

Franklin County Joint
Comprehensive Plan 2008-2025

**COMMUNITY ASSESSMENT, ANALYSIS OF SUPPORTING
DATA, AND COMMUNITY PARTICIPATION PROGRAM**

Prepared for:
Franklin County
City of Canon
City of Carnesville
City of Franklin Springs
City of Lavonia
City of Royston

Georgia Mountains RDC
Gainesville, Georgia

June 2008

Franklin County Comprehensive Plan 2008-2025

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COMMUNITY
ASSESSMENT

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1 INTRODUCTION

1.1 Purpose

The Community Assessment is the collection and analysis of data to provide a foundation the preparation of the Franklin County Joint Comprehensive Plan. This report represents the final product of the data collection and analysis, which is provided in the report that stakeholders will use to support their decisions through the development of the Community Assessment portion of the Plan.

The Franklin County Comprehensive Plan 2008-2025 will update the Franklin County Comprehensive Plan 1993-2015, as adopted October 1995. The Community Assessment also fills the requirements of the Georgia Department of Community Affairs' (DCA) "Standards and Procedures for Local Comprehensive Planning", as established on May 1, 2005. Preparation in accordance with these standards is an essential requirement in maintaining the County's status as a Qualified Local Government.

1.2 Scope

The Community Assessment is composed of the following elements:

- Identification of Potential Issues and Opportunities
- Analysis of Existing Development Patterns
- Analysis of Consistency with Quality Community Objectives (QCOs)
- Supporting Analysis of Data and Information

The intent of the Community Assessment is to provide a concise document that can be used as a reference document by stakeholders as they proceed through the Franklin County comprehensive planning process.

2 ISSUES AND OPPORTUNITIES

2.1 Introduction

The following discussion of issues and opportunities has been developed from the review of supporting material compiled for the inventory. Supporting material is provided in the Supporting Data and Information section of the Comprehensive Plan. Issues and opportunities are categorized by community and are divided into the following categories:

- Population
- Housing
- Economic Development
- Natural and Cultural Resources
- Community Facilities and Services
- Transportation
- Land Use

2.2 FRANKLIN COUNTY

2.2.1 Population

Issues:

Aging population- Franklin County's population is becoming increasingly aged, and is transitioning from an agriculture-based community to a retirement-based community. This trend is expected to continue through the year 2025, given the continuation of current governmental and economic conditions. An aging population provides numerous benefits to the community including high home ownership levels and low crime rates. However, for Franklin County to benefit from its demographic structure, it must provide a number of services to its citizens including establishing a community based long-term care structure that provides housing options for the aged, transportation alternatives, and part time and permanent care options.

A decline in Franklin County's young population is also occurring. Most dramatic is the decline of the County's population below the age of 30. To some extent, the loss of the County's youth can be attributed to a lack of gainful employment in the County. Though more important is not a lack of employment possibilities, rather better opportunities in surrounding metropolitan areas. Commercial and industrial centers such as Athens, Atlanta, and Anderson, SC all provide higher wages, more opportunities for advancement, and offer recreational opportunities that are not matched in Franklin County.

To improve opportunities for the County's youth, Franklin County must attract economic sectors that employ educated young adults. The County's primary and secondary educators are extremely qualified and have some of the highest tenure rates in the State. Nonetheless, student performance remains near State and national averages for standardized test scores. Similarly, post secondary education within the region include Emmanuel College, North Georgia Technical College, University of Georgia, Athens Technical College, and others, the percent of citizens within Franklin County that have earned an associates degree or higher is half that of the State average.

Growth focused in unincorporated areas- Historically, Franklin County's population has been distributed evenly between its cities and unincorporated areas. However, in the past 20 years unincorporated Franklin County has experienced a higher rate of population increase in the unincorporated areas than in neighboring cities. Providing water, wastewater, and transportation services to these rural areas will be a major challenge in the future. Similarly, residential growth in rural areas will continue to impact agricultural production, as land prices and tax rates increase, nuisance law suites become more common, and land availability declines.

2.2.2 Housing:

Issues:

Rising housing demands- Due to the agricultural roots of Franklin County residential housing in the County has historically been largely composed of single-family detached homes on widely scattered lots of 5 acres or greater. Despite the County's history, Franklin County has experienced escalating population growth since 1970. Between 1990 and 2000, the County gained a population of 3,600 residents. The housing market has responded to the population growth and has increased available housing by 1690 units during the ten-year time period. Housing in Franklin Mobile homes are becoming increasingly common throughout the County, and have enlarged from 12.9% of the total housing stock in 1970 to 31% in the year 2000. The subdivision of land is common with an increase in mobile home numbers as small lot sizes are preferred for mobile home sites. Housing demands are expected to steadily rise throughout the 20-year time frame of this plan. By 2025, an additional 3,500 housing units will be required to meet the County's demand.

Special needs housing- As discussed previously, Franklin County is experiencing an increase in the percent of aged citizens. Providing housing for this population segment is challenging. Recent retirees prefer one story single family detached housing units on 1.5 to 5 acre lots in unincorporated areas. As retirees become older, mobility decreases and changing needs require easy access to medical facilities including doctors, pharmacies, and hospitals. The maintenance of large houses and tracts of land becomes a challenge and, because of these difficulties, the elderly transition to smaller residences in nearby communities with improved access to medical care and general services. Maintaining existing social bonds to the community is important for elderly citizens, so it is important that these communities be located in close proximity to their original retirement housing.

Opportunities:

Providing diverse housing- Though development pressures have been increasing during the past 10 years, Franklin County remains largely rural in nature. Therefore, the County has the opportunity to guide the type and rate of development through existing codes such as zoning and subdivision regulations so that the diverse housing needs of its citizens are provided for.

2.2.3 Economic Development:

Issues:

Job outsourcing- Over the last ten years Franklin County's economic base has shifted dramatically. Off shore competition and cheap labor in foreign countries has resulted in plant closings and workforce reduction. In order to assure continuous and responsible economic growth, Franklin County and its municipalities must cooperate to diversify the region's economic foundation. Manufacturing has been a leading economic sector in Franklin County in the past, and though workforce reductions have had a less negative impact on the County than other surrounding counties, between 1999 and 2005, there has been an 18% decrease in the number of manufacturing industries in the County.

Underdeveloped industrial and commercial markets- The I-85 corridor is a major economic factor for the future of the County's manufacturing, distribution, and industrial sectors, but as of yet this corridor is under utilized. A lack of infrastructure is the leading cause for underdevelopment of the I-85 corridor. Funding for the installation of sewage systems along the interstate corridor has been difficult to acquire, due to the County's rural nature. Access to the corridor is also limited, as there are no roads parallel to the interstate that can easily accommodate appropriate volumes of large freight vehicles.

As with the I-85 corridor, the tourism market in Franklin County has yet to meet its full potential. Lake Hartwell attracts over 10,000 visitors annually and the entire Georgia side of Lake Hartwell lacks sufficient quantity and quality of lodging, food, and other service amenities. The development of the Lake Hartwell Marketing Alliance has provided a vehicle to attract additional recreational dollars to the Lake Hartwell area, but the alliance remains under funded.

Unbalanced tax base- Residential and agricultural taxes account for over 70% of the County's tax base. To meet future infrastructure demands, homeowners and farmers will not be able to supply Franklin County with sufficient revenue. The County and its municipalities must attract business and industry that will help contribute to the tax base to ensure quality economic growth and development continues.

Opportunities:

Education and training opportunities- Numerous post secondary education facilities are located in or surrounding Franklin County. These educational facilities include technical and vocational training and advanced degrees. Retaining educated citizens in Franklin County will require establishing a quality of life and sufficient job opportunities.

Population growth- Franklin County's population growth will provide additional business opportunities for the services sector

Development of the I-85 corridor- The I-85 corridor provides access to markets along much of the eastern seaboard. Continued development of the I-85 corridor will promote industrial and commercial development, bringing a more balanced tax base to the County and providing needed employment opportunities for skilled labor.

Lake Hartwell- Hartwell reservoir serves as a major recreation attraction in Franklin County. Nonetheless, planned marketing efforts, improved lake access, and facility enhancements will provide a substantial increase in recreational use of the reservoir and enhance the County's recreation and service markets.

2.2.4 Natural and Cultural Resources:

Issues:

Water supply- Water quantity and quality will become one of Georgia's leading concerns in the next 20 years. Though Franklin County has abundant water supplies in its surface systems such as Lake Hartwell, the Broad River, and the Hudson River, increased demand from residential, commercial, and industrial markets throughout the region will strain these systems. Proper management and intergovernmental cooperation will be necessary to ensure that sufficient water is provided to Franklin County as well as upstream and downstream users.

Water quality- Franklin County's surface and groundwater resources are sensitive to pollution from improper land management and development. Despite the importance of Franklin County's water as a public drinking water supply, a major attraction for the County's recreation and industry markets, and inherent environmental qualities, Franklin County has yet to adopt local regulations to protect public water supply watersheds, important stream corridors, and groundwater recharge areas.

Opportunities:

Preserve environmentally sensitive areas- Franklin County's agricultural history has provided substantial protection for open space and the County's environmental resources. While continued development pressure may pose a threat to these resources, Franklin County still has an opportunity to implement the needed regulations to ensure preservation of its sensitive environments for generations to come.

Preserve history and culture- Franklin County and its citizens have identified many of the County's most significant historic structures and sites. These features have been listed on the National Register of Historic Places and have been largely protected by development regulations within these districts and oversight by the County's historic preservation commission. Continued restoration efforts and public education is required to ensure that the physical and cultural integrity of these sites is maintained in the future.

2.2.5 Community Facilities and Services:

Issues:

Increasing water demands- Increasing water demands within Franklin County and throughout the region will stress water supplies in the coming 20 years. Regional increases in water demands will occur to accommodate growth in areas surrounding Lake Hartwell, such as Clemson and Anderson, South Carolina and the Athens metropolitan area. More stringent federal, state, and local regulations will limit the quantity and quality of water that can be removed from natural systems for public use. Increasing competition between stakeholders such as environmentalists; recreational users; agriculture, commercial, and industrial interests; and governments will further challenge water resources management in the future.

Limited sewer capacity and service areas- The extent and capacity of the County's sewer system will be a major influencing factor to determine the type and intensity of development that will occur in the coming

20 years. Expansion of the system is recommended along the I-85 corridor to attract industry, transportation related commercial interests, and high intensity lodging, food, and retail services. Lakeside residential and recreational facilities may also require connections to the County's sewer system so that Lake Hartwell's water quality remains sufficient to be used as a public water supply for both Georgia and South Carolina governments. Cooperation between Franklin County and its cities will be required to provide adequate sewer service to areas within and surrounding incorporated areas.

Solid waste capacity- Franklin County provides solid waste collection services to unincorporated Franklin County and all of its municipalities. Solid waste is then transported to the R&B landfill in Banks County. The R&B landfill is predicted to reach its maximum capacity within 5 years (2010) and negotiations for the expansion of this site are ongoing. Continued collaboration with officials across northeast Georgia and private solid waste providers will be necessary to establish an economically feasible resolution for the County's solid waste disposal system.

Limited public care facilities- Providing adequate healthcare is a challenge in Franklin County. Franklin County's demographics continue to trend towards elderly citizens. There is a need for additional medical facilities throughout the County to provide routine medical evaluations, and short-term and long-term care for elderly citizens. Similarly, multiple housing options are required to meet existing needs for assisted living, hospice, and adult day care facilities.

Improved availability of childcare services is required to support the development of at-risk children and allow additional job opportunities for single parents and low to moderate income families. More abundant childcare services will also make available incentives for young families to reside in Franklin County, improve the available work force, and provide a more balanced age structure throughout the County.

Opportunities:

Service delivery- Improved delivery of sewer, gas, and water services in Franklin County will spur economic growth. Proper management of investments, identification of suitable service areas, and development of appropriate fee structures will be required to establish sufficient financial backing for continued infrastructure investments.

Franklin County master recreation plan- The Franklin County master recreation plan provides a framework for developing the County parks system and recreational programs. A detailed greenspace plan could expand on the parks master plan and present a more guided approach for properties acquisition.

Education system- Franklin County's educational system is well managed and is composed of experienced educators. This solid foundation should provide Franklin County's youth with improved primary and secondary education opportunities in the future. Existing technical education training and adult education programs prepare citizens to meet the needs of local employers.

2.2.6 Transportation:

Issues:

I-85 corridor- The I-85 corridor is the main transportation route in Franklin County and also serves as a leading economic benefit for the County. Development is ongoing within the I-85 corridor in both the incorporated and unincorporated Franklin County. A dedicated land use plan should be developed for the I-85 corridor that will include Franklin County, Lavonia, and Carnesville, to identify maximum growth areas, growth boundaries, and to coordinate the development of services within the corridor to attract appropriate business and industry.

Transportation improvement projects- The Banks-Franklin-Jackson Multimodal Transportation Study identified a number of transportation routes that currently exceed their carrying capacity and require transportation improvements. These routes are described in the following table:

Proposed Transportation Improvement Projects (Based on Existing Needs)

Route	Beginning	End	Estimated Cost (Minus ROW Acquisition)
SR 328	Stephens Co. Boundary	SR 59	\$18,593
SR 17 (Lavonia Bypass)	Hart Co. Boundary	Exit Ramp of I-85	\$37,036
SR 17	Hart Co. Boundary	US 29	\$18,116
SR 51	Noah Crow Rd.	SR 145	\$4,254
SR 145	SR 51	US 129	\$3,959
SR 29	SR 145	Madison Co. Boundary	\$12,232
SR 106	I-85	Madison Co. Boundary	\$39,963
SR 51	County Boundary	Noah Crow Rd.	\$40,782

Alternative transportation- The need for alternative transportation was identified in Franklin County and all of its cities. A county wide public transportation system, such as a dial-a-ride system or bus service, would allow improved mobility for the elderly and low income residents. The Regional Bicycle and Pedestrian Plan, which was developed by the GDOT and GMRDC, has recommended the establishment of a number of alternative transportation routes, which are identified in the following table.

Facility Type	Project Name	Starting Location	Ending Location	Length (mi)	Description
Multi-Use Trail	Hudson River Project	Banks/Franklin County Line	Franklin/Madison County Line	13.6	Proposed trail parallels Hudson River through Franklin County
Multi-Use Trail	Broad Rivers Project (Phase I)	North Fork Broad River at Franklin/Stephens County line	Franklin/Madison County Line	49.3	Proposed trail parallels North Fork Broad River to Middle Fork Broad River and continues along Broad River to Franklin/Madison County line
Multi-Use Trail	Broad Rivers Project (Phase II)	Banks/Franklin County Line at the Middle Fork Broad River	Confluence of North Fork Broad River and Broad River	49.3	Proposed trail could be extended to the Lake Russell Wildlife Management Area in Stephens County
On-Road Bicycle Project	SR 51/59/145 & SR 8 (US 29)	Banks/Franklin County Line in west Franklin County	Downtown Royston at the Franklin/Hart County Line	21.3	Follows SR 51 to SR 59 to Carnesville. Continues on SR 51/145 through Franklin Springs, to Royston
On-Road Bicycle Project	SR 17/SR 28	SR 85/Savannah Road, Lavonia	SR 28 at Franklin/Madison County line	10.5	Beginning in Lavonia, this route passes through Bowersville, Canon, and Royston
Sidewalk Project	Hartwell Road	Hartwell Road	Hartwell Road		Add sidewalks along residential routes off Hartwell Road
Sidewalk Project	SR 77	Carnegie Library	Old Lavonia Elementary		Connect Carnegie Library with Old Lavonia Elementary School, along SR 77

Opportunities:

I-85 corridor- The development of an in-depth land use plan that incorporates transportation modeling data, land use projections, and environmental analysis would provide community leaders with the necessary information to develop the corridor to maximize economic benefits while maintaining the County's quality of life.

Alternative transportation- Alternative transportation routes should be incorporated into the County's master recreation plan and implementation of alternative transportation routes should be coordinated with the Georgia Department of Transportation.

Transportation Data- The Banks-Franklin-Jackson Multimodal Transportation Study and the Regional Bicycle and Pedestrian Plan provide plentiful data regarding existing conditions and future trends concerning Franklin County's transportation needs. These studies should be referenced to prioritize road improvement projects and estimate construction costs.

2.2.7 Land Use

Issues:

Agriculture to residential land use changes- Population growth and increased housing demand has resulted in the subdivision of large agricultural lands into smaller residential lots of 1.5 to 5 acres. While the County has implemented regulations such as minimum lot sizing and zoning, the conversion of farm land to residential to residential land uses is expected continue through the year 2025.

Agricultural conflicts- The expansion of residential land uses in a strongly agriculture county will result in conflict due to incompatible land uses. Proper implementation of zoning and nuisance ordinances can minimize discord in the future.

Opportunities:

Neighborhood design- To accommodate increasing residential housing demands while maintaining the County's rural character, Franklin County may wish to designate high intensity residential zones where the minimum lot size is reduced, sewer connections are available, and alternative neighborhood designs, such as neo-traditional neighborhoods and conservation subdivisions, are permissible.

Zoning- The implementation of countywide zoning is a great asset to preserving the rural nature of Franklin County. Continued maintenance of the zoning regulations will be needed as Franklin County grows to ensure the fulfillment of County needs.

Minimum lot sizing- The adjustment of minimum lot sizing can provide substantial protection for agricultural lands while minimizing incompatible land uses. Minimum lot sizing to maintain agricultural lands are commonly between 2 to 5 acres, while minimum lot sizes for residential lands can be 5,000 square feet or less.

2.3 CANON

2.3.1 Population

Issues:

Limited population growth- Canon has only experienced a 2.4% increase in population since 1980. Future population projections follow similar trends and indicate that Canon is expected to gain an additional 50 people in the coming 20 years.

Aging community- In 2000, Canon had a median age of 38.5 years, compared to the State's median age of 33.4. Canon's low population growth rate suggests that the city's median age will continue to increase over time. By 2025 it is predicted that nearly 35% of the city's population will have an age of 65 years or over. While an aged community has numerous benefits, older citizens place additional needs on the local government by requiring alternative forms of transportation, additional health care, and assisted living options.

Low educational attainment- The percent of citizens in Canon that have received a level of education equivalent to or higher than an associate degree is 9.7%, compared to the State average of 29.5%. Canon will continue to have difficulty attracting gainful employment opportunities so long as the City's workforce is under skilled.

2.3.2 Housing

Issues:

Vacant and deteriorated buildings- Numerous vacant and deteriorating buildings are located within Canon; however, there are no large-scale restoration plans. Neighborhood redevelopment initiatives will be required in coming years to ensure Canon's population has adequate housing.

Elderly housing needs- Canon's population projections indicate that the City's population is becoming increasingly aged. To accommodate elderly needs, Canon should provide a variety of elderly housing options such as assisted living, hospice care, and senior's only complexes.

Limited wastewater management- Multifamily housing options are limited because Canon lacks a sewer system. Construction of a sewer system will provide the opportunity for additional housing alternatives as well as commercial and industrial development.

Opportunities:

Traditional neighborhoods- Canon has a number of older residential areas that are appealing and may be candidates for redevelopment.

Low development pressure- Traditional neighborhoods are provided a level of protection from development due to the City's low growth rate.

Elderly care- With sufficient investment, Canon may become a dedicated retirement community with a number of housing options, with access to Cobb Memorial Hospital, and the Franklin County airport.

2.3.3 Economic Development

Issues:

Inadequate local retail- Local retail options are limited and citizens must travel to other communities to purchase goods.

Lack of sewer system- The lack of a sewer system makes it difficult to support commercial and industrial development within city limits.

Limited local employment opportunities- While employment options in Canon include manufacturing, education, and health and social services, Canon strongly relies on surrounding communities for employment.

Opportunities:

Franklin County Airport expansion- The expansion of the Franklin County airport will provide the potential for ancillary services and job creation.

Expansion of SR 17- The expansion of SR 17 is expected to generate additional trips near Canon. Service industries will be attracted to Canon's low wage labor market.

Downtown revitalization- Redevelopment of downtown Canon can spur economic growth by attracting permanent residents and capturing tourism revenue from Lake Hartwell and Victoria Bryant State Park.

2.3.4 Natural and Cultural Resources

Issues:

Limited protection for water resources- Canon's jurisdiction falls within the water supply watersheds of Elberton and Royston's public water intakes. The Georgia Department of Natural Resources recommends the adoption of water supply watershed regulations for communities within the watershed of public water supplies.

Conservation of historic resources- Despite having the Commercial Historic District and the Historic Churches of Canon being listed on the National Register of Historic Place, Canon has yet to adopt local regulations such as a historic preservation ordinance to ensure Canon's historic structures are preserved in the future.

Opportunities:

Historic Churches of Canon- Canon's three wood frame, turn of the century vernacular churches provide a unique sense of place and if preserved and marketed could provide Canon with tourism revenue.

2.3.5 Community Facilities and Services:

Issues:

Lack of sewer- Because the City lacks sewer, the development potential of Canon is limited.

Limited law enforcement capabilities- Additional law enforcement officers may be needed in the future to provide local 24 hour police service.

Opportunities:

Sewer system- A citywide sewer system would allow for increased residential and commercial development densities.

Low response time- Canon's small geographic area allows for immediate response by emergency personnel.

2.3.5 Transportation:

Issues:

Lack of direct highway access- While the expansion of SR 17 will provide increased access to I-85, Canon's location is too distant from I-85 to financially benefit from interstate commerce.

New bypass for SR 17 may alienate the downtown- The Canon bypass may further limit economic growth of the downtown area, unless the City is able to provide attractions to draw travelers from SR 17 to downtown Canon.

Opportunities:

Walkable downtown- Canon's downtown is compact and pedestrian friendly. Because of these characteristics, the downtown has potential to be developed as a small commercial center.

SR 17 expansion- The expansion of SR 17 will generate additional automobile traffic near Canon, creating an opportunity for economic expansion.

2.3.6 Land Use:

Issues:

Limited planning- Minimal local planning is conducted in Canon. To improve Canon's marketability, the City should develop an economic development plan that can be later integrated with a land management plan and capital improvements program.

Reliance on residential tax base- Canon relies on its residential tax base for financial support. Additional commercial and industrial sites would provide a balanced revenue source for the City and improve service delivery for residents and businesses.

Opportunities:

Commercial Infill- Canon's downtown has potential as a commercial infill project to encourage economic development.

Regional cooperation- Canon may be able to coordinate with Franklin County and surrounding cities for the development and expansion of infrastructure in and around the City. "Piggybacking" on neighboring systems would provide a cost effective means for service delivery to Canon residents.

2.4 CARNESVILLE

2.4.1 Population

Issues:

Aging population- Approximately 25% of Carnesville's population is over the age of 65 and projections indicate that the City's age distribution is not expected to significantly change over the coming 20 years. Therefore, Carnesville should take additional steps to meet the needs of its elderly citizens by providing community transportation services, elderly care services, and affordable senior housing.

Limited population growth- Carnesville has experienced fluctuating population numbers over the past 20 years; however, in the future it is expected that the City's population will stabilize and experience modest growth. Nonetheless, this growth may not be sufficient enough to allow for adequate economic development, as the Carnesville's workforce will still be limited in size.

Opportunities:

Aging population- An aging population provides a number of benefits over a younger populace including a high percent of home ownership rates, a stable population, and low crime rates. Carnesville has the opportunity to provide a high quality life style for its citizens if it is able to meet the demands of its aged population.

Education attainment levels- Because Carnesville serves as the County seat, the City has a large percentage of citizens that have an education attainment of an associates degree or higher. An educated population is a leading attractor for industries and commerce and may provide a foundation for the development of a vibrant commercial and industrial corridor along I-85.

2.4.2 Housing

Issues:

Limited elderly housing options- Carnesville lacks options for elderly housing such as senior assisted living, nursing homes, and hospice care.

Limited low income housing availability- While Carnesville's housing is affordable; the majority of housing units are on large lots that are financially beyond the reach of low-income families.

Opportunities:

Affordable housing- Carnesville has affordable housing and affordable land prices, which make it attractive to the retirement community and "refugees" from more urbanized areas of the eastern United States.

Residential expansion possibilities- Carnesville has sufficient land area to accommodate residential expansion for future population increases.

2.4.3 Economic Development

Issues:

Limited workforce- With Carnesville's relatively stable population between 500 and 700 residents, the City does not offer a sufficient labor force needed to attract large commercial or industrial employers.

Lack of basic commercial services- Carnesville lacks a number of services, such as banks and grocery markets that must be provided to stimulate population and economic growth.

Congested downtown- Carnesville has an attractive and walkable downtown that was developed around the historic County Courthouse. Because the street network diverges around the courthouse, a combination of both motorized vehicles and pedestrian traffic easily congest the downtown area. Increased traffic loads will overcome the downtown's traffic capacity.

Located outside of I-85 growth corridor- Downtown Carnesville is located in close proximity to I-85, yet residential, commercial, and industrial growth associated with the interstate has yet to reach the City. Carnesville must provide incentives to draw business directly from the interstate to the downtown.

Limited sewer capacity- Available sewer capacity is a major attraction for commerce and industry. While Carnesville has a small sewer system, it lacks the needed capacity to support a core commercial or industrial market.

Low retention of young workforce- Surrounding urban centers including Anderson, South Carolina, Athens, and Gainesville provide numerous job opportunities at wages higher than can be provided in Carnesville. As a result, Carnesville loses the majority of its young, educated, workforce. The City must promote labor retention efforts for its youth and the City should be marketed for its high quality of life, which cannot be matched in urban environments.

Insufficient balance between agriculture and industrial and commercial development- Lands surrounding Carnesville are predominantly agricultural and the City's economy has developed to serve these agricultural markets. However, expansion of commercial and industrial markets will provide sufficient revenue to ensure the City's existence for future generations while maintaining appropriate levels of agricultural services.

Opportunities:

Stable and varied job markets- Economic stability in Carnesville is provided through government jobs including positions with the City of Carnesville, Franklin County, and the Franklin County Board of Education. Carnesville is also an important agricultural services center, as numerous agricultural equipment dealers are located within the city limits.

Available land for growth- Although Carnesville's downtown is nearly 100% occupied, the City has substantial amounts of open space that is available to accommodate residential, commercial, or industrial growth and areas surrounding the City may be annexed from Franklin County as needed.

Attractive and compact downtown- Carnesville's downtown has potential to be developed as a commercial center due to its tight street network, pedestrian access, sufficient parking, and pleasant surroundings.

Undeveloped interchanges- Carnesville has recently annexed the interchange of I-85 and SR 145 and will be annexing the interchange at I-85 and SR 320 in the future. These two sites will provide opportunities for the development of intensive commercial, industrial, and residential land uses, which will provide Carnesville with sufficient economic advancement to promote continued growth.

Revitalization of existing industrial sites- An old high school and a sewing plant are both located in Carnesville and may be renovated to provide a meeting hall or multipurpose facility for City, County, or regional use in the future.

2.4.4 Natural and Cultural Resources

Issues:

Environmental regulations- Two groundwater recharge areas are located in Carnesville and cover approximately 1/4 of the City's area. Similarly, both wetlands and floodplains occur along Stephens

Creek. Appropriate regulations should be developed to ensure the protection of groundwater recharge areas, wetlands, and floodplains.

Historic Preservation - Carnesville has yet to adopt regulations to provide protection through local historic preservation regulations for the City's historic resources such as the County Courthouse.

2.4.5 Community Facilities and Services

Issues:

Limited sewer capacity- Approximately 75% of Carnesville is served by the City's sewer system. An enlarged service area and capacity will be needed to provide adequate wastewater services to the I-85 corridor as it becomes increasingly developed with commercial and industrial uses.

Water supply- As water demands increase, Carnesville will become reliant on Franklin County's water source. Carnesville should consider developing alternative water supplies to limit dependence on Franklin County's water system.

Limited police protection- Franklin County is the sole provider of police protection for Carnesville. Future growth and the need for improved response service may require Carnesville to establish its own police force.

Need for expansion of government buildings- Both the city hall and automobile storage facilities have surpassed their capacity and require expansion.

Opportunities:

Sewer system- Increased sewer capacity in close proximity to I-85 will attract commercial and industrial business.

2.4.6 Transportation

Issues:

High percentage of commuting workforce- Much of Carnesville's workforce that resides within city limits commutes to other areas for employment such as the Athens metropolitan area and Jackson County.

Congested downtown- While Carnesville has a pleasant downtown, the street layout does not facilitate traffic flow and the city square becomes easily congested.

Sidewalk expansion and repair- Carnesville has potential to be very pedestrian friendly, however existing sidewalks require repair and additional sidewalks should be constructed to provide access to Rocky Ford Park and surrounding schools.

Limited bypass options- Because Carnesville is located near I-85, the city experiences heavy truck traffic due to the lack of a bypass around the city square.

Opportunities:

Walkable downtown- Improved pedestrian access will make the town square a more enjoyable place and may attract commercial growth to Carnesville.

Access to I-85- Carnesville's proximity to I-85 provides access to both the City's citizens and commercial and industrial businesses.

Improved connectivity between public facilities and Carnesville- Connecting the County's elementary school, middle school, high school, and Rocky Ford Park with the city through the construction of additional sidewalks will provide increased recreational and education opportunities, a stronger sense of community, and improve downtown Carnesville's attractiveness.

2.4.7 Land Use

Issues:

Limited code enforcement and planning- Carnesville lacks dedicated code enforcement and planning officials. Continued growth in Carnesville will stress the capabilities of existing multifaceted City employees. Contracting with neighboring governments for services such as planning and enforcement will provide regulated growth until the City is able to employ its own dedicated staff members.

Minimal environmental regulations- Carnesville lacks requisite environmental regulations developed by the Georgia Department of Natural Resources for wetlands and ground water recharge areas.

Opportunities:

Annexation of I-85 corridor- Annexation of the I-85 corridor will provide Carnesville with numerous opportunities to expand the City's economic job base and attract travelers into the downtown area.

Land availability- Carnesville has the opportunity to annex areas beyond the city limits to accommodate growth, but the City also has sufficient land within its existing boundaries that are well suited for development. Two such locations are the old sewing plant and old high school. These facilities may be used for community purposes or could be made available to commercial or industrial businesses.

2.5 FRANKLIN SPRINGS

2.5.1 Population

Issues:

Marginal growth- Population projections for Franklin Springs indicate that the City is not expected to increase population in the future. Communities with stable populations often have difficulty attracting new industry and business compared to communities with burgeoning populations.

Mismatched education and job opportunities- While Emmanuel College is well known for its high quality education, the liberal arts focus of the institute does not lend itself to the agriculture and industrial job markets in Franklin County.

Lack of elderly care- Franklin Springs' elderly citizens lack amenities such as community transportation and low income housing options.

Opportunities:

Bilateral age structure- Emmanuel College impacts the age structure of Franklin Springs residents. While Franklin Springs has a high percentage of residents over the age of 65, the college influence is also apparent with 35% of the City's population having an age between 18 and 24 years. No other city in Franklin County has such a high percentage of young adults. The City should promote the vibrancy of its youthful residents to attract additional residents as well as commercial business.

Educational attainment- Nearly 40% of Franklin Springs' population has an educational attainment level equivalent to a bachelor's degree or higher. Such high educational attainment levels in concert with a youthful population provide opportunities to attract well paying employers.

2.5.2 Housing

Issues:

Limited growth- Franklin Springs' housing stock is expected to increase minimally over the coming 20 years. Though the housing stock is currently in excellent condition, limited growth will likely result in a declining housing state followed by lower property values.

Minimal low to moderate income housing options- Housing in Franklin Springs serves college professors and the retired community. Because these groups are typically relatively high income, there has not been a focus on the development of low to moderate income housing for non-students.

Opportunities:

High quality housing- Franklin Springs has some of the best housing in Franklin County. The City's residences are relatively new, mostly being constructed after 1960, and being complete with plumbing and kitchen facilities. High quality housing is a major influence in the quality of life provided by a community and should be promoted to potential residents and employers.

2.5.3 Economic Development

Issues:

Loss of taxable land- The expansion of Emmanuel College has resulted in significant losses to the tax base of Franklin Springs. An aggressive pro-growth and business development plan is needed to maintain a minimal level of tax revenue.

Economic reliance on educational employment- Approximately 45% of wage earners in Franklin Springs are employed by educational facilities, making Franklin Springs very susceptible to policy changes and market shifts.

Limited local shopping opportunities- Franklin Springs provides only basic services to its citizens. Therefore, residents must travel to other communities to purchase goods. Increasing the number of services offered in the community would allow local dollars to remain in Franklin Springs.

Opportunities:

Growth of Emmanuel College- Emmanuel College has been experiencing steady growth over the past decade. This trend is expected to continue and may provide a number of benefits to Franklin Springs including increased population, greater tax revenue, and a stable economic base.

Expanding retail trade market- Franklin Springs is projected to double its retail trade market over the coming 20 years, which should provide additional economic support to the community and diversify the employment opportunities in the City.

2.5.4 Natural and Cultural Resources

Issues:

Limited historic preservation- Franklin Springs has not developed regulations to provide protection for historic resources such as the Publishing House on Spring Street.

Opportunities:

Historic preservation- To some extent, the most notable historic structures in Franklin Springs are located on the campus of Emmanuel College. As these structures are important to the school's history, Emmanuel College has inherent interest in protecting these buildings.

2.5.5 Community Facilities and Services

Issues:

Minimal water flow capacity for fire protection- While Franklin Springs employs water supplies from two groundwater wells, and purchases water from Franklin County and Royston, the installation of larger water lines to connect the water systems of Franklin Springs and Franklin County is required to ensure that sufficient emergency water supplies are available.

Outdated wastewater treatment facility- The City sewer system is becoming outdated and operation costs will increase as maintenance for old pumping stations increase, inflow is minimized, and sludge is removed from the waste stabilization pond. Future budgeting should allow for the development of a new wastewater treatment facility or substantial renovations to the existing treatment plant.

Limited wastewater treatment capacity- Increasing demands from Emmanuel College and residential and commercial areas will over burden the existing wastewater treatment plant capacity.

Opportunities:

Well-staffed emergency response departments- Franklin Springs will be able to accommodate substantial growth without additional personnel investments.

2.5.6 Transportation

Issues:

Bicycle and pedestrian plan- Bicycle and pedestrian forms of transportation are common in Franklin Springs, largely due to the active students of Emmanuel College. Development of a master bicycle and pedestrian plan is needed to prioritize projects and identify appropriate funding sources.

Opportunities:

Focused development along Main Street- The road network in Franklin Springs naturally concentrates commercial development along Main Street. Main Street improvement projects should focus on multimodal access and visual appeal.

2.5.7 Land Use

Issues:

Limited tax base- The high percentage of land owned by Emmanuel College greatly limits tax revenue for Franklin Springs. Improving the tax base may be accomplished with annexation of lands adjacent to the City, or acquisition of commercial or industrial businesses.

Lack of open space- Open space is a highly valued asset for residents. Open space may include un-maintained forests or manicured recreational areas. The establishment of open space is needed to improve the quality of life in Franklin Springs. A linear open space project could link Victoria Bryant State Park with Franklin Springs.

Minimal planning and code enforcement- Future growth in Franklin Springs will stress existing code enforcement and limited local planning may result in unconforming land uses and nuisances. Cooperation with surrounding governments may provide a financially feasible option for providing code enforcement and planning for Franklin Springs.

Opportunities:

Land availability- Franklin Springs has abundant areas available to accommodate residential and commercial growth.

Zoning updates- Zoning districts and regulations should be continuously updated to meet the ever-changing goals of Franklin Springs. If properly implemented, zoning can attract business that is appropriate for the City and provides maximum economic and social benefits.

2.6 LAVONIA

2.6.1 Population

Issues:

Growth management- Lavonia is expected to increase population by over 3,000 residents in the coming 20 years. Management of this burgeoning population will be a major challenge for the City. Most importantly, acquisition of water and wastewater allowances will be required, as will additional personnel and equipment for each of the City's departments.

Elderly services- While population growth in Lavonia will include the full spectrum of ages, population projections indicate that the greatest proportion of Lavonia's incoming population will be 65 years in age or older. To accommodate its aging citizens, Lavonia will need to provide services such as various housing options, access to medical care, and entertainment.

Education levels- Lavonia citizens have educational attainment levels below regional and state averages. As an educated workforce is necessary to attract high tech industries and other professional occupations, Lavonia should focus on improving education attainment so that the City may position itself to promote economic growth.

High quality housing- As Lavonia continues to become increasingly marketable, the City will need to provide new, high quality, housing options for its professionally employed residents.

Opportunities:

Growing workforce- With Lavonia's population nearing 2,000 residents, the workforce is becoming large enough to support large commercial and industrial employers.

2.6.2 Housing

Issues:

Increasing housing demand- Lavonia's growing population will require additional housing. While existing housing is predominantly composed of single-family detached units, moderate and high density housing options will be required to accommodate future demands.

Opportunities:

Mixed housing types- Lavonia has liberal housing policies that allow a multitude of housing opportunities. While some housing restrictions are required to maintain the City's visual appeal and quality of life, varied accommodations serve the community by providing suitable housing for a wide range of incomes and family sizes.

2.6.3 Economic Development

Issues

Growth capture- Commercial and industrial growth is occurring along the I-85 corridor in north Georgia and western South Carolina. Lavonia is geographically positioned to benefit from this growth. Marketing and recruiting efforts should be continued as the City strives to become a commercial and industrial growth center.

Additional annexations- While Lavonia has annexed areas along I-85, additional annexations will be required to provide sufficient area for industrial and commercial expansion.

Maintaining downtown appeal- In the coming 20 years, Lavonia will experience substantial growth along the I-85 corridor. Nonetheless, continued development in downtown Lavonia is necessary so that the City may provide adequate housing, retail, and entertainment services for its population.

Opportunities:

Varied job market- Lavonia has a varied job market that includes manufacturing, education, health and social services, construction, and recreation. Providing a wide base of employment allows for economic stability despite market fluctuations. Transportation, warehousing, professional, and scientific markets are all underdeveloped in Lavonia and may supply the City with future economic development opportunities.

2.6.4 Natural and Cultural Resources

Issues:

Groundwater recharge areas- Southwestern Lavonia is located in a groundwater recharge area. The Georgia Department of Natural Resources requires local governments with groundwater recharge areas adopt model regulations developed by the GA/DNR.

Historic preservation- Lavonia has adequately protected its historical resources. However, as development pressures mount, it will become increasingly important to provide sufficient protection for Lavonia's abundant historic resources.

Opportunities:

Balancing heritage with modernism- With Lavonia's historic resources and imminent growth, the City has the opportunity to create a unique urban environment that equally balances history with economic growth.

2.6.5 Community Facilities and Services

Issues:

Water system demands- Much of Lavonia's water system will require replacement in coming years as it is aged and becoming less reliable, an additional 500,000 gallons of water storage is required to meet existing needs. Similarly, State regulations require additional water technicians and water service and monitoring programs.

Wastewater system upgrades- To accommodate increasing growth, Lavonia's wastewater system will need to accommodate, at a minimum, 1 MGD by 2025. More stringent environmental regulations will further restrict effluent discharges as well as the type of treatment and potential discharge locations.

Improved emergency response- Population growth will limit the effectiveness of emergency response services. Both fire and police departments will require additional staffing and equipment.

2.6.6 Transportation

Issues:

SR 17 expansion and bypass- While the SR 17 expansion and bypass will increase traffic counts through Lavonia, the City's downtown may become less frequently visited. To remain an economically active area, downtown Lavonia must provide daily services for its residents as well as offer entertainment and attractions for both residents and travelers.

Transportation alternatives- Improved pedestrian access in downtown Lavonia should be a priority, as foot traffic provides economic vibrancy, an improved sense of place, along with a higher quality of life.

2.6.7 Land Use

Opportunities:

Multi-use downtown- Although developed as a commercial center, changing economic factors may allow the downtown to become a multi-use area with a combination of existing commercial centers and moderate income residential apartments.

I-85 corridor development- The I-85 corridor in Lavonia is experiencing continued growth through travel related services such as dining, lodging, and refueling stations. Increasing services will provide opportunities to attract retail and commercial businesses. However, inadequate water supply and wastewater treatment capacity may limit development intensities.

Participation in planning and development initiatives- Lavonia is active in numerous planning and development projects including the Better Hometown Program, Lavonia Downtown Development Authority, Franklin County Industrial Authority, Franklin County Chamber of Commerce, and the Lake Hartwell Marketing Alliance. Continued cooperation at the local and regional scale will ensure that Lavonia is able to maximize its land use and workforce assets to become economically integrated into surrounding markets.

2.7 ROYSTON

2.7.1 Population

Issues:

Population growth management- Royston's population is expected to increase by nearly 65% in the coming 20 years. Growth management will be required to provide a balanced community that offers a broad economic base, necessary services, and a variety of housing options.

Aging population- Nearly half of Royston's population is over the age of 45, and 27% is 65 years in age or older. Population projections indicate that the City's population growth will predominantly occur through the 65-year and older age category. While an aged citizen body provides community benefits such as high home ownership and low crime rates, additional services are required to provide needed healthcare, transportation services, and a myriad of housing options.

Education attainment levels- An educated workforce is becoming increasingly important to attract well paying high tech industry and professional and technology employers. Royston's education attainment levels are below State and County averages, with only 12% of its population having an education equivalent of an associate's degree or higher.

Opportunities:

Available workforce- Royston has sufficient population numbers to supply large commercial or industrial businesses with a substantial workforce.

Promoting aged services- As Royston's population continues to age, the City should focus on providing amenities for its elderly citizens and promoting Royston as a community that caters to the needs of its aged residents as a means of encouraging growth and increasing service and retail activity.

2.7.2 Housing

Issues:

Growing housing demand- An additional 740 housing units will be required by 2025 to accommodate future housing needs. Single family detached housing units will lead the market with a demand for 350 units during the coming 20 years. The necessity for multi-family housing will require 230 units followed by mobile homes requirements of 180 units. The high demand for mobile home and multi-family housing indicates a need for additional low to moderate income housing in Royston, which can be accomplished through the construction of apartment complexes, condominiums, or townhouses.

Increased reliance on mobile homes- Mobile homes offer community benefits by providing housing for low and moderate income families, temporary labor forces, and independent living for elderly residents. Nonetheless, mobile homes are commonly seen to be a nuisance by the public because they are occasionally poorly maintained and easily abandoned. The development of appropriate regulations including zoning and nuisance ordinances will be required to properly accommodate mobile homes demands in the future.

Opportunities:

High quality and affordable housing stock- Royston has one of the youngest housing stocks in Franklin County, with approximately half of the City's residences being constructed after 1960. In addition, nearly all residences are furnished with complete kitchen and plumbing facilities. The median property value for residential properties in Royston is \$73,000, well below the County average of \$84,500. Modern housing at an affordable price is a great asset in attracting professional citizens to Royston and should be used in the City's marketing campaigns.

Regulations allow a variety of housing options- As housing demand increases in Royston, the City will be well served by existing regulations that permit multifamily housing, high density developments, and lots smaller than 5,000 square feet in planned unit developments (P.U.D).

2.7.3 Economic Development

Issues:

Limited economic diversity- Nearly half (45%) of Royston's workforce is employed by either manufacturing or education and health services. While these employment sectors have been relatively stable over the past 20 years and will likely continue to provide employment for Royston residents, economic diversification is needed to ensure future market changes do not excessively burden Royston and its citizens.

Decreasing manufacturing market- Manufacturing accounts for 20 percent of Royston's total employment. The manufacturing market in Royston has undergone a slow decline in the past 20 years. At the existing rate, Royston will maintain a viable manufacturing sector through the year 2015. Regional trends indicate that manufacturing that employ low skilled labor will continue to decline. However, there is an increasing need for modern manufacturing facilities that employ skilled labor. Royston should provide an educated populace to attract high tech manufacturing facilities to ensure the maintenance of a sustainable marketplace.

Opportunities:

Improved economic diversity- Royston's economic sectors that are projected to gain momentum in coming years include agriculture and forestry; wholesale trade; real estate, insurance, and finance; and arts, entertainment, and recreation services. The recreation market in Franklin County and the Lake Hartwell region will be increasing as local and regional marketing initiative are expanded in the future. As Royston is located between Lake Hartwell and Victoria Bryant State Park, the City has potential to develop its own recreation based tourism industry.

2.7.4 Natural and Cultural Resources

Issues:

Limited environmental protection regulations- To meet Georgia Department of Natural Resources requirements, Royston needs to adopt water supply watershed protection measures to ensure that water quality is maintained and protected from non-point source pollution. Similarly, residential areas in Royston are known for their large oak trees. A tree protection ordinance should be established to ensure protection for Royston's tree lined streets.

Minimal protection for historic resources- Much of Royston's residential areas qualify under the National Register of Historic Place. Nonetheless, only one residence in Royston, the Bond-Baker-Carter House, has been listed on the register. Royston should establish historic districts and implement a historic preservation ordinance to ensure these sites are protected for future generations.

Opportunities-

Victoria Bryant State Park Greenway- Royston should coordinate with Franklin Springs and Franklin County to develop a greenway trail to connect the City with the State Park and increase Royston's potential as a recreational attraction.

2.7.5 Community Facilities

Issues:

Wastewater treatment upgrades- The existing wastewater treatment plant is becoming aged and will require renovation and/or replacement in coming years. Similarly, projections of wastewater treatment needs indicate that Royston will require a treatment capacity of nearly 1 MGD by 2025.

Opportunities:

Sufficient water supply- Royston's existing water allocation of 1 MGD will accommodate substantial development before its capacity is reached and a modified permit is required. While future water withdrawal permits will be difficult to obtain, Royston is well prepared to accommodate expected growth through 2015.

Expansion of City services- With sufficient water capacity and gas services, Royston has the capability to serve surrounding areas and promote increased economic activity by attracting business and industry that rely on water and gas resources.

2.7.6 Transportation

Issues:

Traffic impact from SR-17 widening project- The widening of SR-17 will generate additional traffic in Royston. However, it may become increasingly difficult to attract through traffic to the downtown area. A downtown development plan will be needed that will focus on establishing and marketing additional recreational attractions such as the Ty Cobb Museum, as well as providing travel services such as food, lodging, and other accommodations in downtown.

Opportunities:

Alternative transportation- Royston has actively pursued alternative transportation options through development of a citywide sidewalk system that currently covers much of the downtown area. Pedestrian traffic is economically beneficial as it improves the business climate and provides a stronger sense of community. Regulations requiring new developments to provide sidewalks would further promote the goals of the City's sidewalk project and will reduce the economic burden on the local government.

2.7.8 Land Use

Issues:

Needed land use regulations- Royston has developed appropriate land use regulations including zoning and development guidelines. Nonetheless, the City lacks some regulations to ensure that growth is consistent with environmental and cultural needs. A water supply watershed overlay zone is required to protect surface water systems in northwest Royston, which drain to the City's water supply. Similarly, the development of historic preservation districts and historic preservation regulations would provide a measure of protection for culturally significant structures in the City.

Unbalanced tax base- Royston is primarily composed of residential housing, with a limited amount of commercial and industrial development. Increasing both commerce and industry should be a leading goal to provide a balanced tax base that is better able to support the growing pains that the City will experience in the future.

3 ANALYSES OF EXISTING DEVELOPMENT PATTERNS

3.1 Introduction

An analysis of existing land use provides information regarding past development patterns and identifies areas where continued trends may result in conflict. The following provides a description of existing land use patterns in Franklin County and its municipalities. Tables 3-1 through 3-3 compare existing land use acreages by class between 1993 and 2005 and maps 3-1 through 3-6 identify existing land use within Franklin County, Canon, Carnesville, Franklin Springs, Lavonia, and Royston.

3.2 Existing Land Use:

3.2.1 Franklin County

Franklin County is culturally and economically linked to its rural setting. The County is blessed with a climatic regime and terrain that provides opportunities for poultry and beef production, silvicultural activity, and row cropping. Population growth and increased housing demand has resulted in the subdivision of large agricultural lands into smaller residential lots of 1.5 to 5 acres. In 2004, Franklin County implemented zoning as a method to preserve agricultural lands throughout the County and reduce conflicts resulting from the interaction of residential and agricultural land uses. It is yet too early to determine if zoning will fulfill the County's intent and meet its goals and objectives. Fine tuning of the zoning districts and permitted uses should continue to ensure that Franklin County responds to its ever-changing needs.

Franklin County's minimum lot size of 1.5 acres per dwelling unit has a major impact on land use, population, and economic factors. Minimum lot sizing in Franklin County is supported by its citizens and community leaders and is providing a measure of protection for open space. However, Franklin County must be cautious as population growth continues. Most importantly, the County's minimum lot sizing will promote sprawl as high-density residential developments cannot be permitted resulting in a large number of 1.5 acre single residential lots. As property values increase due to a lack of housing options, remaining agricultural lands will be subdivided to accommodate increased housing needs. Rising land prices will displace the County's low to moderate income work force and the cost of providing services to residents will increase over higher density neighborhoods.

Commercial and industrial development is ongoing along the I-85 corridor. Lavonia and Carnesville have annexed one interchange apiece into city limits and Carnesville is expected to annex a second interchange in the near future. While the majority of the I-85 corridor will remain within Franklin County's jurisdiction only one remaining unincorporated interchange will be available to serve the County. Therefore, proper land use management will be required to ensure that Franklin County is able maximize its benefit from the development of the I-85 corridor.

3.2.2 Canon

Canon is a small residential town that has a population of less than 800 and largely serves as a retirement community. The City has experienced limited residential or commercial growth in the past 20 years. Disinvestment is growing problematic as traditional neighborhoods and the historic downtown are becoming increasingly weathered and funding for restoration activities has yet to be acquired. Residential areas consist of single-family homes on large lots that ring the downtown. Canon has a small downtown that is located at the intersection of SR 17/College Street and SR 51/Depot Street and includes a limited number of commercial businesses.

