles and add new value by providing search and software and organizing the information in a way that facilitates research and retrieval. These products often command a much higher price than the original information.</li> </ol> <p>Excluded from this sector are establishments primarily engaged in custom design of software; mass reproducing software or other prerecorded audio and video material on magnetic or optical media; producing live artistic and cultural works or productions; and performing in or creating artistic and cultural works or productions as independent (i.e., freelance) individuals.</p>
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52	Finance and Insurance <sup>T</sup>	<p>The Finance and Insurance sector comprises establishments primarily engaged in financial transactions (transactions involving the creation, liquidation, or change in ownership of financial assets) and/or in facilitating financial transactions. Three principal types of activities are identified:</p> <ol style="list-style-type: none"> <li>1. Raising funds by taking deposits and/or issuing securities and, in the process, incurring liabilities. Establishments engaged in this activity use raised funds to acquire financial assets by making loans and/or purchasing securities. Putting themselves at risk, they channel funds from lenders to borrowers and transform or repackage the funds with respect to maturity, scale, and risk. This activity is known as financial intermediation.</li> <li>2. Pooling of risk by underwriting insurance and annuities. Establishments engaged in this activity collect fees, insurance premiums, or annuity considerations; build up reserves; invest those reserves; and make contractual payments. Fees are based on the expected incidence of the insured risk and the expected return on investment.</li> <li>3. Providing specialized services facilitating or supporting financial intermediation, insurance, and employee benefit programs.</li> </ol> <p>In addition, monetary authorities charged with monetary control are included in this sector.</p> <p>The subsectors, industry groups, and industries within the Finance and Insurance sector are defined on the basis of their unique production processes. As with all industries, the production processes are distinguished by their use of specialized human resources and specialized physical capital. In addition, the way in which these establishments acquire and allocate financial capital, their source of funds, and the use of those funds provides a third basis for distinguishing characteristics of the production process. For instance, the production process in raising funds through deposit-taking is different from the process of raising funds in bond or money markets. The process of making loans to individuals also requires different production processes than does the creation of investment pools or the underwriting of securities.</p> <p>Most of the Finance and Insurance subsectors contain one or more industry groups of (1) intermediaries with similar patterns of raising and using funds and (2) establishments engaged in activities that facilitate, or are otherwise related to, that type of financial or insurance intermediation. Industries within this sector are defined in terms of activities for which a production process can be specified, and many of these activities are not exclusive to a particular type of financial institution. To deal with the varied activities taking place within existing financial institutions, the approach is to split these institutions into components performing specialized services. This requires defining the units engaged in providing those services and developing procedures that allow for their delineation. These units are the equivalents for finance and insurance of the establishments defined for other industries.</p> <p>The output of many financial services, as well as the inputs and the processes by which they are combined, cannot be observed at a single location and can only be defined at a higher level of the organizational structure of the enterprise. Additionally, a number of independent activities that represent separate and distinct production processes may take place at a single location belonging to a multilocation financial firm. Activities are more likely to be homogeneous with respect to production characteristics than are locations, at least in financial services. The classification defines activities broadly enough that it can be used both by those classifying by location and by those employing a more top-down approach to the delineation of the establishment.</p> <p>Establishments engaged in activities that facilitate, or are otherwise related to, the various types of intermediation are included in multiple subsectors, rather than in a separate subsector dedicated to services alone, because these services are performed by intermediaries, as well as by specialist establishments, and the extent to which the activity of the intermediaries can be separately identified is not clear.</p> <p>Financial industries are extensive users of electronic means for facilitating the verification of financial balances, authorizing transactions, transferring funds to and from transactors' accounts, notifying banks (or credit card issuers) of the individual transactions, and providing daily summaries. Since these transaction processing activities are integral to the production of finance and insurance services, establishments that principally provide a financial transaction processing service are classified in this sector, rather than in the data processing industry in the Information sector.</p> <p>Legal entities that hold portfolios of assets on behalf of others are significant and data on them are required for a variety of purposes. Thus, for NAICS, these funds, trusts, and other financial vehicles are the fifth subsector of the Finance and Insurance sector. These entities earn interest, dividends, and other property income, but have little or no employment and no revenue from the sale of services. Separate establishments and employees devoted to the management of funds are classified in Industry Group 5239, Other Financial Investment Activities.</p>