3.2.3 Carnesville

Carnesville was established as the County seat at the intersection of Commerce Road/SR106, Church Street/SR59, Gainesville Street and Athens Street/Bowersville Road. Today, the City is composed of single-family residential developments mixed with some commercial lots that line main roads through

town. At least half of the City is undeveloped agricultural land. Numerous on-going City expansion and development projects are currently underway. Annexations north along SR 145 have captured land at the intersection with I-85, which is being developed as a travel oriented commercial node. Carnesville has also annexed to the southeast to acquire land for the newly constructed high school.

Government buildings and a number of commercial buildings occupy the City's traditional town square. The County Courthouse is the most prominent feature of Carnesville. Constructed in 1906, the Courthouse is listed on the National Register of Historic Places.

3.2.4 Franklin Springs

Incorporated Franklin Springs' is located within a one-mile radius from the intersection of Main Street/US 29 and Westclock Drive. Franklin Springs is dominated by the presence of Emmanuel College in the center of town, which has grown through land purchases to encompass about one quarter of the available land in the City. Single-family residential development is found mostly on the East side of town. There are only two small multi-family housing developments, serving the student population. The vast majority of students live in dormitories provided by the College. The only commercial development is located on the farthest eastern city limits, though most of the shopping is located in neighboring Royston.

Franklin Springs is still relatively undeveloped and there is an abundance of land to accommodate future growth for both commercial and residential development. The lack of an interconnecting street network has kept most commercial development focused on Main Street.

3.2.5 Lavonia

Lavonia, like many older towns in the south, was laid out in a one-mile circumference from the center of intersecting streets. Lavonia is located at the center of Main Street/Highway 17, SR59/East Bowman Street, Lavonia Highway and West Avenue. Lavonia consists largely of single-family homes that line these main arteries. About half the town is still undeveloped and there is ample land for future growth.

Strip annexations along Highway 17 to the north and the south have set the stage for future annexations of commercial property as linear development occurs along the highway. An attractive city center and a good mix of commercial development along Augusta Road, have established a healthy growth pattern for Lavonia's future.

A few multi-family apartment complexes and a large manufactured home park have begun to address the need for affordable housing. Most of Lavonia does have sewer service, which will allow for future higher-density growth and commercial or industrial development. Lavonia is well positioned for growth with its location along the heavily traveled I-85 corridor, and with its proximity to Lake Hartwell. Approximately half of the fifty-seven industries in Franklin County are located in Lavonia.

3.2.6 Royston

Royston is centered on the intersection of SR 17 and US 29. The City is primarily composed of single-family residential housing with an increasing demand for multifamily and low to moderate-income housing. The City serves as a local daily goods provider for neighboring communities of Canon and Franklin Springs and functions as a local provider for farming goods and services, and warehousing. The expansion of SR-17 is expected to boost commercial business in Royston in coming years, though efforts should focus on maintaining the vitality of historic downtown Royston, as the SR-17 bypass becomes increasingly important as a major transportation corridor and commercial development adjacent to the route expands. Royston also serves as a regional medical center with Cobb Health Care systems offering primary, long term, and home care services to citizens in Franklin, Hart and Madison Counties. Continued expansion of the medical industry in Royston is expected as the region's population is expanding due largely to an influx of retired citizens. Manufacturing has been declining in Royston over the past 20 years as low tech industries are moved overseas, though few derelict manufacturing facilities are located in Royston.

Table 3-1
LAND USE - 1993, FRANKLIN COUNTY AND MUNICIPALITIES

Category	Franklin County		Canon		Carnesville		Franklin Springs		Lavonia		Royston	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Agriculture/ Forestry	95,553	55.6	666	43.6	256	22.8	244	19.1	136	7.6	298	18.8
Residential	20,622	12	216	14.2	136	12.2	181	14.1	363	20.4	418	26.3
Public/Institutional	1,998	1.2	24	1.6	35	3.1	81	6.3	41	2.3	59	3.7
Transp./Comm. /Utilities	1,894	1.1	92	6	103	9.2	109	8.6	241	13.6	150	9.4
Commercial	2,579	1.5	19	1.3	12	1.1	22	1.8	73.6	4.1	71	4.5
Industrial	1,911	1.1	14	0.9	0	-	4	0.3	59.5	3.3	41	2.6
Parks/Rec./Conservation	402	0.3	0	-	0	-	0	-	0	-	0	-
Undeveloped	48,896	27.2	493	32.4	579	51.6	638	49.8	867	48.7	551	34.7
Total	173,855	100	1,524	100	1,121	100	1,279	100	1,781	100	1,588	100

Table 3-2
LAND USE - 2005, FRANKLIN COUNTY AND MUNICIPALITIES

Category	Franklin County		Canon		Carnesville		Franklin Springs		Lavonia		Royston	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Agriculture/ Forestry	130,356	78.34	661	35.46	706	42.94	296	23.22	212	6.75	644	31.63
Residential	28,816	17.32	223	11.96	447	27.19	158	12.39	827	26.35	697	34.23
Public/Institutional	2,567	1.54	22	1.18	176	10.71	215	16.86	232	7.39	169	8.30
Transp./Comm. /Utilities	3	0.00	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Commercial	2,499	1.50	29	1.56	141	8.58	43	3.37	115	3.66	115	5.65
Industrial	648	0.39	10	0.54	18	1.09	7	0.55	422	13.44	13	0.64
Parks/Rec./Conservation	521	0.31	0	0.00	0	0.00	0	0.00	0	0.00	0	0.00
Undeveloped	985	0.59	919	49.30	156	9.49	556	43.61	1331	42.40	398	19.55
Total	166,395	100	1,864	100	1,644	100	1,275	100	3,139	100	2,036	100

Table 3-3
LAND USE CHANGE 1993-2005

Category	Franklin County		Canon		Carnesville		Franklin Springs		Lavonia		Royston	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Agriculture/ Forestry	34,803	36.42	5	1	-450	176	-52	21	-76	56	346	186.44
Residential	8,194	39.73	7	3	-311	229	23	15	-491	128	279	66.75
Public/Institutional	569	28.48	2	9	-141	403	-134	165	-191	466	5	186.44
Transp./Comm. /Utilities	-1,891	-99.86	92	-	103	-	109	0	241	-	-4	-
Commercial	-80	-3.10	10	53	-129	1075	-21	95	-42	55	1	61.97
Industrial	-1,263	-66.09	4	40	18	-	-3	75	-362	637	-1.96	-68.29
Parks/Rec./Conservation	119	29.60	0	0	0	0	0	0	0	0	-	-
Undeveloped	-47,911	-97.9855	-426	86	433	271	82	15	-464	54	-153	-27.77

3.3 Existing Land Use Category Definitions

Residential: The predominant use of land within the residential category is for single-family and multi-family dwelling units. Incorporated areas of Canon, Carnesville, Franklin Springs, Lavonia, and Royston residential properties were further categorized to allow for identification of mobile homes and residential duplexes.

-Mobile Home: A dwelling structure built on a steel chassis and fitted with wheels that is intended to be hauled to a usually permanent site.

-Residential Duplex: A two-unit apartment building or condominium, usually indistinguishable from a normal house on the exterior.

Commercial: This category is for land dedicated to non-industrial business uses, including retail sales, office, service and entertainment facilities, organized into general categories of intensities. Commercial uses may be located as a single use on one building or grouped together in a shopping center or office building

Industrial: This category is for land dedicated to manufacturing facilities, processing plants, factories, warehousing and wholesale trade facilities, mineral extraction activities, or other similar uses.

Public/Institutional: This category includes certain state, federal or local government uses, and institutional land uses. Government uses include city halls and government building complexes, police and fire stations, libraries, prisons, post offices, schools, military installations, etc. Examples of institutional land uses include colleges, churches, cemeteries, hospitals, etc.

Transportation/Communications/Utilities: This category includes such uses as major transportation routes, public transit stations, power generation plants, railroad facilities, radio towers, telephone switching stations, airports, port facilities, or other similar uses.

Park/Recreation/Conservation: This category is for land dedicated to active or passive recreational uses. These areas may be either publicly or privately owned and may include playgrounds, public parks, nature preserves, wildlife management areas, national forests, golf courses, recreation centers or similar uses.

Agriculture/Forestry: This category is for land dedicated to farming including fields, lots, pastures, farmsteads, specialty farms, livestock production, agriculture, or commercial timber or pulpwood harvesting.

Undeveloped/Vacant: This category is for lots or tracts of land that are served by typical urban public services (water, sewer, etc.) but have not been developed for a specific use or were developed for a specific use that has since been abandoned.

Map 3-1
Franklin County Existing Land Use

Map 3-2
Canon Existing Land Use

Map 3-3
Carnesville Existing Land Use

Map 3-4
Franklin Springs Existing Land Use

Map 3-5
Lavonia Existing Land Use

Map 3-6
Royston Existing Land Use

3.3 Areas Requiring Special Attention

Land use changes and real estate market trends are indicators of adjustment within a community. Areas undergoing rapid alterations often require attention before they pose a hazard to the economic and social condition of Franklin County and its cities. The following sections identify areas that have characteristics that do not conform to the surrounding character and/or land use. These locations include areas that lack sufficient infrastructure, do not match surrounding development patterns or intensities, promote unneeded automobile use, or lack sufficient protection of cultural or environmentally sensitive areas.

3.3.1 Franklin County

Areas of rapid development- Development along the I-85 corridor will continue to result in residential, commercial, and industrial development. The development of an interstate corridor land use plan would provide Franklin County with additional guidance regarding the appropriate type and rate of development for the corridor.

Residential growth is occurring throughout Franklin County and is resulting in the conversion of farmland to residential lots. Population forecasts indicate that residential sprawl will become problematic as property values increase and agriculture no longer remains a gainful employment possibility.

Areas of significant natural and cultural resources- The Broad and Hudson Rivers and their tributaries drain much of Franklin County. While development within these watersheds has been limited, sustained growth within the coming 20 years will negatively impact these streams. Because these waters will continue to serve as scenic and recreational assets, public water supply sources and wildlife habitat, conservation measures such as the adoption of water supply watershed regulations and protected river regulations should be implemented to limit non-point source pollution and enhance the natural qualities of these river systems.

The shoreline of Lake Hartwell has experienced high-density residential development. As Lake Hartwell is used as a public water supply intake, Franklin County should ensure that non-point pollution from lawn fertilizers, septic systems, and recreational use does not negatively impact water quality of Lake Hartwell.

Numerous historic and cultural resources are located across Franklin County. The County should provide local regulations for the protection of these important resources.

3.3.2 Canon

Areas of significant natural and cultural resources- Canon is located in the water supply watersheds of both the Royston and Elberton public water supply intakes. Regulations should be developed in accordance with Georgia Department of Natural Resources to provide sufficient protection for these sensitive watershed areas.

Areas in need of redevelopment- Incorporated in 1905, the City of Canon retains much of its historic structures. However, a great deal of the historic district would benefit from redevelopment to ensure the structural integrity of these buildings is maintained and to improve the City's commercial and visual appeal. Similarly, residential housing in Canon is becoming aged and will require redevelopment in the future to continue to provide adequate housing opportunities for Canon residents.

3.3.3 Carnesville

Areas of significant natural and cultural resources- Sensitive environmental features in Carnesville include wetlands, floodplains, and ground water recharge areas. Stephens Creek flows through Carnesville from northwest to southeast. Lowland areas along Stephens Creek are identified as wetlands and floodplains and should be protected in accordance with GA DNR/EPD standards. Groundwater recharge areas cover a small section of the northeast and southwest portion of Carnesville. As with wetlands, EPD requires protection of groundwater recharge areas.

The Franklin County Courthouse is the only cultural resource listed on the National Register of Historic Places in Carnesville. The Franklin County Historical Society provides additional information and education to citizens regarding sites of historical and cultural value.

Areas of rapid development- One interstate interchange (exit 166) is located within Carnesville city limits, and a second interchange (exit 164) may be annexed by Carnesville from Franklin County in the future. While both of these exits have great potential for development, growth has already commenced on exit 166. Existing commercial sites include fuel and food services as well as a farm equipment center.

Large abandoned structures- An old high school and a sewing plant are both located in Carnesville and may be renovated to provide a meeting hall or multipurpose facility for City, County, or regional use in the future.

Areas with significant infill development opportunities- While downtown Carnesville is nearly 100 percent occupied, higher density commercial uses in the downtown may provide additional economic support and encourage continued growth.

Areas of significant disinvestment, levels of poverty, and/or unemployment- Carnesville has a high percentage of its population that is below the poverty level, yet the unemployment level for the city is half that of the State. No distinct areas of disinvestment are located within city limits, though downtown redevelopment would provide Carnesville with a needed visual and economic boost.

3.3.4 Franklin Springs

Areas of significant natural and cultural resources- Sensitive environments in Franklin Springs include lands located north of Main Street, which are classified as a water supply watershed for the Royston public water supply intake. Floodplains and wetlands are also located along all perennial streams in the City.

Franklin Springs has many historic resources, including a number of residences constructed during the Tudor Revival and commercial buildings such as the Dixie Dale General Store. The campus of Emmanuel College contains other historic structures such as the Publishing House. These resources may be protected through adoption of local historic preservation regulations that can stipulate specific development guidelines for areas within designated historic districts.

Areas with significant infill development opportunities- While Franklin Springs is nearly 100% occupied in its residential and commercial areas, high-density residential housing developments would provide opportunities for population growth and an increased labor force.

3.3.5 Lavonia

Areas of significant natural resources:

Sensitive environmental features in Lavonia include groundwater recharge areas and water supply watersheds. Southeast Lavonia, between the SR 77 and Ayers Street is classified by the Georgia Department of Natural Resources as a groundwater recharge area. This region has a soil and geologic structure that is conducive to allow for recharge of aquifer supplies. The State has developed model ordinances to be adopted by local communities with groundwater recharge areas located within their jurisdiction to ensure the maintenance of high quality groundwater supplies. Similarly, a small portion of northwestern Lavonia is located within the water supply watershed of Lavonia's public water supply intake. The City is required to adopt additional regulations to maintain surface water quality, as the lands that drain to Lavonia's water intake are susceptible to pollution and additional care should be taken to limit point and nonpoint source pollutants within this water supply watershed area, especially as this area is becoming increasingly used for high intensity commercial and industrial uses.

Areas of Significant Cultural Resources:

Lavonia was first established as a railroad community along the Elberton Air Line Railroad in 1878. Though originally developed in Victorian Era wooden structures, these buildings were destroyed during the 1905 fire. The destroyed structures were rebuilt with brick, which still stands today. Much of the downtown is located within one of four districts that are listed on the National Register of Historic Places. A historic preservation commission provides oversight of the historic districts, and the Franklin County Historic Preservation Society provides education and historical resources to the general public.

Areas of Rapid Development:

SR 17 is the major commercial corridor in Lavonia, with the intersection of I-85 and SR 17 serving as a commercial and industrial center for the city. SR 17 is undergoing a widening project and will bypass much of downtown Lavonia. Nonetheless, the generation of increased traffic volumes caused by the widening project may provide Lavonia with continued economic growth. Commercial expansion at the I-85 intersection has been ongoing for numerous years, and now includes a host of transportation related services including several fuel stations, fast food and restaurant style eateries, and overnight lodging. Industrial development is underway in close proximity to the I-85 intersection. The industrial park, located east of I-85, will be served by the City's sewer system and will have excellent access to I-85. Additional annexations will be required to ensure that continued growth remains within city limits.

Areas with Significant Infill Development Opportunities:

The downtown area of Lavonia has a limited number of buildings that are currently vacant. These locations are appropriate candidates for infill development. Although originally laid out as a commercial center, Lavonia's downtown has potential to be developed as a multi-use area with a combination of its existing commercial businesses and the infill of moderate-income residential apartments located on upper levels of multistoried buildings throughout the downtown.

Areas of Significant Disinvestment, Levels of Poverty, and/or Unemployment:

Nearly 30 percent of Lavonia's population is considered to live at or below the poverty level, and as expected, the City has a number of low income housing units. Though the majority of low-income housing is over 30 years in age, the facilities have been extremely well maintained and are a model for other communities, despite statewide trends to move away from traditional low-income housing developments. Disinvestment in Lavonia occurs only at localized sites, and there are no widespread areas of disinvestment within city limits.

3.3.6 Royston

Areas of significant natural resources:

Royston has relatively few sensitive natural resources. However, the City's public water supply intake is located on the Broad River, west of Royston. Northwest Royston drains to the public water supply intake, and therefore land use should be regulated to ensure that water quality is sufficient to be used for the City's water supply. The Georgia Department of Natural Resources has developed model ordinances to be implemented for the protection of water supply watersheds.

Areas of Significant Cultural Resources:

Royston's residential neighborhoods have a number of older residences and qualify to be listed on the National Register of Historic Places. To provide adequate protection for these culturally important sites, Royston should develop and implement historic districts and historic preservation regulations.

Areas of Rapid Development:

Residential areas in Royston will experience the most rapid development in the future. A combination of single family, multifamily, and low income housing will be required to meet existing and future housing needs. Downtown Royston should be developed as a multi-use center and provide a mix of commercial services and high density housing such as apartment complexes and townhouses.

Large Abandoned Structures:

Despite a decline in manufacturing jobs in Royston, there are few abandoned structures and no candidates for grey or brownfield redevelopment.

Areas with Significant Infill Development Opportunities:

Downtown Royston has the highest potential for infill opportunities in the City. There are few vacant properties in the downtown, yet there is potential to increase commercial and residential densities, creating a more vibrant community with increased economic activity.

Areas of Significant Disinvestment, Levels of Poverty, and/or Unemployment:

Unemployment and poverty rates are relatively high in Royston, yet there are no concentrated areas of disinvestment.

Map - Franklin County Areas of Special Attention (ARSA)

Map - Canon ARSA

Map - Carnesville ARSA

Map - Franklin Springs ARSA

Map - Lavonia ARSA

Map - Royston ARSA

3.4 Recommended Character Areas

Character area planning incorporates the concept of community function and feel to identify neighborhoods or communities of similar interaction, process, and character. Defining character areas is useful for identifying unique characteristics that provide a sense of community and to discern localized functions within the larger city or county context. Once character areas are established, community leaders can develop and implement strategies to promote the unique qualities of each character area. Character areas are identified on maps 3-7 through 3-12 and a description of the character areas recommended for Franklin County and its cites are provided below.

Table 3-4
Recommended Character Area Descriptions

Character Area	Description
Rural Neighborhood	Low-density residential lands that are likely to face development pressures for higher density residential lots smaller than an acre. Typically have low pedestrian orientation and access, lots larger than an acre, open space pastoral views and a high degree of building separation. During the planning period Franklin County is expected to experience modest to strong growth pressures, which may impact these areas.
Traditional Neighborhood	Residential area in older part of the community typically developed prior to WWII. Characteristics include high pedestrian orientation, sidewalks, street trees, on-street parking, and regular lots. During the planning period these areas will require reinvestment and infill management if they are to retain their character.
Suburban Neighborhood	Area where typical types of suburban residential subdivision development have occurred. Characterized by low pedestrian orientation, high amounts of open space, and a high to moderate degree of building separation. These areas are not expected to see much change over the planning period, but communities must gauge the desire to continue this form in lieu of demands for more rural or traditional neighborhood forms.
Lakeside Residential Area	Area where suburban residential subdivision development has occurred alongside, or within close access to, Lake Hartwell. Often contains on-site septic systems, moderate amounts of open space, and a moderate degree of building separation. This area will see increased pressures for new, higher-end development during the planning period and must be managed properly to ensure environmental integrity and maintaining the viability for recreational use.
High Density Neighborhood	Area characterized by multi-family housing units, apartments, condominiums, etc. that are well connected to commercial and service districts through multimodal transportation routes and typically have sewer connections or community septic systems. Very few of these areas exist in Franklin County, with only modest demand expected in the next 20 years. Preserving the viability of existing areas, however, will be crucial to preserving the rural portions of the county elsewhere.
Low to Moderate Income Neighborhood	Housing designed to accommodate families with low to moderate incomes. These areas contain single family or duplex style residences, as well as mobile homes on individual lots of .5 acres or greater. Low to moderate housing areas are connected to education centers, service, and business districts by alternative transportation routes, but may not have access to sewer services. These areas are potential targets for revitalization efforts and must be monitored during the planning period to ensure conditions remain stable or improve.

Table 3-4 (cont'd)
Recommended Character Area Descriptions

Character Area	Description
Residential Redevelopment	A residential neighborhood that has declined sufficiently that housing conditions require improvement. This area may include vacant land, or deteriorating and unoccupied structures, and has already been recognized as a target area for revitalization efforts.
Downtown Neighborhood	High-density residential area that is predominantly composed of small-lot urban housing, dense apartment complexes or condominiums. Commonly have a high degree of pedestrian mobility and are connected to surrounding commercial centers through sidewalks. Along with traditional neighborhoods, these areas are considered critical to the identity of the municipalities and their form should be preserved in the future.
Downtown Neighborhood Redevelopment	A downtown neighborhood that has declined sufficiently that housing conditions require improvement, there may be large areas of vacant land or deteriorating, unoccupied structures. Comparable to the Residential Redevelopment areas but with a decidedly urban form.
Historic Neighborhood Corridor	Historic area containing features, landmarks, civic or cultural uses of historic interest that are centered along a linear corridor, often composed of a road or rail line. New development in these areas should be respectful of the specific context and/or cultural value of the area through such conditions as architectural design, land use and landscaping.
Historic Area	Areas containing structures of cultural or historic interest but not containing a high degree of residential activity. Characteristics may vary based on size, location and history of the community, but the need to coordinate new development in these areas remains: New development should be respectful of the specific context and/or cultural value of the area through such conditions as architectural design, land use and landscaping.
Mixed Use-Historic	A historic area with varied activities including low and high-density housing, commercial services and open space, also exhibiting a fair-to-high degree of pedestrian accessibility. Aspects of both the historic context and the mixed-use form should be preserved, which may require coordinated land use mgmt.
Mixed Use	An area with varied activities including low and high-density housing, commercial services and open space. Where these areas contribute to the urban scale and overall character of a community they should be maintained. Where there is an absence of coordinated architectural themes and pedestrian accessibility, such should be considered in the future.
Rural Mixed Use	Predominantly rural area with varied activities including low-density housing, commercial services, agricultural land, and open space. This is largely a transition area that will take on more residential or commercial activity based on broader development trends.
Interstate Commercial	Commercial activity area located at and around a highway intersection, typically automobile oriented. Land uses are designed to serve highway travelers more so than local residents, and often feature vast parking lots and large structures. This area is designed for economic function above aesthetics, but should be monitored for potential impacts on community character.
Commercial Development	Comparable to Interstate Commercial areas in general form (auto-oriented) and scale, but these also coincide with adjacent rural and residential uses. Typically uses and services are marketed toward local residents. Many of these areas are experiencing moderate to rapid commercial growth including grocery markets, retail outlets, and services. Such uses will continue to grow during the planning period, so this area is expected to increase throughout the county.

Table 3-4 (cont'd)
Recommended Character Area Descriptions

Character Area	Description
Commercial Retail and Restaurant	Commercial activity located along major transportation routes that provide a variety of retail and restaurant services. Typically smaller scale than the Commercial Development areas, offering higher traffic activity and services oriented toward local residents. These should be managed for traffic impacts and coordination with commercial business districts and downtown areas.
Commercial Business District	Commonly surrounded by commercial, industrial, or mixed-use areas, these have the same collection of commercial and service operations as downtown areas but in an auto-oriented scale. Should have a high density of mixed retail, office, and employment to serve a regional market area. This district is primarily for economic value and will be managed for business development purposes.
Town Center	A focal point for several neighborhoods that has a concentration of activities such as general retail, service, commercial, professional office, high density housing, and public open space that is easily accessible by pedestrians. Comparable to downtown areas but recognized as a community asset and destination to be preserved.
Business Employment Center	Development characterized by high degree of access by vehicular traffic, on-site parking, low degree of open space and moderate floor-area-ratio. Comparable to Commercial Business Districts but lacking proliferation of retail activity. This district is primarily for economic value and will be managed for business development purposes.
Community Services Area	Concentration of government buildings that provide public services including city hall, emergency services, post offices and governmental departments including utilities, tax assessor, planning, and engineering. Recognized as a concentration of required civic uses not integrated into other districts.
Health Services District	This district provides local and regional medical needs, including hospitals, emergency care facilities, doctor offices, and pharmacies. Overall form is guided by operational demands, but should be managed for traffic impacts and to sustain viability of the operation.
Tourist Oriented Commercial	Commercial services that cater towards non-residents. Commerce includes arts and crafts, recreation, antiques, and food services. Extremely pedestrian friendly and well manicured, these areas are commonly found in conjunction with surrounding attractions such as historic districts or natural areas and public open space.
Gateway	Developed or undeveloped land paralleling the route of a major thoroughfare that serves as an important entrance or means of access to the community. To the extent communities wish to emphasize the transition between major character areas, these corridors should be managed to foster coordinated signage, architecture and other elements that convey the desired image.
Airport Oriented Development	Developed area in close proximity to airports. Provides travelers high quality services including food, lodging, rental car options, and commonly includes conference centers. As with the Health Services District, this area should be managed for the viability of the service operation.
Education Area	Educational centers including college campuses that provide local and regional higher education opportunities. Education areas include classrooms, libraries, recreation centers, etc. These areas should be managed so as to maintain their viability, safety and character. Incompatible land uses should be discouraged in adjacent properties.
Light Industrial and Business	Area used in high intensity business or low intensity manufacturing, wholesale, or distribution activities that do not generate excessive noise, particulate matter, or other nuisances. This is another property geared for economic development.

Table 3-4 (cont'd)
Recommended Character Area Descriptions

Character Area	Description
Industrial Area	Land use in higher intensity manufacturing, assembly, processing activities where noise, particulate matter, or other nuisances are not contained on-site.
Industrial Redevelopment	Industrial area that has declined sufficiently where large areas of vacant land are present and structures are deteriorating and are unoccupied. This could include greyfields or brownfields and should be the first option for locating new industrial activity.
Agricultural Area	Lands in open or cultivated state or sparsely settled, including woodlands and farmlands. Features low volumes of development and traffic, and should be managed so as to maintain the viability of the agricultural operations. Incompatible land uses or major utility improvements should be limited in these areas so as to reduce pressures for increased development.
Scenic and Recreation Area	Area with significant natural, historic, or cultural features, and scenic or pastoral views. Typically features low volumes of development and traffic except as needed to accommodate visitors. These areas are often coordinated with environmental preservation efforts and should be managed so as to conserve the amount of undisturbed land and promote passive activity.
Conservation Area	Primarily undeveloped natural lands and environmentally sensitive areas not suitable for development such as steep slopes, floodplains, wetlands, and wildlife management areas. Development and human activity is generally discouraged.

Franklin County Character Area Map
Map 3-7

Canon Character Area Map
Map 3-8

Carnesville Character Area Map
Map 3-9

Franklin Springs Character Area Map
Map3-10

Lavonia Character Area Map
Map 3-11

Royston Character Area Map
Map 3-12

4 ANALYSIS OF CONSISTENCY WITH QUALITY COMMUNITY OBJECTIVES

Quality Community Objectives were developed by the Department of Community Affairs to identify the development patterns and options that will help Georgia communities preserve their unique cultural, natural and historic resources. This assessment provides the community with an idea of how it is progressing toward reaching these objectives and is intended to be used as a tool to identify areas where community improvement is possible.

4.1 Franklin County

Traditional Neighborhoods

The agricultural history of Franklin County has resulted in a low density, dispersed, population. As a result, subdivision development has been minimal. Instead, housing in Franklin County is widely scattered and located on large lots, commonly greater than 5 acres. Neighborhood design at the County level has not received great attention due to both the availability and consumer preference for large single lots. However, conservation of open space and agricultural lands are a leading concern for the County. County regulations that ensure the maintenance of open space include minimum lot sizing and zoning. Current density requires a minimum of 1 dwelling per 1.5 acres. The lack of countywide sewer availability limits the permitting of mixed uses or other high-density developments. Land subdivision is becoming common throughout the County to meet escalating residential needs, but mixed use zoning and neo-traditional developments are not allowed "by right". Implementation of such regulations may be beneficial to accommodate the County's increasing population while maintaining the rural setting of Franklin County in the future. The inmate labor program is used for roadside maintenance projects throughout the County.

Infill Development

Brownfield and greyfield redevelopment potential is limited in Franklin County due to a lack of vacant industrial and commercial centers. There are two nodes planned at highway intersections on I-85 that will accommodate future growth and will be developed concurrent with a planned sewer expansion. Minimum lot size is 1.5 acre per dwelling unit; therefore, no small lot developments are permissible in Franklin County.

Sense of Place

Important elements of Franklin County's sense of place include Lake Hartwell, the County's historical sites, and the area's agriculture and forestland. First settled shortly after the Revolutionary War, Franklin County has played an important role in the development of northeast Georgia. Historical sites are located throughout the County. Numerous areas have been designated as historic districts and are listed on the National Register of Historic Places. These sites include the Hamilton Historic District, McConnell Historic District, Bellamy Historic District, and Cromer's Mill Covered Bridge, among others. County oversight of historic districts is provided through the Franklin County Historic Preservation Commission. Franklin County also has an active historic society that provides public education and historical resources to all interested parties.

Citizens and travelers alike associate Franklin County with Lake Hartwell and Victoria Bryant State Park for their recreational and scenic qualities. The County's vast areas of rolling agriculture and forestlands are not only economic assets to the County but provide a unique sense of place through their visual qualities and habitat for abundant wildlife. Efforts to maintain the rural sense of place in Franklin County include the development of county-wide zoning and minimum lot sizing which promote the conservation of open space and green space. County zoning regulations along with State and Federal Rules prohibit new billboards in much of the County and the type and intensity of land uses in highly visible areas are also regulated through the zoning ordinance. Agricultural lands are provided a level of protection through an "Agriculture Intensive" district that is dedicated for farming practices, though rezoning requests are allowed.

Transportation Alternatives

The establishment of alternative forms of transportation within Franklin County is a challenge due to the dispersed, rural, nature of the County. Therefore, a countywide public transportation system has yet to be established. Nonetheless, Franklin County is cognizant of the need for transportation alternatives and is implementing a number of measures to ensure its citizen's transportation needs are met. A limited

sidewalk system exists which is concentrated around county schools. The sidewalk system in these locations is extremely effective because of the placement of schools in residential areas of the County. A regional bicycle and pedestrian plan has been developed and recommends the extension of the existing sidewalk system to serve residential areas that are in close proximity to schools and to connect other nearby community facilities such as City and County parks. The bicycle and pedestrian plan also establishes a number of recommended bicycle routes through the County. New subdivision regulations provide increased transportation efficiency by requiring a minimum of two entrances for developments with more than 50 homes. Shared parking is allowed in commercial areas, though formal ordinances have not been established to ensure that formal parking is available.

Regional Identity

Franklin County is characteristic of the region in terms of architectural styles and heritage. The County is connected to the surrounding region through their local agricultural production: Franklin County is the largest poultry-producing county in the state of Georgia. Agriculturally based business is strongly encouraged, which is exemplified by the development of the first poultry litter-to-energy operation that is to be developed near Carnesville, Georgia. Franklin County participates as a leader of recreation opportunities in northeast Georgia by promoting Lake Hartwell, the County's two State Parks, golfing, and countywide fall festivals. Lake Hartwell provides northeast Georgia and southwest South Carolina with an immense source of regional tourism. Franklin County is expanding on the regional attraction of recreational lake users by developing a mega boat ramp to be used as a venue for large sport fishing events. The natural beauty of northeast Georgia is typified by both Tugaloo State Park and Victoria Bryant State Park, both of which are located in Franklin County and offer a number of recreational opportunities including hiking, fishing, swimming, camping, and golf. Highland Walk Golf Course is located in Victoria Bryant State Park and offers a challenging 18 hole golf course and has recently been chosen to host the LPGA-USGA Girls Golf Tournament, which was established through a cooperative effort with the US Golf Association and the Georgia State Golf Association to provide additional opportunities for girls in Georgia to learn and enjoy golfing. Fall community celebrations are held throughout Franklin County during September and October. The festivals attract arts and crafts and food vendors, along with entertainment acts that all showcase local and regional traditions.

Resource Conservation

Heritage Preservation

Franklin County has abundant historic and cultural resources. The following is a list of sites located in Franklin County that are identified on the National Register of Historic Places:

- William Ariail House
- Bellamy Historic District
- John and Mary Bond House
- Kennedy Brown House
- Cromer's Mill Covered Bridge
- Franklin County Courthouse
- Hamilton Historic District
- McConnell Historic District
- Duncan Strange House
- Walnut Hill Historic District

Franklin County has designated historic districts, a historic preservation commission, and has an active historical society, all of which ensures the preservation of its historic resources and make certain new development complements existing historic structures.

Open Space Preservation

Green space set-asides are now required for new subdivisions in Franklin County and an environmental overlay has been included in the County's ordinances. Franklin County also provides a limited amount of green space preservation through its parks and recreation department. The County has also developed a county master recreation plan that calls for the expansion of existing facilities to accommodate additional athletic programs, camps, special events, and classes. State and federal organizations manage substantial portions of open space for environmental conservation and recreational purposes in Franklin County. The U.S. Army Corps of Engineers manages lakeshore areas of Hartwell Reservoir for multiple

purposes through shoreline designations classified as limited development areas, public recreation areas, and protected shoreline areas. The Georgia Department of Natural Resources also manages 895 acres within Franklin County through Victoria Bryant State Park and Tugaloo State Park.

Environmental Protection

Natural resources are abundant in Franklin County. Sensitive environmental resources include floodplains, wetlands, groundwater recharge areas, water supply watersheds, steep slopes, and protected rivers. Wetlands are predominantly located in low lying areas adjacent to major streams including the Hudson River, Nails Creek, Carlan Creek, Broad River, Middle Fork and North Fork Broad River, Crockett Creek, Hunters Creek, Toms Creek, and Clark Creek. The Broad River, downstream of Bond Road is classified as a protected river, based on its average annual discharge. Ground water recharge areas are located along broadly sloping ridgelines throughout Franklin County. Royston's public water supply intake is located on the North Fork Broad River at SR 51. All areas within the watershed of the North Fork Broad River are classified as being within Royston's water supply watershed. Similarly, a small area of Franklin County, located east of SR 17 between Canon and Royston, is located within Elberton's water supply watershed. Georgia DNR/EPD has developed model ordinances to ensure sufficient local protection is in place for wetlands, ground water recharge areas, protected rivers, and water supply watersheds. The state mandates adoption of regulations that meet the protection standards established in EPD's model ordinances. Floodplains are located along major streams and are often concurrent with wetlands. Franklin County participates in the National Flood Insurance Program, which provides federally backed flood insurance for communities that provide development limitations in areas that are prone to flood events. Isolated areas of steep slopes (slopes of 25% or greater) are located on side hills adjacent to streams. These areas are vulnerable to development as disturbed lands are easily eroded by stormwater discharge resulting from construction and post construction conditions. Additional development requirements may be needed to ensure that sedimentation does not result in soil erosion and water quality degradation.

Social and Economic Development

Growth Preparedness

Franklin County uses population projections that are provided through the GMRDC while making infrastructure decisions. Elected officials in Franklin County have an adequate understanding of the County's development process and the County provides training for the Planning Commission. Franklin County's development regulations were recently updated to clarify and improve the guidelines for new development. Similarly, countywide zoning was implemented in 2005 to meet the community objectives of Franklin County. To appropriately manage development issues, Franklin County has developed a Capital Improvements Program for sewers, roads and water and the comprehensive planning process will be used to designate growth areas.

Appropriate Businesses

Franklin County has a diverse job base that includes agricultural, industrial, commercial, and recreational economic sectors. Nonetheless, in recent years the dynamics of the economic base has changed dramatically. Cheap labor from foreign competition has resulted in plant closings and workforce reductions in Franklin County. Increased planning and cooperation is needed between Franklin County, its municipalities, and neighboring areas to ensure the maintenance of a diversified economy.

Franklin County has both a Chamber of Commerce and an Industrial Building Authority to attract desirable industries and products. While a business development strategy has yet to be developed, both the Chamber of Commerce and the Industrial Building Authority are able to assess the County's strengths and weaknesses to provide the County and its communities with appropriate business and industry. Franklin County actively recruits business and industry that support agricultural production as well as the expansion of industrial, commercial, and recreational job sectors.

Employment Options

Franklin County has a unique setting that allows for numerous economic opportunities that include commercial and industrial markets along the I-85 corridor, water related recreation services provided by Lake Hartwell, and excellent agricultural lands that are located throughout the County. This diversity of employment options provides a strong foundation for economic stability. Though Franklin County has

diversity in its employment options, most jobs are for unskilled labor. In recent years, Franklin County has focused on increasing the skilled labor market in the County by cooperating with local industries to prepare students for today's modern workplace. The Franklin County Chamber of Commerce also provides support to the County's educational programs by sponsoring the Franklin County Education Summit, which offers initiatives such as the youth apprenticeship program. In 2001, Franklin County approved a Special Purpose Local Option Sales Tax to provide funds for school construction and renovation.

Housing Choices

Franklin County's housing stock comprises mainly of low-density single-family units. The housing stock in Franklin County has increased by over 3,000 units since 1980. Providing low to moderate income housing and housing for the County's elderly population has been a challenge in the past. Low to moderate income housing in Franklin County has largely been provided through the construction of mobile homes. Between 1980 and 2000, the percentage of mobile homes has increased from 12.9% to 31% of the County's total housing. The development of additional multifamily housing throughout the County would provide low to moderate income and elderly populations with cost effective alternatives to the mobile home. The lack of sewer access has been a major limitation for the development of multifamily developments, as septic systems have difficulty handling the waste loads associated with high-density developments. Franklin County is currently expanding its sewer system area and capacity, which may provide opportunities for the construction of multifamily developments. Franklin County is beginning to implement development regulations to ensure the preservation of farmland and open space as the demand for housing continues to increase. Community support for the preservation of agricultural lands and open space has resulted in adoption of agriculture based zoning and minimum lot sizing of 1.5 acres per housing unit. While the minimum lot size provides a measure of protection for open space, it also restricts the development of high-density housing. As land prices rise, it becomes increasingly difficult for low to moderate income families to acquire the needed acreage for a home site. The County's minimum lot size also makes the development of neo-traditional and other conservation developments difficult.

Currently, Franklin County is affordable for the people who work here thanks in part to the availability of accessory units and manufactured housing. However, the lack of cluster development, multi-family and senior housing suggests that future housing needs may not be met. Planned expansions of sewer services in the County will improve the ability to build multi-family housing.

Educational Opportunities

Franklin County's school system is composed of elementary schools in Lavonia and Royston, with an elementary school, middle and high school located near Carnesville. Public libraries have been established in Lavonia and Royston. A number of post secondary educational centers are located within the region.

Table 1-1

Facility	Location	Degree Type	Program Description
Emmanuel College	Franklin Springs	Four year liberal arts	
North Georgia Technical College	Avalon, Currahee	Associate Degrees	Quick Start program provides training designed to meet local and regional employment needs
University of Georgia	Athens	Undergraduate and graduate	Offers a wide variety of degree programs
Athens Technical College	Athens, Elbert County	Associate Degrees	

The need for an educated work force is increasing in and around Franklin County. Franklin County's school system has responded through the development of local education programs including career-oriented vocational training, adult education programs, and Chamber of Commerce sponsored activities that consist of a Youth Apprenticeship program, a student-mentoring program, and others. To provide modern educational facilities, Franklin County recently passed a SPLOST to provide funding for school construction, renovation, and repairs. Post secondary educational facilities such as North Georgia Technical College and Athens Technical College, have also become increasingly cognizant of the need to match educational programs with the local job market and have developed partnerships with local and regional employers to provide education programs that fulfill employer needs. Despite the recent efforts to provide work training for skilled employees, educational attainment levels remain below the State average and many graduates continue to seek gainful employment in areas outside of Franklin County such as Athens, Atlanta, and Gainesville. These areas attract Franklin County's workforce because of improved employment opportunities, higher wages, and greater potential for future advancement.

Governmental Relations

Regional Solutions:

The Franklin County Chamber of Commerce and the Industrial Building Authority serve as the leading economic development organizations for Franklin County and its cities and have provided the impetus for the development of a number of business and industrial parks and water and sewer projects throughout the County. The County also participates in the Joint Development Authority of Franklin, Hart and Stephens County, which hold quarterly meetings to plan and report on development activities in each county. Regional transportation planning is becoming increasingly important in northeast Georgia. The Georgia Department of Transportation has coordinated with Franklin County during the development of the Regional Bicycle and Pedestrian Plan and the Banks-Franklin-Jackson County Multimodal Transportation Study.

Franklin County does not have a local environmental protection organization, but does interact with the Broad River Watershed Association and the Lake Hartwell Association to consider regional environmental issues within the Broad River and Savannah River watersheds. The Broad River Watershed Association provides community supported management and protection of the Broad River and its watershed in 13 counties of northeast Georgia, including Franklin County. Similarly, the Lake Hartwell Association provides a focus on the environmental, recreational, and economic qualities of Lake Hartwell and its watershed.

Franklin County maintains a County Planner as well as a Planning Commission to provide guidance on planning and development issues. The County has recently adopted and implemented a countywide zoning ordinance. The Planning Commission reviews zoning considerations for consistency with community goals during planning commission meetings that are regularly scheduled and advertised. Training has been made available to the planning commission and additional education will be provided as needed.

Franklin County coordinates with surrounding local governments to ensure that appropriate services are being provided to both incorporated and unincorporated citizens in Franklin County. The following provides a summary of coordinated services throughout Franklin County:

Water System:

Franklin County is becoming a major water provider for cities throughout Franklin County as well as surrounding counties and cities. The County's existing water system provides water to much of Franklin County and has connections to Lavonia, Royston, Carnesville, Franklin Springs, and Banks County.

Sewer System:

The intersection at SR 51 and I-85 is the only area that is served by the Franklin County sewer system, though numerous other projects are in the planning stages.

Solid Waste Management:

Franklin County provides solid waste management and recycling to all cities in Franklin County and the County operates a convenience center that provides a drop point for solid waste and recyclable goods. All solid wastes collected in Franklin County are transported to the R&B Landfill near Homer, Georgia.

Concerns over the life expectancy of the R&B landfill have resulted in the expansion of the landfill. A secondary landfill is in the planning stages, and will accept construction and demolition waste. This landfill is expected to be located near SR 51, north of I-85, in Franklin County.

Law Enforcement and E-911:

The County Sheriff's Office provides police protection to unincorporated Franklin County and Carnesville. The County also assists Franklin Springs with detention services for inmates. Canon, Carnesville, Franklin Springs, Lavonia, and Royston all use Franklin County as their E-911 provider. Fire protection is managed by each respective jurisdiction, and there is no overlap of service areas.

Utilities:

Natural gas is the only utility that is provided between city and county jurisdictions. Royston provides natural gas to portions of Franklin County and is expanding its service area within Franklin County to I-85 and Turkey Creek Rd.

Education:

The Franklin County Board of Education operates five public schools that include kindergarten through high school education levels. The system serves approximately 3,700 students through three elementary schools which are located near Carnesville, Lavonia, and Royston, as well as a middle school and a high school that are both located near Carnesville.

Regional Cooperation

In recent years, Franklin County has become increasingly active as a participant in regional planning initiatives such as the Joint Development Authority of Franklin, Hart and Stephens County and communication between Franklin County and the cities within its jurisdiction is satisfactory as a number of services are shared between jurisdictions. Similarly, joint planning between Franklin County and its cities will continue to occur regularly as water and wastewater system interconnections become more common between Franklin County and its cities. Despite the level of interaction in the County, the Service Delivery Strategy has become outdated over time and requires updating, which is being performed concurrent with the development of the comprehensive plan.

4.2 Canon

Development Patterns

Traditional Neighborhoods:

Traditional neighborhoods, developed prior to WWII, account for the majority of residential housing in Canon. The low degree of development pressure in the community will provide a level of protection for these traditional neighborhoods in the future. Being a small community with a population less than 1,000, the City has yet to establish zoning, dedicated neo-traditional development regulations, a tree ordinance, or a tree planting campaign. The downtown has a limited number of sidewalks and clean streets are required by ordinance. Canon's downtown area is small and compact, which promotes foot travel between the City's commercial building and the post office.

Infill Development:

There are many vacant and deteriorating buildings in Canon but there are no plans to redevelop or rehabilitate them. Canon contains no Brownfield or grayfield sites. There are no nodal developments planned. However, the absence of zoning and minimum lot size requirements provides an opportunity for the future development of nodal developments, provided they are designed in a manner that is compatible with septic systems.

Sense of Place:

Citizens see Canon as a small rural retirement community with a need for minimal growth in the future. Key identifying features for Canon include the historic downtown district and its historic churches. Despite these unique features, the City of Canon enforces a minimal number of regulations. There are no regulations to create or preserve the downtown historic area, there is no sign ordinance, and no plans are in place to identify and protect designated farmland.

Transportation Alternatives:

Both SR 17 and SR 51 pass through Canon. However, the small size of the City limits the development of a public transportation system. Downtown Canon has a limited number of sidewalks that are in acceptable condition, but the sidewalks do not extend to the local schools or nearby residential neighborhoods. Downtown parking is not a problem with one store and one post office. The Regional Bicycle and Pedestrian Plan identifies a proposed greenway trail along SR 51 through the southern end of Canon, as well as a proposed road route along SR 17 through Canon.

Regional Identity:

Due to Canon's small size interaction at the regional scale is limited. Canon's citizens have values in-line with the regional consensus, and include a strong bond to the rural lifestyle and tendency towards limited regulations.

Resource Conservation

Heritage Preservation:

Canon has both the Commercial Historic District and the Historic Churches of Canon Historic District, which are identified on the National Register of Historic Places. Nonetheless, the City has not adopted regulations to provide specific protection for these resources and new development regulations do not ensure consistency with the historic nature of Canon.

Open Space Preservation:

While Canon contains a small city park, there are no plans to identify and protect designated open space or farmland. Existing landowners have maintained open spaces and agricultural lands through voluntary measures.

Environmental Protection:

State regulations are the leading source for environmental protection in Canon, and include State oversight of erosion and sedimentation control. The only Part V criteria that is applicable to Canon is the water supply watershed. Nearly the entire city falls within the water supply watershed of either the Elberton or Royston public water supply watershed. Canon has yet to adopt regulations for the protection of water supply watersheds.

Social and Economic Development

Growth Preparedness:

The Census has predicted Canon will gain 50 more people in the next 20 years, though population projections have not been used in the decision making process in the past. A Capital Improvements Program is in place but significant growth is not expected. Canon enjoys a low level of governmental regulation and feels that existing development regulations are sufficient to manage existing and future growth. While policies to guide development have not been considered in the past, the existing process for new development is clear and easily followed.

Appropriate Businesses:

The Franklin County Chamber of Commerce and the Franklin County Industry Building Authority are the two leading economic development organizations associated with Canon. The expansion of the Franklin County Airport is expected to have a positive economic impact on Canon in future years. Coordination is required between Canon, the Franklin County Airport, and the Franklin County Chamber to ensure that future development associated with the airport expansion fits with the character of Canon.

Employment Options:

Manufacturing and education, health, and social services employ the greatest proportion of the labor force in Canon. Canon does not actively recruit new business, and instead relies on Franklin County and the nearby communities of Franklin Springs, Royston, and Lavonia for employment opportunities.

Housing Choices:

Canon offers sufficient and affordable housing for the City's labor force. However, the housing stock is becoming antiquated and is focused towards the low-income population. Regulations provide little

guidance for developers, as there are no zoning or development guidelines to ensure that existing community patterns are followed in new developments. The lack of sewer limits the construction of multifamily housing units and the development of small lots. A number of housing options are available in Canon including loft and downtown living opportunities. A limited amount of land is available in Canon for the future development of housing.

Educational Opportunities:

Canon has sufficient educational opportunities nearby, which include Emmanuel College in Franklin Springs and North Georgia Technical College's Avalon and Currahee campuses. North Georgia Technical College provides a "Quick Start" program that is aimed at providing skilled labor to local industries. Primary education centers include Royston Elementary School, Franklin County Middle School, and Franklin County High School. Nearby Royston is also home to the Royston Public Library.

Governmental Relations

Regional Solutions:

Canon participates with both the Franklin County Industrial Business Authority and the Franklin County Chamber of Commerce to provide regional economic development throughout Franklin County. Canon cooperates with the sharing of services between the City, Franklin County, and neighboring cities. The E-911 system is shared between the County and all of its cities, natural gas is provided to Canon by Royston, and water services and schools are shared with Franklin County.

Regional Cooperation:

Canon does cooperate with Franklin County and is satisfied with the Services Delivery Strategy (now being developed by the RDC). Large developments within Canon undergo a review process for all developments that are at such a large scale they may have impacts beyond their jurisdictional boundaries (regional in nature) and may cause inter-jurisdictional conflicts. This review, titled Development of Regional Impact (DRI) review notifies all surrounding local governments and potential impacted agencies of the proposed development and allows them an opportunity to review the project (development) and provide comments about its potential impact on them. The RDC will then provide to the submitting local government comments and recommendation on the proposed project prior to the local government making a decision allowing the project to proceed or be denied.

4.3 Carnesville

Development Patterns

Traditional Neighborhoods:

Carnesville's neighborhoods are composed of older housing units that have traditional neighborhood characteristics. Carnesville has a downtown square that is 100 percent occupied and has potential to be developed into a substantial commercial center. Sidewalks ring downtown Carnesville, although pedestrian mobility is limited due to a lack of crosswalks and a high concentration of vehicular traffic. The construction of additional sidewalks are planned to connect the County's multipurpose recreational facility, located just outside of Carnesville, with Carnesville Elementary School. Other areas that would benefit from the development of sidewalks include Parker Street, Gainesville Street, and Bowersville Road. A major drawback for the continued expansion of the sidewalk system in Carnesville is the lack of right-of-way along SR 59. Carnesville implements a limited number of regulations to guide growth. These regulations include basic zoning and development standards. Neo-traditional developments are not allowed "by right" but the "by right" request process is uncomplicated. The City does not have a maintenance crew for their streets, but implements an inmate work program for the maintenance and upkeep of the City's sidewalks.

Infill Development:

The downtown is 100% occupied, though room exists for higher density development (especially mixed use residential) outside of the first perimeter of existing buildings. Existing development regulations set the minimum lot size at 7,500 square feet. An old high school and sewing plant on Hull Street are abandoned and could be purchased for redevelopment. The intersection of I-85 and SR 320 could be

developed as a dense node. Brownfield and greyfield redevelopment potential is low in Carnesville, due to the residential character of the city.

Sense of Place:

Constructed in 1906, the historic Franklin County Courthouse is the most distinctive feature in Carnesville and is listed on the National Register of Historic Places. Citizens also consider the City's close-knit community and rural setting as being major contributors to Carnesville's sense of place. The moderate growth experienced by Carnesville in past years has not resulted in a great need to develop ordinances to regulate growth. As such, no specific ordinances are in place to oversee the City's historic buildings, signage, or trees.

Transportation Alternatives:

Downtown parking is adequate, and the dense town square provides opportunities to walk to a variety of destinations. Parking is shared throughout downtown and is not perceived to be a problem. The small size of Carnesville and its rural surroundings limits the cost effectiveness of the development of a public transportation system. The Regional Bicycle and Pedestrian Plan has outlined a number of sidewalk projects and bicycle routes throughout Carnesville. These plans include a bicycle route through Carnesville on SR 59 and SR 145 and numerous sidewalk improvement projects such as:

- Add sidewalks around the Carnesville Post Office and major approaches to the post office.
- Add sidewalks from the Magnolia Village Shopping Center to the downtown area along SR106 and the new housing units to be located nearby.
- Add sidewalks from the downtown area to Carnesville Elementary School (east of downtown) and Rocky Ford Park (located adjacent to the school).
- Add sidewalks along SR59 from Church Street to the Middle School on Lavonia Street. Seniors use this area to walk.
- Add and/or rehabilitate sidewalks in the downtown area and from the Courthouse to the High School.
- Add sidewalks near the Carnasale housing development (public housing) and the Carnasale Baptist Church to the downtown area.

Regional Identity:

Carnesville's character closely resembles regional queues for architectural style and heritage. Carnesville also participates in the development of commercial, industrial, and tourism initiatives through support of the Franklin County Chamber of Commerce and the Franklin County Industry Building Authority. Drawing on the area's agricultural foundations, fall celebrations are coordinated throughout Franklin County and include festivals in the communities of Carnesville, Lavonia, and Royston.

Resource Conservation

Heritage Preservation:

Though downtown Carnesville has a number of unique and historic structures, heritage preservation is primarily accomplished through the Franklin County Historical Society, who provide public education and community information. Carnesville has yet to adopt regulations to provide specific protection for these historic resources and new development regulations do not ensure consistency with the historic nature of Carnesville.

Open Space Preservation:

Franklin County is predominantly rural with substantial amounts of open space and numerous public access points to Lake Hartwell. Similarly, the County has developed a recreation plan, which includes the expansion of Rocky Ford, a multipurpose recreational facility located on the outskirts of Carnesville. As such, open space preservation within Carnesville has not been given a high priority in the past. Carnesville is planning to acquire land for a city park in the future. The City is also considering a code rewrite to provide set-aside requirements for new developments.

Environmental Protection:

Considerable portions of Carnesville remain forestland, agricultural lands and open space, though neither Carnesville nor Franklin County have yet to develop a specific open space plan. As existing wetlands

and floodplains are located in close proximity to Stephens Creek, these areas have remained largely undeveloped and protected through State stream buffer regulations and federal review requirements for land disturbing activities in wetlands, as established by Section 404 of the Clean Water Act. Similarly, ground water recharge areas in Canon have experienced low development pressures and are composed primarily of low intensity residential development, which is inline with recommended development regulations developed by GA DNR. Adoption of Part V requirements for ground water recharge areas, floodplains, and wetlands will be required by the State in the future.

Social and Economic Development

Growth Preparedness:

Census population projections have been used during the decision making process for infrastructure decisions, though growth has not been an issue for Carnesville in the past. Census projections predict an additional 76 people, with the loss of 4 houses and 29 jobs in the coming 20 years. The City is trying to improve the capacity for future growth with a new sewage treatment facility. Planned growth is expected to occur at the intersections of I-85 with both SR 320 and SR 145. Future annexations along SR 320 will be required of Carnesville to incorporate the interchange into the City's jurisdiction.

Appropriate Businesses:

The Franklin County Chamber of Commerce and the Franklin County Industry Building Authority are the two leading economic development organizations associated with Carnesville. These groups promote the recruitment of compatible businesses to Franklin County and Carnesville and have the local knowledge to provide an accurate assessment of the community's assets and weaknesses. Carnesville's diverse employment base (teachers, trucking companies, and support staff for local governments) has been a major asset to the survival of Carnesville in the past and will continue to be promoted in the future.

Employment Options:

Employment in Carnesville consists largely of government-related services in the downtown area and agricultural production in the outlying areas. Transportation related services have also increased in recent years at the interchange of I-85 and SR 145. Limited numbers of professional and managerial jobs are available in close proximity of Carnesville.

Housing Choices:

Carnesville has affordable housing, though most employees in Carnesville commute from other areas. Improving the number of housing units and type of housing available in Carnesville will be addressed in the future through consideration of mixed-use and multi-family/lofts in the downtown area. While housing is affordable, lower income housing options are limited in Carnesville, though garage apartments and mother-in-law apartments are allowed. Approximately 25 percent of Carnesville is served by on-site septic systems, and the reduction of the minimum lot size beyond the existing 7,500 square feet is impractical for lots served by septic systems.

Educational Opportunities:

Workforce training is provided at the Currahee Campus of North Georgia Technical College, which is located approximately 15 miles from Carnesville. North Georgia Technical College provides education focused towards existing industries and trades in the region. Emmanuel College, located in Franklin Springs Georgia, also provides four-year liberal arts degrees and the University of Georgia, located in Athens, Georgia, provides a host of educational opportunities for graduate and undergraduate degrees. Though there are ample opportunities for education in the region, many college graduates relocate to surrounding urban centers after graduation for higher wages, a wider assortment of job choices, and greater opportunities for advancement in the future.

Governmental Relations

Regional Solutions:

Due to Carnesville's small size, participation in regional initiatives is limited. Nonetheless, Carnesville works in cooperation with the Franklin County Industrial Development Authority and the Franklin County Chamber of Commerce. Carnesville participates in the Franklin County fall festival, and annually hosts the celebration in downtown, which provides Carnesville with both economic and social benefits. Shared

services include water supply from Franklin County, which accounts for approximately half of the City's water. Franklin County also provides all police protection to the City and is the E-911 provider for all municipalities in the County. Carnesville is also represented by Franklin County at the Joint Development Authority of Franklin, Hart and Stephens County, which meets quarterly to plan and report on development activities in each county.

Regional Cooperation:

Carnesville does cooperate with Franklin County for planning purposes, though limited growth in the City minimizes the amount of interaction needed between the City and County. The existing service delivery strategy is outdated and does not meet the needs of Carnesville. However, the service delivery strategy is being updated concurrent with the Comprehensive Plan. Large developments within Carnesville undergo a review process for all developments that are at such a large scale they may have impacts beyond their jurisdictional boundaries (regional in nature) and may cause inter-jurisdictional conflicts. This review, titled Development of Regional Impact (DRI) review notifies all surrounding local governments and potential impacted agencies of the proposed development and allows them an opportunity to review the project (development) and provide comments about its potential impact on them. The RDC will then provide to the submitting local government comments and recommendation on the proposed project prior to the local government making a decision allowing the project to proceed or be denied.

4.4 Franklin Springs

Development Patterns

Traditional Neighborhoods

Franklin Springs was incorporated in 1924 as a resort area known for its mineral springs. The City maintains its historic feel and includes traditional neighborhoods with a compact town square. Although the City does not enforce a specific tree ordinance, the City is well vegetated with old oak trees. Private landowners maintain public areas such as commercial retail districts. Franklin Springs does not have any City parks. Development is regulated through a zoning ordinance that allows multiple uses in its districts. Approximately three miles of sidewalks facilitate bicycle and pedestrian movement. The sidewalk system covers much of Emmanuel College and parallel Highway 29 within city limits.

Infill Development

There are no vacant buildings in Franklin Springs that would be appropriate for infill development or greyfield or brownfield redevelopment. Franklin Springs is not located near a major interstate, and is not well suited for nodal development. Although current zoning does not allow lot sizes of 5000 square feet or less, the City has expressed an interest in addressing this in a zoning update.

Sense of Place

Franklin Spring's sense of place is founded on Emmanuel College, which provides the most distinctive visual feature in the City and epitomizes the community with its well-educated population, close-knit community, and small town atmosphere. Zoning regulations provide a level of management to maintain the City's existing form and atmosphere. Due to the city's small size and minimal amount of commercial development, a sign ordinance has yet to be implemented and development regulations for historic structures have yet to be adopted. Although agriculture is important to both Franklin Springs and Franklin County from cultural and economic perspectives, there is little agricultural land in Franklin Springs that requires protection.

Transportation Alternatives

Bicycle and pedestrian sidewalks are in place within Emmanuel College and along SR 29, though there are no specific regulations to require new developments to provide sidewalks. While the existing sidewalk system provides opportunities for alternative transportation, increased connectivity in the sidewalk system is needed. Sidewalk additions should connect the Franklin Springs downtown to Emmanuel College and residential areas of Franklin Springs should be linked to the nearby Royston Elementary School. There is some interest for a bicycle and pedestrian master plan, which can be developed using the Regional Bicycle and Pedestrian Plan for guidance. Public transportation is not provided in Franklin Springs, due to the City's small size. Downtown Franklin Springs provides a limited

number of commercial shopping opportunities and the compact design of the downtown area facilitates pedestrian mobility. Adequate downtown parking is provided and shared parking is allowed.

Regional Identity

Franklin Springs is unique due to its establishment as a recreational attraction and its current role as an educational center. Nonetheless, Franklin Springs fits within the regional identity in terms of its architecture and feel as a small rural community with a strong agricultural base. The City relies on surrounding areas for its economic livelihood. Residents commute to commercial and industrial centers including Hartwell, Lavonia, Athens, and Commerce for employment. Similarly, neighboring cities provide basic services such as daily goods, health care, and entertainment. The large commercial centers of Athens and the Atlanta metropolitan area draw Franklin County residents for abundant commercial goods and specialized healthcare. Franklin Springs strengthens its regional identity through the City's association with Victoria Bryant State Park, which is located adjacent to the City and exemplifies the natural beauty of the region. Victoria Bryant State Park is 500 acres in size and offers hiking, camping, fishing, and bicycling. Emanuel College also provides recitals and drama presentations, as well as cultural awareness events that offer an increased sense of community and regional identity.

Resource Conservation

Heritage Preservation

There are no historic districts or registered historic sites in Franklin Springs, though the Franklin County Historical Society provides the general public with education and other history related resources.

Open Space Preservation

Franklin Springs has relied on citizen based voluntary measures for the preservation of open space and has yet to establish a greenspace plan. Nearby Victoria Bryant State Park provides Franklin Springs with open space. This 500-acre park includes opportunities for golfing, camping, fishing, hiking, and picnicking.

Environmental Protection

Environmentally sensitive lands in Franklin Springs include the water supply watershed of Royston's public water supply, floodplains and localized steep slopes. Floodplain areas are located adjacent to perennial streams and are adequately protected by Franklin Springs' floodplain ordinance. Small, isolated areas of steep slopes are located throughout Franklin Springs. Steep slopes are sensitive to land disturbing activities, and may require additional stormwater management controls, if developed. The northern half of Franklin Springs is located within the water supply watershed of the City of Royston public water supply intake. The Georgia Department of Natural Resources have developed a model ordinance which is to be adopted by local governments whose jurisdiction fall within a water supply watershed. Franklin Springs should adopt regulations similar to the model ordinance developed by GA DNR to meet the Part V requirements established by the State. Additional environmental protection is provided through State regulations including erosion and sedimentation control to minimize stormwater discharge during construction and stream buffer requirements.

Social and Economic Development

Growth Preparedness

Franklin Springs does have population projections (furnished by the RDC for this plan), which are being shared with Emmanuel College. A Capital Improvements Program has been established for the City, which will provide additional guidance for future projects. While Franklin Springs is not expected to experience substantial growth in coming years, portions of the City may become developed through the expansion of residential housing and a limited amount of industry. The development of infrastructure to accommodate additional growth has been problematic in the past, and will be an issue in the future. The existing wastewater treatment system is nearing the end of its effective life cycle and many components will require replacement and upgrades to meet future needs. Basic development requirements including zoning, erosion and sedimentation control, and floodplain regulations guide development. The limited number of regulations facilitates the permitting process for new developments. Franklin Springs employs a planning commission to provide local guidance for land use decisions and the City advertises public

hearings for regular commission meetings. A budget for planning commission training has not been established, but local officials do understand the process.

Appropriate Businesses

Economic development in Franklin Springs is provided through the Franklin County Chamber of Commerce and the Franklin County Industrial Building Authority. Both of these organizations are familiar with the assets and weaknesses of Franklin Springs and are able to provide business that is compatible with the City, though a dedicated business development strategy has yet to be developed for Franklin Springs. Major employers in Franklin Springs are Emmanuel College and the Franklin Springs government. The City has established an industrial park and expects to attract a limited amount of commercial development as residential growth is spurred on by the expansion of nearby SR 17.

Employment Options

Emmanuel College provides Franklin Springs with the greatest number of professional employment opportunities. Student attendance has been increasing in recent years, and should result in a continually increasing number of staff members. Lifesprings Resources, a religious based provider of educational material, also provide professional and managerial jobs to Franklin Springs residents.

Housing Choices

Franklin Springs has a variety of housing options available to its citizens, though there is a need for additional low and moderate-income housing. New developments are encouraged to follow the patterns of the original town and the City's existing zoning regulations provide a limited amount of directive. Existing regulations allow flexibility for accessory units such as garage apartments and community development corporation projects, though no loft or downtown style residences are located in town. The rural nature of Franklin Springs allows for housing that is affordable for most residents and vacant land is available for future development of single or multi-family housing. There are no special-needs housing (other than student housing and dormitories). Future review of existing codes will consider the need to allow lots smaller than 5,000 square feet and appropriate set-back distances to allow the construction of sidewalks and bike lanes.

Educational Opportunities

Primary education in Franklin Springs is provided through Royston Elementary School, Franklin County Middle School, and Franklin County High School. Franklin County High School offers career oriented vocational training as well as adult education. Work force training is offered through numerous educational facilities in the region. Emmanuel College offers four-year liberal arts degrees and the University of Georgia, located in Athens, provides both undergraduate and graduate degrees in a number of diverse fields. The Currahee campus of North Georgia Technical College, located near Toccoa, provides two-year degrees focusing on regional trades and industries through their quick start program. Job opportunities for educated citizens are limited in Franklin Springs. Many local graduates seek jobs in larger commercial centers such as Athens, Gainesville, and Atlanta due to greater job availability, higher pay scales, and greater opportunities for advancement.

Governmental Relations

Regional Solutions

Franklin County cooperates in regional economic development initiatives through the Franklin County Chamber of Commerce and the Franklin County Industrial Building Authority. Franklin Springs is also represented through Franklin County for the Joint Development Authority of Franklin, Hart, and Stephens County, which meets quarterly to plan and report on the development activities in each county. Franklin Springs also cooperates with Franklin County and surrounding cities to receive and provide coordinated services. Franklin Springs serves approximately 300 customers through its water system that incorporates two local groundwater wells as well as connections to both the Franklin County and Royston water system. Franklin County provides solid waste management to all cities in the County. Though Franklin Springs employs a full time police force, the City does not operate a city jail, and instead transports its detainees to Franklin County's jail facilities. Franklin County is also used as the E-911 provider for Franklin Springs. The Broad River Watershed Association is a non-profit regional land trust that provides resource management strategies, education, and outreach in the Broad River Watershed. While communication has been limited between the Broad River Watershed Association and Franklin

Springs the Association is available to provide assistance regarding land management for the maintenance of water quality, scenic character, and the preservation of sensitive natural areas.

Regional Cooperation

Franklin Springs does cooperate with the county for planning purposes and they are satisfied with their service delivery strategy (now under way by the RDC). Large developments within Canon undergo a review process for all developments that are at such a large scale they may have impacts beyond their jurisdictional boundaries (regional in nature) and may cause inter-jurisdictional conflicts. This review, titled Development of Regional Impact (DRI) review notifies all surrounding local governments and potential impacted agencies of the proposed development and allows them an opportunity to review the project (development) and provide comments about its potential impact on them. The RDC will then provide to the submitting local government comments and recommendation on the proposed project prior to the local government making a decision allowing the project to proceed or be denied. Franklin Springs is jointly updating the Comprehensive Plan with Franklin County to ensure local planning is consistent with surrounding areas. Franklin Springs is inviting its citizens to participate in this Comprehensive Land Use planning process through the RDC.

4.5 Lavonia

Development Patterns:

Traditional Neighborhoods

Lavonia meets all the criteria for this goal. They have a zoning code that allows mixed uses; they allow neo-traditional development “by right”; they have a street tree ordinance and a tree commission with an organized tree-planting campaign. Lavonia also has a program to keep their public areas clean and safe, they maintain their sidewalks and they have a walkable downtown with recent investments in new sidewalks. A TEA project has funded a new pedestrian pathway from Highway 17 to the recreation complex on Bearcreek Road. Because schools are located near neighborhoods and because of the pedestrian friendly nature of the City, many children walk and bike to school safely.

Infill Development

Lavonia does have an inventory of vacant warehouse buildings available for redevelopment, though they are not actively promoting brownfield or greyfield redevelopment. There are not any planned nodal developments within the city limits, but Lavonia's downtown would be a good location for residential infill. Lavonia's codes do allow for development of 5,000 square feet or less.

Sense of Place

Lavonia has a strong sense of place – their downtown is attractive and historically preserved. They have four nationally registered historic districts, three residential and one commercial historic district. Their ordinances regulate development aesthetics and protect farmland. A sign ordinance regulates the type and size of signage in the City, however a high density of large billboards does slightly detract from the City's small town atmosphere.

Transportation Alternatives

Lavonia has a number of alternative transportation options that include a dial-a-ride service for seniors, which is offered through the Georgia Department of Human Resources. A private church van and bus service is also available for the elderly and those in poor health. Lavonia has developed a number of sidewalks that are located in the downtown, parallel major transportation routes, and connect local schools to their surrounding neighborhoods. While sidewalk installation is not required for all new developments, developers are asked to connect new sidewalks to existing sidewalks whenever possible. The Regional Bicycle and Pedestrian Plan also identifies SR 17/SR 28 as an on-road bicycle project that begins in downtown Lavonia and extends through Bowersville, Canon, and Royston as it reaches its terminus at the Franklin/Madison county line. This route should be incorporated during the ongoing expansion of SR 17.

Regional Identity

Lavonia is exemplary in terms of preserving their traditional architecture, history, and economic linkages to the region. The proximity of Lake Hartwell is a regional draw that Lavonia is capitalizing on with plans

for restaurants, cultural events and capital investment in lake facilities for visitors. Despite recent development, Lavonia retains its heritage as a rural community and participates in activities such as the annual spring and fall festivals, which showcases local arts and crafts, food, music, and entertainment. Other cultural activities include stage plays at the cultural center, the Main Street Music Fest, and a planned railroad excursion between Toccoa and Elberton that will pass through Lavonia. The City and the Downtown Development Authority has also initiated the development of the Lavonia Cultural Center to promote cultural awareness and education. The Lavonia speedway, located on GA Hwy 77, provides a regional venue for race enthusiasts. Lavonia also maintains its regional identity through the preservation of historic structures. Two of the County's most important landmarks, the Carnegie Library and the train depot, are located in Lavonia's historic districts. Lavonia actively participates in the Georgia Department of Economic Development's regional tourism partnership and is represented by Franklin County through the Joint Development Authority of Franklin, Hart, and Stephens County.

Resource Conservation

Heritage Preservation

Lavonia does have a designated historic district in their downtown area, and they have an active historic commission. The city also maintains a downtown development authority and better hometown program to ensure that development is consistent with local goals. They have also adopted ordinances to ensure that new development complements the historic architecture downtown.

Open Space Preservation

A measure of protection is provided by Lavonia's open space due to the city's respectable public park system that includes Vanna Bowers Vandiver Park, Cornog Memorial Plot, the Garden Spot, the Lavonia Memorial Park, the Bear Creek Recreational Complex, and the Bear Creek Road multi-use trail system. The city has developed a greenspace plan, though the City's public park system is not expected to increase substantially in the coming few years.

Environmental Protection

Lavonia has taken steps to protect environmentally sensitive areas with a natural resources inventory that is used to steer development away from fragile environments. The city has also implemented a number of regulations to provide sufficient protection of environmental resources including erosion and sedimentation control measures, a vegetation ordinance, and a nuisance ordinance.

Social and Economic Development

Growth Preparedness

The RDC has provided Lavonia with population projections. Lavonia does have a capital Improvements Program that supports current and future growth and they have identified areas where growth is desirable. Lavonia's Chamber of Commerce and Industrial Building Authority are both very active in planning for the economic growth of the community.

Appropriate Businesses

Lavonia maintains both a Downtown Development Authority and a Better Hometown Program to recruit business and industry that is compatible with existing commercial and industrial enterprises. Business recruitment is also supported through the City's business development strategy and Business Recruitment Committee. Over the past 50 years, Lavonia has gradually transitioned from an agriculture-based community to service, commercial, and industry based community. As a result, Lavonia has developed a diverse job market that is resistant to market variability while still providing basic services to surrounding agricultural markets.

Employment Options

Lavonia does have an entrepreneur support program. They have jobs for skilled, unskilled and professional people. However, there has been a problem getting professional people to live in Lavonia and stay there – they typically leave for higher wages and advancement possibilities that are found in bigger cities.

Housing Choices

Lavonia's housing is primarily composed of single unit dwellings (67.4%), which follows the regional trend. Due to the City's manufactured housing ordinance, mobile homes only account for 3.8 percent of the City's total housing stock. In contrast, multiple housing unit developments account for 26.6 percent of the housing units within the City. Between 1990 and 2000, the number of both cost burdened and overcrowded residents declined in Lavonia. This decline may be attributed to a wide variety of housing options that are available through Lavonia's housing policies. Accessory units and loft apartments are permissible as are housing units located on lots smaller than 5,000 square feet. Special needs housing is available at the Lavonia Village Apartments. Nonetheless, additional low to moderate income housing is needed within city limits.

Educational Opportunities

Primary and secondary education opportunities are provided by the Franklin County Board of Education. This system includes a Head Start/Pre-K program, Lavonia Elementary School, Franklin County Middle School, and Franklin County High School. A number of post secondary educational centers are located within the region.

Facility	Location	Degree Type	Program Description
Emmanuel College	Franklin Springs	Four year liberal arts	
North Georgia Technical College	Avalon, Currahee	Associate Degrees	Quick Start program provides training designed to meet local and regional employment needs
University of Georgia	Athens	Undergraduate and graduate	Offers a wide variety of degree programs
Athens Technical College	Athens, Elbert County	Associate Degrees	

Despite the high number of post secondary educational facilities that are found in close proximity to Lavonia, the City has difficulty maintaining the quantity of citizens with a higher education needed to attract large employers of skilled labor. Many of Lavonia's educated citizens reside in the City temporarily and commonly migrate to larger markets in Georgia and South Carolina where there are more employment opportunities, higher wages, and greater potential for future advancement. Nonetheless, Lavonia's economic and cultural climate provides sufficient opportunities for college graduates to maintain employment at local schools and industries while residing locally.

Governmental Relations

Regional Solutions:

Lavonia is an active participant in regional planning and development. The City continues to cooperate with Franklin County for the delivery of services. Shared services include water and sewer and Franklin County provides Lavonia with solid waste disposal and E-911 services. Lavonia also participates with the Hart, Franklin, and Stephens Joint Development Authority to promote the Gateway Industrial Park, a full service hi-tech industrial center that is located north of Lavonia off of I-85. While Lavonia does not have a local environmental organization, it does interact with the Broad River Watershed Association and the Lake Hartwell Association to consider regional environmental issues within the Broad River and Savannah River watershed. The Broad River Watershed Association provides community supported management and protection for the Broad River and its watershed in 13 counties of northeast Georgia, including Franklin County. Similarly, the Lake Hartwell Association provides a focus on the environmental, recreational, and economic qualities of Lake Hartwell and its watershed. Regional transportation planning is becoming increasingly important in northeast Georgia. The Georgia Department of Transportation has coordinated with the City of Lavonia during the development of the Regional Bicycle and Pedestrian Plan and the Banks-Franklin-Jackson County Multimodal Transportation Study.

Local Self-Determination

Lavonia has a citizen-education campaign to allow all interested parties to learn about the development processes through the Downtown Development Authority and the Chamber of Commerce. Their processes of providing information through a website and maps on display at City Hall, in addition to public hearings on rezonings and variances allow the public to stay informed on land use and zoning decisions. The public awareness element of their Comprehensive Planning process is currently being conducted by the RDC. Lavonia has clearly understandable guidelines for new development, however they do not offer a development guidebook for new construction. Lavonia reviewed their development regulations in 2001 to ensure consistency with State quality objectives. Planning Commissioners do attend training classes and Lavonia's elected officials do understand the land development process.

Regional Cooperation:

The City of Lavonia maintains outstanding relations with its surrounding neighbors and commonly communicates through scheduled meetings. Service delivery strategies are updated as required to ensure all qualifications are maintained.

4.6 Royston

Development Patterns

Traditional Neighborhoods

Royston's residential neighborhoods are a younger stock than found in other communities in Franklin County. Approximately half of the City's residential units were built after 1960. The youthful housing stock can partially be attributed to new house construction spurred by an energetic housing market. Despite the positive housing market, the percentage of single housing units in the City has fluctuated over the past 30 years while the percentage of mobile homes has steadily increased. The long established residential areas in Royston can be characterized as traditional neighborhoods that are connected by sidewalks to community facilities such as schools. Royston has expanded their sidewalk network in recent years to encourage pedestrian mobility and because of continued use by school children, will continue to expand the sidewalk system in Royston. New developments are encouraged to construct sidewalks to join neighboring sidewalks. Manufactured housing regulations provide guidelines for the construction and layout of single lot and multi-unit manufactured housing developments. Despite the increase in manufactured homes in Royston, these units may provide a number of benefits to the community including rapidly accommodating the ebbs and flows of housing demand more readily than site-built homes and affording the elderly with housing opportunities. Providing such housing is especially useful during times of economic expansion when there is a large lag time between the identification of housing needs and occupancy. Residential developments within Royston are also regulated through a zoning ordinance that includes mixed-use zoning. Neo-traditional development is allowed "by right" under the current Planned Use Development guidelines so long as they conform to set backs, and buffers established in the zoning regulations. Tree and shrub regulations are in place and provide guidelines for the planting, removal, and trimming of trees that are located in public places, though a community supported tree planting campaign has yet to be established. The maintenance of vegetation in public areas is managed through the public works director with help from the inmate work program.

Infill Development

Royston has several vacant sites and buildings that could be redeveloped, though there are no immediate plans to do so. There may be opportunities for the redevelopment of two brownfield sites within the City, though redevelopment efforts have yet to be initiated for either of these sites. Royston would like to develop more commercial and industrial sites at major intersections, but do not have plans to make them mixed use or higher density. Small lots (less than 5000 square feet) are allowed for cluster homes.

Sense of Place

Royston's history provides a foundation for the City's sense of place. Royston is known as the home of the great baseball player Ty Cobb and has recently developed a baseball museum that highlights his life and accomplishments as a baseball player. The community's character is further enhanced by a number of historic sites located within the city. The Royston Commercial Historic District, located along church and Railroad streets and the Bond-Baker-Carter House are listed on the National Register of Historic

Places and provide visual reference to the City's development in the late 1800's. Royston sense of place is maintained through a number of regulations and a historic commission. Regulations include the management of open spaces and signs. A historic preservation commission has been developed to enhance local historical and aesthetic attractiveness of the community and a certificate of appropriateness must be approved on all downtown buildings prior to construction.

Transportation Alternatives

The city of Royston promotes alternative transportation through the development of the City's sidewalk system that covers much of the downtown area. Shared parking is also allowed downtown to reduce parking pressure and improve the business climate of the downtown area. The Georgia Department of Transportation, with local input, has developed the Regional Bicycle and Pedestrian Plan, which provide additional guidance for the development of alternative transportation measures within the City including the placement of additional sidewalks along US 29 within city limits, and the construction of sidewalks in residential neighborhoods in close proximity to Royston Elementary School. To aid in the expansion of the city sidewalks, Royston is considering regulations to require new developments to provide sidewalks.

Regional Identity

Royston is characteristic of the region in terms of its rural character, heritage as a commercial center, and through its architectural styling. The city continues to maintain its identity through active participation in regional planning and development initiatives such as regional marketing efforts for Lake Hartwell and participation in the Georgia Department of Economic Development's regional tourism partnership. Much of Royston's downtown is listed on the National Register of Historic Places. While the City's historic Preservation Commission provides a measure of protection to the historic district through city regulations and management, the Franklin County Historic Preservation Society provides additional community support through public education initiatives. Regional environmentalism is provided to Royston through the Broad River Watershed Association. This group focuses on proper land management for the Broad River watershed and is also active in education and outreach activities for both the public and government leaders. Royston is also an active member in community education and entertainment activities. Royston, Carnesville, and Lavonia all participate in fall community festivals where local arts, crafts, and music are enjoyed.

Resource Conservation

Heritage Preservation

Royston's downtown is on the Historic Register and they do have an active historic preservation commission. They also have ordinances in place to ensure new development complements the historic development.

Open Space Preservation

Royston does have a green space plan, although it is not yet implemented. The City is actively preserving green space with a recently acquired 44-acre park that includes a natural stream habitat. A conservation subdivision ordinance has yet to be developed, though existing Planned Unit Development (PUD) guidelines have an open space element.

Environmental Protection

Part V of the Environmental Planning Criteria require local governments to adopt regulations for the protection of water supply watersheds, ground water recharge areas, wetlands, mountain areas, and protected rivers. Overall, Royston has a very limited exposure to sensitive environments; however, the City is located within the water supply watersheds of both the Royston and Elberton public water supply watersheds. Local governments are required to adopt regulations to ensure the protection of water quality for public drinking water supplies, as identified by the Georgia Department of Natural Resources.

Royston also contains a limited extent of steep slopes. Steep slopes are classified as those areas that have a slope of 25% or greater. Steep slopes are sensitive to erosion during and after construction. The Soil Survey of Elbert, Franklin, and Madison Counties provides site specific details on the development potential of soils in Royston, and should be referenced during site planning to ensure that new development site plans are concurrent with soil limitations.

Social and Economic Development

Growth Preparedness

Royston's population is expected to increase by 1,800 residents in the coming 20 years. To accommodate this growth, the City is preparing to update its wastewater treatment plant. The upgrade is expected to be complete in the next 5 to 10 years. Royston is the only local government in Franklin County that serves as a gas provider. The existing gas line infrastructure is located within Royston as well as sections of Canon and Franklin County. Royston is currently expanding its natural gas service area to I-85 and Turkey Creek Road. Additional expansions will be constructed as required. The wastewater treatment plant upgrade and the gas line expansion project have been incorporated into the City's capital improvement program and population projections have been referenced to ensure the projects meet expected needs demands. Royston relies on the Franklin County Board of Education for school growth planning.

Appropriate Businesses

Royston does have a business development strategy and the City participates in the Better Hometown Program. Both the Franklin County Chamber of Commerce and the Franklin County Industrial Business Authority aids Royston in attracting commercial and industrial businesses. Though Royston's current job base is strongly supported by Ty Cobb Healthcare, continued population growth in the region should allow for the expansion of retail, whole sale trade, recreation, and real estate services in the future.

Employment Options

Royston's economic base is largely composed of the health care service industry, though Royston has initiated an active economic development program with an entrepreneur support program. Jobs for skilled, unskilled and professional/managerial workers are available, though most high-level positions are provided through the health care services industry.

Housing Choices

Royston has a good mix of housing options to meet the needs of the City's diverse population. These housing options include lofts, multifamily, accessory units, lower income, and special needs developments. Existing PUD regulations allow houses to be constructed on lots smaller than 5,000 square feet. Development standards have yet to be established for historic areas in the City.

Educational Opportunities

The Franklin County school system offers primary and secondary education for Royston citizens. The Royston Elementary School is the only County educational facility in Royston and the County's middle and high school are located near Carnesville. Post secondary educational opportunities are numerous due to Royston's location. The following table provides information on the type and location of post secondary education within the region.

Facility	Location	Degree Type	Program Description
Emmanuel College	Franklin Springs	Four year liberal arts	
North Georgia Technical College	Avalon, Currahee	Associate Degrees	Quick Start program provides training designed to meet local and regional employment needs
University of Georgia	Athens	Undergraduate and graduate	Offers a wide variety of degree programs
Athens Technical College	Athens, Elbert County	Associate Degrees	

Though Royston's medical community provides job opportunities for college graduates, the percent population of Royston residents completing a four-year degree remains below the County average. Additional efforts for work-force training and emphasis on higher education may provide economic stimulation for Royston as it strives to become a regional medical center.

Governmental Relations

Local Self-Determination

To educate their citizens on development processes, Royston holds publicly advertised Planning Commission meetings and the City distributes a monthly newsletter. Development regulations are reviewed regularly and Royston provides annual training for their Planning Commission members.

Regional Solutions:

Royston's solid waste collection service is provided by Franklin County. The County's solid waste is transported to the R&B landfill near Homer, Georgia. Recycling of cardboard; newspaper; plastic number 1 and 2; brown, green, and clear glass; metal, office paper, and used oil are all accepted by Franklin County and the R&B landfill. Garbage, construction and demolition waste is accepted for disposal, though a new construction waste landfill has been proposed and is currently under review by Franklin County. Once developed, the construction waste landfill is expected to add longevity to the R&B landfill, which is reaching its waste capacity.

Royston uses a combination of local and regional emergency services. A local police force of fourteen officers provides police protection for Royston citizens, but the E-911 system is administered by Franklin County and serves Franklin County and all of its communities.

Royston participates in a number of regional economic activities including the Georgia Department of Economic Development's regional tourism partnership and regional marketing efforts for Lake Hartwell. Royston is also represented by Franklin County's Industrial Building Authority and the Franklin County Chamber of Commerce. Regional environmentalism is provided through the Broad River Watershed Association which offers community supported education and land management for the Broad River watershed. Regional transportation planning is becoming an important issue, as development throughout northeast Georgia is placing additional needs on the region's transportation system. The Georgia Department of Transportation, with local input, has developed the Regional Bicycle and Pedestrian Plan and the Banks-Franklin-Jackson County Multimodal Transportation Study that provide a plethora of information and recommendations to be considered for Royston.

Regional Cooperation

Coordination is required to jointly manage services to ensure that Franklin County and its Cities are providing the necessary services and amenities to attract new residents, business and industry. Franklin County's water system includes connections to Royston, Lavonia, Carnesville, Franklin Springs, and Banks County, with other communities possibly being added in the future. These water system connections provide a measure of protection from local water shortages and malfunctions. However, continued cooperation is required to ensure management of water resources are maintained in Royston and throughout Franklin County so that all communities receive needed appropriations during high demand. Similarly, local involvement in solid waste disposal issues is needed to ensure that the life expectancy of existing disposal sites is extended as long as possible.

Franklin County Joint
Comprehensive Plan 2008-2025

ANALYSIS OF SUPPORTING DATA

Prepared for:
Franklin County
City of Canon
City of Carnesville
City of Franklin Springs
City of Lavonia
City of Royston

Georgia Mountains RDC
Gainesville, Georgia

June, 2008

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1 INTRODUCTION

The Analysis of Supporting Data follows the guidelines of the Rules of Georgia Department of Community Affairs, Chapter 110-12-1, Standards and Procedures for Local Comprehensive Planning, effective May 01, 2005. This section presents the full collection of analysis and supporting data that provides the backbone for the Analysis of Supportive Data and Information section of the Community Assessment.

2 POPULATION

An understanding of the population and related demographic data of Franklin County and the cities of Canon, Carnesville, Franklin Springs, Lavonia, and Royston is a cornerstone of the comprehensive plan. Population figures serve as the basis upon which planning decisions regarding housing, land use, economic development, and community facilities are made. This chapter contains an analysis of population trends and projections as well as characteristics of the residents.

2.1. Summary

This population element identifies a number of trends and issues that warrant further consideration to ensure that Franklin County is and continues to meet the needs of its citizens. Franklin County and its municipalities are increasingly becoming a retirement community. This area is seeing an increase in the number of elderly citizens and a decline in the young population. Provided the current governmental and economic climate remains relatively unchanged in the future, projections indicate that this trend will continue through 2025. There are numerous benefits related to an aged population including high home ownership levels and low crime rates; however, changes must be made to accommodate this demographic shift. Franklin County must consider the needs of its aged citizens, specifically methods of providing a community based long-term care structure which can be accomplished through state, regional, and local planning initiatives, and increased involvement of private and for-profit providers.

The decline of Franklin County's young population is worthy of consideration. In the past 30 years, there has been a significant decline in the County's population below the age of 25. This trend can be attributed, to some extent, to the absence of gainful employment within Franklin County. Improving the education system will help produce a workforce that will encourage the establishment of additional service and industry jobs in the County, which will in turn provide sufficient employment opportunities for the County's younger residents. County and city school systems should serve as a basis for the educational improvements; however, educational opportunities at the college level are also necessary.

The education system in Franklin County and its municipalities is challenged, but is gaining ground. Standardized test scores indicate that the existing education system in Franklin County is slightly below State standards, and comparable to neighboring school systems. Attainment of high school degrees has increased by nearly 10% between 1990 and 2000, but educational attainment at the college level still needs improvement. This improvement can occur in four ways: 1) increase retention rates in the local school system 2) encourage local students to

attend Emmanuel College and remain in the area after graduation 3) entice Franklin County natives to return to the area after they have received their college degree elsewhere or 4) entice nonnative college graduates to relocate to the County from other areas.

Franklin County is also experiencing a physical population shift. In the past, Franklin County's population has been distributed evenly between its cities and unincorporated areas. More recently however, unincorporated Franklin County has experienced a higher rate of population increase in the unincorporated area than the surrounding cities. The result of this shift will create greater demands on water and sewer services and transportation systems in rural areas of the County.

2.2. Past Population Trends

Population figures for 1970 through 2000 are presented for Franklin County, surrounding counties, and influencing regions in Table 1-1. The population growth rate in Franklin County between 1990 and 2000 is 17.9%, which is significantly lower than Banks County (28.5 %) but still comparable to Hart and Madison Counties (14.3% and 18.2 %, respectively). Franklin County's population grew at a lower rate than the Georgia Mountains Region (33.1%), the Athens MSA (53.4%), and the State of Georgia (20.9%).

**TABLE 1-1
POPULATION TRENDS 1990-2000
FRANKLIN COUNTY AND SURROUNDING COUNTIES**

Area	1970 Population	1980 Population	1990 Population	2000 Population	1990-2000 Percent Change
Banks County	6,833	8,702	10,308	14,422	28.5
Franklin County	12,784	15,185	16,650	20,285	17.9
Hart County	15,814	18,585	19,712	22,997	14.3
Stephens County	20,331	21,763	23,257	25,435	8.6
Madison County	13,517	17,747	21,050	25,730	18.2
Georgia Mountains RDC	192,598	261,412	304,462	455,342	33.1
Athens MSA*		73,772	46,734	100,266	53.4
State of Georgia	4,589,575	5,463,105	6,478,216	8,186,453	20.9

*MSA (Metropolitan Statistical Area) includes Clarke, Jackson, Madison, and Oconee Counties.

RDC is Regional Development Center.

Source: U.S. Department of Commerce, Bureau of Census. 1980 and 1990 Census of Population and Housing.

U.S. Census Bureau. Total Population. Summary File SF1.

Population trends for cities in Franklin County and other nearby communities are presented in Table 1-2. While the population growth varies between cities, an overall trend of moderate growth throughout the region is present. The most significant growth is occurring in counties surrounding Franklin County. Maysville, Martin, Toccoa, and Homer show the highest growth rates between 1990 and 2000, and are all located to the east and north of Franklin County.

TABLE 1-2
POPULATION TRENDS 1980-2000 CITIES IN FRANKLIN COUNTY AND AREA CITIES

CITY	1980 POPULATION	1990 POPULATION	2000 POPULATION	1990-2000 PERCENT CHANGE
Canon	704	737	755	2.4
Carnesville	465	514	541	5.0
Franklin Springs	797	700	762	8.1
Lavonia	2,024	1,840	1,827	-0.7
Martin	305	243	311	21.9
Royston	2,404	2,758	2,493	-10.6
Avalon	200	159	135	-17.8
Toccoa	9,104	8,266	9,323	11.3
Homer	734	742	950	21.9
Maysville	619	728	1,247	41.6
Hartwell	4,855	4,555	4,188	-8.8

Sources: U.S. Bureau of Census. Census of Population and Housing, 1980, 1990, 2000.
Georgia Department of Community Affairs. Population Element. Population.

Population trends from 1960 to 2000 are presented in Table 1-3. The past population trends indicate moderate to rapid growth occurring throughout the County, at rates similar to most surrounding counties. Between 1970 and 2000, Franklin County has experienced a population increase between 9.6% and 18.8%. Overall, population has been increasing at a faster pace in unincorporated Franklin County than in its cities. Franklin County's population growth in unincorporated areas can be attributed to an increase in the number of retired citizens who find land prices and the rural setting of the County appealing. Continued population increases are expected in the future as growth from the Atlanta and Athens areas increasingly influences Franklin County.

Canon is the only city in the county that has shown sustained growth between 1960 and 2000. Lavonia, in contrast, has experienced a population decline from 1960 to 2000. According to the Census, Lavonia had the most significant population loss for the participating municipalities with a 261-person decline in population between 1960 and 2000. The decrease in population between 1990 and 2000 can be attributed in part to an undercount of Lavonia's population by the Census. Overall population changes have been greatest in Franklin Springs, which increased population by 484 people.

As seen in Table 1-3, the cities in Franklin County have experienced continued population oscillations. This trend continued to the most recent census and may be an indication of fluctuating job markets as these localities are transitioning from agriculture-based markets to service and tourism-based markets. If unincorporated Franklin County's population continues to grow as expected, the population fluctuation in Franklin County's cities should stabilize as these cities increasingly function as service centers for the County.

TABLE 1-3
POPULATION TRENDS 1960-2000
FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES

CITY/ COUNTY	1960	1970	1960- 1970 % CHANGE	1980	1970- 1980 % CHANGE	1990	1980- 1990 % CHANGE	2000	1990- 2000 % CHANGE
Canon	583	653	12	703	7.7	737	4.8	755	2.4
Carnesville	481	510	6	488	-4.3	514	5.3	541	5
Franklin Springs	278	501	80.2	806	60.9	700	-13.1	762	8.1
Lavonia	2,088	2,044	-2.1	2,024	-1	1,840	-9.1	1,827	-0.7
Royston	2,333	2,428	4.1	2,404	-0.9	2,758	12.8	2,493	-10.6
Franklin County	13,274	12,784	-3.7	15,185	18.8	16,650	9.6	20,285	17.9

Source: U.S. Bureau of Census. Census of Population and Housing, 1960-2000.

1.3. Population Projections

The Georgia Department of Community Affairs (DCA) and the Georgia Mountains RDC have performed projections for future populations. Projections performed by the Georgia Department of Community Affairs are based on the average rate of population change from 1980 to 2000. The Georgia Mountains RDC performed projections for Lavonia and Royston based on residential annexation and utility hookup data provided by the respective local governments. Table 1-4 illustrates that the vast majority of Franklin County's growth is accounted for by in-migration. Overall, in-migration totaled 80% of the growth experienced in Franklin County between 1980 and 2003, while the natural increase accounted for the remaining 20% of the population increase. Franklin County's natural increase is significantly lower than surrounding counties (Madison, Hart, Banks, and Stephens Counties) as well as Georgia's state average. Between 1990 and 2000, the natural increase rate in surrounding counties accounted for approximately 30% of the total population change, while the state average is 34%. Thus, Franklin County's natural increase was 13% lower than its neighbors and exactly half of the State's natural increase rate.

The difference between the natural increase rate and the net migration rate is also notable. Between 1980 and 2003, the natural increase rate has been steadily declining while the net migration has increased. Declining natural increase rates show that the ratio of births to deaths is declining in Franklin County. The implications of this trend are numerous. First, without natural increase, Franklin County's population will continue to age in the future. This will be compounded by the desire of the existing young population to relocate into other areas that provide greater employment and recreational opportunities. Similarly, business and industries are drawn to communities that offer a sizable workforce. Young workers are more attractive to employers because of lower insurance and injury rates. Franklin County will find it difficult to attract these employers as its young population continues to decline. An elderly population can also place a financial burden on the County through costs associated with long-term care, community care services, personal care services, and transportation systems for the elderly.

**TABLE 1-4
VITAL STATISTICS**

YEAR	POPULATION CHANGE (In Persons)	NATURAL INCREASE		NET MIGRATION	
		Number	Rate*	Number	Rate**
1980-1990	1,465	463	3	1,002	6.6
1990-1999	2,661	454	2.7	2,254	13.5
2000-2003	879	79	1.2	787	11.7

* Natural Increase Rate: The surplus (or deficit) of births over deaths in a population in a year per 1,000 population in a given year.

** Net Migration Rate: The net effect of immigration and emigration on an area's population, expressed as an increase or decrease per 1,000 population of the area in a given year.

Source: The Georgia County Guide. 2004.

Table 1-5 provides population projections for Franklin County and its cities. By the year 2025, the county population is projected to increase by over 11,000 residents to 26,660. The cities of Canon, Carnesville, Lavonia, and Royston are expected to have populations of 819, 636, 4870, and 4621, respectively.

The population in Franklin Springs is deserving of special consideration due to Emmanuel College. Emmanuel College has an enrollment of 800 students and provides on-campus housing for approximately half of its enrolled population. Over the past 20 years, the Census has had difficulty estimating Franklin Springs' resident population due to the high percent of college students in the city. College students pose a special challenge in population calculations because they may claim residency in either their hometown or the town of current occupancy (Franklin Springs). Similarly, many students do not reside in the college town throughout the year, and instead relocate during summer months and during the holiday season. Consideration of the total student population of Emmanuel College is necessary for Franklin Springs to adequately provide services to its residents. Continued cooperation and discourse between Emanuel College and Franklin Springs is necessary to facilitate the planning and successful implementation of future activities within the city especially if fluctuations in enrolment occur.

The population projections illustrate a number of significant trends in Franklin County and its cities. Growth in Franklin County will predominantly occur in unincorporated areas rather than in its cities, yet in 2025 roughly 30 percent of Franklin County's population will continue to reside within incorporated areas. Lavonia and Royston will experience the strongest growth among cities due to available utilities, economic development and willingness to accommodate new growth. This growth will be a significant challenge in the future and require Franklin County to provide increasing levels of services to residents in unincorporated areas. Water and sewer systems will need to be expanded to cover a larger area and support the increased population. Franklin County will also be forced to carry the burden of increased costs associated with school system expansion and maintaining the County's road system as traffic volumes increase.

**TABLE 1-5
PAST POPULATION ESTIMATES AND PROJECTIONS
FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES**

YEAR	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
FRANKLIN COUNTY	15,185	15,918	16,650	18,468	20,285	21,560	23,963	26,507	29,203	32,063
CANON	704	721	737	746	755	771	796	821	847	891
CARNESVILLE	465	490	514	528	541	627	693	754	823	929
FRANKLIN SPRINGS	797	636	475	619	762	794	821	845	861	883
*LAVONIA	2,024	1,932	1,840	1,834	1,827	2,271	2,887	3,539	4,384	5,231
*ROYSTON	2,404	2,581	2,758	2,626	2,493	2,820	3,191	3,610	4,085	4,621

Source: Estimates c/o US Census; Projections from 2005 and beyond from GMRDC, 2007

1.4. Age of the Population

The median age of persons in Franklin County and its cities are presented in Table 1-6. The median age of county residents have been increasing since 1960, climbing from 28.6 years in age to 37.6 by 2000. Franklin County's median age has consistently been approximately four years higher than that of the State of Georgia. With the exception of Royston and Franklin Springs, all cities are within one year of the 2000 county median age of 37.6. Royston has the highest median age (40.5 years) in the county.