53	Real Estate and Rental and Leasing <sup>T</sup>	<p>The Real Estate and Rental and Leasing sector comprises establishments primarily engaged in renting, leasing, or otherwise allowing the use of tangible or intangible assets, and establishments providing related services. The major portion of this sector comprises establishments that rent, lease, or otherwise allow the use of their own assets by others. The assets may be tangible, as is the case of real estate and equipment, or intangible, as is the case with patents and trademarks.</p> <p>This sector also includes establishments primarily engaged in managing real estate for others, selling, renting, and/or buying real estate for others, and appraising real estate. These activities are closely related to this sector's main activity, and from a production basis they are included here. In addition, a substantial proportion of property management is self-performed by lessors.</p> <p>The main components of this sector are the real estate lessors industries (including equity real estate investment trusts (REITs)); equipment lessors industries (including motor vehicles, computers, and consumer goods); and lessors of nonfinancial intangible assets (except copyrighted works).</p> <p>Excluded from this sector are establishments primarily engaged in renting or leasing equipment with operators. Establishments renting or leasing equipment with operators are classified in various subsectors of NAICS depending on the nature of the services provided (e.g., transportation, construction, agriculture). These activities are excluded from this sector because the client is paying for the expertise and knowledge of the equipment operator, in addition to the rental of the equipment. In many cases, such as the rental of heavy construction equipment, the operator is essential to operate the equipment. Also excluded from this sector are mortgage REITs and establishments primarily engaged in managing the financial portfolio assets of REITs on a fee or commission basis. These establishments are classified in Sector 52, Finance and Insurance.</p>

54	Professional, Scientific, and Technical Services <sup>T</sup>	<p>The Professional, Scientific, and Technical Services sector comprises establishments that specialize in performing professional, scientific, and technical activities for others. These activities require a high degree of expertise and training. The establishments in this sector specialize according to expertise and provide these services to clients in a variety of industries and, in some cases, to households. Activities performed include: legal advice and representation; accounting, bookkeeping, and payroll services; architectural, engineering, and specialized design services; computer services; consulting services; research services; advertising services; photographic services; translation and interpretation services; veterinary services; and other professional, scientific, and technical services.</p> <p>This sector excludes establishments primarily engaged in providing a range of day-to-day office administrative services, such as financial planning, billing and recordkeeping, personnel supply, and physical distribution and logistics. These establishments are classified in Sector 56, Administrative and Support and Waste Management and Remediation Services.</p>
55	Management of Companies and Enterprises <sup>T</sup>	<p>The Management of Companies and Enterprises sector comprises (1) establishments that hold the securities of (or other equity interests in) companies and enterprises for the purpose of owning a controlling interest or influencing management decisions or (2) establishments (except government establishments) that administer, oversee, and manage establishments of the company or enterprise and that normally undertake the strategic or organizational planning and decision-making role of the company or enterprise. Establishments that administer, oversee, and manage may hold the securities of the company or enterprise.</p> <p>Establishments in this sector perform essential activities that are often undertaken in-house by establishments in many sectors of the economy. By consolidating the performance of these activities of the enterprise at one establishment, economies of scale are achieved.</p> <p>Government establishments primarily engaged in administering, overseeing, and managing governmental programs are classified in Sector 92, Public Administration. Establishments primarily engaged in providing a range of day-to-day office administrative services for other companies or enterprises on a contract or fee basis, such as financial planning, billing and recordkeeping, personnel, and physical distribution and logistics, are classified in Industry 56111, Office Administrative Services.</p>
56	Administrative and Support and Waste Management and Remediation Services <sup>T</sup>	<p>The Administrative and Support and Waste Management and Remediation Services sector comprises establishments performing routine support activities for the day-to-day operations of other organizations. These essential activities are often undertaken in-house by establishments in many sectors of the economy. The establishments in this sector specialize in one or more of these support activities and provide these services to clients in a variety of industries and, in some cases, to households. Activities performed include: office administration, hiring and placing of personnel, document preparation and similar clerical services, solicitation, collection, security and surveillance services, cleaning, and waste disposal services.</p> <p>The administrative and management activities performed by establishments in this sector are typically on a contract or fee basis. These activities may also be performed by establishments that are part of the company or enterprise. However, establishments involved in administering, overseeing, and managing other establishments of the company or enterprise are classified in Sector 55, Management of Companies and Enterprises. Establishments in Sector 55, Management of Companies and Enterprises, normally undertake the strategic and organizational planning and decision-making role of the company or enterprise. Government establishments engaged in administering, overseeing, and managing governmental programs are classified in Sector 92, Public Administration.</p>