Past and projected populations by age are provided in Tables 1-7 through Table 1-13 and further illustrates Franklin County's shift towards an increasing elderly population, as described in Table 1-6. This demographic transition is expected to continue as a result of two different processes. First, a lack of jobs in Franklin County is forcing the young population to move into other areas to find gainful employment. Second, Franklin County is attracting new residents of more advanced years as a result of relatively low housing costs, a pleasant rural setting, and the existence of basic amenities and services. The age of the population is an important consideration for Franklin County and its municipalities. The implications of a burgeoning elderly population impacts health and other aged-care services as well as the local economy and governmental revenue. While an aged community will have high rates of homeownership, it is important to maintain options for residential accommodations such as providing a support framework for the aged in their own homes, rather than forcing them into retirement communities, and maintaining accessibility to aged care facilities and services.

**TABLE 1-6
MEDIAN AGE OF RESIDENTS
FRANKLIN COUNTY, CITIES AND THE STATE
(In Years)**

CITY/COUNTY	1960	1970	1980	1990	2000
Canon	-	-	-	36.4	38.5
Carnesville	-	-	-	35.9	37.8
Franklin Springs	-	-	-	39.3	22.5
Lavonia	-	29.2	-	36.2	38.5
Royston	-	30.7	-	35.1	40.5
Franklin County	28.6	29.6	32.4	35.9	37.6
Georgia	25.9	25.9	28.6	31.6	33.4

Source: U.S. Bureau of Census, General Demographic Characteristics, 1960-2000.

**TABLE 1-7
PAST AND PROJECTED POPULATION
BY AGE 1980-2025
FRANKLIN COUNTY**

AGE CATEGORY	1990	1995	2000	2005	2010	2015	2020	2025
<i>Total Pop</i>	16,650	18,468	20,285	21,560	23,963	26,507	29,203	32,063
0-4 Years Old	6.5%	6.5%	6.3%	6.1%	5.9%	5.7%	5.5%	5.3%
5-13 Years Old	12.9%	13.4%	13.6%	13.3%	13.0%	12.7%	12.4%	12.0%
14-17 Years Old	4.4%	4.2%	4.0%	4.2%	4.3%	4.7%	5.0%	5.3%
18-20 Years Old	5.2%	5.0%	4.8%	4.6%	4.5%	4.3%	4.2%	4.1%
21-24 Years Old	5.6%	5.2%	4.8%	4.6%	4.5%	4.3%	4.1%	4.0%
25-34 Years Old	14.2%	13.5%	12.7%	12.5%	12.3%	12.2%	12.0%	11.9%
35-44 Years Old	13.5%	14.2%	14.6%	15.1%	15.5%	15.9%	16.1%	16.4%
45-54 Years Old	11.6%	12.5%	13.0%	13.3%	13.6%	13.9%	14.4%	14.8%
55-64 Years Old	10.6%	9.7%	10.8%	10.6%	10.4%	10.1%	9.9%	9.6%
65 and over	15.5%	15.6%	15.3%	15.7%	16.0%	16.2%	16.4%	16.6%

Source: Estimates c/o US Census; Projections from 2005 and beyond from GMRDC, 2007

**TABLE 1-8
PAST AND PROJECTED POPULATION
BY AGE 1980-2025
CITY OF CANON**

AGE CATEGORY	1990	1995	2000	2005	2010	2015	2020	2025
<i>Total Pop</i>	737	746	755	771	796	821	847	891
0-4 Years Old	4.8%	5.7%	6.5%	6.4%	6.2%	6.0%	5.9%	5.7%
5-13 Years Old	14.6%	12.8%	11.2%	10.7%	10.6%	10.5%	10.3%	10.1%
14-17 Years Old	5.9%	4.8%	3.7%	3.5%	3.5%	3.9%	4.3%	4.4%
18-20 Years Old	4.1%	4.1%	4.2%	4.2%	4.4%	4.4%	4.4%	4.3%
21-24 Years Old	5.2%	5.2%	5.1%	4.9%	4.6%	4.4%	4.2%	4.0%
25-34 Years Old	14.7%	14.4%	14.2%	14.6%	14.8%	15.1%	15.3%	15.4%
35-44 Years Old	12.4%	13.5%	14.6%	14.9%	14.6%	14.2%	14.1%	13.9%
45-54 Years Old	12.4%	13.5%	14.6%	15.0%	15.2%	14.7%	14.5%	14.5%
55-64 Years Old	13.1%	12.8%	12.6%	12.9%	13.3%	14.0%	14.2%	14.6%
65 and over	12.9%	13.1%	13.2%	13.0%	12.9%	12.9%	12.9%	13.1%

Source: Estimates c/o US Census; Projections from 2005 and beyond from GMRDC, 2007

**TABLE 1-9
PAST AND PROJECTED POPULATION
BY AGE 1980-2025
CITY OF CARNESVILLE**

AGE CATEGORY	1990	1995	2000	2005	2010	2015	2020	2025
<i>Total Pop</i>	514	528	541	627	693	754	823	929
0-4 Years Old	7.8%	6.8%	5.9%	6.3%	6.5%	6.7%	7.0%	6.9%
5-13 Years Old	12.8%	12.8%	12.8%	12.5%	12.2%	12.0%	11.9%	11.8%
14-17 Years Old	4.7%	4.5%	4.3%	4.0%	3.9%	4.1%	4.2%	4.4%
18-20 Years Old	3.5%	4.7%	5.7%	5.9%	6.2%	6.3%	6.5%	6.7%
21-24 Years Old	5.6%	4.5%	3.3%	3.2%	3.3%	3.4%	3.6%	3.8%
25-34 Years Old	14.2%	14.1%	14.2%	14.6%	15.0%	15.1%	14.9%	14.8%
35-44 Years Old	11.9%	13.2%	14.4%	14.5%	14.3%	14.1%	13.8%	13.7%
45-54 Years Old	8.8%	9.2%	9.8%	9.8%	9.9%	10.0%	10.0%	9.9%
55-64 Years Old	10.5%	10.2%	9.8%	9.5%	9.3%	9.2%	9.2%	9.4%
65 and over	20.2%	20.0%	19.8%	19.8%	19.4%	19.0%	18.9%	18.6%

Source: Estimates c/o US Census; Projections from 2005 and beyond from GMRDC, 2007

**TABLE 1-10
PAST AND PROJECTED POPULATION
BY AGE 1980-2025
CITY OF FRANKLIN SPRINGS**

AGE CATEGORY	1990	1995	2000	2005	2010	2015	2020	2025
<i>Total Pop</i>	475	619	762	794	821	845	861	883
0-4 Years Old	6.3%	4.0%	2.5%	2.8%	2.9%	3.1%	3.3%	3.6%
5-13 Years Old	13.1%	8.4%	5.4%	4.5%	4.9%	5.6%	5.5%	5.5%
14-17 Years Old	2.9%	3.2%	3.3%	2.9%	2.5%	2.3%	2.2%	2.2%
18-20 Years Old	2.9%	19.8%	30.3%	30.1%	28.0%	26.1%	24.0%	21.9%
21-24 Years Old	5.3%	10.5%	13.8%	14.5%	14.9%	15.2%	16.0%	16.2%
25-34 Years Old	12.8%	8.2%	5.4%	5.1%	5.5%	5.9%	6.3%	6.7%
35-44 Years Old	14.3%	10.3%	7.9%	7.2%	6.8%	6.1%	5.9%	5.8%
45-54 Years Old	12.6%	9.8%	8.0%	8.4%	8.7%	9.0%	9.2%	9.5%
55-64 Years Old	12.0%	9.8%	8.5%	9.2%	9.9%	10.3%	10.9%	11.2%
65 and over	17.7%	15.9%	15.0%	15.4%	15.9%	16.4%	16.8%	17.5%

Source: Estimates c/o US Census; Projections from 2005 and beyond from GMRDC, 2007

**TABLE 1-11
PAST AND PROJECTED POPULATION
BY AGE 1980-2025
CITY OF LAVONIA**

AGE CATEGORY	1990	1995	2000	2005	2010	2015	2020	2025
<i>Total Pop</i>	1,840	1,834	1,827	2,271	2,887	3,539	4,384	5,231
0-4 Years Old	6.3%	7.0%	7.6%	7.7%	7.8%	7.8%	7.8%	7.8%
5-13 Years Old	14.1%	14.2%	14.2%	13.2%	12.3%	11.1%	10.5%	9.8%
14-17 Years Old	5.7%	4.6%	3.6%	2.8%	2.8%	3.2%	3.5%	3.8%
18-20 Years Old	3.9%	4.1%	4.4%	4.7%	5.0%	5.4%	5.8%	6.4%
21-24 Years Old	4.8%	4.5%	4.1%	4.5%	4.7%	5.0%	5.4%	5.8%
25-34 Years Old	13.8%	12.9%	12.1%	12.1%	12.2%	12.3%	12.2%	12.0%
35-44 Years Old	12.0%	12.5%	13.0%	14.1%	14.5%	15.1%	15.6%	16.1%
45-54 Years Old	9.5%	11.0%	12.5%	12.6%	12.8%	13.0%	12.9%	12.9%
55-64 Years Old	11.3%	10.8%	10.4%	10.1%	9.7%	9.3%	8.7%	8.2%
65 and over	18.8%	18.5%	18.2%	18.2%	18.1%	17.9%	17.6%	17.2%

Source: Estimates c/o US Census; Projections from 2005 and beyond from GMRDC, 2007

**TABLE 1-12
PAST AND PROJECTED POPULATION
BY AGE 1980-2025
CITY OF ROYSTON**

AGE CATEGORY	1990	1995	2000	2005	2010	2015	2020	2025
<i>Total Pop</i>	2,758	2,626	2,493	2,820	3,191	3,610	4,085	4,621
0-4 Years Old	7.3%	6.9%	6.6%	6.7%	6.9%	7.0%	7.1%	7.2%
5-13 Years Old	12.0%	12.5%	13.2%	13.1%	13.0%	13.0%	12.9%	12.7%
14-17 Years Old	4.4%	4.1%	3.6%	3.3%	3.3%	3.7%	4.2%	4.9%
18-20 Years Old	9.8%	6.7%	3.3%	3.8%	4.4%	5.1%	5.8%	6.5%
21-24 Years Old	5.0%	5.1%	5.2%	5.0%	4.8%	4.7%	4.5%	4.3%
25-34 Years Old	11.5%	11.3%	11.1%	10.9%	10.7%	10.5%	10.3%	10.0%
35-44 Years Old	10.1%	10.8%	11.6%	11.8%	12.0%	12.3%	12.5%	12.7%
45-54 Years Old	9.1%	9.6%	10.2%	9.9%	9.6%	9.4%	9.1%	8.9%
55-64 Years Old	9.8%	9.9%	10.0%	9.5%	9.2%	8.8%	8.4%	8.0%
65 and over	21.1%	23.1%	25.4%	26.0%	26.0%	25.7%	25.2%	24.8%

Source: Estimates c/o US Census; Projections from 2005 and beyond from GMRDC, 2007

1.5. Race and Sex of the Population.

Tables 1-14 and 1-15 describe the population by race. In 1980, Franklin County was comprised of 13,618 Whites (89.6%) and 1,533 Blacks (10.0%). In 2000, these numbers had changed to a total population of 18,153 Whites (89.5%) and 1,792 Blacks (8.8%). Between 1980 and 2000, the combined populations of Indian, Eskimo, Aleut, Asian, Pacific Islander, and Other Races grew from a total of 34 (.2%) residents to 340 (1.7%).

The race of city populations within Franklin County shows a slight decline of percent Whites in all cities except Canon. The percentage of Black populations rose in Carnesville, Franklin Springs, Lavonia, and Royston, but declined in Canon. Combined populations of Indian, Eskimo, Aleut, Asian, Pacific Islander, and Other Races form only a small percentage (less than 4%) of the population in all cities in Franklin County, but have increased in every city between 1980 and 2000.

While the race of the population in Franklin County and its municipalities has only experienced slight changes over the last 30 years, it can be expected that trends towards greater diversity continue in the future. Because demographic shifts influence family structure, housing and educational system needs, life expectancy, and socioeconomic status, the county and its municipalities should continue to monitor racial composition to ensure that the population's needs are met in the future.

**Table 1-13
Race of Population 1980-2000
Franklin County and it Municipalities**

CITY/COUNTY	YEAR	WHITE	BLACK	INDIAN, ESKIMO, OR ALEUT	ASIAN OR PACIFIC ISLANDER	OTHER RACE	TOTAL
Franklin County	1980	13,618	1,533	9	20	5	15,185
	1990	14,906	1,681	29	27	7	16,650
	2000	18,153	1,792	42	55	243	20,285
Canon	1980	672	31	0	1	0	704
	1990	676	58	1	2	0	737
	2000	717	19	1	2	16	755
Carnesville	1980	399	61	1	2	2	465
	1990	404	108	2	0	0	514
	2000	395	135	0	3	8	541
Franklin Springs	1980	784	9	4	0	0	797
	1990	467	1	0	6	1	475
	2000	685	52	0	13	12	762
Lavonia	1980	1,463	557	0	1	3	2,024
	1990	1,255	580	1	3	1	1,840
	2000	1,265	529	2	2	29	1,827
Royston	1980	1,918	482	1	3	0	2,404
	1990	2,138	605	5	10	0	2,758
	2000	1,851	579	2	17	44	2,493

Source: U.S. Census Bureau. General Demographic Characteristics. 1980-2000.

**TABLE 1-14
PERCENT POPULATION BY RACE
1980-2000**

CITY/COUNTY	YEAR	%WHITE	%BLACK	%OTHER RACE
Franklin County	1980	0.90	0.10	0.00
	1990	0.90	0.10	0.00
	2000	0.89	0.09	0.02
Canon	1980	0.95	0.04	0.00
	1990	0.92	0.08	0.00
	2000	0.95	0.03	0.03
Carnesville	1980	0.86	0.13	0.01
	1990	0.79	0.21	0.00
	2000	0.73	0.25	0.02
Franklin Springs	1980	0.98	0.01	0.01
	1990	0.98	0.00	0.01
	2000	0.90	0.07	0.03
Lavonia	1980	0.72	0.28	0.00
	1990	0.68	0.32	0.00
	2000	0.69	0.29	0.02
Royston	1980	0.80	0.20	0.00
	1990	0.78	0.22	0.01
	2000	0.74	0.23	0.03

Source: U.S Census Bureau. General Population Characteristics. 1980-2000

The sex of Franklin County and city residents is presented in Table 1-15. In Franklin County, 51.5% of the population is female, which is down from 52.2% in 1990. Females also outnumber the males in all of the cities except Carnesville. Carnesville has a male population of 272 (50.3%) and female population of 269 (49.7%). This figure contrasts with Carnesville's census data from 1990, where the male population only accounted for 44.4%. Franklin Springs, Lavonia, and Royston all have low percentages of males (43.2%, 44.5%, and 44.0%, respectively), compared to the county average. Canon (48.3% male) has a population similar to the county average of 48.5% males. Due to their longer life expectancy, it is predicted that the female population will continue out number males in the future.

TABLE 1-15
SEX OF POPULATION 1990-2000
FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES

CITY/COUNTY	YEAR	MALE	% MALE	FEMALE	% FEMALE	TOTAL
Franklin County	1990	7,961	47.8	8,689	52.2	16,650
	2000	9,834	48.5	10,451	51.5	20,285
Canon	1990	366	49.7	371	50.3	737
	2000	365	48.3	390	51.7	755
Carnesville	1990	228	44.4	286	55.6	514
	2000	272	50.3	269	49.7	541
Franklin Springs	1990	226	47.6	249	52.4	475
	2000	329	43.2	433	56.8	762
Lavonia	1990	803	43.6	1,037	56.4	1,840
	2000	813	44.5	1,014	55.5	1,827
Royston	1990	1,182	42.9	1,576	57.1	2,758
	2000	1,097	44.0	1,396	56.0	2,493

Source: U.S. Census Bureau. General Demographic Characteristics. 1990-2000

1.6. Educational Characteristics of the Population.

Tables 1-16 through 1-18 present data regarding educational attainment levels of the population. From 1990 to 2000, educational attainment levels of county residents 25 years and over have slightly improved. In 1990, 28.5% of those reported were high school graduates (or the equivalent). By 2000, that number had improved to 37.5%. During the same time frame, the percentage of persons receiving a college degree has increased minimally. In 1990, 9.5% of the population held a bachelor's or graduate degree. By 2000, 10.3% of the population had acquired either a bachelor's or graduate degree. Franklin County has a higher percentage of population that has not reached the college level, compared to the state. Similarly, attainment for all types of college education in Franklin County is lower than the state average.

From 1990 to 2000, Canon and Carnesville's populations became more likely to graduate high school and earn a bachelor's or graduate degree and Carnesville nearly doubled its attainment levels for associates and bachelors degrees; however, both cities were still under the state average for higher education. Franklin Springs had the most favorable educational profile, although the percent of population that attained an associates or bachelor's degree declined from 8.5% to 4% and 19.6% to 15.1% respectively. Nearly 30% of the city's population has received a graduate degree, up from 19.8% in 1990, which can be attributed to Emmanuel College being located in Franklin Springs. Lavonia and Royston had similar educational characteristics as Canon and Carnesville, and all remained below the state average for attainment.

Improving educational attainment at the college level for Franklin County residents should be a priority in coming years. For educational attainment to improve, at least one of three options must be successful: 1) encourage students to attend the local Emmanuel College and remain in the area after graduation 2) entice Franklin County natives to return to the area after they have received their college degree elsewhere or 3) entice nonnative college graduates to relocate to

the County from other areas. Given the current employment atmosphere in Franklin County, options one and two would likely be the most effective.

No matter by what means educated citizens find themselves in Franklin County, there must be incentive for them to stay. Strengthening Franklin County's "sense of place" could be a means to encourage educated citizens to reside in the County. A sense of place can be established by creating an interesting and unique community that reflects the values and cultures of the people who reside there. These communities foster the types of physical and manmade environments that support a more cohesive community fabric. The overall result is the development of a distinct and beautiful place that encourages residents to stay or return.

Most importantly, the value of education in the labor market is mounting and will likely continue to increase in the future. Thus, an educated citizen body is necessary to attract employers into Franklin County. Similarly, national trends show that the average earnings of workers with a high school degree or less have declined while the average earnings for those with a bachelor's degree continue to increase. Improved education levels of low-earning workers also help the community by improving racial disparities, reducing poverty, and improving child well being.

TABLE 1-16
2000 EDUCATIONAL ATTAINMENT LEVELS
PERSONS 25 YEARS OLD AND OVER BY YEARS OF SCHOOL COMPLETED
FRANKLIN COUNTY AND SURROUNDING COUNTIES

YEARS COMPLETED	Less Than 9th Grade	9th to 12 Grade, No Diploma	High School Graduate (includes equivalency)	Some College, No Degree	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
Franklin County	1,487	2,947	5,039	1,975	610	864	526
%	11.1	21.9	37.5	14.7	4.5	6.4	3.9
Banks County	1,244	2,011	3,603	1,433	300	463	347
%	13.2	21.4	38.3	15.2	3.2	4.9	3.7
Hart County	1,499	3,081	5,841	2,511	760	1,269	877
%	9.5	19.5	36.9	15.9	4.8	8	5.5
Madison County	1,439	3,493	6,891	2,637	582	1,148	691
%	8.5	20.7	40.8	15.6	3.4	6.8	4.1
Stephens County	1,909	2,934	6,014	2,982	570	1,580	782
%	11.4	17.5	35.9	17.8	3.4	9.4	4.7

Source: U.S. Census Bureau. Profile of Selected Social Characteristics, 2000.

TABLE 1-17
1990 EDUCATIONAL ATTAINMENT LEVELS
PERSONS 25 YEARS OLD AND OVER BY YEARS OF SCHOOL COMPLETED
FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES

YEARS COMPLETED	Less Than 9th Grade	9th To 12th Grade, No Diploma	High School Graduate (includes equivalency)	Some College, No Degree	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
Franklin County	2181	2,819	3,107	1,277	477	686	344
%	20.03	25.88	28.53	11.73	4.38	6.30	3.16
Canon	158	117	121	29	18	13	9
%	33.26	24.63	25.47	6.11	3.79	2.74	1.89
Carnesville	75	91	86	36	13	26	14
%	21.99	26.69	25.22	10.56	3.81	7.62	4.11
Franklin Springs	33	35	79	42	31	71	72
%	9.09	9.64	21.76	11.57	8.54	19.56	19.83
Lavonia	254	283	361	109	57	78	57
%	21.18	23.60	30.11	9.09	4.75	6.51	4.75
Royston	495	435	341	154	75	111	45
%	29.89	26.27	20.59	9.30	4.53	6.70	2.72

Source: U.S. Census Bureau. Profile of Social Characteristics, 1990.

**TABLE 1-18
2000 EDUCATIONAL ATTAINMENT PERSONS 25 YEARS OLD AND OVER BY YEARS OF
SCHOOL COMPLETED FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES**

YEARS COMPLETED	Less Than 9th Grade	9th To 12th Grade, No Diploma	High School Graduate (includes equivalency)	Some College, No Degree	Associate Degree	Bachelor's Degree	Graduate or Professional Degree
Georgia	393,197	718,152	1,486,006	1,058,692	169,740	829,873	430,305
%	7.6	13.8	28.7	20.4	5.2	16.0	8.3
Franklin County	1,487	2,947	5,039	1,975	610	864	526
%	11.1	21.9	37.5	14.7	4.5	6.4	3.9
Canon	105	145	162	47	15	22	12
%	20.7	28.5	31.9	9.3	3.0	4.3	2.4
Carnesville	44	82	90	45	23	50	21
%	12.4	23.1	25.4	12.7	6.5	14.1	5.9
Franklin Springs	12	24	86	45	13	49	95
%	3.7	7.4	26.5	13.9	4.0	15.1	29.3
Lavonia	175	304	368	115	41	67	60
%	15.5	26.9	32.6	10.2	3.6	5.9	5.3
Royston	328	456	490	233	33	106	68
%	19.1	26.6	28.6	13.6	1.9	6.2	4.0

Source. U.S. Census Bureau. Profile of Selected Social Characteristics, 2000.

Drop out rates are a key indicator of a school's success in maintaining the student population, and can be seen in Table 1-19. Dropouts are defined as students who are enrolled in school at any time during the school year, but are not enrolled at the end of the school year and did not transfer, graduate, or die. The dropout rate for the Franklin County school system varied drastically between 1999 and 2003. The cause for this fluctuation is undetermined; however, efforts to improve student retention should be implemented. Of special note is the dropout rate during the 2002-2003 school year, during which time nearly 300 students were removed from the public school system.

**TABLE 1-19
PUBLIC AND PRIVATE SCHOOL ENROLLMENT AND DROPOUTS
1999-2000 FRANKLIN COUNTY**

SCHOOL YEAR	PUBLIC SCHOOL ENROLLMENT	PRIVATE SCHOOL ENROLLMENT	DROPOUT RATE: GRADES 6-12 (Percent)
2002-2003	3,722	0	7.9
2001-2002	3,566	0	6.3
2000-2001	3,576	0	3.5
1999-2000	3,528	0	6.7

Sources: The Georgia County Guide, 2000, 2001, 2003, 2004.
Georgia Department of Education. Report Card 1998-2001.

High School Graduation and Scholastic Assessment Test results are presented in Table 1-20 and 1-21. The high school graduation test is taken during a high school student's junior year and includes writing, English/language arts, mathematics, social studies, and science sections, and is one of the requirements for earning a high school diploma. The scholastic assessment test (SAT) is a national examination taken by students preparing to enter college and is a measure of reading and math skills considered to be essential for further education. Franklin County has improved its scoring on the SAT by 5% between 1998 and 2003, but the percent of students passing the high school graduation test has declined during the same period.

**TABLE 1-20
HIGH SCHOOL GRADUATION TESTS PERCENT OF REGULAR
PROGRAM 11TH GRADERS PASSING ON FIRST ADMINISTRATION**

YEAR	LANGUAGE ARTS	MATH	SCIENCE	SOCIAL STUDIES	WRITING	ALL TESTS
2002-2003	94	88	66	77	82	N/A
2001-2002	93	93	71	79	90	66
1999-2000	97	93	72	79	89	68
1998-1999	95	91	78	77	91	71

Source: The Georgia County Guide. 2000, 2001, 2003, 2004.

TABLE 1-21
SCHOLASTIC ASSESSMENT TEST 2000-2004
FRANKLIN COUNTY AND GEORGIA

YEAR	FRANKLIN COUNTY			GEORGIA	
	TOTAL	MATH	VERBAL	MATH	VERBAL
2002-2003	984	487	497	490	490
2001-2002	974	484	490	489	486
1999-2000	970	482	488	483	484
1998-1999	932	467	465	479	483

Source: The Georgia County Guide. 2000, 2001, 2003, 2004.

1.7. Income and Population

Per capita personal income figures in Franklin County rose from \$20,053 in 1997 to \$22,451 in 2002 (Table 1-22). This change represents a 12% increase over that time period, but was still below the State average of \$28,821 in 2002. Franklin County's per capita personal income rose at a rate of 9% lower than the state average of 21%, and also remained below the percent change of per capita income for southeast states (22%) and the United States (22%).

TABLE 1-22
COMPARISON OF PER CAPITA PERSONAL INCOME 1997-2002
(All Figures in Dollars)

Source: The Georgia County Guide 2004

YEAR	FRANKLIN COUNTY	BANKS COUNTY	HART COUNTY	MADISON COUNTY	STEPHENS COUNTY	GEORGIA
1997	20,053	17,436	17,345	18,772	19,192	23,795
1998	21,112	17,625	18,379	19,729	20,117	25,279
1999	21,575	18,776	19,583	20,484	20,955	26,359
2000	22,326	19,046	20,533	20,715	21,200	27,989
2001	22,922	18,859	21,780	21,069	22,445	28,555
2002	22,451	19,854	22,067	21,993	23,196	28,821
PERCENT CHANGE 1997-2002	12%	14%	27%	17%	21%	21%

Analysis of per capita income in the cities within Franklin County indicates that in 1989, Canon and Royston were below the County per capita figure of \$10,390 (Table 1-23). In 1999, all of the cities in Franklin County were below Franklin County's per capita income levels. Nonetheless, Royston increased its per capita income by 51% between 1989 and 1999. Carnesville, Franklin Springs, Lavonia, and Canon had lower rates of increase in per capita income, with 36%, 5%, 18%, 27%, and 36% changes, respectively.

**TABLE 1-23
PER CAPITA INCOME, PERSONS 15 YEARS AND OVER 1990-2000
FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES**

CITY/COUNTY	1989	1999
Georgia		21,154
Franklin County	10,390	15,767
Canon	8,204	12,855
Carnesville	13,329	14,016
Franklin Springs	12,951	15,321
Lavonia	10,105	12,876
Royston	7,146	14,750

Source: U.S. Census Bureau Census. Profile of Selected Economic Characteristics. 1990, 2000.

Table 1-24 identifies the median household income. Franklin County's median household income in 1989 was \$21,663, compared to the state median family income of \$29,021. In 1989, median household incomes ranged from a low of \$13,995 in Royston to a high of \$29,643 in Franklin Springs. From 1989 to 1999, the county median household income increased by 32% from \$21,663 to \$32,134. In 1999, Franklin County was below the Georgia state average median household income by \$10,299. Over the decade, growth in median household income for Canon, Franklin Springs, and Royston was 42%, 54%, and 57%, respectively. Carnesville showed the highest rate of increase for median household income in the county with 87% growth rate. Lavonia, with 35% growth, had the lowest rate of increase in median household income in the county. Franklin Springs, which has a median household income of \$45,714, is the only municipality in Franklin County that exceeds the state household income of \$42,433.

**TABLE 1-24
MEDIAN HOUSHOLD INCOME, 1989 AND 1999 FRANKLIN COUNTY AND
PARTICIPATING MUNICIPALITIES**

CITY/COUNTY	1989	1999
Georgia	29,021	42,433
Franklin County	21,663	32,134
Canon	15,333	21,845
Carnesville	19,615	36,719
Franklin Springs	29,643	45,714
Lavonia	17,993	24,286
Royston	13,995	22,024

Source: U.S. Census Bureau Census Profile of Selected Economic Characteristics. 1990. 2000.

Table 1-25 presents the distribution of households by income in 1999. In Franklin County, over one-quarter of all households have incomes less than \$15,000. In contrast, Franklin County's population with a household income of \$50,000 or greater accounts for only 25.7% of the total population, which is considerably less than the State's average of 42.5%. At 11.9%, Franklin Springs has the lowest percent of population that has a household income of less than \$15,000 in Franklin County. Royston has 39% of its population that has a household income of less than \$15,000, and has the highest population percentage for any municipality in Franklin County in this income grouping. Canon, Carnesville, and Lavonia fall between Franklin Springs and Royston in regards to population percentages with low incomes, with values of 35.6%, 26.3%, and 38% respectively. Overall, there are substantial shares of households with low incomes, and a small percentage of the population with household incomes of at least \$50,000.

**TABLE 1-25
HOUSEHOLD DISTRIBUTION BY INCOME 1999
FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES**

Income Grouping	Georgia	Franklin Co.	Canon	Carnesville	Franklin Springs	Lavonia	Royston
< \$10,000	10.1%	13.7%	22.9%	18.1%	7.6%	24.0%	29.6%
\$10,000-\$14,999	5.9%	8.2%	12.7%	8.2%	4.3%	14.0%	10.3%
\$15,000-\$24,9999	12.3%	16.6%	19.4%	13.5%	11.4%	13.1%	13.8%
\$25,000-\$34,999	12.6%	16.1%	13.7%	7.0%	13.0%	14.6%	14.0%
\$35,000-\$49,999	16.7%	19.6%	13.3%	22.2%	19.6%	17.6%	15.3%
\$50,000-\$74,999	19.7%	16.8%	12.1%	21.6%	23.4%	7.7%	9.0%
\$75,000-\$99,9999	10.4%	4.7%	1.9%	5.8%	11.4%	4.3%	4.8%
\$100,000-\$149,999	7.8%	2.4%	2.2%	1.8%	6.0%	3.9%	1.3%
\$150,000-\$199,999	2.2%	0.5%	0.6%	0.6%	1.6%	0.4%	0.0%
\$200,000 +	2.4%	1.3%	1.3%	1.2%	1.6%	0.4%	1.8%

Source: U.S. Census Bureau. Profile of Selected Economic Characteristics. 2000.

Poverty statistics in Table 1-26 indicate a significant number of persons who have difficulty meeting basic needs. In 1999, 13.9% of the County population was classified as below poverty level, which is slightly higher than the state average of 13.0%. With the exception of Franklin Springs, which had 3.9% of its population below the poverty level, significant shares of the population in the cities of Franklin County lived below the poverty level. Lavonia, at 29.7%, has the highest percentage of population below the poverty level. Citizens below the poverty level often lack prior work experience, have low levels of education, have a difficult time of succeeding in the labor market, and are extremely sensitive to economic changes. While the State of Georgia provides welfare for these citizens, additional assistance may be necessary to overcome unmeasured barriers to employment such as mental health problems, psychiatric disorders, substance abuse or dependence, or disability. The development of programs aimed at rehabilitation, employment retention, advancement services, or strengthening the linkages to community agencies may be necessary in Canon, Lavonia, and Royston where approximately 1/4 of the population falls within the poverty level.

TABLE 1-26
1999 POVERTY CHARACTERISTICS
FRANKLIN COUNTY AND PARTICIPATING MUNICIPALITIES

Poverty Characteristics	Total Persons Below Poverty Level	% Total Persons Below Poverty Level	Total Persons 65 Years and Over Below Poverty Level	Total Families Below Poverty Level	% Total Families Below Poverty Level
Georgia	1,033,793	13.0	102,228	210,138	9.9
Franklin Co.	2,724	13.9	556	633	11.0
Canon	202	26.6	30	50	22.2
Carnesville	85	17.3	15	18	13.8
Franklin Spgs.	19	3.9	7	0	0
Lavonia	553	29.7	85	154	28.1
Royston	572	24.7	132	120	19.7

Sources: U.S. Census Bureau Census Poverty Status in 1999 of Individuals. 2000.

U.S. Census Bureau Census, Poverty Status in 1999 of Families and Non-family Households, 2000.

In Franklin County and its cities, per capita income and household income are all below the state and regional averages, while the number of citizens below the poverty level is higher than the State average, with the exception of Franklin Springs. Income within Franklin County's cities is highly variable, but are also almost always below state and regional averages. While these figures do indicate some economic hardships, there are a number of local factors that are worthy of consideration. Franklin County and its cities are undergoing a transition from an agriculture-based economy to a service-based economy. As with the national trend, the decline of agriculture in Franklin County has been extremely slow and contains considerable spatial variability. Nonetheless, this transition is perceptible, and some communities in Franklin County have had difficulty modernizing their economies. Similarly, income figures in the less populated cities of Franklin County are easily swayed by fluctuations in the job market because of the small workforce. This may account for much of the variability found in the Census Bureau's figures. In the future, the strengthening of the service sector is expected to continue as increasing numbers of retirees populate the County and second homeowners along Hartwell Lake provide seasonal support for the economy. Commercial development is also expected to increase along the I-85 corridor in the future. The net result will include the strengthening of existing cities' role in providing services as demand for goods increases in the County. Finally, a large proportion of Franklin County's population is composed of retired citizens who have little or no income. While these citizens participate in the economy, they suppress personal and household income figures.

Despite the factors that currently influence, and will continue to influence, the economic profile of Franklin County, proper development of economic policies in the coming years is necessary to provide adequate employment for the County's citizens, especially its young and middle-aged populace with families. The Household Distribution By Income 1999 (Table 1-25) shows that the majority of Franklin County's households earns less than \$35,000 per year, with similar figures for each of the County's cities. Franklin County's young and middle aged population groups will continue to decline until the average household income becomes sufficient to support a family. Future efforts should focus on increasing the opportunities for the young and middle aged population groups.

3 HOUSING

3.1. Introduction

The following chapter includes analysis of housing types, assessment of age, cost, conditions and occupancy characteristics of existing housing stock. Projected housing needs are presented as well. The data examines Franklin County, for this chapter is defined as the areas outside of the municipalities' boundaries, and the municipalities of Canon, Carnesville, Franklin Springs, Royston and Lavonia.

The information presented is based on US Census Bureau data from the 2000 census. When examining the data some of the numbers presented may not be consistent from one section to the next. This is due in part to the preparer of the census forms not answering all questions, providing wrong information or not answering questions correctly and their results not being counted.

3.2. Types of Housing

3.2.1. Franklin County

Overall Franklin County comprises predominantly of single-family detached housing followed by mobile homes and trailers. The various types of multifamily housing are becoming more predominant, which is reflected in their percentage make up and is a reason for the decline in percentage makeup of single-family detached housing despite the increase in the number of units.

Franklin County: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	5,887	7,613	9,303
Single Units (detached)	4,619	5,053	5,803
Single Units (attached)	81	87	67
Double Units	219	193	209
3 to 9 Units	150	220	262
10 to 19 Units	6	36	30
20 to 49 Units	23	0	6
50 or more Units	25	0	13
Mobile Home or Trailer	762	1,954	2,885
All Other	2	70	28

Franklin County: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	100.0%	100.0%	100.0%
Single Units (detached)	78.5%	66.4%	62.4%
Single Units (attached)	1.4%	1.1%	0.7%
Double Units	3.7%	2.5%	2.2%
3 to 9 Units	2.5%	2.9%	2.8%
10 to 19 Units	0.1%	0.5%	0.3%
20 to 49 Units	0.4%	0.0%	0.1%
50 or more Units	0.4%	0.0%	0.1%
Mobile Home or Trailer	12.9%	25.7%	31.0%
All Other	0.0%	0.9%	0.3%

Source: U.S. Bureau of the Census (SF3)

3.2.2. Canon

Canon's overall housing numbers indicate continued minimal growth. Single-family detached housing data presents a decline in number and percentage makeup. Multi-family housing experienced a recent rebirth with the exception of the double-type of housing, which experienced a dramatic decline from 1990 to 2000. Data indicates mobile homes and trailers continuing a growth making it the most common housing type comprising nearly 43% of the total housing stock in 2000.

Canon city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	292	340	362
Single Units (detached)	210	212	198
Single Units (attached)	4	0	2
Double Units	9	16	5
3 to 9 Units	7	0	2
10 to 19 Units	0	0	1
20 to 49 Units	0	0	0
50 or more Units	2	0	0
Mobile Home or Trailer	60	109	154
All Other	0	3	0

Canon city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	100.0%	100.0%	100.0%
Single Units (detached)	71.9%	62.4%	54.7%
Single Units (attached)	1.4%	0.0%	0.6%
Double Units	3.1%	4.7%	1.4%
3 to 9 Units	2.4%	0.0%	0.6%
10 to 19 Units	0.0%	0.0%	0.3%
20 to 49 Units	0.0%	0.0%	0.0%
50 or more Units	0.7%	0.0%	0.0%
Mobile Home or Trailer	20.5%	32.1%	42.5%
All Other	0.0%	0.9%	0.0%

Source: U.S. Bureau of the Census (SF3)

3.2.3. Carnesville

The overall stock has fluctuated with a decline from 1980 to 1990 rebounding slightly from 1990 to 2000. From 1990 to 2000 single-family housing increased in the number of units and in the percentage total, comprising nearly 80% of the housing in Canon. Multi-family units are relatively small in number and percentage makeup. Mobile homes and trailers are the only housing type that has consistently increased in number and percentage makeup from 1980 to 2000.

Carnesville city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	228	215	224
Single Units (detached)	182	165	179
Single Units (attached)	9	2	2
Double Units	32	28	21
3 to 9 Units	1	11	6
10 to 19 Units	0	0	5
20 to 49 Units	0	0	0
50 or more Units	0	0	0
Mobile Home or Trailer	4	7	11
All Other	0	2	0

Carnesville city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	100.0%	100.0%	100.0%
Single Units (detached)	79.8%	76.7%	79.9%
Single Units (attached)	3.9%	0.9%	0.9%
Double Units	14.0%	13.0%	9.4%
3 to 9 Units	0.4%	5.1%	2.7%
10 to 19 Units	0.0%	0.0%	2.2%
20 to 49 Units	0.0%	0.0%	0.0%
50 or more Units	0.0%	0.0%	0.0%
Mobile Home or Trailer	1.8%	3.3%	4.9%
All Other	0.0%	0.9%	0.0%

Source: U.S. Bureau of the Census (SF3)

3.2.4. Franklin Springs

Franklin Springs demonstrated a fluctuation similar to Carnesville, showing an overall decline in total housing units from 1980 to 1990 followed by a limited recovery from 1990 to 2000. Franklin Springs' recovery comprised mostly of single-family detached and attached units and mobile homes and trailers. Multi-family housing remained stagnant from 1990 to 2000. From 1990 to 2000 marginal changes occurred in the percentage makeup of the housing types.

Franklin Springs city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	220	206	228
Single Units (detached)	169	167	181
Single Units (attached)	4	3	9
Double Units	16	14	14
3 to 9 Units	11	8	8
10 to 19 Units	0	0	0
20 to 49 Units	6	0	0
50 or more Units	0	0	0
Mobile Home or Trailer	14	13	16
All Other	0	1	0

Franklin Springs city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	100.0%	100.0%	100.0%
Single Units (detached)	76.8%	81.1%	79.4%
Single Units (attached)	1.8%	1.5%	3.9%
Double Units	7.3%	6.8%	6.1%
3 to 9 Units	5.0%	3.9%	3.5%
10 to 19 Units	0.0%	0.0%	0.0%
20 to 49 Units	2.7%	0.0%	0.0%
50 or more Units	0.0%	0.0%	0.0%
Mobile Home or Trailer	6.4%	6.3%	7.0%
All Other	0.0%	0.5%	0.0%

Source: U.S. Bureau of the Census (SF3)

3.2.5. Lavonia

Lavonia poses a well-mixed housing stock with single-family houses and multi-family housing. While overall numbers of single-family housing showed continuous gains in the number of units added to the overall stock their percentage makeup demonstrates a slight decline due to the increasing numbers of various multi-family housing. Mobile homes and trailers spiked in 1990 followed by a moderate decline in number of units and percentage makeup by 2000.

Lavonia city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	762	828	878
Single Units (detached)	551	565	592
Single Units (attached)	26	38	16
Double Units	85	81	92
3 to 9 Units	66	85	120
10 to 19 Units	6	13	17
20 to 49 Units	4	0	0
50 or more Units	0	0	4
Mobile Home or Trailer	22	37	33
All Other	2	9	4

Lavonia city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	100.0%	100.0%	100.0%
Single Units (detached)	72.3%	68.2%	67.4%
Single Units (attached)	3.4%	4.6%	1.8%
Double Units	11.2%	9.8%	10.5%
3 to 9 Units	8.7%	10.3%	13.7%
10 to 19 Units	0.8%	1.6%	1.9%
20 to 49 Units	0.5%	0.0%	0.0%
50 or more Units	0.0%	0.0%	0.5%
Mobile Home or Trailer	2.9%	4.5%	3.8%
All Other	0.3%	1.1%	0.5%

Source: U.S. Bureau of the Census (SF3)

3.2.6. Royston

Royston demonstrates slow gradual growth in various housing types. There is continued growth with the double units and the larger multi-unit type of housing (20 to 49 units and 50 and greater units) while the smaller multi-unit type declined. Mobile homes and trailers continued a steady growth from 1980 to 2000 and comprised the second largest percentage of housing type in Royston.

Royston city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	1,017	1,064	1,145
Single Units (detached)	682	626	690
Single Units (attached)	45	22	21
Double Units	94	111	125
3 to 9 Units	77	129	123
10 to 19 Units	3	18	4
20 to 49 Units	13	0	10
50 or more Units	0	0	4
Mobile Home or Trailer	103	144	168
All Other	0	14	0

Source : U.S. Bureau of the Census (SF3)

Royston city: Types of Housing			
Category	1980	1990	2000
TOTAL Housing Units	100.0%	100.0%	100.0%
Single Units (detached)	67.1%	58.8%	60.3%
Single Units (attached)	4.4%	2.1%	1.8%
Double Units	9.2%	10.4%	10.9%
3 to 9 Units	7.6%	12.1%	10.7%
10 to 19 Units	0.3%	1.7%	0.3%
20 to 49 Units	1.3%	0.0%	0.9%
50 or more Units	0.0%	0.0%	0.3%
Mobile Home or Trailer	10.1%	13.5%	14.7%
All Other	0.0%	1.3%	0.0%

3.3. Age of Housing

Determining the age of housing is not an exact science. The Census figures are based on submitted responses by the preparer, which may or may not be an accurate representation. Also the number of people not responding versus those who did respond may also skew the results. The data is useful in determining a general percentage of the housing stock built before and after a particular timeframe, in this particular case 1960 is the benchmark year.

3.3.1. Franklin County

The age of housing in Franklin County indicates an older housing stock as noted in 1990 with 56% predating 1960 and 57% in 2000.

Franklin County: Age of Housing		
Category	1990	2000
Built 1970 - 1979	2,042	1,732
Built 1960 - 1969	1,149	1,038
Built 1950 - 1959	985	685
Built 1940 - 1949	549	475
Built 1939 or earlier	929	911

Source: U.S. Bureau of the Census (SF3)

3.3.2. Canon

The age of the housing stock indicates in 1990 50% of the housing was built after 1960 and by 2000 this number rose to 56%, indicating a relatively young housing stock.

Canon city: Age of Housing		
Category	1990	2000
Built 1970 - 1979	91	83
Built 1960 - 1969	46	60
Built 1950 - 1959	30	45
Built 1940 - 1949	29	22
Built 1939 or earlier	78	45

Source: U.S. Bureau of the Census (SF3)

3.3.3. Carnesville

The data shows Carnesville's housing stock is an older housing stock transitioning to a younger stock. 66% of the homes were built before 1960 in 1990 and that declined to 60% in 2000.

Carnesville city: Age of Housing		
Category	1990	2000
Built 1970 - 1979	37	42
<u>Built 1960 - 1969</u>	27	28
Built 1950 - 1959	63	42
Built 1940 - 1949	23	23
Built 1939 or earlier	38	40

Source: U.S. Bureau of the Census (SF3)

3.3.4. Franklin Springs

The age of housing in Franklin Springs indicates a predominantly a young housing stock with 71% of the housing stock being built after 1960 in both 1990 and 2000.

Franklin Springs city: Age of Housing		
Category	1990	2000
<u>Built 1970 - 1979</u>	72	69
Built 1960 - 1969	53	51
Built 1950 - 1959	21	14
Built 1940 - 1949	21	11
Built 1939 or earlier	8	24

Source: U.S. Bureau of the Census (SF3)

3.3.5. Lavonia

The data for Lavonia's housing stock indicates a moderately aged community with approximately 51% (2000) to 59% (1990) of the housing stock older than 1960.

Lavonia city: Age of Housing		
Category	1990	2000
Built 1970 - 1979	145	193
Built 1960 - 1969	157	149
Built 1950 - 1959	184	200
Built 1940 - 1949	85	85
Built 1939 or earlier	113	68

Source: U.S. Bureau of the Census (SF3)

3.3.6. Royston

Royston's housing stock is a younger stock with 38.3% of the homes being built after 1960 in 1990 increasing to 49.5% in 2000.

Royston city: Age of Housing		
Category	1990	2000
Built 1970 - 1979	182	207
Built 1960 - 1969	161	186
Built 1950 - 1959	292	156
Built 1940 - 1949	110	103
Built 1939 or earlier	151	142

Source: U.S. Bureau of the Census (SF3)

3.4. Condition of Housing

Housing conditions are based on how many of the total housing units contain complete plumbing facilities and complete kitchen facilities and how many units lack complete facilities.

3.4.1. Franklin County

In 1990 97.5% of the total housing units contained complete plumbing facilities, which grew marginally to 98.4% in 2000. Facilities lacking complete plumbing facilities declined. A unit containing complete kitchen facilities increased in number from 1990 to 2000, as did units lacking complete kitchen facilities, yet this was offset by the increase in total number of units.

Franklin County: Condition of Housing		
Category	1990	2000
Total housing units	7,613	9,303
Complete Plumbing Facilities	7,423	9,157
Lacking Plumbing Facilities	190	146
Complete kitchen facilities	7,484	9,153
Lacking complete kitchen facilities	129	150

Source: U.S. Bureau of the Census (SF3)

3.4.2. Canon

Housing conditions have improved from 1990; with 3% of the housing stock having incomplete plumbing facilities and 0.3% had incomplete kitchen facilities to zero units with either incomplete plumbing or kitchen facilities in 2000.

Canon city: Condition of Housing		
Category	1990	2000
Total housing units	340	362
Complete Plumbing Facilities	336	362
Lacking Plumbing Facilities	11	0
Complete kitchen facilities	345	362
Lacking complete kitchen facilities	2	0

Source: U.S. Bureau of the Census (SF3)

3.4.3. Carnesville

Overall, housing conditions declined from 1990 to 2000 with a decrease in the number of units having complete plumbing facilities and a decrease in the number of units with complete kitchen facilities. The number of units lacking plumbing facilities remained at 2 units from 1990 to 2000. The number of units lacking kitchen facilities increased from 0 units in 1990 to 3 units in 2000.

Carnesville city: Condition of Housing		
Category	1990	2000
Total housing units	215	224
Complete Plumbing Facilities	223	222
Lacking Plumbing Facilities	2	2
Complete kitchen facilities	225	221
Lacking complete kitchen facilities	0	3

Source: U.S. Bureau of the Census (SF3)

3.4.4. Franklin Springs

Overall, the housing conditions improved in Franklin Springs, 93.7% of the total housing units having complete plumbing and kitchen facilities in 1990, yet there were no reports of any units having incomplete plumbing or kitchen facilities. By 2000 all housing units had complete plumbing and kitchen facilities.

Franklin Springs city: Condition of Housing		
Category	1990	2000
Total housing units	206	228
Complete Plumbing Facilities	193	228
Lacking Plumbing Facilities	0	0
Complete kitchen facilities	193	228
Lacking complete kitchen facilities	0	0

Source: U.S. Bureau of the Census (SF3)

3.4.5. Lavonia

Lavonia remained at a consistent level with regards to the units having complete plumbing facilities; percentage makeup is around 99%. Units with complete kitchen facilities declined marginally from 1990 to 2000 and the percentage of units lacking kitchen facilities increased moderately.

Lavonia city: Condition of Housing		
Category	1990	2000
Total housing units	828	878
Complete Plumbing Facilities	827	873
Lacking Plumbing Facilities	1	5
Complete kitchen facilities	824	865
Lacking complete kitchen facilities	4	13

Source: U.S. Bureau of the Census (SF3)

3.4.6. Royston

It is difficult to determine what changes in housing conditions have occurred in Royston. In 1990 over 100% of the total housing units had complete plumbing facilities and 1.7% lacked plumbing facilities. In 2000, zero facilities were listed as lacking plumbing facilities or kitchen facilities and 100% of the units had complete plumbing facilities and kitchen facilities.

Royston city: Condition of Housing		
Category	1990	2000
Total housing units	1,064	1,145
Complete Plumbing Facilities	1,065	1,145
Lacking Plumbing Facilities	18	0
Complete kitchen facilities	1,083	1,139
Lacking complete kitchen facilities	0	6

Source: U.S. Bureau of the Census (SF3)

3.5. Occupancy Characteristics

3.5.1. Franklin County

A 22.1% increase occurred in the total number of housing units from 1990 to 2000. In that time the number of and percentage of owner occupied units has increased. The number of vacant and renter occupied units increased in number of units, but decreased in overall percentage makeup due to an overall increase in the number of housing units built.

Franklin County: Occupancy Characteristics		
Category	1990	2000
TOTAL Housing Units Built	7,613	9,303
Housing Units Vacant	1,248	1,415
Housing Units Owner Occupied	4,965	6,257
Housing Units Renter Occupied	1,400	1,631

Source: U.S. Bureau of the Census (SF3)

3.5.2. Canon

Canon demonstrated a moderate increase of 6.4% in the total number of housing units built from 1990 to 2000. The number and percentage of vacant and renter occupied units decreased in number and percentage makeup. Owner occupied units increased in number and percentage makeup.

Canon city: Occupancy Characteristics		
Category	1990	2000
TOTAL Housing Units Built	340	362
Housing Units Vacant	43	39
Housing Units Owner Occupied	211	241
Housing Units Renter Occupied	93	82

Source: U.S. Bureau of the Census (SF3)

3.5.3. Carnesville

A 4.2% increase occurred in the number of total units built from 1990 to 2000. During this timeframe, the number and percentage of vacant units increased. The number of renter occupied units increased while the percentage makeup declined due to more housing added to the overall stock. Owner occupied units remained virtually stagnant at 67.9% being owner occupied in 1990 and 67.4% being owner occupied in 2000.

Carnesville city: Occupancy Characteristics		
Category	1990	2000
TOTAL Housing Units Built	215	224
Housing Units Vacant	18	24
Housing Units Owner Occupied	146	151
Housing Units Renter Occupied	61	49

Source: U.S. Bureau of the Census (SF3)

3.5.4. Franklin Springs

Franklin Springs showed a 10.7% increase in the total number of housing units built from 1990 to 2000. The number and percentage of vacant units, owner occupied units and renter occupied units increased.

Franklin Springs city: Occupancy Characteristics		
Category	1990	2000
TOTAL Housing Units Built	206	228
Housing Units Vacant	16	23
Housing Units Owner Occupied	128	144
Housing Units Renter Occupied	49	61

Source: U.S. Bureau of the Census (SF3)

3.5.5. Lavonia

Lavonia showed a slight increase of 6% in the total number of housing units built from 1990 to 2000. Vacant units increased in number and percentage makeup. Owner occupied units increased in number, but percentage wise the increase was less than 1%. Renter occupied units had a marginal decline in numbers and a slight decline percentage wise.

Lavonia city: Occupancy Characteristics		
Category	1990	2000
TOTAL Housing Units Built	828	878
Housing Units Vacant	85	106
Housing Units Owner Occupied	438	468
Housing Units Renter Occupied	305	304

Source: U.S. Bureau of the Census (SF3)

3.5.6. Royston

Royston demonstrated a slight increase in the total number of units built from 1990 to 2000, an increase of 81 units or 7.6%. Royston saw the number and percentage of vacant units increase as well as the renter occupied units. Owner occupied units increased in number, but declined in the percentage makeup.

3.6. Housing Cost

3.6.1. Franklin County

The median property values increased \$34,300, 68.1% from 1990 to 2000. Median rents increased \$132, 5.9% for the same decade.

Franklin County: Housing cost (in dollars)		
Category	1990	2000
Median property value	50,300	84,600
Median rent	245	377

Source: U.S. Bureau of the Census (SF3)

3.6.2. Canon

Median property values have increased \$31,200 from 1990 to 2000. Median rents followed a similar path, increasing \$110.

Canon city: Housing cost (in dollars)		
Category	1990	2000
Median property value	32,400	63,600
Median rent	225	335

Source: U.S. Bureau of the Census (SF3)

3.6.3. Carnesville

Median property values increased \$29,700 from 1990 to 2000. Median rents, following a similar path with similar results, increased \$100 for the same timeframe.

Carnesville city: Housing cost (in dollars)		
Category	1990	2000
Median property value	47,500	77,200
Median rent	175	275

Source: U.S. Bureau of the Census (SF3)

3.6.4 Franklin Springs

The median property value increased \$23,500 or 37.5% from 1990 to 2000. Median rents, following a similar path with similar results, increased \$120 or 39%.

Franklin Springs city: Housing cost (in dollars)		
Category	1990	2000
Median property value	62,600	86,100
Median rent	308	428

Source: U.S. Bureau of the Census (SF3)

3.6.5 Lavonia

The median property value increased \$22,100 or 43% from 1990 to 2000. Median rents, following a similar path with similar results, increased \$142 or 66%.

Lavonia city: Housing cost (in dollars)		
Category	1990	2000
Median property value	50,400	72,500
Median rent	215	357

Source: U.S. Bureau of the Census (SF3)

3.6.6 Royston

The median property value increased \$30,900 or 72.5% from 1990 to 2000. Median rent also demonstrated significant growth with a \$102 or 60.1% increase.

Royston city: Occupancy Characteristics		
Category	1990	2000
TOTAL Housing Units Built	1,064	1,145
Housing Units Vacant	79	121
Housing Units Owner Occupied	568	582
Housing Units Renter Occupied	436	442

Source: U.S. Bureau of the Census (SF3)

3.7. Cost Burdened

One factor to examine with increasing property values are impacts it exerts on people. As property value increases so does amount of income spent on the house, often resulting in people becoming cost burdened by their property. Cost burdened are those spending greater than 30% of their income towards their property and those spending 50% or greater are seen as severally cost burdened.

3.7.1. Franklin County

From 1990 to 2000 the number of cost burdened peoples declined 309 persons or 54.1%. In 2000 a total of 436 persons qualified as severely cost burdened, no comparative data is available for 1990. The persons not computed, not counted in the results for numerous reasons such as not answering the question, answering it incorrectly and the results were not counted, increased 73 person or 30.5% from 1990 to 2000.

Franklin County: Cost Burdened		
Category	1990	2000
30% - 49%	880	571
50% and greater	NA	436
Not computed	239	312

Source: U.S. Bureau of the Census (SF3)

3.7.2. Canon

From 1990 to 2000 the number of cost burdened peoples declined 25 persons or 62.5%. In 2000 a total of 31 persons qualified as severely cost burdened, no comparative data is available for 1990. The persons not computed increased 5 persons or 41.7%.

Canon city: Cost Burdened		
Category	1990	2000
30% - 49%	40	15
50% and greater	NA	31
Not computed	12	17

Source: U.S. Bureau of the Census (SF3)

3.7.3. Carnesville

From 1990 to 2000 the number of cost burdened peoples declined 31 persons or 193.75%. In 2000 a total of 18 persons qualified as severely cost burdened, no comparative data is available for 1990. The persons not computed increased by 1 person or 14.3%

Carnesville city: Cost Burdened		
Category	1990	2000
30% - 49%	47	16
50% and greater	NA	18
Not computed	7	8

Source: U.S. Bureau of the Census (SF3)

3.7.4. Franklin Springs

From 1990 to 2000 the number of cost burdened peoples declined 11 persons or 52.4%. In 2000 a total of 10 persons qualified as severely cost burdened, no comparative data is available for 1990. The persons not computed remained level at 7 persons.

Franklin Springs city: Cost Burdened		
Category	1990	2000
30% - 49%	21	10
50% and greater	NA	10
Not computed	7	7

Source: U.S. Bureau of the Census (SF3)

3.7.5. Lavonia

From 1990 to 2000 the number of cost burdened peoples declined 7 persons or 8%. In 2000 a total of 71 persons qualified as severely cost burdened, no comparative data is available for 1990. The persons not computed gained 25 persons or 44.7%.

Lavonia city: Cost Burdened		
Category	1990	2000
30% - 49%	94	87
50% and greater	NA	71
Not computed	31	56

Source: U.S. Bureau of the Census (SF3)

3.7.6. Royston

From 1990 to 2000 the number of cost burdened peoples increased 7 persons or 19.8%. In 2000 a total of 116 persons qualified as severely cost burdened, no comparative data is available for 1990. The persons not computed increased 28 persons or 116.7%.

Royston city: Housing cost (in dollars)		
Category	1990	2000
Median property value	42,600	73,500
Median rent	168	270

Source: U.S. Bureau of the Census (SF3)

3.8. Overcrowding

Overcrowding is defined as total number of persons exceeding the total number of rooms in a house.

3.8.1. Franklin County

From 1990 to 2000 total occupied housing units gained 1523 units or 24%. During the same decade overcrowding marginally declined 0.3% from 2.6% (1990) to 2.3% (2000).

Franklin County: Overcrowding		
Category	1990	2000
Total occupied housing units	6,365	7,888
More than 1 person per room	168	181

Source: U.S. Bureau of the Census (SF3)

3.8.2. Canon

From 1990 to 2000 total occupied housing units gained 21 units or 69%. During the same decade overcrowding posted moderate gain of 5.7% from 32.9% (1990) to 37.2% (2000)

Canon city: Overcrowding		
Category	1990	2000
Total occupied housing units	304	323
More than 1 person per room	10	12

Source: U.S. Bureau of the Census (SF3)

3.8.3. Carnesville

From 1990 to 2000 total occupied housing units demonstrated a moderate decline of 7 units or 3.5%. During the same decade overcrowding gained 1.6%, from 2.9% (1990) to 4.5% (2000).

Carnesville city: Overcrowding		
Category	1990	2000
Total occupied housing units	207	200
More than 1 person per room	6	9

Source: U.S. Bureau of the Census (SF3)

3.8.4. Franklin Springs

From 1990 to 2000 total occupied housing units increased 15.8% or 28 units. During the same decade overcrowding marginally declined 0.7%, from 1.1% (1990) to 0.4% (2000)

Franklin Springs city: Overcrowding		
Category	1990	2000
Total occupied housing units	177	205
More than 1 person per room	2	1

Source: U.S. Bureau of the Census (SF3)

3.8.5. Lavonia

From 1990 to 2000 total occupied housing units increased 3.9% or 29 units. During the same decade overcrowding moderately declined 1.3%, from 3.9% (1990) to 2.6 (2000).

Lavonia city: Overcrowding		
Category	1990	2000
Total occupied housing units	743	772
More than 1 person per room	29	20

Source: U.S. Bureau of the Census (SF3)

3.8.6. Royston

From 1990 to 2000 total occupied housing units increased 2% or 20 units. During the same decade overcrowding moderately declined 2.1%, from 4% (1990) to 1.9% (2000)

Royston city: Cost Burdened		
Category	1990	2000
30% - 49%	106	127
50% and greater	NA	116
Not computed	24	52

Source: U.S. Bureau of the Census (SF3)

3.9. Projected Housing Types

Projections for population and housing have been done in conjunction so as to ensure compatibility. They've been based on a straight-line projections model, which does not reflect local ordinances, land use regulations, or other stipulations. This tool serves as a general model of potential future growth based on constant factors; current and future population figures, previous identified housing trends and so forth.

3.9.1. Franklin County

Single-family detached housing consumes the largest portion of the projected housing stock, with mobile homes and trailers coming in a close second. With the progression of time, various forms of multi-family housing condenses to smaller units, 3 to 9 units and 10 to 19 units become more numerous, while larger multi-family units eventually drop out of the housing stock entirely.

Franklin County: Types of Housing

Category	1990	1995	2000	2005	2010	2015	2020	2025
TOTAL Housing Units	7,613	8,458	9,303	10,268	11,184	12,125	13,090	14,085
Single Units (detached)	5,053	5,428	5,803	6,113	6,419	6,740	7,077	7,430
Single Units (attached)	87	77	67	69	71	73	75	78
Double Units	193	201	209	283	308	336	366	399
3 to 9 Units	220	241	262	296	335	378	427	483
10 to 19 Units	36	33	30	36	42	51	60	72
20 to 49 Units	0	3	6	11	11	12	13	13
50 or more Units	0	7	13	10	10	10	10	10
Mobile Home or Trailer	1,954	2,420	2,885	3,416	3,947	4,477	5,008	5,539
All Other	70	49	28	35	41	48	54	61

3.9.2. Canon

Based on a straight-line projection of future housing types for Canon, overall number of units continues to increase at a marginal pace. Single-family housing continue a decline eventually falling below the numbers of projected mobile homes and trailers. Projections for multi-family units indicate little change from current numbers.

Canon city: Types of Housing

Category	1990	1995	2000	2005	2010	2015	2020	2025
TOTAL Housing Units	340	351	362	373	386	399	413	427
Single Units (detached)	212	205	198	206	214	223	232	241
Single Units (attached)	0	1	2	2	2	2	2	2
Double Units	16	11	5	4	4	4	4	4
3 to 9 Units	0	1	2	1	0	0	0	0
10 to 19 Units	0	1	1	1	2	2	2	2
20 to 49 Units	0	0	0	0	0	0	0	0
50 or more Units	0	0	0	0	0	0	0	0
Mobile Home or Trailer	109	132	154	159	163	168	173	179
All Other	3	2	0	0	0	0	0	0

3.9.3. Carnesville

Based on a straight-line projection of future housing types for Carnesville, overall number of units continues to increase at a marginal pace. Single-family detached units peak in number then marginally decline. Multi-family housing continues to grow, though comprising a small percentage of the overall housing stock.

Carnesville city: Types of Housing

Category	1990	1995	2000	2005	2010	2015	2020	2025
TOTAL Housing Units	215	220	224	247	276	306	341	381
Single Units (detached)	165	172	179	199	221	245	272	302
Single Units (attached)	2	2	2	0	0	0	0	0
Double Units	28	25	21	21	22	22	23	23
3 to 9 Units	11	9	6	7	9	10	11	12
10 to 19 Units	0	3	5	7	9	13	18	24
20 to 49 Units	0	0	0	0	0	0	0	0
50 or more Units	0	0	0	0	0	0	0	0
Mobile Home or Trailer	7	9	11	13	15	16	18	20
All Other	2	1	0	0	0	0	0	0

3.9.4. Franklin Springs

Based on a straight-line projection of future housing types for Franklin Springs, overall number of units continues to increase at a marginal pace. Single-family detached and attached units continue a marginal growth pattern while multi-family housing projects a marginal decline. Mobile homes and trailers expect minimal positive change.

Franklin Springs city: Types of Housing

Category	1990	1995	2000	2005	2010	2015	2020	2025
TOTAL Housing Units	206	217	228	251	277	305	334	366
Single Units (detached)	167	174	181	197	215	234	255	278
Single Units (attached)	3	6	9	10	12	13	14	15
Double Units	14	14	14	14	13	13	12	12
3 to 9 Units	8	8	8	12	16	21	25	29
10 to 19 Units	0	0	0	0	0	0	0	0
20 to 49 Units	0	0	0	0	0	0	0	0
50 or more Units	0	0	0	0	0	0	0	0
Mobile Home or Trailer	13	15	16	18	21	24	28	32
All Other	1	1	0	0	0	0	0	0

3.9.5. Lavonia

Based on a straight-line projection of future housing types for Lavonia, overall number of units continues a growth pattern of moderate gains. Larger multi-family housing units project a gradual slowdown or drop off all together. Projections for mobile homes and trailers call for marginal growth.

Lavonia city: Types of Housing

Category	1990	1995	2000	2005	2010	2015	2020	2025
TOTAL Housing Units	828	853	878	1,053	1,269	1,533	1,853	2,247
Single Units (detached)	565	579	592	734	910	1,129	1,400	1,736
Single Units (attached)	38	27	16	15	14	13	11	9
Double Units	81	87	92	103	115	129	145	162
3 to 9 Units	85	103	120	134	151	169	189	211
10 to 19 Units	13	15	17	22	28	35	44	54
20 to 49 Units	0	0	0	0	0	0	0	0
50 or more Units	0	2	4	4	4	4	4	4
Mobile Home or Trailer	37	35	33	37	41	45	50	56
All Other	9	7	4	4	6	9	11	15

3.9.6. Royston

Based on a straight-line projection of future housing types for Royston, overall number of units continues a pattern of minimal gains. Single-family detached units continue a pattern of minimal gains; yet remain the dominant housing type. Double units and 3 to 9 unit multi-family housing types continue a growth pattern that puts their combining total to nearly half of the project single-family detached units in 2025. Middle-sized multi-family housing projections show a peak then gradual decline. The 50 units or larger multi-family housing type projections show continued minimal gains. Mobile homes and trailers also demonstrate a slow minimal gain growth pattern.

Royston city: Types of Housing

Category	1990	1995	2000	2005	2010	2015	2020	2025
TOTAL Housing Units	1,064	1,105	1,145	1,236	1,339	1,450	1,576	1,719
Single Units (detached)	626	658	690	766	850	944	1,047	1,163
Single Units (attached)	22	22	21	15	10	3	0	0
Double Units	111	118	125	133	140	149	158	167
3 to 9 Units	129	126	123	130	138	146	155	165
10 to 19 Units	18	11	4	5	6	8	10	13
20 to 49 Units	0	5	10	11	11	12	13	13
50 or more Units	0	2	4	4	4	4	4	4
Mobile Home or Trailer	144	156	168	173	178	184	189	195
All Other	14	7	0	0	0	0	0	0

3.10. Findings

The future growth of Franklin County depends on having a wide strata of people working, shopping, and most importantly living in the County and Cities. Several factors exist today and will continue to exist in the future that greatly limits the availability of housing. These factors need to be addressed by the local governments and solutions found so that growth and needs for housing are met at all levels. This is further discussed in the Goals, Policies and Objectives section of the plan.

Factors influencing the future of housing include limitations on infrastructure, rising land values, which has caused tensions between those supporting an agricultural base versus those selling land for development, an aging population and a population with special need. Many communities have a situation where the work force does not live in the city and commutes to where they live or in some cases where the work force does live in the city limits they travel to other cities, such as Athens, to spend money on goods and services. This has created a lack of services and opportunities in the cities, which ultimately leads to a weakened economic base that is not able to fund future residential development.

3.10.1. Franklin County

Franklin County's housing stock comprises mainly of low-density single-family housing units. It is predicted that Franklin County will have more than 14,000 housing units by 2025. The existing infrastructure cannot meet the predicted housing demand unless it is expanded at a rate to meet these projections. Hampering the infrastructure expansions are two main factors, 1) there is not enough tax revenue accrued to assist in expanding the infrastructure and 2) rising

land values can limit development. Tax revenues from commercial and industrial development can be used to expand the infrastructure.

As discussed in the Population element of this plan it is predicted many retirees will come to Franklin County, leading to an aging of the population. Currently the county has no special housing or centers to handle this segment of the population. In a separate issue the County does not have special needs housing. People living in the county that require special needs have to go out of the county or to Carnesville or Royston's hospital depending on the need.

3.10.2. Canon

Canon is a small community with a population of approximately 800 persons. Housing patterns indicate a historically marginal growth with same pattern for the future. Currently, the community has no zoning regulations, no building regulations except for no multi-family housing, no sewer and is not actively pursuing any future growth plans. The impact by these policies and attitudes creates a situation in which there are many homes in various states of decay. Homes in decayed conditions not only appear detractive and discourage future growth; they also pose potentially serious health and human safety risks. These conditions can be improved through the use of zoning, building codes and actively enforcing building codes.

Canon's population is aging with second largest group of persons being over the age of 55. This group of people often needs special care and special housing or centers. Canon offers no services for seniors. Canon needs to take an active approach in determining its current conditions and the course of action needed to ensure the community continues to exist in the future.

3.10.3. Carnesville

Carnesville is a small town of approximately 550 persons and serves as the county seat. Carnesville's housing stock has historically declined since 1980, due mostly to the absence of employment options and aging housing supply, but is projected to have a modest increase in units by 2025 due to natural area growth. What must be determined is the direction that housing increase may take as the community presently lacks significant utilities or local employment options. As with other communities the aging population will need either specialized housing or plans to provide in-home care or special housing or centers.

Three factors that pose the greatest impact on future housing are the limited sewer capacity, weakened tax revenue base and a lack of low to moderate-income housing. The existing sewer is near full capacity and without expansion growth will not be able to continue. Carnesville has a limited number of industries and commercial activities of which bring in a small portion of the tax revenue base, the housing brings in very little and without more tax revenue money that can be used for infrastructure expansion and residential development growth will decline. While Carnesville has a variety of housing at various market levels, there is not much available for low to moderate-income housing and much of the new construction is sold at or above market rate.

3.10.4. Franklin Springs

Franklin Springs is a small community sharing a boarder with Royston, its neighbor. Future projections for the number of housing units indicate modest growth. The greatest influencing factor in the city is Emanuel College, a private religious based college, which occupies approximately 25% of all available land in the city. Another factor influencing the city is the

limited commercial and industrial development. Most people living in the community commute to other locations, Royston and Athens, for goods and services.

Housing in Franklin Springs is not spread among all incomes levels. The presence of Emanuel College is perceived as an asset to the community, attracting educated and affluent people and keeping their home values higher than the regional average. This has created a gap in the lower to moderate-income level housing. Another factor affecting housing is blighted conditions resulting from no code enforcement. Homes in decayed conditions not only appear detractive and discourage future growth; they also pose potentially serious health and human safety risks.

Due to Emanuel College occupying a large portion of land available in the City, other measures need to be taken to encourage future housing development. One is encourage high-density housing through multi-family housing and through the use of small house lots (lots smaller than 5,000 square feet).

3.10.5. Lavonia

Lavonia is an active community of approximately 2,000 people and located at the major crossroads of two major transportation routes, SR 17 and I-85. Housing demand has been greatly impacted not only by access to a major transportation junction but also from having access to Lake Hartwell. It is predicted by 2025 Lavonia will possibly double in housing units from 2005. One factor that will greatly impact the housing future in Lavonia is the high number of seniors and retirees moving in, the largest number of persons in any age bracket. A high concentration of retirees and seniors are around Lake Hartwell. The City has no special housing or centers for seniors and this could impact future housing as this population continues to rise. Lavonia does provide special needs housing for those other than seniors.

There is a broad base of housing types and price ranges that allow people who work in the City to live there as well. However, there is a need to attract more professional people to live in the City and to do so, housing at levels they are accustomed to will need to be constructed.

3.10.6. Royston

The City of Royston is a community of approximately 2,500 people that is expected to face continued moderate growth for the future. Royston posses a mixture of various housing options to accommodate different economic levels, nonetheless the City recognizes that more housing is needed to meet future demands. The City also has specialized housing and housing for seniors. The city has multi-family housing and does allow high-density development, houses on lots smaller than 5,000 square feet, in planned urban developments (P.U.D.).

Areas in and around the historic downtown are available for development as housing. To ensure the new housing in and around the downtown maintains the historic character historic districts will need to be created and design guidelines implemented and enforced.

A concern pertaining to the future growth is the limited sewer capacity, which detracts future growth. Also, the economy is lopsided with the major employer being the hospital. A diversification of the economy is needed to ensure a greater tax revenue base and if one business should fail the City would not be devastated.

4 Economic Development

4.1 Introduction

The Economic Development element of the comprehensive plan provides each community with an inventory and assessment of the area and the community's economic base, labor force characteristics, local economic resources, and economic trends impacting the community. The economic development element also provides a determination of economic needs, goals, and strategies to ensure the future economic well being of each community.

4.2 Georgia Mountains Regional Economy

Franklin County and its municipalities of Canon, Carnesville, Franklin Springs, Lavonia, and Royston lie within the thirteen county Georgia Mountains region, which has a total labor force of approximately 216,000 persons. The July 2005 unemployment rate for the Georgia Mountains region was 5.9%. This ranged from a high of 7.3% in Hart County to a low of 3.5% in Forsyth. Both the State of Georgia and the U.S. average was 5.2%.

With the exception of Forsyth and Hall Counties, the Georgia Mountains region remains largely rural area with local economies that have not taken on an urban/suburban, diversified, service-based character.

Manufacturing employment and payroll generally compose one-fourth of the region's economic base in 2000, while government jobs constituted approximately 14% of total regional employment. Construction jobs are a major contributor to the region, primarily responding to the rapid residential growth in Forsyth and Hall Counties and the second home market that has boomed in the mountains and on the lakes in the region.

Although statistics generally do not reveal the importance of agriculture, the farming and forestry sectors are quite significant in the regional economy. Poultry production is the largest agricultural sector. Tourism, which is considered to be a combination of retail and service establishments benefiting from visitors to the area, is a major contributor to the regional economy. The attractiveness of the region to tourist is due largely to the existence of vast recreational opportunities provided in the Chattahoochee National Forest, which encompasses about one-fifth of the total land area in the region. Small-scale "cottage industries" such as antique shops and craft stores contribute significantly to the regional economic base, although the impact is difficult to quantify because of such establishments usually are family-run without employee payroll records.

In recent years, the I-85 corridor has drawn new smaller manufacturing with more technically demanding jobs. The impact of the new "Southeast Automotive" hub has brought several new plants to Franklin County. Logistically, Franklin County is ideally located for major distribution consideration also. The county is also drawing foreign companies due to favorable transportation and logistical considerations.

4.3 Other Regional Economic Influences

Franklin County and its municipalities are also influenced by the mountain economy of north Georgia outside the Georgia Mountains region. Furthermore, the adjacent counties and cities in South Carolina maintain some significant economic linkages with Franklin County, although these impacts (beyond commuting patterns) are not quantified in this study. Lake Hartwell will be an important economic driver in the future as well.

Historically, Franklin County's economy has been dependent upon the manufacturing sector for the bulk of its economy. In the past twenty-five years agriculture, tourism and second home development have emerged as primary industries in Franklin County. Major commerce travels via the highway network with Interstate 85 cutting through Franklin County from Atlanta to the west and Greenville, South Carolina to the east. With the widening of Highway 17, Franklin County and its municipalities will have increased accessibility to the regional markets to the north and south. This increased accessibility will bring more tourism and consumers, those permanent as well as visitors into each community. This increased accessibility will also bring new manufacturing and distribution due to the logistical advantages of the I-85 corridor and availability of labor due to textile plant closings.

4.4 Economic Base

4.4.1 Employment and Earnings

This section provides a review of the employment and earnings by industry over the past twenty years along with projections of future employment. Tables are provided for Franklin County and each municipality indicating the number employed by standard employment categories. Comparisons are provided for the State of Georgia and the U.S. Census.

According to the U.S. Bureau of the Census, Table 4-1, the total employed civilian population for Franklin County increased by 14% from 1995 to 2005. The table indicates that a similar decline of 15% took place in the Manufacturing Category during the same time period.

Franklin County's primary source of employment has historically been within the manufacturing and retail industries. The manufacturing sector has been tied with the regional agrarian and textile economies, in the past, while the retail employment is defined by the businesses and services that serve area residents. Overall trends in employment are comparable to those for the region, but as the County and municipalities have grown there has been a modest increase in other sectors as well, particularly in those professional and educational services catering to local residents.

Projections for employment within the region continue these trends. Manufacturing will see marginal decreases in employment as the industry becomes less dependent on manual labor. However, as the I-85 corridor continues to draw new industry, jobs will require more skilled employees, some of which will be re-trained from other plant closings (mainly textile). In recent years, the county has drawn industry from European countries and is seeing an increase in automotive related manufacturing. Although the overall number of jobs in manufacturing has decreased, the scope of manufacturing has become much more diverse. Conversely, the service industry sectors will continue to see strong growth rates as part of any population increase within the region. New residents will need additional shops, more teachers and other employers that sustain the community.

Contrary to regional trends, the agricultural sector in Franklin County should maintain its general employment level as that sector is economically healthy. Some are concerned that poultry will decrease as land values increase. The diversity of the economy will evolve depending on how the County and municipalities balance the influx of suburban development and growth pressures with the demand to retain the agricultural operations.

Note: We believe manufacturing will increase vs. decrease (number of industries). Although number employed may remain at a flat level due to new technology. See DOL Industry Mix for 2007 – shows a 9% increase from 2003 to 2007 in “Goods Producing”.

**Table 4-1
Franklin County: Employment by Industry**

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Employed Civilian Population	7,635	8,321	9,007	9,693	10,379	11,064	11,750	12,436
Agriculture, Forestry, Fishing, hunting & mining	455	448	440	444	449	453	457	461
Construction	648	683	718	761	805	848	891	934
Manufacturing	2,689	2,487	2,285	2,202	2,120	2,037	1,954	1,871
Wholesale Trade	227	251	274	315	356	396	437	478
Retail Trade	1,218	1,153	1,088	1,198	1,308	1,417	1,527	1,637
Transportation, warehousing, and utilities	377	400	422	460	498	535	573	611
Information	NA	NA	129	NA	NA	NA	NA	NA
Finance, Insurance, & Real Estate	264	338	411	474	537	599	662	725
Professional, scientific, management, administrative, and waste management services	196	273	350	395	441	486	531	576
Educational, health and social services	960	1,282	1,604	1,802	2,001	2,199	2,397	2,595
Arts, entertainment, recreation, accommodation and food services	15	295	574	671	769	866	963	1,060
Other Services	409	388	367	427	487	546	606	666
Public Administration	177	261	345	382	420	457	494	531

Source: U.S. Bureau of the Census (SF3)

The cities of Cannon (Table 4-2), Carnesville (Table 4-3), Lavonia (Table 4-5.), and Royston (Table 4-6) all lost total employed civilian population from 1995 to 2005. Only Franklin Springs (Table 4-4), had an increase, which was attributed to the college population increases.

This compared with an 11% increase in the total employed civilian population for the United States, (Table 4-7) and a 20% increase for Georgia (Table 4-8).

**Table 4-2
Canon city: Employment by Industry**

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Employed Civilian Population	322	298	273	272	271	270	269	268
Agriculture, Forestry, Fishing, hunting & mining	5.6%	6.4%	6.5%	6.6%	6.8%	6.9%	7.0%	7.2%
Construction	17.4%	14.8%	13.1%	14.7%	15.6%	15.9%	15.5%	14.8%
Manufacturing	32.9%	30.9%	29.6%	25.0%	20.7%	16.9%	13.6%	10.0%
Wholesale Trade	1.6%	1.3%	0.7%	1.1%	1.1%	1.5%	1.5%	1.9%
Retail Trade	15.2%	14.4%	13.2%	14.0%	14.8%	15.6%	16.4%	17.1%
Transportation, warehousing, and utilities	3.7%	4.4%	4.8%	4.8%	4.8%	4.4%	4.5%	4.5%
Information			1.5%	1.0%	1.0%	1.0%	1.0%	1.0%
Finance, Insurance, & Real Estate	4.3%	5.0%	5.3%	5.5%	5.8%	6.1%	6.4%	6.7%
Professional, scientific, management, administrative, and waste management services	1.9%	2.3%	2.9%	3.3%	3.7%	4.1%	4.5%	4.9%
Educational, health and social services	12.7%	12.4%	12.4%	12.8%	13.2%	13.5%	14.0%	14.4%
Arts, entertainment, recreation, accommodation and food services	0.0%	2.0%	2.4%	2.8%	3.2%	3.8%	4.4%	5.2%
Other Services	4.7%	5.7%	6.6%	7.3%	8.1%	9.0%	10.0%	11.0%
Public Administration	0.0%	0.7%	1.1%	1.2%	1.2%	1.3%	1.3%	1.4%

Source: U.S. Bureau of the Census (SF3)

**Table 4-3
Carnesville city: Employment by Industry**

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Employed Civilian Population	198	187	176	169	162	154	147	140
Agriculture, Forestry, Fishing, hunting & mining	0.0%	1.1%	1.7%	1.2%	1.2%	0.8%	0.8%	0.8%
Construction	14.6%	9.6%	9.9%	10.2%	10.5%	10.8%	11.2%	11.5%
Manufacturing	25.8%	27.8%	25.9%	24.1%	22.2%	20.6%	18.6%	16.3%
Wholesale Trade	1.0%	1.6%	1.7%	1.8%	1.9%	1.3%	1.4%	1.4%
Retail Trade	16.7%	15.0%	13.1%	12.4%	12.1%	11.5%	10.9%	10.0%
Transportation, warehousing, and utilities	6.1%	5.3%	4.5%	3.9%	3.7%	3.6%	3.5%	3.5%
Information			1.1%	1.0%	1.0%	1.0%	1.0%	1.0%
Finance, Insurance, & Real Estate	7.1%	6.4%	5.1%	5.2%	5.3%	5.4%	5.5%	5.6%
Professional, scientific, management, administrative, and waste management services	3.0%	2.7%	2.3%	3.0%	3.2%	3.7%	4.1%	5.0%
Educational, health and social services	10.1%	15.0%	16.6%	17.0%	17.4%	18.0%	18.6%	18.9%
Arts, entertainment, recreation, accommodation and food services	0.0%	2.1%	4.5%	4.7%	4.9%	5.1%	5.3%	5.5%
Other Services	9.6%	7.5%	4.5%	5.9%	7.0%	8.4%	9.5%	10.6%
Public Administration	6.1%	7.0%	9.0%	9.6%	9.6%	9.7%	9.7%	9.8%

Source: U.S. Bureau of the Census (SF3)

**Table 4-4
Franklin Springs city: Employment by Industry**

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Employed Civilian Population	289	364	439	458	478	497	516	535
Agriculture, Forestry, Fishing, hunting & mining	0.7%	0.3%	0.5%	0.4%	0.4%	0.4%	0.4%	0.4%
Construction	4.8%	3.3%	3.2%	3.0%	2.9%	2.8%	2.7%	2.6%
Manufacturing	21.8%	13.2%	9.1%	9.3%	9.5%	9.7%	9.9%	10.0%
Wholesale Trade	3.1%	4.1%	4.6%	5.0%	5.4%	5.8%	6.2%	6.5%
Retail Trade	6.6%	13.5%	14.0%	14.6%	15.1%	15.7%	16.4%	17.0%
Transportation, warehousing, and utilities	3.8%	2.7%	1.8%	1.5%	1.5%	1.2%	1.0%	0.7%
Information			0.5%	1.0%	1.0%	1.0%	1.0%	1.0%
Finance, Insurance, & Real Estate	5.2%	4.7%	4.1%	3.9%	4.0%	3.8%	3.7%	3.6%
Professional, scientific, management, administrative, and waste management services	2.1%	1.4%	0.9%	1.1%	1.0%	1.2%	1.2%	1.3%
Educational, health and social services	38.1%	42.9%	43.5%	41.4%	39.3%	37.1%	35.4%	33.2%
Arts, entertainment, recreation, accommodation and food services	0.0%	2.5%	4.1%	4.6%	4.8%	5.2%	5.4%	5.8%
Other Services	10.7%	10.2%	10.8%	11.0%	11.7%	12.7%	13.4%	14.2%
Public Administration	3.1%	1.9%	3.0%	3.2%	3.3%	3.4%	3.5%	3.6%

Source: U.S. Bureau of the Census (SF3)

**Table 4-5
Lavonia city: Employment by Industry**

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Employed Civilian Population	758	709	660	629	597	566	534	503
Agriculture, Forestry, Fishing, hunting & mining	3.0%	2.1%	1.3%	1.2%	1.0%	1.0%	1.0%	1.0%
Construction	6.2%	8.2%	10.1%	10.8%	11.1%	11.5%	12.0%	12.5%
Manufacturing	34.4%	28.3%	26.2%	24.5%	22.3%	19.9%	17.0%	13.9%
Wholesale Trade	3.7%	3.1%	2.4%	2.2%	1.9%	1.9%	1.8%	1.8%
Retail Trade	19.3%	14.7%	12.4%	11.8%	11.7%	11.6%	11.4%	11.3%
Transportation, warehousing, and utilities	3.6%	3.8%	4.1%	4.3%	4.4%	4.6%	4.7%	5.0%
Information			1.0%	1.0%	1.0%	1.0%	1.0%	1.0%
Finance, Insurance, & Real Estate	5.1%	5.1%	5.0%	5.6%	6.2%	6.9%	7.7%	8.5%
Professional, scientific, management, administrative, and waste management services	2.0%	2.3%	2.4%	2.1%	1.8%	1.4%	0.9%	0.4%
Educational, health and social services	11.5%	17.1%	17.1%	17.3%	17.6%	17.8%	18.0%	18.2%
Arts, entertainment, recreation, accommodation and food services	0.0%	5.2%	6.8%	7.7%	8.7%	9.6%	10.5%	11.6%
Other Services	7.4%	6.3%	6.8%	6.8%	7.3%	7.6%	8.1%	8.4%
Public Administration	3.8%	4.1%	4.4%	4.7%	5.0%	5.3%	5.8%	6.4%

Source: U.S. Bureau of the Census (SF3)

**Table 4-6
Royston city: Employment by Industry**

Category	1990	1995	2000	2005	2010	2015	2020	2025
Total Employed Civilian Population	940	933	926	908	891	873	855	837
Agriculture, Forestry, Fishing, hunting & mining	2.0%	3.6%	5.2%	5.7%	6.4%	7.0%	7.6%	8.2%
Construction	5.6%	4.5%	4.5%	4.5%	4.5%	4.5%	4.5%	4.5%
Manufacturing	27.7%	25.9%	23.7%	20.8%	17.3%	14.0%	11.0%	8.1%
Wholesale Trade	0.2%	1.9%	3.6%	4.2%	4.7%	5.4%	6.0%	6.5%
Retail Trade	15.1%	13.5%	12.6%	12.9%	13.1%	13.4%	13.6%	13.9%
Transportation, warehousing, and utilities	3.3%	3.3%	3.2%	3.1%	3.0%	2.9%	2.7%	2.5%
Information			1.0%	1.0%	1.0%	1.0%	1.0%	1.0%
Finance, Insurance, & Real Estate	1.6%	3.1%	3.2%	3.2%	3.3%	3.4%	3.4%	3.5%
Professional, scientific, management, administrative, and waste management services	4.4%	5.0%	5.7%	6.4%	7.2%	7.9%	8.4%	8.9%
Educational, health and social services	28.6%	25.9%	23.3%	23.6%	24.1%	24.7%	24.9%	24.9%
Arts, entertainment, recreation, accommodation and food services	0.0%	3.5%	4.1%	4.3%	4.5%	4.7%	5.0%	5.2%
Other Services	7.9%	6.1%	6.0%	6.1%	6.3%	6.3%	6.7%	7.0%
Public Administration	3.6%	3.8%	3.9%	4.2%	4.6%	4.9%	5.3%	5.6%

Source: U.S. Bureau of the Census (SF3)

Table 4-7

United States: Employment by Industry			
Category	1980	1990	2000
Total Employed Civilian Population	NA	115,681,202	129,721,512
Agriculture, Forestry, Fishing, hunting & mining	NA	NA	NA
Construction	NA	NA	NA
Manufacturing	NA	NA	NA
Wholesale Trade	NA	NA	NA
Retail Trade	NA	NA	NA
Transportation, warehousing, and utilities	NA	NA	NA
Information	NA	NA	NA
Finance, Insurance, & Real Estate	NA	NA	NA
Professional, scientific, management, administrative, and waste management services	NA	NA	NA
Educational, health and social services	NA	NA	NA
Arts, entertainment, recreation, accommodation and food services	NA	NA	NA
Other Services	NA	NA	NA
Public Administration	NA	NA	NA

Source: U.S. Bureau of the Census (SF3)

Table 4-8

Georgia: Employment by Industry			
Category	1980	1990	2000
Total Employed Civilian Population	NA	3,090,276	3,839,756
Agriculture, Forestry, Fishing, hunting & mining	NA	82,537	53,201
Construction	NA	214,359	304,710
Manufacturing	NA	585,423	568,830
Wholesale Trade	NA	156,838	148,026
Retail Trade	NA	508,861	459,548
Transportation, warehousing, and utilities	NA	263,419	231,304
Information	NA	NA	135,496
Finance, Insurance, & Real Estate	NA	201,422	251,240
Professional, scientific, management, administrative, and waste management services	NA	151,096	362,414
Educational, health and social services	NA	461,307	675,593
Arts, entertainment, recreation, accommodation and food services	NA	31,911	274,437
Other Services	NA	266,053	181,829
Public Administration	NA	167,050	193,128

Source: U.S. Bureau of the Census (SF3)

4.4.2 Industry Mix

The following *Industry Mix* Table 4-9 indicates the number of firms by industry for Franklin County and the Franklin area. It also provides the percentage employment by industry and the weekly wage by industry. The average weekly wage for those employed in all industries in Franklin County in 2003 was \$489 compared to the \$704 for all industries in the State of Georgia.

Note: See attached DOL Industry Mix Franklin County 2007

**Table 4-9
Industry Mix - 2003**

INDUSTRY	NUMBER OF FIRMS	Franklin EMPLOYMENT NUMBER PERCENT		WKLY WAGE	NUMBER OF FIRMS	Franklin Area EMPLOYMENT NUMBER PERCENT		WKLY WAGE
Goods Producing	102	2,476	32.3	\$ 551	562	10,957	35.0	\$ 576
Agriculture, forestry, & fishing					39	512	1.6	680
Mining					3	74	0.2	786
Construction	53	305	4.0	663	353	2,034	6.5	509
Manufacturing	40	2,015	26.3	537	166	8,337	26.6	584
Food manufacturing					5	49	0.2	572
Textile mills	4	766	10.0	523	18	2,906	9.3	520
Apparel manufacturing					4	254	0.8	335
Wood product manufacturing	5	102	1.3	474	16	437	1.4	601
Paper manufacturing	0	0	0.0	0				
Printing and related activities								
Chemical manufacturing	0	0	0.0	0				
Plastics & rubber products mfg						189	0.6	526
Nonmetallic mineral product mfg						250	0.8	393
Primary metal manufacturing	0	0	0.0	0				
Fabricated metal product mfg	9	191	2.5	531	35	862	2.8	584
Machinery manufacturing	3	274	3.6	552	13	721	2.3	638
Computer & electronic product mfg	0	0	0.0	0				
Electrical equipment/appliance	0	0	0.0	0				
Transportation equipment	7	522	6.8	631	12	1,166	3.7	668
Furniture and related product mfg	8	60	0.8	105	33	697	2.2	631
Miscellaneous mfg industries	0	0	0.0	0				
Service Producing	337	4,080	53.2	453	1,381	14,350	45.8	437
Wholesale trade	25	250	3.3	565	119	940	3.0	557
Retail trade	97	965	12.6	385	375	3,666	11.7	357
Transportation and warehousing	14	711	9.3	619	48	934	3.0	584
Utilities					11	232	0.7	858
Information	5	20	0.3	602	30	248	0.8	769
Finance and insurance	28	129	1.7	677	96	609	1.9	723
Real estate and rental and leasing	17	50	0.7	370	54	244	0.8	345
Professional, scientific/tech svcs	22	64	0.8	544	121	413	1.3	535
Management: companies/enterprises	4	120	1.6	581	11	515	1.6	967
Administrative and waste ease	10	52	0.7	447	77	863	2.6	344
Educational services					6	363	1.2	476
Health care and social services	27	707	9.2	545	119	2,144	6.9	518
Arts, entertainment and recreation	5	14	0.2	180	26	256	0.8	256
Accommodation and food services	41	641	8.4	178	135	2,241	7.2	178
Other Services (except government)	38	216	2.8	319	154	681	2.2	316
Unclassified - industry not assigned					18	15	0.0	275
Total- Private Sector	443	6,559	85.5	490	1,961	25,321	80.9	497
Total-Government	34	1,108	14.5	485	158	5,978	19.1	500
Federal government	6	53	0.7	653	30	291	0.9	767
State government	11	152	2.0	469	53	542	1.7	509
Local government	17	903	11.8	478	74	5,145	16.4	483
ALL INDUSTRIES	477	7,667	100.0	\$ 489	2,118	31,299	100.0	\$ 497
ALL INDUSTRIES-GEORGIA								\$ 704

Notes: * Denotes confidential data relating to individual employers and cannot be released.
 These data use the North American Industrial Classification System (NAICS) categories (as opposed to Standard Industrial Classification (SIC) categories).
 Average weekly wage is derived by dividing gross payroll dollars paid to all employees -both hourly and salaried -by the average number of employees who had earnings; average earnings are then divided by the number of weeks in a pay period to obtain weekly figures. Figures in other columns may not sum accurately due to rounding since all figures represent Annual Averages. Health services includes state and local government hospitals. Educational services includes state and local government institutions.

Source: Georgia Department of Labor. These data represent jobs that are covered by unemployment insurance laws.

4.5 Labor Force

4.5.1 Employment Status

Although the number employed in the labor force has increased since 2004 (Table 4-10), the number of unemployed has also increased. The unemployment rate has increased by .4% since 2004 giving Franklin County the highest average rate in the region.

Table 4-10
Franklin County Labor Force Estimates:

July 2005:	<u>Labor Force</u>	<u>Employment</u>	<u>Unemployment</u>	
	10,917	10,269	648	5.9%
July 2004:	<u>Labor Force</u>	<u>Employment</u>	<u>Unemployment</u>	
	10,602	10,022	580	5.5%

Source: Georgia Department of Labor Workforce Information and Analysis

According to the U.S. Bureau of the Census, (Table 4-11), the labor force participation for Franklin County increased from 1990 to 2000 by 17%. However, during the same 10-year period, the total males category remained unchanged at 47%, as did the total female category at 53%.

The cities of Canon (Table 4-12) had a 5% increase in total male and female labor force participation. Carnesville (Table 4-13) had a 6% increase. And Franklin Springs (Table 4-14) had the largest increase at 43%. Lavonia (Table 4-15) had a slight decrease at 2%. And Royston (Table 4-16) had a decrease of 10%.

These figures compare to the Georgia (Table 4-17) labor force participation by total male and females with a 21% increase from 1990 to 2000. The United States (Table 4-18) labor force population for total males and females increase by 12%.

Table 4-11

Franklin County: Labor Force Participation		
Category	1990	2000
Total Males and Females	13,228	15,930
In labor force:	8,000	9,397
Civilian Labor force	8,000	9,397
Civilian Employed	7,635	9,007
Civilian unemployed	365	390
In Armed Forces	0	0
Not in labor force	5,228	6,533
Total Males	6,211	7,528
Male In labor force:	4,348	5,070
Male Civilian Labor force	4,348	5,070
Male Civilian Employed	4,191	4,899
Male Civilian unemployed	157	171
Male In Armed Forces	0	0
Male Not in labor force	1,863	2,458
Total Females	7,017	8,402
Female In labor force:	3,652	4,327
Female Civilian Labor force	3,652	4,327
Female Civilian Employed	3,444	4,108
Female Civilian unemployed	208	219
Female In Armed Forces	0	0
Female Not in labor force	3,365	4,075

Source: U.S. Bureau of the Census (SF3)

Table 4-12

Canon city: Labor Force Participation		
Category	1990	2000
Total Males and Females	567	594
In labor force:	354	290
Civilian Labor force	354	290
Civilian Employed	322	273
Civilian unemployed	32	17
In Armed Forces	0	0
Not in labor force	213	304
Total Males	285	284
Male In labor force:	209	171
Male Civilian Labor force	209	171
Male Civilian Employed	190	168
Male Civilian unemployed	19	3
Male In Armed Forces	0	0
Male Not in labor force	76	113
Total Females	282	310
Female In labor force:	145	119
Female Civilian Labor force	145	119
Female Civilian Employed	132	105
Female Civilian unemployed	13	14
Female In Armed Forces	0	0
Female Not in labor force	137	191

Source: U.S. Bureau of the Census (SF3)

Table 4-13

Carnesville city: Labor Force Participation		
Category	1990	2000
Total Males and Females	388	414
In labor force:	218	183
Civilian Labor force	218	183
Civilian Employed	198	176
Civilian unemployed	20	7
In Armed Forces	0	0
Not in labor force	170	231
Total Males	194	219
Male In labor force:	118	103
Male Civilian Labor force	118	103
Male Civilian Employed	106	103
Male Civilian unemployed	12	0
Male In Armed Forces	0	0
Male Not in labor force	76	116
Total Females	194	195
Female In labor force:	100	80
Female Civilian Labor force	100	80
Female Civilian Employed	92	73
Female Civilian unemployed	8	7
Female In Armed Forces	0	0
Female Not in labor force	94	115

Source: U.S. Bureau of the Census (SF3)

Table 4-14

Franklin Springs city: Labor Force Participation		
Category	1990	2000
Total Males and Females	412	722
In labor force:	289	467
Civilian Labor force	289	467
Civilian Employed	289	439
Civilian unemployed	0	28
In Armed Forces	0	0
Not in labor force	123	255
Total Males	184	326
Male In labor force:	144	248
Male Civilian Labor force	144	248
Male Civilian Employed	144	228
Male Civilian unemployed	0	20
Male In Armed Forces	0	0
Male Not in labor force	40	78
Total Females	228	396
Female In labor force:	145	219
Female Civilian Labor force	145	219
Female Civilian Employed	145	211
Female Civilian unemployed	0	8
Female In Armed Forces	0	0
Female Not in labor force	83	177

Source: U.S. Bureau of the Census (SF3)

Table 4-15

Lavonia city: Labor Force Participation		
Category	1990	2000
Total Males and Females	1,426	1,401
In labor force:	821	701
Civilian Labor force	821	701
Civilian Employed	758	660
Civilian unemployed	63	41
In Armed Forces	0	0
Not in labor force	605	700
Total Males	602	595
Male In labor force:	419	341
Male Civilian Labor force	419	341
Male Civilian Employed	401	323
Male Civilian unemployed	18	18
Male In Armed Forces	0	0
Male Not in labor force	183	254
Total Females	824	806
Female In labor force:	402	360
Female Civilian Labor force	402	360
Female Civilian Employed	357	337
Female Civilian unemployed	45	23
Female In Armed Forces	0	0
Female Not in labor force	422	446

Source: U.S. Bureau of the Census (SF3)

Table 4-16

Royston city: Labor Force Participation		
Category	1990	2000
Total Males and Females	2,146	1,929
In labor force:	974	965
Civilian Labor force	974	965
Civilian Employed	940	926
Civilian unemployed	34	39
In Armed Forces	0	0
Not in labor force	1,172	964
Total Males	876	766
Male In labor force:	477	434
Male Civilian Labor force	477	434
Male Civilian Employed	472	421
Male Civilian unemployed	5	13
Male In Armed Forces	0	0
Male Not in labor force	399	332
Total Females	1,270	1,163
Female In labor force:	497	531
Female Civilian Labor force	497	531
Female Civilian Employed	468	505
Female Civilian unemployed	29	26
Female In Armed Forces	0	0
Female Not in labor force	773	632

Source: U.S. Bureau of the Census (SF3)

Table 4-17

Georgia: Labor Force Participation		
Category	1990	2000
Total Males and Females	4,938,381	6,250,687
In labor force:	3,351,513	4,129,666
Civilian Labor force	3,278,378	4,062,808
Civilian Employed	3,090,276	3,839,756
Civilian unemployed	188,102	223,052
In Armed Forces	73,135	66,858
Not in labor force	1,586,868	2,121,021
Total Males	2,353,659	3,032,442
Male In labor force:	1,804,052	2,217,015
Male Civilian Labor force	1,738,488	2,159,175
Male Civilian Employed	1,648,895	2,051,523
Male Civilian unemployed	89,593	107,652
Male In Armed Forces	65,564	57,840
Male Not in labor force	549,607	815,427
Total Females	2,584,722	3,218,245
Female In labor force:	1,547,461	1,912,651
Female Civilian Labor force	1,539,890	1,903,633
Female Civilian Employed	1,441,381	1,788,233
Female Civilian unemployed	98,509	115,400
Female In Armed Forces	7,571	9,018
Female Not in labor force	1,037,261	1,305,594

Source: U.S. Bureau of the Census (SF3)

Table 4-18

United States: Labor Force Participation		
Category	1990	2000
Total Males and Females	191,829,271	217,168,077
In labor force:	125,182,378	138,820,935
Civilian Labor force	123,473,450	137,668,798
Civilian Employed	115,681,202	129,721,512
Civilian unemployed	7,792,248	7,947,286
In Armed Forces	1,708,928	1,152,137
Not in labor force	66,646,893	78,347,142
Total Males	92,025,913	104,982,282
Male In labor force:	68,509,429	74,273,203
Male Civilian Labor force	66,986,201	73,285,305
Male Civilian Employed	62,704,579	69,091,443
Male Civilian unemployed	4,281,622	4,193,862
Male In Armed Forces	1,523,228	987,898
Male Not in labor force	23,516,484	30,709,079
Total Females	99,803,358	112,185,795
Female In labor force:	56,672,949	64,547,732
Female Civilian Labor force	56,487,249	64,383,493
Female Civilian Employed	52,976,623	60,630,069
Female Civilian unemployed	3,510,626	3,753,424
Female In Armed Forces	185,700	164,239
Female Not in labor force	43,130,409	47,638,063

Source: U.S. Bureau of the Census (SF3)

4.5.2 Personal Income

Income data for Franklin County and its municipalities are presented in the following tables. This provides a breakdown of income by types of income. A table for the State of Georgia is also provided for comparisons.