61	Educational Services <sup>T</sup>	<p>The Educational Services sector comprises establishments that provide instruction and training in a wide variety of subjects. This instruction and training is provided by specialized establishments, such as schools, colleges, universities, and training centers. These establishments may be privately owned and operated for profit or not for profit, or they may be publicly owned and operated. They may also offer food and/or accommodation services to their students.</p> <p>Educational services are usually delivered by teachers or instructors that explain, tell, demonstrate, supervise, and direct learning. Instruction is imparted in diverse settings, such as educational institutions, the workplace, or the home, and through diverse means, such as correspondence, television, the Internet, or other electronic and distance-learning methods. The training provided by these establishments may include the use of simulators and simulation methods. It can be adapted to the particular needs of the students, for example sign language can replace verbal language for teaching students with hearing impairments. All industries in the sector share this commonality of process, namely, labor inputs of instructors with the requisite subject matter expertise and teaching ability.</p>
62	Health Care and Social Assistance <sup>T</sup>	<p>The Health Care and Social Assistance sector comprises establishments providing health care and social assistance for individuals. The sector includes both health care and social assistance because it is sometimes difficult to distinguish between the boundaries of these two activities. The industries in this sector are arranged on a continuum starting with establishments providing medical care exclusively, continuing with those providing health care and social assistance, and finally finishing with those providing only social assistance. Establishments in this sector deliver services by trained professionals. All industries in the sector share this commonality of process, namely, labor inputs of health practitioners or social workers with the requisite expertise. Many of the industries in the sector are defined based on the educational degree held by the practitioners included in the industry.</p> <p>Excluded from this sector are yoga and aerobics instruction in Subsector 611, Educational Services, physical fitness facilities in Subsector 713, Amusement, Gambling, and Recreation Industries, and personal fitness training services and non-medical diet and weight reducing centers in Subsector 812, Personal and Laundry Services. Although these can be viewed as health services, these services are not typically delivered by health practitioners.</p>
71	Arts, Entertainment, and Recreation <sup>T</sup>	<p>The Arts, Entertainment, and Recreation sector includes a wide range of establishments that operate facilities or provide services to meet varied cultural, entertainment, and recreational interests of their patrons. This sector comprises (1) establishments that are involved in producing, promoting, or participating in live performances, events, or exhibits intended for public viewing; (2) establishments that preserve and exhibit objects and sites of historical, cultural, or educational interest; and (3) establishments that operate facilities or provide services that enable patrons to participate in recreational activities or pursue amusement, hobby, and leisure-time interests.</p> <p>Some establishments that provide cultural, entertainment, or recreational facilities and services are classified in other sectors. Excluded from this sector are: (1) establishments that provide both accommodations and recreational facilities, such as hunting and fishing camps and resort and casino hotels, are classified in Subsector 721, Accommodation; (2) restaurants and night clubs that provide live entertainment in addition to the sale of food and beverages are classified in Subsector 722, Food Services and Drinking Places; (3) motion picture theaters, libraries and archives, and publishers of newspapers, magazines, books, periodicals, and computer software are classified in Sector 51, Information; and (4) establishments using transportation equipment to provide recreational and entertainment services, such as those operating sightseeing buses, dinner cruises, or helicopter rides, are classified in Subsector 487, Scenic and Sightseeing Transportation.</p>

72	Accommodation and Food Services <sup>T</sup>	<p>The Accommodation and Food Services sector comprises establishments providing customers with lodging and/or preparing meals, snacks, and beverages for immediate consumption. The sector includes both accommodation and food services establishments because the two activities are often combined at the same establishment.</p> <p>Some establishments that provide food and beverage services are classified in other sectors. Excluded from this sector are civic and social organizations. These establishments are classified in Sector 81, Other Services (except Public Administration). Amusement and recreation parks, dinner theaters, and other recreation or entertainment facilities are classified in Sector 71, Arts, Entertainment, and Recreation. Motion picture theaters are classified in Sector 51, Information.</p>