According to the U.S. Bureau of the Census, the personal income by type (in dollars) for Franklin County (Table 4-19) increased by 47% from 1990 to 2000. All of the municipalities in the county had increases in their respective total personal income. This compares with a 49% increase in total personal income by type for the State of Georgia (Table 4-25)

Table 4-19

Franklin County: Personal Income by Type (in dollars)		
Category	1990	2000
Total income	170,792,096	314,452,600
Aggregate wage or salary income for households	120,183,291	218,907,500
Aggregate other types of income for households	1,861,204	7,488,300
Aggregate self employment income for households	11,342,018	23,352,700
Aggregate interest, dividends, or net rental income	11,979,016	16,170,300
Aggregate social security income for households	14,918,866	28,379,900
Aggregate public assistance income for households	2,080,044	3,034,100
Aggregate retirement income for households	8,427,657	17,119,800

Source: U.S. Bureau of the Census (SF3)

Table 4-20

Canon city: Personal Income by Type (in dollars)		
Category	1990	2000
Total income	5,933,813	9,839,100
Aggregate wage or salary income for households	4,338,684	6,031,300
Aggregate other types of income for households	58,512	152,200
Aggregate self employment income for households	370,045	581,700
Aggregate interest, dividends, or net rental income	125,980	1,054,900
Aggregate social security income for households	480,371	1,060,000
Aggregate public assistance income for households	172,834	204,500
Aggregate retirement income for households	387,387	754,500

Source: U.S. Bureau of the Census (SF3)

Table 4-21

Carnesville city: Personal Income by Type (in dollars)		
Category	1990	2000
Total income	6,647,587	7,015,700
Aggregate wage or salary income for households	3,282,611	4,556,000
Aggregate other types of income for households	35,362	275,200
Aggregate self employment income for households	157,350	124,800
Aggregate interest, dividends, or net rental income	2,203,979	686,800
Aggregate social security income for households	487,153	849,200
Aggregate public assistance income for households	149,982	84,300
Aggregate retirement income for households	331,150	439,400

Source: U.S. Bureau of the Census (SF3)

Table 4-22

Franklin Springs city: Personal Income by Type (in dollars)		
Category	1990	2000
Total income	6,517,031	10,582,700
Aggregate wage or salary income for households	5,463,603	8,004,000
Aggregate other types of income for households	50,100	74,700
Aggregate self employment income for households	168,584	448,700
Aggregate interest, dividends, or net rental income	178,809	511,600
Aggregate social security income for households	364,754	905,200
Aggregate public assistance income for households	28,008	9,900
Aggregate retirement income for households	263,173	628,600

Source: U.S. Bureau of the Census (SF3)

Table 4-23

Lavonia city: Personal Income by Type (in dollars)		
Category	1990	2000
Total income	18,423,412	23,984,100
Aggregate wage or salary income for households	11,943,432	15,359,100
Aggregate other types of income for households	209,186	1,124,600
Aggregate self employment income for households	1,018,992	1,600,400
Aggregate interest, dividends, or net rental income	2,049,326	1,007,000
Aggregate social security income for households	1,917,200	3,170,100
Aggregate public assistance income for households	285,976	597,400
Aggregate retirement income for households	999,300	1,125,500

Source: U.S. Bureau of the Census (SF3)

Table 4-24

Royston city: Personal Income by Type (in dollars)		
Category	1990	2000
Total income	18,265,432	35,012,200
Aggregate wage or salary income for households	11,535,561	22,307,800
Aggregate other types of income for households	330,631	820,900
Aggregate self employment income for households	863,248	1,113,300
Aggregate interest, dividends, or net rental income	1,208,929	2,083,100
Aggregate social security income for households	2,562,326	4,897,200
Aggregate public assistance income for households	981,570	512,500
Aggregate retirement income for households	783,167	3,277,400

Source: U.S. Bureau of the Census (SF3)

Table 4-25

Georgia: Personal Income by Type (in dollars)		
Category	1990	2000
Total income	87,114,415,462	170,271,810,700
Aggregate wage or salary income for households	68,393,747,335	133,220,601,500
Aggregate other types of income for households	980,166,673	2,897,846,900
Aggregate self employment income for households	5,450,375,467	9,529,395,400
Aggregate interest, dividends, or net rental income	4,897,744,209	8,973,470,100
Aggregate social security income for households	3,776,110,950	6,881,827,400
Aggregate public assistance income for households	625,890,309	374,957
Aggregate retirement income for households	2,990,380,519	7,776,117,500

Source: U.S. Bureau of the Census (SF3)

4.5.3 Wages

The following table indicates the average weekly wages for all industries in Franklin County. This provides a comparison over the past four years as of August 2005.

**Table 4-26
Average Weekly Wages - Total Of All Industries In Franklin County**

<u>Year</u>	<u>Qtr1</u>	<u>Qtr2</u>	<u>Qtr3</u>	<u>Qtr4</u>	<u>Annual</u>
2001	464	460	464	465	463
2002	460	462	462	487	468
2003	476	481	477	523	489
2004	482	512	513	538	511

Source: Bureau of Labor Statistics Data

4.5.4 Commuting Patterns

The following table indicates those Franklin County residents working in the county and those persons commuting to work from surrounding counties.

**Table 4-27
Commuting Patterns – Franklin County**

<u>COUNTY WHERE EMPLOYED</u>	<u>EMPLOYED RESIDENTS OF Franklin</u>		<u>PERCENT OF TOTAL</u>	<u>COUNTY OF RESIDENCE</u>	<u>PERSONS WORKING IN Franklin</u>		<u>PERCENT OF TOTAL</u>
	<u>NUMBER</u>	<u>NUMBER</u>			<u>NUMBER</u>	<u>NUMBER</u>	
Franklin Co. GA	4,766		53.9	Franklin Co. GA	4,766		52.9
Stephens Co. GA	835		9.4	Hart Co. GA	1,669		18.5
Hart Co. GA	638		7.2	Stephens Co. GA	735		8.2
Clarke Co. GA	461		5.2	Elbert Co. GA	505		5.6
Jackson Co. GA	385		4.4	Madison Co. GA	428		4.8
Banks Co. GA	229		2.6	Clarke Co. GA	120		1.3
Habersham Co. GA	211		2.4	Banks Co. GA	112		1.2
Gwinnett Co. GA	210		2.4	Anderson Co. SC	101		1.1
Other	1,109		12.5	Other	569		6.3
Total Residents:	8,844		100.0	Total Residents:	9,005		100.0

Source: U.S. Census Bureau -2000 County-To-County Worker Flow Files.

4.6 Economic Resources

4.6.1 Development Agencies

In general the county has a wide range of resources available which are being better utilized than in the past. Each resource provides tools, programs, and assistance in implementing them. Funds have been very limited during the past few years and competition for funds has become a big factor in the ability as a small rural county to create incentives for economic development.

A joint development authority was created in 1996, which now includes Franklin, Hart and Stephens counties. Leaders in these counties have worked together for the good of the whole to establish a joint industrial park and to initiate community improvements and enhancements that potentially will provide future economic growth opportunities for their counties and in the northeast Georgia region.

Agencies include:

Georgia Department of Economic Development
Georgia Department of Community Affairs
Georgia Mountains Regional Development Center
UGA Small Business Development Center
UGA Fanning Institute for Leadership
Georgia Tech Center for Economic Development Services
Georgia Department of Technical & Adult Education
US Department of Agriculture (USDA)

Programs and Tools

Joint Development Authority of Franklin, Hart, Stephens Counties
Lake Hartwell Marketing Alliance (Franklin, Hart, Stephens Counties)
Hartwell Lake Chamber Coalition (Franklin, Hart, Stephens, and South Carolina counties)
Franklin County Industrial Authority
Franklin County Chamber of Commerce
Lavonia Chamber of Commerce
Royston Downtown Development Authority
Lavonia Downtown Development Authority
Franklin County Board of Commissioners
City Governments of Carnesville, Canon, Franklin Springs, Lavonia, Royston
Various Civic Organizations (Rotary, Pilot, Kiwanis, Lions, Women's Clubs)

4.6.2 Education

An educated workforce, or one with the potential to learn new and more technical skills, is also a critical factor in economic growth. Industries will require and increasingly knowledgeable workforce, and an educated workforce requires quality education. The school systems will need to diversify how they educate a changing student population, and the citizens must be supportive of change in order for the county and local municipalities to be competitive in achieving quality growth. There was an increase of 200 students in the Franklin County School System in 2005.

Franklin County and its municipalities are served by a number of secondary and postsecondary institutions including:

- Franklin County Board Of Education
- North Georgia Technical College (QuickStart)
- Emmanuel College
- University of Georgia
- Toccoa Falls College
- Piedmont College
- Athens Technical College

The following tables provide a twenty-year history and future projections for the educational attainment of residents for Franklin County and its municipalities.

Table 4-29

Franklin County: Educational Attainment										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Less than 9th Grade	3,055	2,618	2,181	1,827	1,472	1,076	681	285	0	0
9th to 12th Grade (No Diploma)	2,617	2,718	2,819	2,874	2,928	3,006	3,084	3,161	3,239	3,317
High School Graduate (Includes Equivalency)	1,927	2,517	3,107	4,047	4,987	5,752	6,517	7,282	8,047	8,812
Some College (No Degree)	821	1,049	1,277	1,620	1,962	2,247	2,533	2,818	3,103	3,388
Associate Degree	NA	NA	477	542	606	NA	NA	NA	NA	NA
Bachelor's Degree	484	585	686	775	863	958	1,053	1,147	1,242	1,337
Graduate or Professional Degree	235	290	344	435	526	599	672	744	817	890

Source: U.S. Bureau of the Census (SF3)

Table 4-30

Canon city: Educational Attainment										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Less than 9th Grade	191	175	158	130	102	80	58	35	13	0
9th to 12th Grade (No Diploma)	143	130	117	131	145	146	146	147	147	148
High School Graduate (Includes Equivalency)	75	98	121	142	162	184	206	227	249	271
Some College (No Degree)	19	29	39	43	47	54	61	68	75	82
Associate Degree	NA	NA	18	17	15	NA	NA	NA	NA	NA
Bachelor's Degree	3	8	13	18	22	27	32	36	41	46
Graduate or Professional Degree	7	8	9	11	12	13	15	16	17	18

Source: U.S. Bureau of the Census (SF3)

Table 4-31

Carnesville city: Educational Attainment										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Less than 9th Grade	90	83	75	60	44	33	21	10	0	0
9th to 12th Grade (No Diploma)	88	90	91	87	82	81	79	78	76	75
High School Graduate (Includes Equivalency)	61	74	86	88	90	97	105	112	119	126
Some College (No Degree)	32	34	36	41	45	48	52	55	58	61
Associate Degree	NA	NA	13	18	23	NA	NA	NA	NA	NA
Bachelor's Degree	22	24	26	38	50	57	64	71	78	85
Graduate or Professional Degree	10	12	14	18	21	24	27	29	32	35

Source: U.S. Bureau of the Census (SF3)

Table 4-32

Franklin Springs city: Educational Attainment										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Less than 9th Grade	38	36	33	23	12	6	0	0	0	0
9th to 12th Grade (No Diploma)	40	38	35	30	24	20	16	12	8	4
High School Graduate (Includes Equivalency)	69	74	79	83	86	90	95	99	103	107
Some College (No Degree)	84	63	42	44	45	35	26	16	6	0
Associate Degree	NA	NA	31	22	13	NA	NA	NA	NA	NA
Bachelor's Degree	37	54	71	60	49	52	55	58	61	64
Graduate or Professional Degree	64	68	72	84	95	103	111	118	126	134

Source: U.S. Bureau of the Census (SF3)

Table 4-33

Lavonia city: Educational Attainment										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Less than 9th Grade	396	325	254	211	167	110	53	0	0	0
9th to 12th Grade (No Diploma)	359	321	283	291	299	284	269	254	239	224
High School Graduate (Includes Equivalency)	223	292	361	363	365	401	436	472	507	543
Some College (No Degree)	124	117	109	112	115	113	111	108	106	104
Associate Degree	NA	NA	57	49	41	NA	NA	NA	NA	NA
Bachelor's Degree	56	67	78	73	67	70	73	75	78	81
Graduate or Professional Degree	27	42	57	59	60	68	77	85	93	101

Source: U.S. Bureau of the Census (SF3)

Table 4-34

Royston city: Educational Attainment										
Category	1980	1985	1990	1995	2000	2005	2010	2015	2020	2025
Less than 9th Grade	481	488	495	410	324	285	246	206	167	128
9th to 12th Grade (No Diploma)	514	475	435	442	449	433	417	400	384	368
High School Graduate (Includes Equivalency)	266	304	341	416	490	546	602	658	714	770
Some College (No Degree)	104	129	154	194	233	265	298	330	362	394
Associate Degree	NA	NA	75	54	33	NA	NA	NA	NA	NA
Bachelor's Degree	98	105	111	108	105	107	109	110	112	114
Graduate or Professional Degree	42	44	45	57	68	75	81	88	94	101

Source: U.S. Bureau of the Census (SF3)

Table 4-35
TECHNICAL COLLEGE GRADUATES
2002-2003
Franklin Area

<u>PROGRAM</u>	<u>GRADUATES</u>	<u>PROGRAM</u>	<u>GRADUATES</u>
Agriculture/Natural Res. Technologies			
Environmental Horticulture	11	Practical Nursing	50
		Surgical Technology	7
Business Technologies			
Accounting	71	Industrial Technologies	
Accounting Assistant	26	AAT-Technical Studies	7
Advanced Leadership/Management	11	Advanced Cad Technician	13
Applied Business Technology	27	Advanced Machine Tool Technology	20
Business and Office Technology	19	Air Conditioning Technician Asst.	14
Business Office Specialist	27	Air Conditioning Technology	21
Business Office Technology	47	Auto Body Repair Asst.	9
Certified Customer Service Specialist	102	Auto Collision Repair	16
Computer Applications Specialist	85	Automotive Paint/Refinishing Asst.	7
Data Entry Clerk	40	Automotive Technology	9
Entrepreneurship	19	Basic Auto Maintenance & Detailing	34
Management Specialist	42	Cad Operator	22
Management/Supervisory Development	6	Certified Construction Worker	17
Marketing Management	24	Certified Const. Worker-Carpentry	11
Medical Coding Specialist	21	Certified Manufacturing Specialist	93
Medical Office Specialist	10	Commercial Photography	21
Medical Receptionist	29	Commercial Truck Driving	49
Medical Transcription	11	Computer Repair Technician	9
CIS Technologies			
A+ Comptia Certification	24	Drafting	13
Cisco Network Professional	14	Drafting Aide	24
Cisco Specialist	17	Electrical Construction and Maint.	11
Cisco Technician	11	Electronics Technology	9
Computer Information Systems	17	Gas Metal Arc Welding	13
Internet Specialist-Web Site Design	14	Graphic Arts Fundamentals	7
MCP Certification Preparation	16	Industrial Maint. Fundamentals	7
Microcomputer Specialist	24	Industrial Maint. Technology	9
Networking Specialist	49	Industrial Systems Technology	6
Web Site Design Specialist	9	Machine Tool Technology	17
Health Technologies			
Certified Nurse Assisting	61	Manufacturing Assoc. Technician	11
Dental Assisting	7	PLC Industrials Technician	10
Dental Hygiene	11	Residential Wiring Technician	11
Emergency Medical Technician	87	Telecommunications Service Tech	6
Emergency Medical Technology (Basic)	10	Personal Service Technologies	
EMT Plus	6	Child Development Associate I	11
Health Care Technician	25	Cosmetology	41
Medical Assisting	36	Criminal Justice	17
Medical Coding	19	Culinary Arts Fundamentals	20
Paramedic Technology	13	Early Childhood Care/Education	66
		Fire Fighter I	42
		Medical Laboratory Technology	10

Definitions: All graduates except those listed as technical certificates are diploma and degree graduates. Diploma and degree programs are one to two years in length. Technical certificates are less than a year in length.

Note: Only those programs with five or more graduates are listed. The data shown is from Franklin Technical College (Habersham Co.)

Source: Office of Technical Education; Georgia Dept. of Technical and Adult Education Program Enrollment Exits/Placement Analysis.

4.7 Economic Trends

Over the last ten years Franklin County has seen the dynamics of our economic base change dramatically. Off shore competition and cheap labor in the off shore countries have resulted in plant closings and workforce reductions. In order to assure continuous and responsible economic growth Franklin County and its municipalities must find ways to work with each other to diversify their economic base.

The I-85 Corridor is a major economic factor for the future of the County's manufacturing/ distribution/ industrial economic base. The County should continue to expand infrastructure to this 22 mile corridor, market the four exits and GA Hwy 59 as an access road, and work with neighboring counties and Joint Development partners to attract higher paying technology and industrial firms. The widening of Highway 17 between Lavonia and Toccoa will also provide new opportunities to work together in attracting new industries to the region. Competition for a decreasing number of these large (big box manufacturers) firms will become even greater in the future.

Table 4-36 indicates the top employers in Franklin County in 2004. It also indicates the largest employers in the area since many residents commute to their jobs.

**Table 4-36
Top Employers- 2004**

<u>FIVE LARGEST EMPLOYERS Franklin County</u>	<u>TEN LARGEST EMPLOYERS Franklin Area</u>	
AutoZone Inc	Mt. Vernon Mills Inc	Banks
Carry On Trailer Inc.	AutoZone Inc	Franklin
Textron Automotive	Ty Cobb Healthcare	Franklin
	Wellstone Mills LLC	Franklin
Ty Cobb Health Care System	Johnson & Johnson	Hart
	Springs Industries Inc	Hart
Wellstone Mills LLC	Tenneco Automotive	Hart
	Milliken & Company	
Stephens	Patterson Pump Co.	
Stephens		
Stephens	Stephens Co. Hospital Authority	

NOTE: Represents employment covered by unemployment insurance excluding Public Schools, Railroads, and the U.S. Postal Service, and all government agencies, except correctional institutions, state and local Hospitals, State Colleges and Universities. Data shown for second Quarter 2004. Employers are listed alphabetically by area not by the number of employees.

Source: Georgia Department of Labor

Manufacturing - Although significant to the overall economy of our county and region, industry closings and workforce reductions have had less of a negative impact on the county than other surrounding counties. However, a shift in the industry base is evident. According to Georgia Labor Department figures, in 1999 there were 56 industries (with SIC codes) employing 3,035, and in 2005 there were 46 industries (with SIC codes) employing 3,174. This indicates an 18% decrease in the number of manufacturing industries, and an increase of only 5% in jobs in the past 6 years. Automotive related industries and supporting businesses have increased. The number of plants involved in textile related industries have decreased.

Agriculture – According to the Georgia Department of Agriculture, agriculture has become the number one industry in Franklin County with 95% of this industry attributed to poultry production. Poultry farms generally create small numbers of low and moderate-income jobs. The county and its municipalities will need to continue to work closely with this industry group to assure profitability without negative environmental and economic impacts.

Tourism - The second largest industry in Georgia is Tourism. Franklin County and its neighboring counties have a virtually untapped market in Lake Hartwell. In 2000 the Lake Hartwell Marketing Alliance was established, and produced a marketing logo, brochure, kiosk at the Welcome Center, and a temporary web site. Again, lack of funds has restricted marketing activities but the potential is there. There are more than 10,000 visitors to Lake Hartwell each year. They have to sleep, eat and gas-up while visiting and many will do this in Franklin County. Tourism dollars are “clean dollars” and do not have to be spent on schools and additional infrastructure required to support residents. Tourism needs to be considered as a major factor in a diversified economic growth plan.

Tax Base – According to the 2005 Franklin County Tax Records, 71% of the funds came from Residential at 46% and Agriculture at 25%. The remainder came from Industry, Utilities, and Other. The individual homeowners and farmers will not be able to support the tax base needed to ensure quality economic growth and development needed in Franklin County. Real estate records indicated that the cost of a new home in Franklin County in 2005 was \$150,000. The County and its municipalities must continue to find new ways to work together to attract business and industry that will help contribute to the tax base needed to ensure the future economic growth of the communities.

5 Natural Resources

5.1 Introduction

This chapter is devoted to an analysis of the natural resources and historic and cultural resources in Franklin County, Canon, Carnesville, Franklin Springs, Lavonia, and Royston. The following section addresses the County's physiography and topography, soils, prime agricultural and forest lands, plant and animal habitats, national and state parks and recreational areas, scenic views and sites, significant ground water recharge areas, water supply watersheds, wetlands, floodplains and protected river corridors. Historic and cultural resources include buildings, structures, archaeological and traditional cultural sites, and the environment they exist in. This chapter examines various types of historic resources (residential, commercial, institutional, industrial, and archaeological and traditional cultural sites) and the impacts on them by the future of Franklin County.

The natural resource base of Franklin County is substantial. Franklin County has abundant natural resources due to large areas of agricultural and forest lands that provide a variety of habitats, a precipitation regime that supplies sufficient surface and ground water, and moderate terrain which can support a number of uses. Nonetheless, Franklin County will face some challenges in coming years as it attempts to balance the needs of its environmental setting with future growth. An official floodplain map of unincorporated Franklin County has not been produced, so only estimates of the flood prone areas are available. Opportunities exist to further strengthen environmental protection measures for groundwater recharge areas and water supply watersheds to protect these resources from future degradation. Increasing community education and promoting involvement in environmental issues would allow Franklin County and its participating municipalities to address environmental concerns through non-regulatory measures. Franklin County also has the potential to increase its recreational opportunities by promoting the scenic and leisure qualities of its major river corridors such as the Hudson and Broad Rivers. The greatest threats to Franklin County in the future include growth management along Lake Hartwell and along the I-85 corridor. Specific measures will need to be established to minimize the negative environmental impacts associated with commercial development within these areas. Similarly, future expansion of water service areas may stress the water supply capacities of existing water providers. Franklin County will need to consider the feasibility of increasing water withdrawal permits, options for alternative water supply sources for existing water providers, and the viability of developing a new management structure for the County's water facilities. Table 5-1 provides a summary of the natural resources in Franklin County.

**TABLE 5-1
SUMMARY CHART OF NATURAL RESOURCES
IN FRANKLIN COUNTY, AND
PARTICIPATING MUNICIPALITIES**

CHARACTERISTIC	CANON	CARNESVILLE	FRANKLIN SPRINGS	LAVONIA	ROYSTON	FRANKLIN COUNTY
Floodplains		X	X			X
Forest Lands						X
Ground Water Recharge Areas		X		X		X
Plant & Animal Habitat						X
Prime Agricultural Lands	X	X	X	X	X	X
Scenic Views and Sites						X
Steep Slopes	X		X		X	X
Water Supply Watersheds	X		X	X	X	X
Wetlands		X	X			X
Protected Rivers						X

5.2. Physiography, Topography

Topography and slope are important considerations in local planning because they provide indicators of suitability and cost of developing particular sites. Local relief and slope characteristics should be given careful consideration, particularly along areas of significant slope, flat or low-lying areas, and along ridges, hillsides, and streams. Development that does not regard slope and relief can result in damage to the natural environment through increased storm water runoff, soil erosion, and destruction of habitat. In addition, the aesthetic quality of an area can be severely damaged without due consideration to topography, and related safety and health issues may arise.

Franklin County lies within the Winder Slope Physiographic District of Georgia. The Winder Slope District is characterized by gently rolling topography that slopes gradually from an elevation of 1,000 feet in the northeast to 550 feet at the southeastern edge of the County. Most of Franklin County is characterized by narrow, gently rolling ridges that have gentle to moderate side slopes. Stream valleys are fairly deep and narrow and lay 100-200 feet below the rounded ridge lines. Franklin County, originally a plain, has been thoroughly dissected by rivers and tributaries. It is drained by the North Fork Broad River and the Middle Fork Broad River across the central part of the county and by the Hudson River along its southern border. In addition, the northeast corner of Franklin County drains into the Tugaloo River, which feeds Hartwell Reservoir.

5.3 Soils

In planning future development, it is essential that an accurate analysis be made of local soil conditions. Soil properties directly influence the construction of buildings, highways, the installation of septic tanks and drainfields, wildlife habitat, and agricultural activities. Local surveys are one of the most valuable tools of land use planning because of the availability of a wealth of information about development capability at a site-specific scale. Soil surveys are the principal data source for determining prime agricultural lands, suitability for building foundations, septic tank absorption, slope conditions, and wildlife suitability. Additional site specific information can be derived by contacting the local Natural Resources Conservation Service.

Franklin County, Georgia encompasses at least 38 different soil types, making up seven different soil series. Listed in Table 5-2 are the various soil types found in Franklin County, along with acreage, capability unit, and potential for row crops, forestry and urban use. Capability units provide a classification of soils by their soil limitations. Class I through VIII are ordered by their general use restrictions, with class I having few limitations and class VIII having severe limitations which preclude their use for cultivation. Capability subclasses provide additional information on the capability unit limitations. The subclasses are identified by the letter *e*, *w*, *s*, or *c*. The letter *e* signifies the potential for erosion; *w* shows that water in or on the soil interferes with plant growth or cultivation; *s* shows that the soil is shallow, droughty, or stony; and *c* indicates that the main limitation is a climate that is too cold. Table 5-3 includes the various soil types found in the county along with acreage, suitability for dwellings and foundations, septic tank absorption fields, woodland wildlife and open land wildlife. Map 5-1 identifies the distribution of generalized soils in Franklin County.

**Table 5-2
Franklin County Soil Descriptions and Potentials**

MAP SYMBOL	SOIL NAME	ACRES	CAPABILITY SUBCLASS	POTENTIAL FOR ROW CROPS	POTENTIAL FOR FORESTRY	POTENTIAL FOR URBAN USE
AmB	Appling sandy loam, 2-6% slopes	1,550	Ile	high	mod.-high	high
AmC	Appling sandy loam, 6-10% slopes	1,895	IIle	high	mod.-high	mod.-high
AmD	Appling sandy loam, 10-15% slopes	690	IVe	low	mod.-high	med.
AnC2	Appling sandy clay loam, 6-10% slopes	345	IVe	med.	mod.-high	med.-high
AnD2	Appling sandy clay loam, 10-15% slopes	105	VIe	low	mod.-high	med.
AsF	Ashlar complex, 10-30% slopes	1,725	VIIe	low	mod.-high	mod.-low
Ca	Cartecay soils	6,720	IIIw	high	high	very low
Cc*	Cartecay soils, ponded	860	Vw	low	low	very low
CeB	Cecil sandy loam, 2-6% slopes	11,200	Ile	high	mod.-high	high
CeC	Cecil sandy loam, 6-10% slopes	17,295	IIle	high	mod.-high	med.-high
CeD	Cecil sandy loam, 10-15% slopes	6,545	IVe	low	mod.-high	med.
CfC2	Cecil sandy clay loam, 6-10% slopes	10,855	IVe	med.	med.	med.-high
CfD2	Cecil sandy clay loam, 10-15% slopes	12,465	VIe	low	med.	med.
EwE	Enon-Wilkes complex, 10-15% slopes	170	VIIIe	low	med.	very low
GeB	Grover sandy loam, 2-6% slopes	15	Ile	high	mod.-high	med.
GeC	Grover sandy loam, 6-10% slopes	85	IIle	high	mod.-high	med.
GgB	Gwinnett sandy loam, 2-6% slopes	3,790	Ile	high	mod.-high	high
GwC2	Gwinnett sandy clay loam, 6-10% eroded slopes	11,365	IVe	med.	med.	med.-high
GwD2	Gwinnett sandy clay loam, 10-15% eroded slopes	1,770	IVe	low	med.	med.
GwE2	Gwinnett sandy clay loam, 15-25% eroded slopes	2,775	VIe	low	med.	low

**Table 5-2
(Continued)**

MAP SYMBOL	SOIL NAME	ACRES	CAPABILITY SUB-CLASS	POTENTIAL FOR ROW CROPS	POTENTIAL FOR FORESTRY	POTENTIAL FOR URBAN USE
GwE3	Gwinnett sandy clay loam, 10-25% severely eroded slopes	9,645	VIIe	low	med.	low
HsB	Hiawassee loam, 2-6% slopes	1,550	Ile	high	mod.-high	high
HsC	Hiawassee loam, 6-10% slopes	1,205	III	high	mod.-high	high
IrC	Iredell sandy loam, 6-10% slopes	345	IIIe	high	med.	very low
LoE	Louisa gravelly loam, 10-30% slopes	105	VIIe	low	med.	low
MdB	Madison sandy loam, 2-6% slopes	6,030	Ile	high	mod.-high	med.
MdC	Madison sandy loam, 6-10% slopes	12,230	IIIe	high	mod.-high	med.
MdD	Madison sandy loam, 10-15% slopes	6,200	IVe	low	mod.-high	med.
MdE	Madison sandy loam, 15-25% slopes	7,580	VIe	low	mod.-high	low
MfC2	Madison sandy clay loam, 6-10% eroded slopes	3,615	IVe	low	mod.-high	med.
MfD2	Madison sandy clay loam, 10-15% eroded slopes	5,170	VIe	low	mod.-high	low
MfE2	Madison sandy clay loam, 15-25% eroded slopes	1,895	VIIe	low	med.	low
MnD2	Meeklenburg sandy clay loam, 10-15% eroded slopes	50	VIe	low	med.	low
PfE	Pacolet sandy loam, 15-25% slopes	5,885	VIe	low	mod.-high	very low
PgE2	Pacolet sandy clay loam, 15-25% eroded slopes	4,135	VIIe	low	med.	very low
PhC	Pacolet complex, 2-10% slopes	345	IIIe	high	mod.-high	med.-high
To	Toccoa fine sandy loam	9,305	IIw	high	very high	very low
WhB	Wickham sandy loam, 2-6% slopes	860	Ile	high	mod.-high	high
Total		168,320				

* hydric soil according to soil conservation service.

**Table 5-3
Franklin County Soil Suitability**

MAP SYMBOL	SOIL NAME	ACRES	SUITABILITY FOR DWELLINGS AND FOUNDATIONS	SUITABILITY FOR SEPTIC TANK ABSORPTION FIELDS	SUITABILITY FOR WOODLAND WILDLIFE	SUITABILITY FOR OPENLAND WILDLIFE
AmB	Appling sandy loam, 2-6% slopes	1,550	Slight	mod.: percs	Good	Good
				percs slowly		
AmC	Appling sandy loam, 6-10% slopes	1,895	Mod.: slope	mod.: slope,	Good	Good
				percs slowly		
AmD	Appling sandy loam, 10-15% slopes	690	Mod.: slope	mod.: slope,	Good	Good
				percs slowly		
AnC2	Appling sandy clay loam, 6-10% slopes	345	Mod.: slope	mod.: slope,	Fair	Fair
				percs slowly		
AnD2	Appling sandy clay loam, 10-15% slopes	105	Mod.: slope	mod.: slope,	Fair	Fair
				percs slowly		
AsF	Ashlar complex, 10-30% slopes	1,725	severe: slope	severe: slope	Fair	Fair
Ca	Cartecay soils	6,720	severe: floods,	severe: floods,	Good	Good
			Wetness	wetness		
Cc *	Cartecay soils, ponded	860	severe: floods,	severe: floods,	Poor	Poor
			Wetness	wetness		
CeB	Cecil sandy loam, 2-6% slopes	11,200	Slight	mod.: percs	Good	Good
				slowly		
CeC	Cecil sandy loam, 6-10% slopes	17,295	Mod.: slope	mod.: percs	Good	Good
				slowly		
CeD	Cecil sandy loam, 10-15% slopes	6,545	Mod.: slope	mod.: percs	Good	Fair
				slowly		

**Table 5-3
(Continued)**

MAP SYMBOL	SOIL NAME	ACRES	SUITABILITY FOR DWELLINGS AND FOUNDATIONS	SUITABILITY FOR SEPTIC TANK ABSORPTION FIELDS	SUITABILITY FOR WOODLAND WILDLIFE	SUITABILITY FOR OPENLAND WILDLIFE
CfC2	Cecil sandy clay loam, 6-10% slopes	10,855	mod.: slope	mod.: percs slowly	Good	Fair
CfD2	Cecil sandy clay loam, 10-15% slopes	12,465	mod.: slope	mod.: percs slowly	Good	Fair
EwE	Enon-Wilkes complex, 10-25% slopes	170	severe: shrikswell, low strength	severe: percs slowly	Fair	Good
GeB	Grover sandy loam, 2-6% slopes	15	mod.: low strength	mod.: depth to bedrock	Good	Good
GeC	Grover sandy loam, 6-10% slopes	85	mod.: slope, low strength	mod.: slope depth to bedrock	Good	Good
GgB	Gwinnett sandy loam, 2-6% slopes	3,790	slight	slight	Good	Good
GwC2	Gwinnett sandy clay loam, 6-10% eroded slopes	11,365	mod.: slope	mod.: slope	Good	Good
GwD2	Gwinnett sandy clay loam, 10-15% eroded slopes	1,770	mod.: slope	mod.: slope	Good	Good
GwE2	Gwinnett sandy clay loam, 15-25% slopes	2,755	Severe: slope	severe: slope	Good	Fair
GwE3	Gwinnett sandy clay loam, 10-25% severely eroded slopes	9,645	Severe: slope	severe: slope	Good	Fair

**Table 5-3
(Continued)**

MAP SYMBOL	SOIL NAME	ACRES	SUITABILITY FOR DWELLINGS AND FOUNDATIONS	SUITABILITY FOR SEPTIC TANK ABSORPTION FIELDS	SUITABILITY FOR WOODLAND WILDLIFE	SUITABILITY FOR OPENLAND WILDLIFE
HsB	Hiawasse loam, 2-6% slopes	1,550	mod.: too clayey	mod.: percs slowly	Good	Good
HsC	Hiawasse loam, 6-10% slopes	1,205	mod.: slope	mod.: percs slowly	Good	Good
IrC	Iredell sandy loam, 6-10% slopes	345	severe: shrinkswell wetness	severe: percs slowly	Good	Good
LoE	Louisa gravelly loam, 10-30% slopes	105	severe: slope	severe: percs slowly	Fair	Fair
MdB	Madison sandy loam, 2-6% slopes	6,030	slight	mod.: percs slowly	Good	Good
MdC	Madison sandy loam, 6-10% slopes	12,230	mod.: slope	mod.: slope, percs slowly	Good	Good
MdD	Madison sandy loam, 10-15% slopes	6,200	mod.: slope	mod.: slope, percs slowly	Good	Good
MdE	Madison sandy loam, 15-25% slopes	7,580	severe: slope	severe: slope	Fair	Fair
MfC2	Madison sandy clay loam, 6-10% eroded slopes	3,615	mod.: slope	mod.: slope, percs slowly	Good	Good
MfD2	Madison sandy clay loam, 10-15% eroded slopes	5,170	mod.: slope	mod.: slope, percs slowly	Good	Good
MfE2	Madison sandy clay loam, 15-25% eroded slopes	1,895	severe: slope	severe: slope	Fair	Fair
MnD2	Mecklenburg sandy clay loam, 10-15% eroded slopes	50	mod.: slope, low strength	severe: slope	Good	Good

**Table 5-3
(Continued)**

MAP SYMBOL	SOIL NAME	ACRES	SUITABILITY FOR DWELLINGS AND FOUNDATIONS	SUITABILITY FOR SEPTIC TANK ABSORPTION FIELDS	SUITABILITY FOR WOODLAND WILDLIFE	SUITABILITY FOR OPENLAND WILDLIFE
PfE	Pacolet sandy loam, 15-25% slopes	5,855	severe: slope	severe: percs slowly	Fair	Fair
PgE2	Pacolet sandy clay loam, 15-25 slopes	4,135	severe: slope	severe: percs slowly	Fair	Poor
PhC	Pacolet complex, 2-10% slopes	345	Slight	mod.: percs slowly	Good	Fair
To	Toccoa fine sandy loam	9,305	severe: floods	severe: floods	Good	Good
WhB	Wickham sandy loam, 2-6% slopes	860	Slight	slight	Good	Good
TOTAL		168,320				

*hydric soils according to the conservation service

5.3.1 Steep Slopes

The Department of Natural Resources (DNR) classifies steep slopes as those areas that have a grade of 25 percent or greater. In Franklin County, the areas that are classified as steep slopes are generally located on grades adjacent to stream corridors, between the floodplains and ridge tops. Areas of steep slopes are dispersed across the county, but the largest concentration of steep slopes is located in southwest Franklin County, near the confluence of the North Fork of the Broad River and the Middle Fork of the Broad River. The cities of Franklin Springs, Royston, and Cannon all contain areas that present limitations on development due to slope. Franklin Springs contains the greatest extent of steep slopes. These areas are located along intermittent tributaries within the city limits. Both Royston and Canon contain nearly negligible areas of steep slopes. Royston contains a small area of steep slopes near the northwest extent of the city limits, along Dawkins Creek . Cannon has an area of steep slopes located northwest of the city center (Map 5-2).

The potential for soil erosion is exacerbated on steep slopes due to increased runoff velocities located near steep slopes. Soil erosion on steep slopes can be greatly accelerated by human activity. When vegetation is removed, erosion removes nutrient rich topsoil and eventually results in less favorable growing conditions, reduced crop yields, and decreased livestock productivity. The great length of time needed to develop even a thin layer of soil functionally makes soils a non-renewable (or very slowly renewable) resource. Methods to control soil erosion in agricultural areas include leaving vegetative buffers along streams; contour plowing and terracing; rotating crops or planting cover crops of mixed grains, hay, or pasture; all of which decrease the speed of storm water runoff and permit more water to soak into the soil. In addition, local governments can control soil erosion from construction sites by maintaining stream buffers, limiting the type of construction on sensitive lands, or by altering site development plans to protect sensitive areas.

An increase in slope also impacts the functioning ability of septic tank drain fields. Increases in gravity drainage associated with steep slopes reduce the natural cleaning ability of the septic system. The Georgia Division of Public Health recommends the use of a larger drain fields and additional design requirements to ensure for the proper functioning of the septic system on slopes between 25% and 35%. Beyond 35%, the use of a septic system is not recommended.

5.3.2. Hydric Soils

Cartecay soil ponded, which has been identified with one asterisk (*) in Tables 4-1 and 4-2, is the only hydric soil occurring in Franklin County. Hydric soils are wet soils that probably indicate wetlands and have characteristics developed under conditions where soil oxygen is limited by water saturation for long periods in the growing season. Hydric soils typically have the following characteristics: 1) they consist of decomposed plant materials (peats and mucks); 2) they have a thick layer (8 inches or more) of decomposing plant material on surface; 3) a bluish gray or gray color at 10 to 12 inches below the surface; and 4) they have an odor of rotten eggs.

5.4. Prime Agricultural and Forested Lands

According to the USDA's National Agricultural Statistics Survey of 2002, Franklin County supports 825 farms, which have a total land area of 86,128 acres, and its agricultural products have a market value of 180 million dollars. "Prime farmland" in Georgia is land best suited for producing food, feed, forage, fiber and oilseed crops, and also available for these uses. It has the soil quality, growing season, and moisture supply needed to produce sustained good yields of crops economically if treated and managed. "Additional farmland of statewide importance" in Georgia is land, in addition to prime farmland, that is important for the production of food, feed, fiber, forage, and oilseed crops. Economically, farmland of statewide importance produces good yields if the soils are drained and protected against flooding, if erosion control practices are installed, or if additional water is applied to overcome drought.

The capability subclass column in Table 5-1 identifies soil potential for agricultural use. Sixteen soils have been identified as Class II and III soils, which are considered prime agricultural lands. They are widely dispersed throughout the county with many clusters occurring adjacent to floodplains. Significant areas of prime agricultural land can be found dispersed throughout the cities of Cannon, Carnesville, Lavonia and Royston, with a few locations of prime agricultural lands in Franklin Springs.

The USDA's Forest Statistics for North Central Georgia identifies 91,200 acres of total forestland in Franklin County, which accounts for 54 percent of the county's total land area. The major concentrations of forestland occur in the southwest portion of Franklin County. Forestlands are dominantly owned by the private, non-industrial, individual, and is composed of Oak-hickory (48%), Loblolly-shortleaf (24.6%), and Oak-pine (16.4%) forests. Soil types that are most productive for commercial forestry include Appling, Cartecay (productivity data only available for sweet gum and yellow poplar), Davidson, Madison, Mecklenburg, Toccoa, and Wickham.

Future growth in Franklin County will likely convert significant amounts of both agriculture and forest lands into residential or commercial uses. This transformation will occur because of a number of different factors. Most importantly, Franklin County will increasingly be impacted by growth from the Atlanta and Athens areas. This growth will bring increased numbers of commuters and telecommuters that require residential housing. As demand for housing increases land prices throughout Franklin County, agricultural and forestry lands will be continuously converted to residential and commercial uses. Protection of open space can be accomplished through a number of means including tax incentives, conservation easements, and zoning. Tax incentives are currently in place to support agricultural conservation. In Franklin County, 20% to 25% of

the County's total tax base is supported by agricultural conservation, while only 5% of the County's tax base is classified as non-conservation agricultural lands. Future efforts should focus on providing conservation status to the remaining non-conservation agricultural lands in Franklin County. A conservation easement is a voluntary, legally binding agreement that limits certain types of uses or prevents development from taking place on a piece of property now and in the future. While the conservation easement is a very effective form of agriculture and forestland preservation, the legal requirements and limitations on land use set by the conservation easement makes land owners hesitant to act upon this conservation technique. Nonetheless, the use and implementation of the conservation easement is supported in this plan and should be especially encouraged in sensitive lands or areas that provide habitat for threatened or endangered species. Finally, zoning is becoming a means through which agriculture and forestry lands can be conserved. The use of exclusive agricultural zoning and nonexclusive agricultural zoning has been implemented in a number of localities throughout the country and will likely become commonplace in the next ten years. Exclusive agricultural zoning prohibits nonagricultural building and provides strict control as long as zoning is in place and enforced. Nonexclusive agricultural zoning provides regulatory zoning designating farming as the primary use and limiting non-farm land use by large-lot residential density.

5.5. Plant and Animal Habitats

High percentages of agricultural and forestry land uses in Franklin County provides habitat for a variety of wildlife species. The many acres of woodland found in Franklin County support deer, squirrel, raccoon, various non-game animals, and songbirds. Quail, rabbit and dove are most abundant around cropland areas. Streams, impoundments, and wetlands found in Franklin County provide habitat for waterfowl and other wildlife.

The elements of wildlife habitat include: grain and seed crops; grasses and legumes, wild herbaceous plants, hardwood trees, coniferous plants, shrubs, wetland plants, shallow water areas, open land habitat, woodland habitat, and wetland habitat. Table 5-2 evaluates soil suitability for open land and woodland wildlife habitats.

Due to the rural character of Franklin County, existing plant and animal habitats are generally not considered to be at risk of destruction by urban land uses. Similarly, the Department of Natural Resources does not identify any habitats of special concern within the County. Therefore, the plan does not recommend specific measures to protect plant and animal habitats.

5.6. National and State Parks and Recreational Areas

Franklin County contains two state parks, Tugaloo State Park and Victoria Bryant State Park, which are described in Table 5-4. In addition to the state parks found within Franklin County, there are other national and state parks and recreational areas in adjacent Banks, Stephens, and Hart counties. Table 5-4 describes the various state and national recreational areas located within or adjacent to Franklin County.

**TABLE 5-4
NATIONAL AND STATE PARKS AND RECREATIONAL AREAS
LOCATED ADJACENT TO OR WITHIN FRANKLIN COUNTY**

Hart State Park	This state park is comprised of 147.47 acres in Hart County. It is located north of Hartwell, off GA 8, on rolling wooded lakefront land. Amenities include developed campgrounds, picnic areas, a boat ramp, and Hartwell dam, which can be viewed nearby.
Lake Russell Wildlife Management Area	This park, found within the Chattahoochee National Forest of Habersham, Stephens, and Banks counties, is comprised of 17,000 acres. Amenities include camping, boating, fishing, hiking trails, picnicking and swimming.
Traveler's Rest State Park	This state park is located just east of Toccoa in Stephens County and is comprised of 3.32 acres. Travelers Rest offers visitors guided tours of a large two-story framed plantation home built in 1775.
Tugaloo State Park	Tugaloo is located north of Lavonia in Franklin County and encompasses 393 acres. Amenities include camping, boating, fishing, water skiing, hiking, miniature golfing, and tennis.
Victoria Bryant State Park	This state park is located northwest of Franklin Springs in Franklin County and covers 406 acres. Amenities include camping, hiking, picnicking, golfing, and playgrounds.

5.7. Scenic Views and Sites

A number of scenic views and sites are located throughout Franklin County. Many of the views are found along hilltops looking southeast into the county or northwest towards the Appalachian Mountains. Specific areas identified for their scenic quality include the Hartwell Lake area, the area surrounding Harrison Bridge Rd., and the river corridors along the Hudson, Middle Fork Broad, and North Fork Broad rivers. The comprehensive plan supports the preservation of scenic views and sites, where appropriate.

5.8. Wetlands

Wetlands are those areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. The ecological parameters for designating wetlands include hydric soils, hydrophytic vegetation, and hydrological conditions that involve a temporary or permanent source of water to cause soil saturation.

Fresh water wetlands and aquatic habitats are classified into the following categories:

- Open Water: Areas of open water, primarily reservoirs, ponds, lakes, rivers, and estuaries

- Non-Forested Emergent Wetlands: Freshwater marshes dominated by a variety of grasses, sedges, rushes, and broad-leaved aquatics associated with streams, ponded areas, and tidally influenced non-saline waters.

- Scrub/Shrub Wetlands: Non-forested areas dominated by woody shrubs, seedlings, and saplings averaging less than 20 feet in height; these wetlands may integrate with forested wetlands, non-forested emergent wetlands, and open water.

- Forested Wetlands: Natural or planted forested areas having a dominant tree crown closure or hardwoods, pines, gums, cypress, or any combination of these types. These areas are usually in stream or river floodplains, isolated depressions, and drain ways, and contain standing or flowing water for a portion of the year. Forest Wetlands are further described with the use of four subcategories.

- Altered Wetlands: Areas with hydric soils that have been denuded of natural vegetation and put to other uses, such as pastures, row crops, etc., but that otherwise retain certain wetland functions and values.

Table 5-5 indicates important values that wetlands provide, while Table 5-6 provides typical vegetation found in different types of wetlands.

**TABLE 5-5
MAJOR WETLAND VALUES**

SOCIOECONOMIC VALUES	ENVIRONMENTAL QUALITY VALUES		
<ul style="list-style-type: none"> - Flood Control - Wave Damage Protection - Erosion Control -Groundwater Recharge & Water Supply -Timber & Other Natural Resources -Energy Source (peak) -Livestock Grazing -Fishing & Shell fishing -Hunting & Trapping -Recreation -Aesthetics -Education & Scientific Research 	<ul style="list-style-type: none"> - Water Quality Maintenance -Pollution Filter -Sediment Removal -Oxygen Production -Nutrient Recycling -Chemical & Nutrient Absorption -Aquatic Productivity -Microclimate Regulator -World Climate (Ozone layer) 		
	<table border="1"> <thead> <tr> <th data-bbox="841 777 1464 835">FISH AND WILDLIFE VALUES</th> </tr> </thead> <tbody> <tr> <td data-bbox="841 835 1464 995"> <ul style="list-style-type: none"> -Fish & Shellfish Habitat -Waterfowl & Other Bird Habitat -Forbearer & Other Wildlife -Habitats </td> </tr> </tbody> </table>	FISH AND WILDLIFE VALUES	<ul style="list-style-type: none"> -Fish & Shellfish Habitat -Waterfowl & Other Bird Habitat -Forbearer & Other Wildlife -Habitats
FISH AND WILDLIFE VALUES			
<ul style="list-style-type: none"> -Fish & Shellfish Habitat -Waterfowl & Other Bird Habitat -Forbearer & Other Wildlife -Habitats 			

**TABLE 5-6
VEGETATION COMMON TO NON-TIDAL WETLANDS**

TYPE OF WETLAND	VEGETATION
Emergent Wetlands: Freshwater	Cattails, wild rice, sedges, rushes, bulrushes, spike rushes, bur reeds, rice cutgrass, maiden cane, reed, arrowheads, pickerelweed, smartweeds, blue joint, white top, reed canary grass, manna grass, asters, goldenrods, marsh fern
Tocsins	Pond pine, sweet bay, inkberry, fetterbush, titi, red bay, was myrtle
Others	Buttonbush, alders, willows, dogwoods, red maple saplings, cottonwood saplings

Two sources can be used in determining the location of wetlands in Franklin County. The identification of "hydric" soils is a key indicator of potential wetlands. Franklin County contains only one hydric soil, Cc, Cartecay soils, ponded, which are sparsely scattered throughout the county. The Franklin County Soil Survey estimates a total of 860 acres of the ponded Cartecay soil type. Thus, it is not one of the dominant soils found in Franklin County. Wetland maps prepared by the United States Fish and Wildlife Service also indicates wetland areas. These maps were consulted in determining the location of wetlands in Franklin County and its participating municipalities. As seen in Map 5-3, wetlands in Franklin County generally parallel streams such as Carlan Creek, Nails Creek, Stephens Creek, and the Middle and North Fork of the Broad Rivers.

Section 404 of the Clean Water Act is the foremost regulatory measure for the protection of wetlands. Section 404 safeguards wetlands by minimizing development impacts on wetlands, and calls for a no net loss of wetland area. If a wetland area is disturbed, further measures to restore or create new wetlands must be undertaken. The permitting process for Section 404 is performed by the EPA and Army Corps of Engineers and involves a public hearing and environmental impact assessment.

If existing wetlands are retained as open space, then no adverse effects are anticipated on the public health, safety and welfare, or the property of others; no known unique or significant flora or fauna, including threatened, rare or endangered species will be impacted; no adverse effects will occur on the flow or quality of water or cause substantial additional soil erosion; and no adverse impacts on adjacent natural areas are likely to occur. The plan also supports the preservation of wetlands created for mitigation purposes under Section 404 of the Clean Water Act.

5.9. Floodplains

The Federal Emergency Management Agency (FEMA) provides regulation and nationally backed flood insurance to flood prone communities through the National Flood Insurance Program (NFIP). The NFIP is designed to provide an alternative to reduce the costs of repairing damage to buildings and their contents caused by floods through the adoption and implementation of specific design standards and management strategies set forth by FEMA. The NFIP also make available Federal grants and loans, Federal disaster assistance, and Federal mortgage insurance. These services are only offered if the local community is an active participant of the National Flood Insurance Program, and has adopted and enforced the minimum standards set forth by FEMA.

The NFIP also identifies and maps floodplains throughout the Nation. This mapping is based on the 100-year floodplain, or the area that has the likelihood of being flooded once during any given 100 year period. Carnesville, Franklin Springs, Franklin County have adopted flood damage prevention ordinances and are participating in the National Flood Insurance Program (Map 5-3). While Franklin County participates in the NFIP, FEMA has yet to provide an official floodplain map for unincorporated Franklin County. In coming years, the County should support efforts to develop a FIRM. While Canon, Lavonia, and Royston all do not participate in the NFIP, according to FEMA, these three cities do not have any special flood hazard areas identified within their jurisdictions. Nonetheless, changes in land use impact runoff conditions and have the potential of increasing the likelihood of flooding. Canon, Lavonia, and Royston should monitor low-lying areas and locations adjacent to streams to ensure flooding does not become a problem in the future.

The location and extent of floodplains in unincorporated Franklin County can be estimated using a combination of data collected by the U.S. Fish and Wildlife Service's National Wetlands Inventory and soils data provided by the Natural Resources Conservation Service (NRCS). The National Wetlands Inventory identifies considerable wetland areas along streams such as Carlan Creek, Nails Creek, Stephens Creek, and the Middle and North Fork of the Broad Rivers. The NRCS identifies areas that are frequently saturated as hydric soils. The Cartecay soils, ponded are the only soil type in Franklin County that is classified as a hydric soil. The Soil Survey of Franklin County classifies 860 acres of the County as Cartecay soils, ponded. Similar to the NWI wetlands, the Cartecay soils, ponded are predominantly located adjacent to moderate to large streams throughout Franklin County.

5.10. Protected Rivers

The Department of Natural Resources (DNR) has developed protection standards for rivers that have an annual average discharge of at least 400 cubic feet per second. Two rivers in Franklin County meet the river protection criteria established by the DNR (Map 5-4). The Hudson River, which forms the southern Franklin County boundary, falls within DNR criteria for river protection downstream from its confluence with Nails Creek. The Broad River fulfills DNR criteria beginning slightly downstream from its confluence with the Middle Fork of the Broad River and continuing to the county line. Established protection criteria developed by the DNR for Protected Rivers defines a protected river corridor which includes all land in areas of a protected river and being within 100 feet horizontally on both sides of the river as measured from the banks. Within this area, the DNR has established protection criteria as follows:

- A River Corridor Protection Plan shall be developed for the maintenance of a natural vegetative buffer within the river corridor.
- The River Corridor Protection Plan shall:
 - Consider the effect of activities in the river corridor on public health, safety, welfare, and private property rights.
 - The characteristics of the river corridor that make it unique or significant in the conservation and movement of flora and fauna including threatened, rare, and endangered species. The plans shall establish the local government's policies regarding such flora and fauna rather than identifying specific sites containing such species.
 - The plans shall consider the effect of any activities within the river corridor on the function of the protected river and river corridor.
 - The plans shall consider the effect of activities in the river corridor on fishing or recreational use of river corridors.
 - Dwellings shall be located on a tract of land containing at least two acres.
 - There shall be only one such dwelling on each two-acre or larger tract of land.
 - Septic tanks are allowed within the buffer area but septic tank drain fields shall not be located within the buffer area.
 - Industrial or commercial uses of river corridors shall not impair the drinking quality of the river water.
 - Acceptable uses of the river corridor includes:
 - Forestry activities that are consistent with best management practices established by the Georgia Forestry Commission.
 - Wildlife and fisheries management activities consistent with the Mountain and River Corridor Protection Act.
 - Wastewater treatment.
 - Recreational usage consistent with the maintenance of a natural vegetative buffer or with river dependent recreation
 - Agricultural production and management that is consistent with the Georgia Soil and Water Conservation Commission's best management practices.

The Broad and Hudson River Corridor Protection Plan satisfy the requirements of the DNR. The plan supports the efforts made to develop and enforce the Broad and Hudson River Corridor Protection Plan.

5.11. Broad River Watershed Association

At the present, the Broad River remains primarily in a natural undisturbed state. The Broad River Watershed Association, a non-profit corporation, is interested in protection of the entire Broad River Watershed, which would include the North Fork Broad River Watershed in Franklin County, as well as the portion of the Broad River in the County. The organization is a land trust that accepts and manages conservation easements and donations of property in the area.

The Plan supports the Association's efforts in preserving lands in the Broad River watershed, as well as Franklin County's special use permit ordinance aimed at protecting water quality in this area. Additional protective measures could be implemented as an integrated portion of a countywide zoning ordinance. Innovative zoning regulations, which include open space in developed areas and river overlay zoning, could provide protection to sensitive areas, while allowing compatible, economically feasible development.

5.12. Public Water Supply

Sufficient and clean water supplies are essential for the public's general welfare. Public water supplies for Franklin County come from a combination of surface and groundwater intakes.

5.13.1. Surface Water Supplies

The City of Lavonia maintains two surface water intakes that are located on the Crawford Creek Reservoir and Hartwell Lake. These water intakes have a monthly average withdrawal rate of 1.5 and 3.0 million gallons per day (mgd), respectively. A source water assessment plan (SWAP) was completed in 2003 for both the Crawford Creek and Hartwell Reservoir intakes. This SWAP identified manganese and algae growth as contaminants in Crawford Creek. It was found that manganese inputs are occurring from natural sources throughout the Crawford Creek watershed. Algal growth is minimized in the reservoir with copper sulfate treatment. Fishing, swimming, or dock construction are not allowed in the reservoir.

Lavonia's surface water intake on Hartwell Reservoir is located near Tugaloo State Park on the Tugaloo Arm of Lake Hartwell. Gumlog Creek, Crawford Creek, Little Crawford Creek, and Whitworth Creek drain this area. This Tugaloo Arm drains approximately 23 square miles. The Hartwell Reservoir intake is used as an emergency source of water for the Lavonia Treatment Plant and is used only when Crawford Creek Reservoir falls below 6 feet. Hartwell Reservoir is considered by the DNR to be not supporting of its designated use due to high levels of PCB's. Similarly, the DNR has identified the section of Crawford Creek downstream of Crawford Creek Reservoir, which feeds the Hartwell intake, as partially supporting its designated use due to high fecal coliform counts. The SWAP for both of Lavonia's water intakes identified the need for the development of a communications plan to educate local citizens and farmers to the potential impacts to the watershed and acknowledge the need to develop an emergency response plan for the Hartwell Reservoir intake. It was also recommended that the City of Lavonia adopt measures to prevent the placement of high priority pollution sources near the City's intakes.

Continued development of high-density residential housing along Lake Hartwell may become a risk to the quality of Lavonia's surface water intake. This area is served entirely by septic systems, and plans have not been made to convert this area to a sewer system in the near future. While septic systems can provide reliable treatment of wastewater, a number of precautions must be adhered to. First proper site placement and design are critical. The County Health Department is responsible ensuring proper placement and design of septic systems. According to the Soil Survey of Franklin County, sever limitations to septic absorption fields, mainly due to slope, occur in this area adjacent to Hartwell Lake. Because of these limitations, the Health Department needs to be especially cautious during the permitting process for septic systems to ensure that water quality for Lavonia's Hartwell intake remains suitable. Similarly, occasional maintenance of septic systems is necessary to allow for continued treatment of wastewater. Septic systems should be inspected annually and pumped on a three to five year schedule. Because of the requirements of the septic system, it is recommended that Franklin County and/or the County Health Department provide residents with educational seminars or maintenance brochures with the permitting of new septic systems.

The City of Royston maintains a surface water intake that is located west of Franklin Springs on the North Fork of the Broad River. This watershed consists of 133 square miles and is located almost entirely within Franklin and Stephens Counties with small portions also within Habersham and Hart Counties. Royston's surface water intake maintains a monthly average withdrawal rate of 1.0 mgd. According to the SWAP conducted in 2003, the lower most segment of the North Fork River is listed by the DNR as not supporting its designated use due to a fecal coliform violation attributed to non-source pollution, which is likely related to agricultural activities within the watershed. The SWAP supports the development of a communications plan to educate and improve the public's understanding for the importance of source water protection.

The DNR provides protection criteria for publicly owned water supply watersheds. These standards are designed to allow development of a water supply watershed without contaminating the water sources to a point where it cannot be treated to meet drinking water standards. A water supply watershed is the area of land upstream of a governmentally owned public drinking water intake. The DNR has developed different standards for large and small water supply watersheds. A small water supply watershed is defined as a watershed that has less than 100 square miles of land within the drainage basin upstream of the public drinking water supply intake. In small water supply watersheds, the DNR criteria includes:

- The perennial stream corridors of a small water supply watershed within a seven-mile radius upstream of a governmentally owned public drinking water supply intake or water supply reservoir shall be protected by:

- A 100-foot buffer on both sides of the stream as measured from the stream banks

- No impervious surfaces shall be constructed within a 150-foot setback on both sides of the stream as measured from the stream banks.

- Septic tanks and septic tank drain fields are prohibited in the 150-foot setback area described above.

-The perennial stream corridors within a small water supply watershed and outside a seven-mile radius upstream of a governmentally owned public drinking water supply intake or water supply reservoir are protected by the following criteria:

- A buffer shall be maintained for a distance of 50 feet on both sides of the stream as measured from the stream banks.
- No impervious surface shall be constructed within a 75-foot setback area on both sides of the stream as measured from the stream banks.
- Septic tanks and septic tank drain fields are prohibited in the setback areas described above.

-The following criteria apply to all locations in a small water supply watershed.

- New sanitary landfills are allowed only if they have synthetic liners and leachate collection systems.
- New hazardous waste treatment facilities are prohibited.
- The impervious surface area, including all public and private structures, utilities, or facilities, of the entire water supply watershed shall be limited to twenty-five percent, or existing use, whichever is greater.
- New facilities that handle hazardous materials of the types and amounts determined by the DNR shall perform their operations on surfaces having spill and leak collection systems as prescribed by the DNR.

-Water Supply Reservoirs Management Plans:

- The owner of a water supply reservoir shall develop a reservoir management plan for approval of the DNR.
- A reservoir management plan shall address the recreational use of the reservoir and the maintenance of a buffer around the reservoir.
- Prohibitions or restrictions on all or some of the following recreational uses shall be addressed in the reservoir management plan to protect the water quality of the reservoir for drinking purposes while optimizing its recreational benefits of swimming, fishing, boating, docks, and public access.
- A buffer shall be maintained for a distance of 150 feet from the reservoir boundary. The allowable buffer vegetation and disturbance shall be specified in the reservoir management plan.
- Reservoir owners, upon consideration of ground slopes and soil types, may adopt buffers of differing sizes than in described above, upon approval of the DNR.

-The minimum criteria for large water supply watersheds are as follows:

- The stream corridors of a large water supply watershed tributary to the water supply intake shall have no specified minimum criteria for protection, except the stream corridors of the perennial tributaries of a water supply reservoir in a large water supply watershed protection area as described below.
- The corridors of all perennial streams in a large water supply watershed tributary to a water supply watershed tributary to a water supply reservoir within a seven-mile radius of the reservoir boundary are protected by the following criteria:
 - A buffer shall be maintained for a distance of 100 feet on both sides of the streams as measured from the stream banks.

-No impervious surface shall be constructed within a 150-foot setback area on both sides of the stream as measured from the stream banks.

-Septic tanks and septic tank drain fields are prohibited in the setback area described above.

5.12.2. Groundwater Supplies

Groundwater wells are located in the Cities of Franklin Springs and Cannon. Franklin Springs uses a system of two wells that produce an average of .25 mgd. The City of Cannon utilizes three wells and maintains an average monthly withdrawal of .1 mgd. Both of these wells draw from the crystalline-rock aquifer, which is comprised of igneous and metamorphic rocks. The USGS notes that in the Piedmont, groundwater is present in discontinuous joints and fractures in the crystalline-rock aquifer. Typically, these fractures are locally found and can be highly affected by localized water use and climate. While current draws from Franklin Springs and Cannon are acceptable, it should be noted that significant increases in the number of wells or the withdrawal rate from groundwater sources may exceed the capacity of these natural systems.

The minimum planning standards for local plans require that local governments address protection of significant groundwater recharge areas. A recharge area is any portion of the earth's surface where water infiltrates into the ground to replenish an aquifer. The Georgia Department of Natural Resources and the United States Geologic Survey have identified and mapped "significant" groundwater recharge areas and promulgated standards for their protection based on their level of pollution susceptibility. Significant recharge areas are identified based on outcrop area, lithology, soil type and thickness, slope, density of lithologic contacts, geologic structure, the presence of Karst, and potentiometric surfaces.

Franklin County contains seven significant groundwater recharge areas (Map 5-5). While most of these are in unincorporated Franklin County, Lavonia and Carnesville are partially included within significant groundwater recharge areas. Franklin Springs, Canon and Royston do not contain significant groundwater recharge areas. Protection measures identified by the DNR are based on pollution susceptibility, type of soils, and slope. The Department of Natural Resources' Criteria for Groundwater Recharge Areas also recommends specific measures for landfills, hazardous waste facilities, above ground storage tanks, and agricultural waste impoundments. These measures include the following:

- The Department of Natural Resources shall not issue any permits for new sanitary landfills not having synthetic liners and leachate collection systems.
- The Department of Natural Resources shall not issue any new permits for the land disposal of hazardous wastes.
- The Department of Natural Resources shall require all new facilities permitted to treat store, or dispose of hazardous waste to perform such operations on an impermeable pad having a spill and leak collection system.
- New aboveground chemical or petroleum storage tanks, having a minimum volume of 660 gallons, shall have secondary containment for 110% of the volume of such tanks or 110% of the volume of the largest tank in a cluster of tanks.

Such tanks used for agricultural purposes are exempt, provided they comply with all Federal requirements.

- New agricultural waste impoundment sites shall be lined if they are within:
a high pollution susceptibility area; a medium pollution susceptibility area and exceed 15 acre-feet; a low pollution susceptibility area and exceed 50 acre-feet.
- New homes served by septic tank/drain field systems shall be on lots having the following minimum size limitations:
150% of the subdivision minimum lot size of DHR MT-1 if they are within a high pollution susceptibility area; 125% of the subdivision minimum lot size of DHR MT-1 if they are within a medium pollution susceptibility area; 110% of the subdivision minimum lot size of DHR MT-1 if they are within a low pollution susceptibility area.
- New mobile home parks served by septic tank/drain field systems shall have lots or spaces having the following size limitation as identified on Table MT-2 of the Department of Human Resources' Manual for On-Site Sewage Management Systems (hereinafter "DHR Table MT-2"):

-150% of the subdivision minimum lot or space size of DHR Table MT-2 if they are within a high pollution susceptibility area; 125% of the subdivision minimum lot or space size of DHR Table MT-2 if they are within a medium pollution susceptibility area; and 110% of the subdivision minimum lot or space size of DHR Table MT-2 if they are within a low pollution susceptibility area.
- New facilities, which handle hazardous materials, of types and in amounts determined by Department of Natural Resources, shall perform their operations on impermeable surfaces having spill and leak collection systems, as prescribed by Department of Natural Resources.
- The Department of Natural Resources shall require conservative design in any new permits for the spray irrigation of wastewaters or the land spreading of wastewater sludge in areas having high pollution susceptibility
- Permanent storm water infiltration basins shall not be constructed in areas having high pollution susceptibility
- Exclusive of mining settling basins, new wastewater treatment basins shall have an impermeable liner in areas having high pollution susceptibility

The Comprehensive Plan supports the protection of these groundwater recharge areas according to the stated DNR criteria.

5.13. Water Supply Watersheds

Concern regarding the quality of public water supplies prompted the state to develop land management measures to protect water sources. The Georgia Department of Natural Resources (DNR) developed standards for the protection of public water supply watersheds. These criteria were established to maintain the integrity of surface water quality on streams that are used as public water supplies. Different criteria apply to large and small water-supply watersheds. Large watersheds are those of 100 square miles or more in size, while small water-supply watersheds are less than 100 square miles. The water supply watersheds in Franklin County are identified on Map 5-6.

Lavonia and Royston both utilize surface water sources for public water supplies, which are described in the Public Water Supply section. Lavonia's public water supply comes from a surface water intake on Lake Hartwell as well as a surface water source located on Crawford Creek Reservoir. These watersheds encompass 23 and 2.8 square miles, respectively. Lavonia's Hartwell intake is protected through measures provided through the U.S Army Corps of Engineers. The U.S Army Corps of Engineers must follow federal laws which safe guard the environment. Programs and trained personnel are in place to assure compliance with these federal laws and are outside the scope of this Plan.

The Royston water intake is located in the North Fork Broad River Watershed. According to the *Savannah River Basin Water Availability and Use Report*, this large watershed has a drainage area of 139 square miles. Portions of the watershed extend into Stephens and Hart counties; however, this Plan applies to the management of only those areas within Franklin County.

Numerous small streams and tributaries comprise the North Fork Broad River watershed. Clarks Creek and Turkey Creek join the North Fork from the north and west, respectively. Unawati, Double Branch, and Rice Creeks converge with the North Fork from the east. Some portions of all cities in Franklin County, except Carnesville, fall within the watershed boundaries. Thus, these municipalities, as well as Franklin County, have a role to play in the protection of water in this watershed.

Franklin County has developed a Watershed Protection Plan for Crawford Creek and the North Fork of the Broad River water-supply watersheds in Franklin County, which satisfies DNR's Environmental Planning Criteria.

5.14 Historic and Cultural Resources

5.14.1. Franklin County.

Franklin County, named for Revolutionary patriot and statesman Benjamin Franklin, was created by an act of the Georgia General Assembly on February 25, 1784. This territory had been acquired through a treaty with the Cherokees, which was signed on May 31, 1784. Thirteen counties in Georgia and three counties in South Carolina were eventually created from this original Franklin County. The other Georgia counties included Franklin, Clarke, Jackson, Walton, Gwinnett, Habersham, Banks, Barrow, Madison, Oconee, Hall and Hart. The last of these counties to be formed was Stephens County in 1905. Carolina counties created from the original Franklin County include Pickens, Oconee, and Anderson. Franklin County was sparsely populated at the time of its creation. The size of the territory, which made up the new county, was as large as the state of Rhode Island. Its size and available land attracted many settlers. Many of the first settlers came from North and South Carolina, and some from Virginia, Maryland, and Pennsylvania, and were principally descendants of protestant Scotch and Irish.

Initially, land was awarded to Revolutionary War Veterans, as well as acquired by others through the head right system. The head right system of granting land to settlers was abolished after 1785. In 1803, the lottery land grant system was established in Georgia, which entitled every white male, widow and orphan resident to one draw. Revolutionary War Veterans were allowed to draw as late as 1827. By this system lands were laid off in tracts of 102.5 acres, except where fractional parts of lots occurred on rivers. The same act that created Franklin County in 1784 also directed that the county surveyor lay off 20,000 acres of land for the purpose of endowing a college. The college was first known as Franklin College and later became the University of Georgia, located in Athens-Clarke County.

On February 22, 1785, an Act was passed designating a place for use as a courthouse. The first Superior Court of Franklin County was held on Gum Log Creek at the home of Warren Philpot in 1785. A granite memorial placed by the Works Progress Administration (WPA) in 1934 now marks this site. In February 1787, another act was passed changing the location of court from Philpot's house, which proved to be difficult to reach by some residents of the county, to the house of Benjamin Echols located on Leatherwood Creek.

On February 1, 1788, the General Assembly passed an act to erect a courthouse and jail in Franklin County, and on December 1, 1791, an act was passed granting money for the construction. The first Franklin County courthouse was located at a site on Stephens Creek near the present site of Carnesville as indicated on a map dated 1793. The next courthouse was built on the current courthouse square in 1806. The first grand jurors to serve on the Grand Jury in the new courthouse in 1806 were William Little, Daniel Manley, Obadiah Hooper, Henry Strickland, Jesse Shumate, George Pierce, William Hall, Robert Morris, William James, and Daniel Bush.

A larger brick courthouse was constructed in 1826 on the square to replace the older obsolete courthouse. It was a brick Greek Revival building of temple front design and cost \$4,235 to construct. The final courthouse constructed on the public square in the county seat of Carnesville was erected in 1906 at a cost of \$50,000. The cream brick structure was built in the Neo-Classical Revival style on a cross plan with four Doric di-style projecting porticos.

As in many counties of Northeast Georgia, farming was the primary way of life for most Franklin County residents. This is reflected in existing historic resources such as homesteads and commercial buildings located throughout the county. Agricultural activities for the most part consisted of subsistence farming. These crops included corn, oats, wheat, and vegetables. The main cash crop was cotton.

Today, agriculture remains an important industry in Franklin County. Major products include poultry, livestock, timber, and various crops such as soybeans, wheat and corn. Poultry is the largest cash commodity in Franklin County. Cotton was once one of the leading cash crops in the County. As recently as 1934, 13,145 bales of cotton were ginned; in 1984 only 21.5 acres were planted.

Roads in Franklin County evolved from Indian trails located throughout the area before European settlement. Several of these roads were used to transport mail as early as 1794. Some of these routes carrying mail to the county seat of Carnesville included roads from Washington (Wilkes County), Elberton, Augusta, and Pendleton, South Carolina. In the late 18th and early 19th centuries, the roads were under the jurisdiction of the inferior court. Maintenance and construction of roads were the responsibility of all male residents between the ages 16 and 50 years of age. They were required to supply their own tools and contribute their service 12 days a year. By the 1920s and 1930s, prison labor was used to keep the roads maintained.

Economic developments, which have occurred in Franklin County, include the construction of Interstate 85, which passes through the northeast corner of the County through the southwest. This major highway offers great expansion for further economic development in the County. Nevertheless, Franklin County maintains its historic rural character.

5.14.2. Canon.

In December 1875, Job Bowers, with the assistance of J. J. Manley, laid out the streets for the town of Canon. The town was known as West Bowersville, named after Job Bowers, until 1893 when it was changed to Canon. Canon was incorporated by an Act of the Georgia Legislature in December 1902. The name was changed to Canon in order to give the town a separate identity from the neighboring town of Bowersville. Bowersville, which is one mile east of Canon, was once a part of Franklin county, but is now located in Hart county. For many years, mainly the Bowers family occupied Canon. The first post office was located in Job Bowers' plantation home.

The Elberton Air Line Railroad came through Canon in 1879. In 1908, the Canon Oil and Fertilizer Company was established. This was followed by other businesses such as A. J. Owens Co.; Bagwell and Burton; Stovall and Turman; L. E. Osborne; J. H. Bowen; Agnew Liveryman a Dealer in Mules and Horses; H. W. Fleming, a builder; J. A. Duncan, a cotton buyer; Bowers Brothers, brick manufacturers; and Dr. A. N. Bowers, town's dentist.

Canon played an important role as a newspaper-publishing center and for communicating local and regional news to the residents of Canon and the surrounding area. The Franklin County Register, a weekly newspaper, was published there in the 1880s. W.F. Bowers, son of Job Bowers, published The American Union between 1884 and 1905. This publication reflected his political and religious opinions. Other publications included the Free Press, a Populist weekly published between 1892 and 1896, and the Canon Echo, a local newspaper. The Universalist Herald, a nationally circulated religious publication, was published in Canon beginning in 1897 and is still published there today. Canon maintains its small-town charm and has approximately the same number of residents it had in 1907.

5.14.3. Carnesville

Before being settled, the area, which is now Carnesville, was a landscape of rolling hills situated between the North Fork and Middle Fork of the Broad River. A settlement has existed near the site of present-day Carnesville since the 1790s. The site chosen for the public square consisted of a plateau with the surrounding land sloping in all directions. The town center is encircled with small streams from Stephens Creek, which made it less accessible to get to than other cities in Franklin County. An Act in 1822 extended the town limits to "600 yards in every direction from the courthouse." The Act also instructed that the town plan be recorded in the Clerk's Office of the Inferior Court, which never was completed. Even though there is no record, the layout of the City can be identified by the existing street pattern, which denotes a grid line design. Carnesville's road system leads to many communities such as the historic Pendleton District, South Carolina, the Georgia cities of Elberton, Danielsville, Athens, Jefferson, Gainesville, and Toccoa Falls and the Savannah River.

The first known school to be established in Carnesville was the Franklin Academy in 1824. In 1876, the commissioners were given the power to subscribe to the Franklin Institute. In 1907, the Tugalo Institute, which housed the grammar and high school students, was established and located several blocks south of the town square. In the 1920's, a new school for high school students was built adjacent to the Tugalo Institute. The older building was used as a grammar school until the construction of a new grammar and high school building in the 1940s.

In 1859, the city limits were expanded "one-mile in every direction from the courthouse." The Carnesville charter was amended in 1887, setting forth guidelines for a more orderly system of government. These guidelines included more clearly defined election procedures and the duties and powers of elected officials. The Mayor and Council were given powers to levy and collect taxes, to pass any needful rules, regulations, or ordinances; to regulate billiard and pool tables and ten-pin alleys; to impose fines and imprisonment and collect fines; and to establish a street chain-gang.

In the late 19th century, several attempts were made to bring the railroad to Carnesville. One of these attempts involved the passage of an Act in 1874 authorizing the City Council to become stockholders in the Elberton Air Line Railway and to vote on whether the City should pursue the acquisition of the railroad. Although several attempts were made to bring the railroad to Carnesville, none was successful. The rolling hills and creeks, which made the location of the town attractive for settlement, are also thought to have contributed to Carnesville's isolation.

Without the railroad, Carnesville's rate of growth was not as great as that of other cities within the county such as Lavonia or Royston. Nonetheless, growth in Carnesville occurred steadily as was the case in other cities its size in Northeast Georgia. Development included businesses, schools, churches and residential neighborhoods. In 1890, the commercial district included six general merchandise stores, six doctors and druggists, and the Franklin House (c.1878), a hotel owned by Dr. H.D. Aderhold. There were four churches: Methodist, New Baptist, Carnesville Baptist, and the Presbyterian Church, which was under construction at that time. Other additions included a livery stable, a large warehouse for vehicles and farm implements, a harness and saddle shop, the Ginn Chair Factory, Tugalo Military Institute, Ayers Tanyard and Leather Goods Factory, the McEntire Brick Mill, new residences, and improvements to older residences.

By the turn-of-the-century, a new courthouse was needed. In 1906, the County government accepted plans for the new courthouse and the building were constructed. During the early 1900's, the construction of brick commercial buildings was seen for the first time in Carnesville. The J. R. Dortch Building, a two-story brick structure, was constructed and served as the centerpiece for the commercial block. A variety of businesses were added to the commercial area of Carnesville in the first decade of the 20th century.

The local paper reported on May 29, 1930 that Carnesville would get power and lights and that drilling would begin at Carnesville's oil well on June 5, 1930. When evidence of oil was found in the well of Rafe Banks, a drilling crew drilled to a depth of 1,790 feet before the project was abandoned. Later accounts state that the oil came from oil wastes in the water table from a service station located next door to the site. On November 5, 1931, electric lights were available in Carnesville.

5.14.4. Franklin Springs.

The town of Franklin Springs is adjacent to Royston in the southeastern part of Franklin County. Franklin Springs, along with Franklin County was named after Benjamin Franklin, a noted leader from Pennsylvania. Preceding the civil war, Franklin Springs became a well known health resort because of its springs of mineral waters. The springs consisted of three types of water: sulphur, mineral (chalybeate), and freestone (clear). Only the sick and invalid who sought cure through its waters once visited the springs, but, later, the social life became more of an attraction than the "healing" springs. By 1917, two hotels, two pavilions, and a skating rink were located on the property.

Franklin Springs became a very popular summer resort area for visitors from nearby towns such as Royston, Bowman, Elberton and Athens. As Franklin Springs became more popular, visitors came from Augusta, Savannah, Atlanta, and various South Carolina towns to spend their summer vacations.

The decline of Franklin Springs can be attributed to the introduction of the automobile and World War I. The decreased popularity of the Springs was caused in part by diminished food supplies due to the war and the abandonment of the "country life," which was exemplified by the luxurious resort hotels. Instead of a thriving summer resort area, the Springs became a weekend gathering place for picnics and family reunions. By this point, the two hotels were no longer making much of a profit, if any. In 1910, a final attempt was made to save the resort area by the owner, L. C. Brown of Athens, by spending a large

sum of money. This proved to be unsuccessful. As a result, the land consisting of 87 acres was relinquished to the sellers market.

In 1918, the property was purchased by the "Pentecostal Benevolent Association" on the behalf of the Pentecostal Holiness Church, which was turned over to Emmanuel College in 1919. Today, Emmanuel College is still Franklin County's only institution of higher learning. Since 1955, the Springs have dried up from the need for a deep well drilled to provide water to the growing town.

5.14.5. Lavonia.

Lavonia is located in the upper Piedmont section of Southern Appalachia. It is a predominantly flat area with densely wooded landscapes in the undeveloped areas. The City of Lavonia was established in 1878 as a result of the construction of the Elberton Air Line Railroad. Five investors, one of those being Mr. J.H. Jones, president of Elberton Air Line Railroad, bought the property, where Lavonia is located. After a plat and a survey were completed, the streets were named after its five investors and the town was named after Jones' wife. The depot was situated in the center of town.

From 1880 to 1921 Lavonia experienced a "building boom". It was during this time that the Victorian-era styles, which dominate the character of the town, developed. Commercial construction during this period began with the building of frame stores, hotels and warehouses in the town center. Following a fire in 1905, which destroyed an entire block of commercial buildings on East Main Street, brick became the most common building material.

The development of the downtown commercial district reflected the agricultural economy of the area. The property around the railroad in the middle of the town center was known as a "cotton yard." A major change occurred in the downtown with the removal of the depot from its center.

During this period, all four of Lavonia's historic churches were constructed. The Methodist Church (1883), was the first church built, followed by the Presbyterian Church, the Baptist Church and the Fairview Church.

Lavonia's first industries were agriculturally based. During the last decade of the 19th century and the first decade of the 20th century, three major industrial complexes - the Southern Cotton Oil Company, the Lavonia Roller Mill and the Lavonia Cotton Mill were established along the railroad tracks south of the town center.

The decline in cotton production caused by the boll weevil and the effects of the Great Depression brought the building activity virtually to a halt in Lavonia between the mid 1920s and mid 1930s. The W.P.A. made a large impact on the visual qualities of the town center by paving the streets. There are several service stations representative of gas station architecture, within the commercial district. Only one still remains as a service station. An example would be the K & S Machine Shop, once the Pure Oil Service Station. The structure, built in 1935, includes a hooded and arched doorway with residential stoop, bay window, and side chimney. Another W.P.A. project constructed in 1940 included the present elementary school building on Hartwell Road on the site of the former Lavonia Institute.

The central town square area was originally laid out in a gridiron fashion, but the routing of State Route 59 through Lavonia removed the corners of some town square properties and slightly obscured this pattern. The present layout of the town consists of retail establishments, which dominate the town center. Additional retail and commercial development extends south along SR 17 and industrial uses extend south along the Southern Railroad line, which bisects the town. Residential development is clustered close to the town square and slowly diminishes in density towards the city limits.

Residential development during the 19th and early 20th century began with the construction of several frame residences adjacent to the downtown and several frame residences associated with larger tracts on the periphery of the town limits. A black neighborhood consisting of modest frame houses developed to the north of Vickery Street and Jones Street neighborhoods.

From World War II to the present, the diversification of the local economic base became more visible. Through urban renewal, most of the structures in the historic Black community and in the mill village adjacent to Lavonia Cotton Mill were demolished and replaced with low-income housing units of brick. The large frame hotel, which stood in the center of East Main Street block in downtown, was destroyed by fire in the late 1970s. Interstate 85 was constructed in 1969 and adjoined the city limits in the North. This resulted in commercial development in this area, and the city limits were adjusted to take some of this area into the city. Parks located within the city limits include Vanna Bowers Vandiver Park, the Cornog Memorial Plot, the Garden Spot, and the Lavonia Memorial Park.

In September of 1983, Lavonia had several historic districts placed on the National Register of Historic Places.

5.14.6. Royston

A primary impetus for the town's development was the establishment of the Elberton Air Line Railroad. In 1874, W. A. Royston transferred a 200 foot-wide easement through his lands for the railroad. Lots adjacent to the railroad were sold. From 1875 until his death in 1891, W. A. Royston sold 30 lots in the new town. The town plan appeared to be a grid design. Lot sales refer to block numbers one, two, three, and seven, and typical lot sizes appeared to be 30 feet by 100 feet and 30 feet by 70 feet. The town was incorporated in 1879. In 1880, land was given by W. A. Royston to build The Methodist Church.

In the 1880's, the town consisted of merchandise stores, construction of new stores, a doctor, a school, and the Cunningham Hotel. The 1890's were a period of accelerated growth in Royston. In 1880, the population was 127 and by 1890 doubled to be 340. A variety of new businesses were established bringing the total to 14 stores. There were Presbyterian, Baptist, and Methodist churches and a high school noted to be the largest in the county. The town was described as "one of the best cotton markets in the state" with "cotton piled around the depot." Royston also had a profitable fertilizer market. In 1905, Royston had a telephone line installed by the Bell Company, which connected them to Carnesville, Elberton, and Athens. In 1913, electricity was brought to town.

Growth continued into the 20th century with a population reaching 579 by 1900. In 1905, the council extended the town limits to one mile. In 1913, a progressive move on the behalf of the town was the creation of the Royston Board of Trade. This board consisted of the Chamber of Commerce, Industrial Authority, and the City Planning Commission. The objectives of the commission were to promote the city; to develop trade expansion; to promote the town as a residential and manufacturing center; to secure industrial plants; to encourage permanent road building; to stimulate cooperation between town and country; and to formulate plans for civic improvements.

The decline in the cotton market in the 1920s affected Royston to some extent, but not as much as other surrounding areas. Royston's population, which climbed from 1,422 in 1910 to 1,681 in 1920, dropped to 1,447 in 1930. Royston gradually recovered in part because of major highway and industrial expansion. By the 1940's, Royston's population was 1,549. In 1950, the population reached 2,039.

5.15. Historic Properties

Franklin County's historic properties have been categorized according to property type to help identify them more clearly. These categories include: residential resources, commercial resources, institutional resources, industrial resources, rural resources, and historic, archaeological and cultural resources.

It is important to emphasize that the exclusion of some historic resources from the following sections does not necessarily indicate that they are not significant or worthy of preservation.

5.16. Residential Resources

5.16.1. Franklin County.

The greatest numbers of historic buildings in Franklin County are residential structures. The historic residential buildings are primarily of simple common (vernacular) designs with the majority dating from the mid-1800s to 1940. There are some antebellum houses remaining, however, many of these have been altered over the years, or have been abandoned and are suffering from demolition by neglect.

Many of the vernacular historic structures in Franklin County exhibit restrained stylistic elements, but most lack a great deal of ornamentation. Those houses that do possess stylistic elements exhibit primarily Greek Revival (entranceways, massing), Victorian-era (porch posts, trim, roof lines), or Craftsman (brackets, porch piers/posts) stylistic features. The infrequency of high style structures may be attributed to the rural agricultural nature of Franklin County.

Styles and types of residential structures in Franklin County remain fairly consistent with its rural heritage, exhibiting local craftsmanship and the utilization of local materials. Almost all of the historic residential structures are wood frame houses and most have stone chimneys. William O. Brown built many stone chimneys in the western part of the county.

Log construction still exists in Franklin County, however, many of these structures have been added onto or covered by clapboards (a common practice), abandoned, moved, or are suffering from demolition by neglect. An example of log house construction is the Goolsby-Morris House, which has been moved to the Franklin County Historical Society property on Gainesville Street in Carnesville. This one and a half story log house has dovetail notches and one brick chimney. It is reputed to have been built in the 18th Century.

The most commonly represented house types in Franklin County are saddlebags, central halls, hall and parlors, pyramidal cottages, Queen Anne cottages, plantation plains, and bungalows. Saddlebag, central hall, and hall and parlor types all tend to be two rooms wide with differences being in the floor plan. The saddlebag is easily recognizable with two rooms separated by a chimney. Normally, it has a side-gabled roof, is one room deep, and has either one or two entrances. The central hall consists of two rooms separated by a hallway. It is one room deep and frequently has one or two exterior chimneys. The hall and parlor is also usually one room deep and consists of two rooms unequal in size with the entrance leading into the larger of the two rooms. All three of these types can be found intact, or with various additions either to the front, rear, or side of the structure.

The pyramidal cottage was a simple, common house form of the early 20th century. It is characterized by a square main mass with four principal rooms and no hallway. The steeply pitched pyramid-shaped roof is the most recognizable aspect of this house type. Queen Anne cottages are characterized by a square main mass with projecting gables on the front and side. The rooms are arranged asymmetrically and the roof is either pyramidal or hipped. The plantation plain houses found in Franklin County exhibit characteristics such as a tall, narrow, two-story profile and exterior chimneys. Other characteristics include Greek Revival entrances, moldings, a central hall, and Victorian-era turned woodwork and trim. The bungalow house type was also found in Franklin County. Their overall rectangular shapes and irregular floor plans characterize it. Houses of this type are generally low and have varied roof forms such as integral, shed, or half-hipped porches.

Historic districts contain a number of historic structures, which relate to one another historically and/or architecturally. Historic districts include landmark quality structures as well as less significant structures. Due to Franklin County's rural nature, the majority of historic resources are spread fairly consistently throughout the county. Many of these resources, however, suffer from demolition by neglect, which occurs when a property is abandoned and then deteriorates or when a property owner allows a structure to go unmaintained until it becomes derelict beyond repair. This results in an otherwise potential district lacking a sense of cohesion. A few exceptions include the Old Federal Road, which is currently being nominated to the National Register of Historic Places. This district is located along SR 51 and SR 59 from Homer to Carnesville. Other potential districts include the Bold Springs Community and the area north of Carnesville along SR 320 and SR 106. These districts have the potential for listing on the National Register and possible tax incentives for substantial rehabilitation as a result of listing on the National Register. Other potential rural districts may exist and can be pinpointed by a comprehensive survey of the County's historic structures.

5.16.2. Canon.

As in other areas of Franklin County, Canon's residential resources are made up of vernacular designs. The majority of these resources date from the late 19th and early 20th centuries. Few, if any, extant residential structures approach high style design. However, many exhibit stylistic elements such as Queen Anne, Craftsman, and Colonial Revival architectural elements. A good example of a Queen Anne cottage is located on Central Avenue toward the northeast end of town. An excellent example of Colonial Revival residential architecture is the Bowers-Hill House, also located in that area on Old Bowersville Road. It is a two and one half story wood frame residence with a one story porch and four chimneys. This property also contains many fine examples of outbuildings. The house on the corner of Broad Street and SR 51 represents the Craftsman style. This residence exhibits typical Craftsman windows and a porch, as well as unusual brackets and exposed eaves. Other types of residential architecture found in Canon include front gabled ell houses as well as extended hall and parlors. An interesting architectural characteristic found on some houses in Canon is the hip on gable roof, also known as the jirkenhead or clipped roof. This roof type may be found on houses located on Broad Street across from Central Avenue and on Spring Street.

5.16.3. Carnesville.

The majority of Carnesville's historic residential structures are simple wood frame dwellings. There are a few houses, which approach high style design or exhibit high style elements. These structures would include those exhibiting Queen Anne, Neo-Classical Revival and Craftsman style elements. The Aderhold-Kent House, as well as the Coles and Bius House located at the corner of Hull Avenue and McEntire Avenue are good examples of Queen Anne-inspired design. The Poole House on Royston Road exhibits some Neo-Classical stylistic elements such as the two-story porch with Ionic columns. Excellent examples of Craftsman bungalows are located on Lavonia Street. These historic residences should be considered for listing in the National Register of Historic Places. Other historic houses in Carnesville may also be eligible for the National Register such as the Bagwell-Little-Harris House; the Tribble-Moore House on Ginn Street; and the frame turn-of-the-century houses on Church Street, Commerce Road, SR 106, and Gainesville Street. The Franklin County Historic Society owns the Crow house, a mid 19th century vernacular styled house. The grounds also house a log cabin that was relocated to the grounds and serves as an educational tool for schoolchildren.

The various styles and types existing in Carnesville are representative of the town's development from its settlement period to the 1940s. Many homes have been well maintained or restored, while others have been remodeled or are in disrepair and may be subject to demolition by neglect.

5.16.4. Franklin Springs.

Historic residential structures in Franklin Springs are sparse. However, some fine examples still exist. Located along US 29/SR 8 are three houses exhibiting elements of the Tudor Revival style. Two are constructed of brick and one is wood frame. Arched windows and/or doors characterize this style, a dominant steeply pitched front gable, and prominent chimneys. A common house type found in Franklin Springs is the front gabled bungalow.

5.16.5. Lavonia.

The historic residential structures in the City of Lavonia are significant for representing the various stages of settlement and development in the city. During the late 19th and early 20th centuries, the majority of the historic residential construction in Lavonia consisted of wood frame structures of simple design. The structures reflect their carpenter-builder origins in terms of craftsmanship, design, and detailing. Styles found in Lavonia include Georgian Revival, Victorian Eclectic, Neoclassical Revival, Queen Anne, Gothic Revival, Renaissance Revival, Craftsman Bungalow, and Greek Revival. A good example of a Neoclassical styled residence is the Vandiver Residence, which is located on Hartwell Road. A good example of a Craftsman Bungalow house is the Kidd Residence located on Hartwell Road. The Knox-Maret-Tribble-Roberts house exemplifies highstyle Queen Anne. This residence is an asymmetrically-massed structure featuring a three-story tower with fish scale shingles and conical roof, decorative bargeboards, pediment with rondel and lattice ornaments and a three sided porch with spindle bands.

There are several architectural house types represented in Lavonia such as Plantation Plain/I-house, Queen Anne cottage, bungalow, gabled ell cottages and central hall. Most of the residences are concentrated along Vickery Street, Jones Street, West Avenue, Roberts Street, Hartwell, as well as the smaller streets, which exit off the five major streets. The historic residences located along these major streets have been listed in the National Register of Historic Places since September 1983 either as districts or individual nominations.

5.16.6. Royston.

Royston's historic residential resources are similar in type and style to those found in Lavonia and date from the late 19th and early 20th centuries. Common stylistic influences found in Royston include Queen Anne and Craftsman. Most of these residences are one to one and a half stories, however, there are some two story Queen Anne and gabled ell houses. The Bond-Baker-Carter House, the only residence in Royston listed in the National Register, is an excellent example of an eclectic Victorian-era house with Queen Anne detailing. A group of four brick and frame bungalows located along Franklin Springs Circle exhibits examples of Craftsman -style elements. An interesting architectural element found on many houses in Royston is a rectangular window with a "sun-like" pattern created by panes.

This characteristic seems to be unique to the area. One of the greatest assets of Royston's historic residential neighborhoods, besides the architecture, is its tree-lined streets. This is especially apparent along Franklin Springs Street, College Street, Carroll Street, and Hartwell Street.

The majority of historic residences are located in the immediate area of downtown within the historic grid pattern, as well as along the major thoroughfares such as Franklin Springs Street, Hartwell Street, Railroad Street and Old Elbert Street. Some of these areas have enough intact historic residential structures to be considered for designation as historic districts, either in the National Register or possibly under the protection of a local ordinance. Several residences should be considered eligible for listing in the National Register individually.

5.17. Commercial Properties

5.17.1. Franklin County

Few historic commercial buildings remain standing in unincorporated Franklin County. Most commercial buildings that remain are in poor condition and in danger of being lost to neglect in the next few years, and/or are being utilized as outbuildings for storage. Those remaining that are still recognizable as commercial buildings take various forms. An excellent example of a typical historic commercial building type found in Franklin County is Dr. C.B. Lord's old office building located in Bold Spring. It is a wood frame, front gabled structure approximately one to two rooms deep. The front entrance is flanked on either side by a window. Another interesting commercial building type is the historic gas station located on SR 51 at Sandy Cross. It has an extended porch and a clay tile roof supported by brick and wood frame piers.

These structures are significant as they are representative of all small Franklin County communities, many of which are no longer recognized as such today. The rural and small community commercial buildings are also significant as examples of vernacular commercial building design. Most of the remaining structures date from about 1890 to the early 20th century.

5.17.2. Canon.

The historic commercial district in Canon along Depot Street is one of the town's greatest assets. The historic commercial buildings that make up the district are largely intact and are representative of late 19th and early 20th century small-town commercial architecture. Architectural features found in the district include corbelled brick cornices, metal columns, doorways with transoms, and round and segmentally arched windows. All of the buildings are one or two stories.

Two buildings of interest in the downtown commercial district are the W.F. Bowers Building, a one-story brick structure with a side porch. The W.F. Bowers Building, located on the corner of Bond Avenue and Depot Street, is one of the oldest commercial buildings in the district. Its Greek Revival front facade and an arched entrance makes this building unique in the district. However, it is rapidly being lost to neglect and may already be considered derelict.

The Canon Hotel has Georgian Revival exterior elements and Craftsman-inspired interior features including dark wood trim. Another unique building is the wood frame building next to the W.F. Bowers Building. It is the only wood frame commercial building remaining in the commercial district.

The Canon Commercial Historic District was listed in the National Register of Historic Places in August 1985.

5.17.3. Carnesville.

Much of Carnesville's history centers on its status as a county seat community and its location at a crossroads. Trade was also an important part of Carnesville's history, thus many commercial buildings were constructed around the town's historic square. This area is situated along Athens and Hull Streets.

Some of the turn-of-the-century commercial buildings remain in the commercial block; however, many have been lost to demolition or neglect. Others have sustained a loss of architectural integrity as a result of facade renovations, etc. Remaining commercial buildings are characterized as one or two-story brick structures having little stylistic ornamentation and are typical of those found in other rural small communities. Elements found on Carnesville's commercial buildings include corbelled brick cornices and rounded or segmentally arched windows.