81	Other Services (except Public Administration) <sup>T</sup>	<p>The Other Services (except Public Administration) sector comprises establishments engaged in providing services not specifically provided for elsewhere in the classification system. Establishments in this sector are primarily engaged in activities such as equipment and machinery repairing, promoting or administering religious activities, grantmaking, advocacy, and providing drycleaning and laundry services, personal care services, death care services, pet care (except veterinary) services, photofinishing services, temporary parking services, and dating services.</p> <p>Private households that engage in employing workers on or about the premises in activities primarily concerned with the operation of the household are included in this sector.</p> <p>Excluded from this sector are establishments primarily engaged in retailing new equipment and also performing repairs and general maintenance on equipment. These establishments are classified in Sector 44-45, Retail Trade.</p>
92	Public Administration <sup>T</sup>	<p>The Public Administration sector consists of establishments of federal, state, and local government agencies that administer, oversee, and manage public programs and have executive, legislative, or judicial authority over other institutions within a given area. These agencies also set policy, create laws, adjudicate civil and criminal legal cases, and provide for public safety and for national defense. In general, government establishments in the Public Administration sector oversee governmental programs and activities that are not performed by private establishments. Establishments in this sector typically are engaged in the organization and financing of the production of public goods and services, most of which are provided for free or at prices that are not economically significant.</p> <p>Government establishments also engage in a wide range of productive activities covering not only public goods and services but also individual goods and services similar to those produced in sectors typically identified with private-sector establishments. In general, ownership is not a criterion for classification in NAICS. Therefore, government establishments engaged in the production of private-sector-like goods and services should be classified in the same industry as private-sector establishments engaged in similar activities.</p> <p>As a practical matter, it is difficult to identify separate establishment detail for many government agencies. To the extent that separate establishment records are available, the administration of governmental programs is classified in Sector 92, Public Administration, while the operation of governmental programs is classified elsewhere in NAICS based on the activities performed. For example, the governmental administrative authority for an airport is classified in Industry 92612, Regulation and Administration of Transportation Programs, while operating the airport is classified in Industry 48811, Airport Operations. When separate records for multi-establishment companies are not available to distinguish between the administration of a governmental program and the operation of it, the establishment is classified in Sector 92, Public Administration.</p> <p>Examples of government-provided goods and services that are classified in sectors other than Public Administration include: schools, classified in Sector 61, Educational Services; health care facilities, classified in Sector 62, Health Care and Social Assistance; establishments operating transportation facilities, classified in Sector 48-49, Transportation and Warehousing; the operation of utilities, classified in Sector 22, Utilities; and the Government Printing Office, classified in Subsector 323, Printing and Related Support Activities.</p>

## APPENDIX C:

## Public Meeting Attendees

Chris Auebner	Ben Drake	Kelly Harding	Chris McCoy	Dewey Strickler
Bridgett Augustine-Wilke	Joanna Drake	Michelle Harding	Christine McCoy	Teri Summers
Mason Barnes	Brandon Duffer	Bill Harris	Dale McCreary	Dick Switzer
Lisa Bashant	Travis Dunn	Greg Harvey	Lisa McCreary	Carol Switzer
Brownie Bennett	Alice Duva	Emily Hathcock	Leslie McDonald	Robert Taylor
Jeffery Bishop	John Duva	Debby Helton	Marc Meloen	Myron Thurman
Dan Blindauer	Amanda East	Jim Henderson	Tom Moody	Josh Thurman
Jackie Blindauer	Roger Eldridge	Dana Hester	Carter Munday	Theriadol Travis
Stephanie Bradley	Amy Ellis	Chris Huebner	Sue Neblett	Roy Tyler
Jill Broderson	John Estes	Rose Huebner	Mark Ogles	Nancy Uhls
Jeffrey Burr	Heidi Estes	Jesse Jepson	Chris Patterson	Benny Uhls
Tammie Carey	Anthony Facello	David Jernigan	Dana Patterson	Jackie Wade
Sharon Carrillo	Steve Farmer	Randal Johns	Teresa Perkins	Jack Wade
Josh Cavanah	LuAnn Ferguson	Deborah Johnson	Joel Peyton	Ben Waldie
Michael Cayten	Jerri Lynn Fleenor	Josh Jones	Sara Peyton	Loni Waldie
Patricia Cayten	Jim Flynn	Jerry Jones	Bailey Pickens	Damian Walker
Marty Chandler	Suzanne Forshee	Jewell Jones	John Pirtle	Mariah Walker
Monta Cherry	Virginia Forsythe	Terri Kelly	Frances Popejoy	Travis Weissinger
Gayla Coates	Ryan Frye	Michael Kennedy	Scott Poston	Natasha Weissinger
Andrew Coates	Brian Gann	Chad Konow	Kenton Powell	Herbert Williams
Ron Creek	Tamara Gann	Chris Kummer	Jamie Powell	Flora Willis
Tim Crocker	Randy Gass	John Lake	Keith Pyles	Adam Wilshire
David Cummins	Sherri Goertz	Chris Lake	Will Randolph	Kristin Wilson
Joe Cushenberry	Larry Gomer	David Love	Joe Richards	Jon Zambrano
Lisa Deavers	Rex Goodrum	Vicki Love	Therese Rushing	
Jonathon Desrosiers	Wayne Goodrum	Andrew MacCornack	Joshua Rusk	
Lee Ross Dinwiddie	Kathy Goodrum	John Maloney	April Sermons	
Sarah Dinwiddie	Michael Gregory	Sally Maloney	James Henry Snider	
Larry Dixon	Marie Gregory	Doug Marklin	Mary Spencer	
Donna Dixon	Najim Hajwal	Peggy Marklin	Sallie Starks	
Marc Dottore	John Halcomb	John Mayeur	Wendell Stewart	
Chad Drake	Jon Hall	Tammie McCory	Frances Strickler	