An interesting commercial example not located in the downtown commercial block is the Ginn Chair Factory, later known as the Ginn Cabinet and Casket Factory. This building is a very unique commercial example in Carnesville. The building is most noted for its molded concrete facade similar to the one on the Funeral Home on Gainesville Street. It also has concrete finials (architectural ornaments located on the roof at the corners of the building), a metal awning, and pressed tin ceiling. It is suggested that this building be restored and preserved as a largely intact unique historic commercial building.

5.17.4. Franklin Springs.

Franklin Springs has two commercial resources, which appear to be historic. The first is a 20th century gas station located on the corner of US 29/SR 8 and Royston Street. The building has an extended hipped roof supported by piers. This is a common early gas station form. The other commercial resource located in Franklin Springs is the Dixie Dale General Store at SR 327 and US 29. Although this building has sustained several changes and additions, it still retains some of its original form.

5.17.5. Lavonia.

When Lavonia's town center was constructed, all of the commercial buildings were of wood frame construction. Following a fire in 1905, several of the commercial buildings were constructed of brick. Lavonia's commercial district consists of one to two story late 19th and early 20th century brick buildings. The commercial district reflects the agricultural economy of the area, as well as serving as an example of a typical railroad town in Georgia in which development occurs on either side of the railroad corridor. Because of an agriculturally based economy, the town center was once referred to as the "cotton yard".

As the primary building material, brick is used both structurally and decoratively throughout the district. Various brick features include corbelled cornices, piers, pilasters, stringcourses and parapet panels. The only frame building in the central business district is a wooden warehouse at the southeast corner of Grogan and West Main Streets. Another interesting building in the downtown, which is located on the northeast corner of the intersection of East Main and Grogan Streets, is made of granite. In general, two-story commercial buildings in Lavonia are concentrated in the western portion of the district in

the block bordered by Grogan Street, West Avenue, West Main Street, and Jones Street and Augusta Road.

An interesting street feature of Lavonia is a glass infilled grate located on the street outside of the old Vickery Bank Building. The windows, on the Vickery Bank Building, have a very unique design. The existing commercial buildings, like most small Georgia towns, are examples of vernacularized architecture. To better recognize the National Register Historic Commercial District, the City of Lavonia should place appropriate designed signage at district entry points.

5. 17.6. Royston.

The one and two story brick buildings within Royston's commercial district date from the late 19th and early 20th centuries. The majority of brick commercial structures have party walls. Freestanding structures within the district include a wood framed depot and a brick lumber company building in the railroad right of way; a brick building at the north end of the district; and a wood frame store and a historic concrete block post office concentrated among the commercial buildings. The building styles consist mainly of eclectic detailing drawn from the Gothic Romanesque, Classical Revival, and Craftsman styles. Design features representative of the commercial buildings include brick corbelled cornices, decorative roofline brackets, sign plates, arched windows, recessed doorways, and large display windows with columns and/or large transoms.

Two buildings that provide good examples of the commercial district's character include: the "Dorough Building (Carter Hardware), an extremely intact Late Victorian structure with a fine corbelled cornice, an intact metal storefront, and a completely intact interior including a pressed metal ceiling; and the P. C. Scarboro Building, a finely-detailed, early Ford dealership with a clay tiled roof supported by paired brackets."

5.18. Institutional Resources

5.18.1. Franklin County

Institutional resources in Franklin County include structures such as schools, churches, and government buildings. A few historic schools still exist, although many have been abandoned and are suffering from demolition by neglect. Three examples include the Sandy Cross School, the Plain View School and the Bold Spring School. Each has been rehabilitated for use as community centers. The Baty/Cross Plains School, located near the Old Federal Road on SR 198 is an excellent example of one of the one-room wood frame field schools, which were once so prevalent in Franklin County before schools were consolidated.

The local church in Franklin County was very important to communities not only as spiritual centers, but also as a meeting place for an area. Most of these churches were of basic clapboard design construction with rectangular plans. An excellent example is the c.1835 Carroll Church located between Carnesville and Canon. Churches constructed of brick were more common from 1900 to the present. Many wood frame churches in Franklin County were eventually remodeled with brick veneer or were replaced by new buildings.

Near Carroll Church is located the Poplar Springs Campground. Established in 1832, this institution consists of an arbor constructed in the 1860's surrounded by several "tents" or crude cottages. Worshipers spent a week during the summer at the campground. The campground is still used for revivals and is considered a Franklin County landmark.

Government buildings in Franklin County include the 1906 County Courthouse in Carnesville as well as the Gunnells District (GMD 210) Law Ground Building located in the southeast part of the county near Bold Springs.

5.18.2. Canon.

Canon's most noted institutional resources are its churches. Canon's three wood frame, turn-of-the-century vernacular churches are currently listed in the National Register of Historic Places and include the Canon Baptist, Canon Universalist, and Canon Methodist Churches. Each church has a uniquely designed tower, as well as other Victorian-era ornamentation and/or elements.

These structures are located in the center of the town and are prominent elements along Broad Street, which should continue to be preserved.

5.18.3. Carnesville

Institutional resources in Carnesville include government buildings, churches and school buildings. The Franklin County Courthouse is a magnificent brick structure built in 1906 on the site of the 1826 courthouse. This Neo-Classical building was a prominent feature and gathering place within the county and remains so today.

Both the Presbyterian and the Methodist Churches in Carnesville are excellent examples of historic church architecture. The Presbyterian Church is a turn-of-the-century wood frame structure with brackets, exposed eaves and pointed arch windows. The Carnesville Methodist Church, constructed in 1912, is a brick structure exhibiting gothic and Victorian-era elements. The Board of Education building is also constructed of brick and exhibits architectural elements typical of the 1930s and '40s.

5.18.4. Franklin Springs

Historic institutional resources in Franklin Springs generally revolve around Emmanuel College. Resources such as the c.1919 brick Publishing House on Spring Street and the brick bungalow building adjacent to the Publishing House reflect the popular styles during the early 20th century. The college has played a major role in the history of the community, which is evident in the remaining resources in the community.

5.18.5. Lavonia

During the "building boom" period of 1880 to 1921, all four of Lavonia's churches were constructed. The establishment of the Baptist, Methodist, and Presbyterian Churches so early in Lavonia's development represents the important role of religion in the development of the community. All of these churches were of clapboard construction. Two remaining churches that represent the early history of Lavonia's religion are the Lavonia Presbyterian Church and Lavonia Baptist Church.

The Methodist Church located adjacent to the town center was built in 1883. The church was later replaced with a brick structure in 1907. Around 1890, the plain-styled Presbyterian Church and Baptist Church were constructed of wood and were located on Vickery Street near the town center. In 1917, the Baptist Church was replaced with a Renaissance Revival structure. In 1898, the establishment of the Fairview Baptist Church in the northern part of the community encouraged development of the black community.

In 1940, the W.P.A. constructed the present elementary school located on Hartwell Road on the site of the former Lavonia Institute, a two-story brick structure that was constructed in 1896.

The Lavonia Carnegie Library was built in 1911 due to the efforts of the Lavonia Woman's Club who in 1904 established the first library by purchasing 18 books and circulating them among the membership. The library is still the only one in Lavonia. The Library is a one-story yellow brick Renaissance Revival styled structure, with a multi-level roofline with three pediments on the front and back facades.

5.18.6. Royston

Few, if any, historic institutional resources remain in Royston with the possible exception of the church located on SR 17/Bowersville Road at the corner of Jordan Street. This brick building appears to have sustained some changes, however, the basic form remains.

5.19. Industrial Resources

Few historic industrial resources were noted in unincorporated Franklin County, which may be attributed to its largely agricultural past. At one time, mills and cotton gins were scattered throughout the county and played an important role in the districts or communities in which they were located. A few cotton gins and grain mills may still be found.

The industrial section of Lavonia was first developed south of the town center along the railroad. Early in its history industries in Lavonia focused on cotton manufacturing. With the decline of the cotton market due to the boll weevil, the industries focused on the poultry industry. The town center became the home for two new businesses, a sewing plant (which inhabited the old Haley's General Store in 1934), and the Whitworth Hatchery in 1936.

The mills still remain as a reflection of the early industrial history of Lavonia. The mills now stand alongside later adaptations for the poultry businesses. Three historic mills in Lavonia are currently listed in the National Register of Historic Places: Lavonia Cotton Mill, Lavonia Roller Mill, and Southern Cotton Oil Company.

The first industry established in Lavonia, in 1890, was the Southern Cotton Oil Company, which later became the Whitworth Feed Mill, Inc. The two-story brick structure has segmented arched windows, now filled in with brick, and a metal clad frame warehouse addition on the north end of the building. In 1894, the Lavonia Roller Mill was established. The mill is a two-story brick structure with segmental arched six-over-six windows with facade divided into three bays with windows placed on center within each bay. The largest of three historic industries was the Lavonia Manufacturing Company. The structure is a simple load bearing brick structure with segmental arched windows, now filled in with

brick, bracketed eaves, and large arched doorways. These mills represented the "New South" philosophy, which encouraged industrial development in small Georgia towns.

5.20. Rural Resources

Rural resources can include numerous aspects of a county or community. These resources include, but are not limited to, barns and outbuildings associated with agricultural activity, open space such as pastures and fields, abandoned rail beds, covered bridges, and scenic byways. Franklin County's history, for the most part, is centered around its rural heritage. Its landscape reflects this heritage and should be preserved as much as possible.

Since Franklin County was historically an agrarian community, there are a number of agricultural outbuildings throughout the county. These farm buildings can be found either clustered together or alone in the field of an abandoned farm. Unfortunately, many of these buildings are no longer in use and suffer from demolition by neglect. However, there are many farmsteads, which still use and maintain these structures. An example of this rural landscape can be seen at the McConnell Farm on the Old Federal Road. This farm retains much of its historic setting and includes several outbuildings and an 1879 barn, which appear to be largely intact and well maintained. The Davis Farm on McFarlin Bridge Road also possesses good examples of outbuildings of varying types and styles.

Other rural resources include covered bridges. Only one covered bridge, the Cromer's Mill Covered Bridge, remains in Franklin County. It has been listed in the National Register since 1976 and should be preserved so that future generations may enjoy this aspect of Franklin County's transportation history.

There are many areas in Franklin County exhibiting outstanding scenic views, as well as picturesque countryside, agricultural landscapes, and river corridors. These resources contribute to the quality of life enjoyed by residents, and potential tourists, and should be protected.

With establishment of the large recreational lake, Lake Hartwell, and the major highway, Interstate 85, Franklin County is likely to see an increase in the local economy. With the possibility of new development in Franklin County, existing rural resources could be threatened.

Lavonia's remaining historic outbuildings are primarily simple utilitarian structures with little ornamentation, which were used as storage sheds and workshops, as well as agricultural uses. Most exhibit the utilization of local building materials, craftsmanship and construction techniques. An example of an outbuilding, which is uniquely constructed of stone, is located at the corner of Roberts and Burgess Streets. Preserving the outbuildings in Lavonia helps preserve the rural heritage within the city.

Open spaces that should be preserved in the city of Lavonia are pastureland located on Hill Crest Drive/Bowman Street and Parkertown Road/Grogan Street. Royston also has extensive rural landscapes along the city limits, as do the other cities in Franklin County.

5.21. Historic, Archaeological, and Cultural Sites

A variety of historic, archaeological, and cultural resources exist in Franklin County and its municipalities. Among them are the many historic cemeteries associated with churches, communities or individual families. These old cemeteries are excellent sources of historical information and should be protected in accordance with the Georgia Abandoned Cemeteries and Burial Grounds Act of 1991. A few examples of extremely historic cemeteries include: the Col. Little Cemetery located off SR 326 between Sr 164 and Sr 51; the Mount Pleasant Church Cemetery; the Elisha Wilkinson family cemetery located in Block A, lot 69 in Aqua Bella Estates; community and church cemeteries in Franklin County municipalities; and the James Cemetery east of SR 174 just north of the Hudson River. For more information on Franklin County cemeteries one should consult the History of Franklin County, Georgia, 1986.

Cultural sites such as memorials can be found in Franklin County and its municipalities. A memorial marker placed by the WPA in 1934 marks the location of the first Superior Court in the County at Gum Log Creek across from Pleasant Hill Church. The R.M. Starr Memorial is also a local cultural site. Although not historic, the Ty Cobb Memorial holds a great deal of importance not only to residents in Royston, but for all residents of Franklin County.

The historic pavilion located in Franklin Springs is a significant reminder of the town's resort past. It is the only structure remaining from that period. The Pavilion, which dates from the mid-1800s, is in need of repair and should be preserved. Another historic/archaeological site in Franklin Springs is the old jail site.

A formal countywide survey of Franklin County's archaeological resources has not been undertaken. Knowledge of such resources consists of information gathered by a variety of means. They range from surveys and investigations of varying scale to reported sightings by individual collectors and professionals. These archaeological sites, most specifically the prehistoric, are susceptible to damage caused by development or collection by non-professionals who do not properly record the site information and location.

Archaeological sites need not be prehistoric to be significant. There are a few sites in Franklin County that relate to events ranging from the early settlement period to the early 20th century. For instance, remnants of old mills, such as the stone dam located off SR 327 north of Poplar Springs Campground, provide valuable information on early grist mills and the developmental history of local technology.

Since Franklin County was at the center of much Native American activity, the archaeological potential in this area is very promising and should be further investigated. The Tugaloo and Hudson Rivers exhibit a high potential for containing both prehistoric and historic archaeological resources. They are archaeologically and historically sensitive areas and may be irrevocably damaged by insensitive development and despoliation. Resources present in and along other water resources are similarly sensitive to damage and should be protected and guarded against any further damage.

Appropriate management should incorporate an archaeological survey of the properties as an initial stage of resource planning. Such an inventory would provide a basis on which to plan development and evaluate research potential for addressing questions about the past.

5.21. Impacts on Historic Resources

Franklin County's historic resources have remained relatively intact and evenly dispersed. Nevertheless, many of these resources suffer from demolition by neglect, which occurs when property is abandoned and deteriorates, or when a property owner allows a structure to go unmentioned until the structure becomes derelict beyond repair. Demolition by neglect is the primary negative impact on historic resources in Franklin County. Many of these resources will be lost if not restored within the next few years. The permanent loss of historic and cultural resources would be detrimental to the County. Only by informing the residents of the County of the economic and cultural benefits historic resources provide will the problem of demolition by neglect decrease. These benefits include an increase in heritage tourism, economic development, and an understanding and appreciation of Franklin County's rural past.

Demolition, abandonment by neglect and inappropriate alterations are the major negative impacts on historic structures in the cities of Canon, Carnesville, Franklin Springs, Royston and Lavonia. Several historic resources have been lost because they have not been maintained or have been abandoned. Other historic resources have been maintained, however, alterations have been made that compromise the architectural integrity of buildings. The Regional Preservation Planner or the Office of Historic Preservation in the Department of Natural Resources can offer property owners advice and guidelines on historic rehabilitations.

Another impact, which may affect historic resources in Franklin County, is the development of land on or near historic or cultural sites. Incompatible development on or near historic resources is not yet a significant problem in Franklin County; yet the projected future growth and rising land values will increased development along major transportation routes and in many downtowns impacting those historic resources. If properly planned, potential development in this area could directly and indirectly benefit historic and cultural sites by attracting both tourist and business dollars to additional parts of the County not located along the corridor. A preservation study is a document that the county and its cities can create to identify historic resources, analyze, and recognize the significance and determine the best use. The study serves as a master plan for historic preservation.

Chapter 6 Community Facilities and Services

6.1 Introduction

The purpose of this chapter is to provide an inventory of the community facilities and services for Franklin County and the cities of Canon, Carnesville, Lavonia, Franklin Springs, and Royston, and to assess their adequacy. The information contained in this chapter will assist the County and its municipalities in coordinating the planning of public facilities and services with new development and redevelopment projects. After identifying major findings, issues, and opportunities in these community assessments, a community agenda will be prepared with goals, policies, objectives, and programs for the improvement of community facilities and services to meet the long-term needs of Franklin County and incorporated cities.

6.2 Water System

6.2.1 Service Providers and Service Areas

The following section provides information regarding the type and distribution of water systems throughout Franklin County. While Franklin County and each of its cities has its own water system, many of the systems are interconnected and provide additional water capacities to neighboring areas during periods of high demand or drought. Tables 6-1 and 6-2 provide additional source type, permitted discharge, and water use statistics for Franklin County and its cities.

The Town of Canon is entirely served by the City's water distribution system. Canon employs two full time technicians to maintain its water supply and treatment facilities. Water is provided to Canon's 385 customers from three groundwater wells, which are located in the southern section of Canon. Franklin County also provides supplementary water supplies during times of high demand.

Carnesville uses a variety of water sources including two wells and a spring, which are all located within city limits. This water distribution system provides all residents of Carnesville with public water supplies. Franklin County contributes approximately half of the city's water to Carnesville.

The City of Franklin Springs serves approximately 300 customers through its water system. Two groundwater wells function as the primary water source. These wells have a combined pumping capacity of 170 gpm. Franklin Springs also purchases water from Royston and Franklin County. The total storage capacity for Franklin Springs' water system is 375,000 gallons and is contained in two elevated tanks and a ground tank. Increasing the water line size that connects Franklin Springs and Franklin County is being considered to provide improved flow capacity for fire protection.

Lavonia uses two surface water sources for their water supply. These intakes are located on Crawford Creek and Lake Hartwell. Lavonia's water plant has a maximum capacity of 3 million gallons per day and has a current demand of 1.2 to 1.8 MGD, with a reserve of approximately 1.0 MGD. Hart County Water Authority is also served by Lavonia's water system. In total, 10,000 citizens in Lavonia and Hart County are provided water through Lavonia's 3,000 meters of water line. A number of system

expansions and upgrades in Lavonia's water system have occurred in recent years. Since 1998, upgrades include filters, settling basins, high service pumps and motors, and water intake pumps and motors. Expansions to the service area include three new subdivisions and three industrial sites: Gerrard Road Industrial Park, Gateway Industrial Park, and North Hart County. Despite continued maintenance and expansions, Lavonia's water system is aging and requires major repairs and replacements during the coming years. Water tank storage capacity needs to be increased by approximately 500,000 gallons, and allocated withdrawals from Lake Hartwell need to be purchased from the Army Corps of Engineers. Increasing the number of water technicians and the development of additional water service and monitoring programs should be implemented to meet EPD requirements.

Royston utilizes a surface water intake from the North Fork Broad River, which provides a 1 MGD capacity. While the North Fork of the Broad River provides sufficient water supplies to the city, the raw water has high turbidity values. Royston uses approximately half of the water system's capacity to provide water to 1,300 customers.

Franklin County acquires its water primarily from the City of Toccoa and a private well leased by the County. While the County water supply network does not cover all areas of Franklin County, the system does have connections to Lavonia, Royston, Carnesville, Franklin Springs, and Banks County. Franklin County has a number of unused water facilities that could potentially provide additional water supplies and storage. The County owns a well along I-85 that is currently unusable because of a casing failure. Restoration of this well could provide additional water supplies to the County. Similarly, Franklin County has two storage tanks, which are inoperable because of unsuitable hydraulic characteristics caused from the interconnection between county and city systems. There are a number of options for these tanks. Depending on the hydraulic grade, these towers could be lowered or raised to meet the demands of the existing water supply system. While expensive, this option provides increased storage using existing infrastructure and may be accomplished in a short time frame (within one or two days, depending on the tank). Tightening EPD regulations or other factors may discourage increasing storage capacity. Therefore, the tanks can be sold to other communities and transported, depending on the physical size of the tanks, or they may be dismantled and sold for scrap.

**Table 6-1
Current Permitted Public Water Withdrawals**

Location	Type	Source	Max Day Withdrawal (Millions of Gallons/Day)	Monthly Average (Millions of Gallons/Day)	Permitted Yearly Average (Millions of Gallons/Day)	Number of Wells
Canon	Ground Water	Crystalline Rock Aquifer	-	0.1	0.1	3
Carnesville	Ground Water	Crystalline Rock Aquifer	-	-	-	2
	Surface Water	Spring	-	-	-	
Franklin Springs	Ground Water	Crystalline Rock Aquifer	-	0.25	0.25	2
Lavonia	Surface Water	Crawford Creek	1.5	1.5	-	-
	Surface Water	Lake Hartwell	3	3	-	-
Royston	Surface Water	N Fork Broad River	1	1	-	-

Source: List of Municipal and Industrial Surface Water Withdrawal Permittees, 2005. Georgia Department of Natural Resources, EPD.

List of Municipal and Industrial Ground Water Withdrawal Permittees, 2005. Georgia Department of Natural Resources, EPD.

**Table 6-2
Franklin County and Cities
Water Withdrawals By Use, 2000**

Source	Public Supply	Domestic and Commercial	Industrial and Mining	Irrigation	Livestock	Thermo-electric	Total
Ground Water	0.63	0.67	0	0	0	0	1.3
Surface Water	1.64	0	0	0.26	0.45	0	2.35
Totals	2.27	0.67	0	0.26	0.45	0	3.65

Source: Fanning, Julia. 2000. *Water Use in Georgia By County for 2000 and Water-Use Trends for 1980-2000*. Georgia Department of Natural Resources.

6.2.2 Forecasting Future Water Needs

To meet future needs for water, estimates of future consumption are needed. Many factors influence the amount of water used, including the price, leaks in the system,

wasteful practices versus conservation measures, the sizes and types of commercial and industrial establishments, the amount of annexation (or changes to water service area boundaries) and rezoning. If the estimates are too low, the community risks not having enough water to meet its needs. If the estimates are too high, it risks spending substantial sums of money for capacity it will not use.

Domestic water use can vary between 40 and 120 gallons per person per day. Average per capita per day consumption of water for all uses (residential, commercial, institutional, industrial) generally is in the range of 170 to 300 gallons per capita per day. Water use can be much higher than these averages, and there are substantial variations in water use from community to community. For planning purposes in the absence of a water master plan, a level of service of 270 gallons per day per person is recommended. Table 8-3 provides water needs projections for Franklin County and its cities through 2025.

**Table 6-3
Water Needs Projections for
Franklin County and Cities
(Gallons per day)**

Year	Franklin County	Canon	Carnesville	Franklin Springs	Lavonia	Royston
2005	5,821,200	207360	151200	203310	599,940	761,400
2010	6,165,450	210870	156330	201150	730,080	861,570
2015	6,509,700	214110	161460	198720	888,300	974,700
2020	6,853,950	217620	166590	196290	1,080,810	1,102,950
2025	7,198,200	221130	171720	193860	1,314,900	1,247,670

6.2.3 Water Conservation and Environmental Protection

Meeting projected water demands will be a challenge for all communities in Franklin County in the future. Water conservation can be used as a cost-effective alternative to new infrastructure. Water conservation can be accomplished by measures taken to manage water supply and demand. Supply management considers both existing and potential sources of water. Conservation of existing water supplies can be provided by such measures as protection of water supply watersheds and groundwater recharge areas, the use of excess reservoir storage or well capacity, the management of return flows to offset withdrawals, treatment of water sources with marginal water quality, and the use of recycled or reclaimed wastewater. Demand management implements nonstructural options for improved water efficiency. These management measures may include the removal of unaccounted losses and leaks, increased efficiency in indoor and outdoor water use, provision of water audits, and the use of conservation rate structures. Table 6-4 provides common alternatives for supply and demand water management measures.

**Table 6-4
Alternatives for Supply and Demand Water Management**

Demand Management		Supply Management	
Indoor Residential	Low flow faucets/showerheads	Maintenance of Existing Reservoir Storage Capacity	
	low flow toilets	Commercial and Industrial	recycle
	front-load washing machines		water reclamation and reuse
	full loads for dish and clothes	Purchase Water from Nearby Utilities or Large Users during Drought	
Outdoor Residential	water efficient low impact landscaping	Wastewater Augmentation to Streams to Maintain Instream Flow with Increased Withdrawal	
	sprinkler management	Contracted Flow Augmentation from Upstream and Downstream Reservoirs	
	mulching	Excess Capacity of Existing Wells	
Leakage/ Unaccounted Loss	water supply upgrade/maintenance	New Lagoon, Completely Off-Stream, Filled During High Flow	
	wastewater distribution upgrade/maintenance	Conversion to Groundwater Supply	
Water Use Audits		Treatment of Low Quality Water Sources	
Drought Management Strategy		Expand Reservoir Capacities	
Conservation Rate Structure		Utilization of Existing Streams during Drought with Equal Return Flow, Provided No Net Change of Streamflow	
Agriculture	irrigation system management		
	low water demand crops		
	no-till cropping system		

Source: Reservoirs in Georgia: Meeting Water Supply Needs While Minimizing Impacts. River Basin Science and Policy Center. University of Georgia.

The number of stakeholders interested in water resources is increasing and will continue to increase in the future. These stakeholders include neighboring governments, businesses, nature activists, recreationists, and others. As this process gains momentum, reliable quantities of high quality water will become ever more difficult to access. Water utilities throughout Franklin County will be well served by maintaining high levels of stakeholder interaction and involvement, especially through the development of alliances, data gathering, and consensus forming activities.

6.2.4 Distribution System Design

As Franklin County and its cities prepare for the future, the design of the water distribution system should be considered to ensure efficient and reliable water supplies. Whenever possible, water supply lines should be laid out in a grid-like manner so that there are no dead ends (a practice called “looping”). The advantages of looping include the maintenance of a functional distribution system if a single section fails. Similarly, the damaged section can be isolated and the remainder of the system will still carry water. During times of high demand, such as fire fighting, less impact from friction loss will occur in water mains as water velocity is maintained within any given section since several mains will be sharing the supply.

The use of multiple source water supplies throughout Franklin County provides a distributed water supply base and offers protection from changing environmental and regulatory conditions. However, recent studies have noted that differences in water chemistry from diverse supply sources may impact a number of facets regarding water distribution systems including water quality and the effectiveness of corrosion inhibitors. Research from such studies should be monitored to ensure material types and system designs are maximized to maintain high levels of system performance.

Providing adequate fire protection is a major factor in determining pipe size and water pressure for any water system. It is often recommended that, for purposes of firefighting, flows of 1,500 gallons per minute are needed in commercial areas and at least 1,000 gallons per minute be available in residential areas. Similarly, water storage is needed to provide extra volumes of water to fight fires and feed portions of the distribution system during repairs to mains, pumps, and transmission pipes. Minimum water storage capacities should provide water supplies for two days with additional storage to provide two to five hours of emergency flows for fire protection. While each city in Franklin County has access to County water supplies, it is in their best interest to ensure that each municipality has the proper on-site storage capacity to provide emergency water supplies without accessing the County system. Similarly, if not already sufficient, contingency plans should be prepared for dealing with major water line breaks, loss of water sources during drought, and other possible damages to the water system such as flooding. Special considerations for water supply contingency plans include generators for both water and wastewater needs, storage for the amount of fuel necessary to support the generators and other equipment, storage of water treatment chemicals, repair parts and an accessible list of good contacts that can quickly acquire the needed parts, and access to adequate tools to perform basic to complex repairs.

6.3 Sanitary Sewer and Wastewater Treatment

Sanitary sewer systems are indispensable to maintaining community health. Each sewer system must be able to manage water-borne waste by operating, maintaining, expanding, and replacing components of the wastewater system to ensure uninterrupted collection, transport, processing, and treatment. Collection and treatment of sewage is one of the most critical elements in the development of any site. A key challenge for the wastewater system is to convey all sanitary wastewater flows to the treatment plant without bypassing flows into receiving waters and without causing waste backups that store sanitary sewage on private properties.

The provision of a wastewater system is a utility, and therefore the revenue produced by the system should be sufficient to pay for all necessary capital expenditures, operation and maintenance costs, debt service, administrative costs, and provide a contingency fund for emergencies.

6.3.1 Service Providers and Service Areas

Carnesville, Lavonia, Franklin Springs, Royston, and portions of unincorporated Franklin County all have sewer systems, while Canon and much of unincorporated Franklin County are served by private septic systems.

The sewer system used in Carnesville covers approximately 75% of the city. Wastewater treatment is accomplished through a 7 acre aerated pond for effluent discharge. This facility is rated for a maximum of 75,000 gallons per day and uses approximately 54,000 gal/day. Recent additions to the sewer system include the high school and a new subdivision.

Franklin Springs' sewer system serves the entire city. Connecting to the system is mandatory for all future developments. The city's sewer system provides 280 customers with wastewater services. The wastewater treatment plant is rated for .110 MGD and has an average daily flow of .5 MGD. Wastewater treatment is accomplished through a 6.5-acre wastewater stabilization pond with mechanical aeration. The wastewater treatment facility is ageing and requires a number of upgrades in the future. Built in 1976, the waste stabilization pond will require sludge removal, the high cost of maintaining old pumping stations is of concern, and inflow is becoming problematic.

Lavonia's sewerage system covers the entire city and serves approximately 950 residents. Wastewater treatment is accomplished through the City's plant, which has a permit capacity of 1.3 MGD. Current demand is estimated at 300,00 to 375,000 gal/day. The wastewater treatment plant is currently under a consent order from EPD for TMDL permit change in effluent discharge limits and pipeline extension to another discharge location. Lavonia has also proposed to provide a 16" trunk line along HWY 17 to I-85.

Royston's sewerage facility serves 1,200 customers and is permitted for .5 MGD, of which, the city has about half of its capacity in reserve. Wastewater treatment is provided through an extended aeration pond. The city estimates that the treatment facility will need to be replaced in the coming 5 to 10 years.

Franklin County only serves the intersection of Hwy 51 and I-85 with a sewer system. Wastewater from this system is treated through a small wastewater treatment plant located near the intersection. The treatment system is currently at capacity and there are no plans for expansion. The County has recently passed a SPLOST for its sewer system. A new sewer treatment facility is being planned and will be located near Carnesville. Long term plans for the County's sewer system includes the development along the I-85 corridor and between Carnesville and the confluence of the Broad and Hudson Rivers. These two phases will be connected by a gravity feed wastewater treatment plant that will be placed as far down gradient as possible to allow the greatest service area.

Septic systems are prevalent throughout unincorporated Franklin County and are used as the sole wastewater treatment method in Canon. Franklin County is well suited for septic systems due to the predominance of slight to moderate slopes and generally acceptable soil characteristics. Franklin County's minimum lot size of 1.5 acres also provides adequate space for properly sited septic tanks and drain fields. Nonetheless, caution regarding the use of septic systems is necessary. Most importantly, citizens view septic systems as permanent wastewater treatment facilities that do not require maintenance. To maintain a properly functioning septic system, the tank must be pumped at a minimum of 5 year intervals, piping must remain unclogged from debris and roots, and the system must be updated to accommodate increased use from the installation of additional washing machines or increasing numbers of housing occupants. Special attention must also be given to specific environmental constraints such as the placement of septic systems near lakes or streams, steep slopes, and in predominantly rocky or sandy soils, all of which may lead to contamination of environmental systems and public health issues. An area of concern regarding septic systems in Franklin County is the area surrounding lake frontage on Hartwell Reservoir. Localized steep slopes, the proximity of septic systems to open water, and the occurrence of Lavonia's water supply intake all indicate that special caution must be taken during the planning, installation, and maintenance of septic systems in this area. Although Canon is currently served by septic systems, conversion to a small sewer system or connection to existing services provided by neighboring communities could provide substantial improvements in community safety and environmental qualities.

6.3.2 Forecasting Future Sanitary Sewer Needs

Wastewater needs projections are provided in Table 6-5 and are based on estimated wastewater inputs by projected populations. Incorporated areas in Franklin County assume that 100% of the population is served by wastewater systems. Unincorporated areas are based on a 1% annual increase in service area per year.

**Table 6-5
Wastewater Projections For Franklin County and Cities
(Values in gallons per day)**

Year	Franklin County	Canon	Carnesville	Franklin Springs	Lavonia	Royston
2005	40,748	145,152	105,840	142,317	419,958	532,980
2010	215,791	147,609	109,431	140,805	511,056	603,099
2015	683,519	149,877	113,022	139,104	621,810	682,290
2020	959,553	152,334	116,613	137,403	756,567	772,065
2025	1,259,685	154,791	120,204	135,702	920,430	873,369

6.4 Storm Drainage System and Watershed Management

The transition from a natural environment to a more urbanized setting, through the construction of buildings, roads, and parking lots, impacts existing environmental conditions. Development impacts the quality and quantity of stormwater runoff, changes stream geometry, degrades habitat, and impacts water quality. Common pollution sources from urbanized areas include gas/fueling stations, outdoor material storage areas, construction sites, and industrial sites. The potential impact from stormwater on communities is substantial and includes endangerment of human life from floodwaters, property and structural damage due to flooding, impairment of drinking water supplies, increased cost of treating drinking water, loss of recreational opportunities, declining property values of waterfront homes and businesses, and a reduction in the quality of life.

Franklin County and its cities need to consider the impacts of existing and future development on its water bodies. Stormwater management provides a number of methods to deal with the impacts of stormwater runoff. The basic elements of stormwater management are provided below:

- Watershed Planning- Using the watershed as the framework for managing land use and developing large-scale solutions to regional stormwater quantity and quality problems.
- Development Requirements- Addressing stormwater impacts of new development and redevelopment through stormwater management requirements and minimum standards.
- Erosion and Sedimentation Control- Controlling erosion and soil loss from construction areas and resultant downstream sedimentation.
- Preserving the function of floodplain areas to reduce flood hazards, minimize risks to human life and property, reduce modifications to streams and protect water quality.
- Operations and Maintenance- Ensuring that stormwater management systems and structural controls work as designed and constructed. Includes the retrofitting of existing problem areas and streambank stabilization activities.
- Pollution Prevention- Preventing stormwater from coming into contact with contaminants and becoming polluted through a number of management measures.

In the future, Franklin County and its cities will need to consider methods of addressing stormwater management. Establishing a locally enforced erosion and sedimentation control ordinance, development requirements, and an operations structure are a minimum. The *Georgia Stormwater Manual* provides guidance on the development and implementation of a local stormwater management program.

6.5 Solid Waste Management

Franklin County provides solid waste management to all cities in Franklin County. Franklin County collects items for recycling at centers that are operated by the respective local governments. A convenience center is managed by Franklin County, which provides a drop point for solid waste and recyclable goods. Acceptable recycling items include cardboard; newspaper; plastic number 1 and 2; brown, green, and clear glass; metal; office paper; and used oil. Garbage, construction and demolition waste, and tires are accepted for disposal. Fees are charged on a bag-by-bag basis (\$.80 per bag) or per load (\$15.00 per load). All solid wastes collected in Franklin County are transported to the R&B Landfill near Homer, Georgia.

Solid waste management has become a regional issue in northeast Georgia. The R&B Landfill, owned and operated by R&B Landfill, INC., is the receptacle for Franklin County's waste. This 480 acre site accepts a wide range of solid wastes including municipal solid waste, household garbage, Light Construction Waste and Demolition, and, with pre-approval, non hazardous waste such as contaminated soils, liquids, ash, and sludge. R&B Landfill is nearing maximum capacity and has a life expectancy of approximately 5 years under existing conditions. Recently, R&B Landfill filled to expand its solid waste capacity to allow continued use in the future. The Banks County Commission voted against expansion of the existing facility. Negotiations regarding the expansion of this facility will likely continue in the future. Nonetheless, serious consideration should be given to the possibility that this site will not be expanded and will reach its maximum capacity in the very near future.

Given the limitations of the R&B Landfill, Franklin County has considered a number of alternative landfill sites. An application is pending with GA EPD for a private Construction and Demolition Waste Landfill to be constructed on Old Federal Road (SR 51), north of I-85. This new site could provide some additional disposal capacity for Franklin County's solid waste. Other waste disposal alternative sites include waste handling companies such as the Republic Waste's Oak Grove MSWL site in Barrow County, Advanced Waste's Eagle Point MSWL site in Forsyth County, and Waste Management's Pine Bluff Landfill in Cherokee County. Surrounding local governments also provide alternatives for solid waste management. Habersham County and Athens-Clark County both maintain collection services and could accept waste from Franklin County.

The issuance of citations for illegal dumping of solid waste is handled in a number of different manners in Franklin County. In unincorporated Franklin County, the County Marshall issues citations for illegal dumping, routinely patrols county roads for offenders, and utilizes community service workers to remove roadside dumps. The cities in Franklin County use a combination of local nuisance ordinances enforcement through city officers, county enforcement, and unofficial enforcement through the mayor and other local officials.

6.6 Public Safety

Canon's police services are provided through one city police officer and one vehicle. Franklin County assists Canon with police duties and also provides prisoner facilities. With very low crime rates, the existing public safety system is sufficient for future needs.

Carnesville has no city police protection. Franklin County provides all services to this area. While this system has served Carnesville in the past, additional measures could provide for increased protection to Carnesville's residents. Most importantly, Carnesville and Franklin County must develop a formal service agreement to ensure adequate response and protection for city residents.

The City of Franklin Springs employs a full time police chief and two part-time patrol officers. Three emergency vehicles support the officers. Franklin Springs does not operate a city jail, and instead transports its detainees to Franklin County's facilities. The police department responds to approximately 100 incident calls per year.

Lavonia's police force includes 16 part and full time officers, including a police chief, administrative assistant, a detective, a school resource officer, three sergeants, one lieutenant, three corporals, 4 private first class, and one part time animal control officer. Fourteen emergency vehicles and three bicycle units provide support to the police force. Accompanying equipment includes two spare vehicles, two trailers, a golf cart used for DUI simulations, one robot, and one police explorer bus. Lavonia receives 5,784 service calls annually. Proposed expansions for the police force include a 7,600 sq.ft. law enforcement center. Construction is expected to begin in January 2005. With the addition of the law enforcement center, Lavonia's police force should be adequate to meet future needs.

Royston employs fourteen officers in its police force and maintains seven vehicles in its fleet. The city responds to 300 to 500 calls per month and has three holding cells in the city jail.

The Franklin County Sheriff's Office is located in Carnesville and is composed of four divisions, Uniform Patrol, Criminal Investigations, Detention, and Administrative Services. Employees in the Sheriff's Department include 13 deputies, 2 captains, 4 dispatchers, 2 lieutenants, 1 clerk, 19 detention officers, 1 major, 2 investigators, 1 secretary, 2 jail administrators, 1 school resource officer, and 1 sheriff. The Criminal Investigations Division also includes the Piedmont-Northern Multi Agency Narcotics Squad (MANS), which performs illegal drug investigations. The MANS unit is composed of 1 deputy commander, 5 investigators, and 1 administrative assistant.

In 2003, Franklin County reported 808 part 2 crimes (murder, rape, robbery, aggravated assault, burglary, larceny, or motor vehicle theft). Although total reported crimes declined by .5% between 2002 and 2003, the crime rate in Franklin County stands at 685 per 100,000 citizens, which is slightly above the State average of 653 per 100,000. The State prison facilities housed 115 inmates in 2004 (104 males and 11 females). By admissions type, the majority (56.5%) were being held for violent crimes, followed by property violations (26.1%), and drug/DUI (12.2%). Franklin County's residents are satisfied with police protection; however, increasing attention towards violent crimes could result in significant safety improvements for County residents.

6.6.1 E-911 and Emergency Medical Services (EMS)

Canon, Carnesville, Franklin Springs, Lavonia, and Royston all use Franklin County as their E-911 provider. Franklin County's E-911 center is located in Carnesville and is staffed by 8 full time employees and a full time director.

6.6.2 Fire Protection

Canon's fire protection consists of a paid fire chief and volunteer firemen. Equipment includes one tank truck, three pumpers, and a fire station that was newly constructed in 1995. Canon's fire response time is approximately three minutes for its two to three calls per month.

Carnesville is completely staffed with volunteer personnel that receive no compensation. The city maintains 5 fire vehicles.

Franklin Springs uses a volunteer fire department with no paid staff, but it does supply retirement benefits to its volunteer employees. The fire station is currently being rebuilt after receiving tornado damage in 2004. The fire department uses seven response vehicles to respond to approximately 50 calls per year. These vehicles include a 1,000 gallon pumper tanker with a 1,000 gallon tank and a 1250 gmp pumper tanker with a 1,000 gallon tank. Three brush trucks are used by the city and carry 1,650, 950, and 300-gallon tanks, respectively. Also used by the city is a 3,150-gallon tanker truck and a ladder truck with a 75 foot pre-piped ladder and a 1,500 gpm pump.

Fire protection for Lavonia is provided through fire chief, assistant chief, and 28 volunteer firefighters. The city's fire fighting equipment includes three pumper trucks, a 55 foot aerial truck, and a light and air cascade truck. The city responds to 90 to 100 calls per year and has a response time of under two minutes per call.

Royston's fire protection is provided through a paid fire chief and volunteer force. The city owns eight fire trucks and is based out of a new fire station. Royston's fire services respond to 15 to 20 calls a month.

Franklin County has seven volunteer fire stations: Gumlog, Bold Springs, Double Churches, Five Area, Line, Red Hill, and Sandy Cross. Each of these stations is manned by 20 to 25 volunteer fire fighters.

6.7 Utilities

Natural Gas is the only utility provided through city or county governments in Franklin County. Royston is the only public natural gas provider in Franklin County. Canon and a portion of unincorporated Franklin County is served by the City of Royston's Natural Gas System. Royston is currently expanding its natural gas service area along I-85 and Turkey Creek Road.

6.8 General Government

Canon employs five city personnel, including a city clerk, assistant clerk, police chief, and two employees for water and streets. City hall is 3200 sq/ft.

Carnesville employs three full time and one part time staff members. The city has outgrown the City Hall and its need of expansion and vehicle storage also needs to be increased.

Franklin Springs operates the City Hall and a public safety facility. In total, Franklin Springs employs nine staff members, of whom three are employed full time. These employees include a city manager, city clerk, police chief, utility supervisor, utility operator, utility laborer, a clerical assistant, and two patrol officers.

Lavonia's government consists of 39 employees and 5 elected officials. Positions held by employees include the mayor, 4 council men, city manager, city clerk, accounts payable clerk, water clerk, main street director, welcome center receptionist, recreation director, street superintendent, 4 street employees, water superintendent, 4 water employees, wastewater employee, 2 solid waste employees, 4 water plant employees, and a staff of 15 in the police department. City Hall will require an expansion in the coming 5 to 8 years.

Royston has a total of 52 city employees, which are located in the streets and sanitation, natural gas delivery, water and sewer, police department, and general city staff. All existing departments have adequate facilities except for the street and sanitation department who require a facility upgrade.

Franklin County employs 193 personnel. Table 8-7 provides the County's different positions and the number of employees for each position.

**Table 8-7
Franklin County General Government
Type and Number Employed**

Position	Number of Employees	Position	Number of Employees
Commissioners	5	Water Department	5
Administrative Personnel	4	Solid Waste Department/ Recycling Center	3
Voter Registrar	3	Superior Court	6
Tax Commissioner	7	Clerk of Court	4
Tax Assessor	9	Magistrate	3
General Maintenance	2	Probate	4
EMS		Sheriff	49
Part Time	20	MANS	7
Full Time	19	Senior Center	5
Coroner	1	Recreation Department	8
E-911	9	County Extension	1
County Marshall	1	Industrial Building Authority	2
Road Department	15	Planning	1

Carnesville is the County Seat for Franklin County. Built in 1906, the County courthouse is a historic landmark and scenic attraction. The courthouse underwent an interior renovation in 1998 and continues to serve Franklin County today. Nonetheless, the County is constructing a court building to house the Probate Court and Magistrate Court. This expansion will provide additional space in the existing courthouse to be used for the departments that will not be moving to the new court building.

6.9 Parks and Recreation

Canon has a city park, which the town purchased in 1990, and developed between 1995 and 1996. The Park House Community Facility is located on Depot Street and Lewis.

Lavonia has a number of recreational facilities including a new recreation complex located on Bear Creek Rd. This facility offers softball, soccer, open areas, and multi-use trails.

Royston recently purchased 44 acres, which is to be developed into a community recreation facility.

Franklin County's Recreation Department was developed in 1995 and now has over 4,000 participants for its more than 40 programs and special events. The Franklin County Recreation Department employs five full time staff members and up to 30 part time and contracted personnel and is governed by a seven member volunteer board that meets monthly. The recreation department also utilizes over 100 volunteers. Franklin County maintains the 68-acre Rocky Ford Park. This facility provides summer, fall and spring sport activities on four multi-purpose athletic fields. Organized recreational activities including slow and fast-pitch softball, youth football, soccer, and cheerleading. The park also hosts a variety of sports tournaments and special events while also providing outdoor space for festivals and special events. Rocky Ford Park includes 2.5 miles of nature trails that were constructed between 2004 and 2005. These trails offer a mix of challenging terrain and gentle slopes. A recreational center is being constructed on the site and will include 2 gyms, 2 large community rooms, instructional classes, and concessions.

Victoria Bryant State Park is located in Franklin County, near Franklin Springs. This State Park is 475 acres and provides a number recreational opportunities including hiking, bicycling, fishing, swimming, and golfing. Victoria Bryant State Park maintains 35 tent, trailer, RV campsites, 8 platform tents, a swimming pool, 18 hole golf course and pro shop, 3 playgrounds, 6 picnic shelters, and a pioneer campground.

6.10 Educational Facilities

The Franklin County Board of Education operates five public schools that include kindergarten through high school education levels. The system serves approximately 3,700 students through three elementary schools which are located near Carnesville, Lavonia, and Royston, as well as a middle school and a high school that are both located near Carnesville. According to the 2004 Georgia County Guide, Franklin County employs 19 Education Administrators, 18 Support Personnel, and 254 Pre K-12 teachers through its 5 educational facilities: Carnesville Elementary, Lavonia Elementary, Royston Elementary, Franklin County Middle School, Franklin County High School.

Franklin County provides adequate management of its educational revenue. The County's receives \$25.4 million annually for educational services, which is accounted for through federal (7.3%), state (64.1%), and local (28.6%) sources. Expenditures in 2004 include instruction (72.8%), pupil services (2.7%), staff services (4.0%), general administration (3.1%), school administration (6.2%), transportation (4.9%), and maintenance and operation (6.3%). Compared to county totals throughout Georgia, Franklin County maintained higher percentages of revenue for student needs such as instruction and pupil services. Annual salaries for education administrators and support personnel are 6.4% and 4.7% lower in Franklin County than State averages.

Using the number of students per teacher, education levels of instructors, and years of teaching experience as indicators of the quality of education provided to Franklin County's students, the County's school system is quite adequate. The school system maintains a 15-person student to teacher ratio, which is equivalent to the State average. Similarly, 4.3 percent of teachers have 1 year or less experience, while 2.7 percent of educators have over 30 years experience. These statistics are slightly better than the State averages of 6.1 and 3.1 percent, respectively. Franklin County's educators are

highly educated and are 14.6 percent more likely to have advanced degrees, compared to the State of Georgia.

Although congruent with State statistics, Franklin County's educators are strongly female (81%) and are marginally represented by minority teachers (1.6%). Diversifying the composition of educators in Franklin County could provide students with additional educational opportunities and cultural insight.

Emmanuel College is the primary source of higher education in Franklin County. Established in Franklin Springs in 1919 as a private Christian College, the college now enrolls approximately 800 students. Emmanuel College is located on a 150-acre campus and offers four-year degree programs in business, Christian ministries, education, humanities, math and science, and social and behavioral sciences. The library contains approximately 50,000 volumes and includes an interlibrary loan program and electronic media resources. The greatest concern regarding Emmanuel College is its influence on Franklin Springs' tax base. The college is exempt from local taxes because of its status as a religious educational facility. Emmanuel College accounts for approximately 1/4 of Franklin Springs' total land area. The resulting tax loss is economically stressing Franklin Springs.

Franklin County is part of the Athens-Regional Library system, which contains 10 branch libraries throughout Clarke, Franklin, Madison, Oconee, and Oglethorpe Counties. This system serves a population of 170,000, with a total circulation of 1.2 million books, and has a total staff of 83.

6.11 Health Care and Human Services

The Population Element identifies a number of significant trends in Franklin County's population. Most importantly, the increasing age of residents will have a growing impact on the health care and human services requirements in coming years. Approximately a 1/4 of the total County population is currently on disability and the number of residents in Franklin County with an age greater than 55 is expected to double within 20 years. Due to these trends, Franklin County and its cities will continue to experience increased health care and human services needs. Royston serves as the main healthcare center in Franklin County because of Cobb Healthcare Systems. Cobb Healthcare Systems INC. provides a total of 71 beds and employs 36 registered nurses with 2 pharmacists. Lavonia also serves as a hub for human services in Franklin County with facilities such as the Lavonia Clinic, Urgent Care of Lavonia, the Women's Wellness Center, and Med Link. The Franklin County Health Department is located in Carnesville.

Elderly citizens are drawn to Franklin County because of its rural setting, high quality of life, and low living expenses. Elderly citizens provide community benefits including the establishment of a stable population base, high home ownership rates, and low crime rates. Providing adequate elderly care should be a priority for Franklin County and its cities in the future. Modern elderly care services offer a number of programs that can be tailored for specific communities. These services include assisted living communities, in-home nursing and personal companion services, coordinated medical and mental health services, adult day care, financial and estate planning, home repair and remodeling, and transportation services.

Childcare facilities in Franklin County include the Kiddie College in Franklin Springs and the Little People's Learning Place in Lavonia. A number of religious organizations also provide childcare including the Lavonia First Baptist Church and the Lavonia United Methodist Church. Childcare is the most prevalent form of care in lower income communities and improves opportunities for at-risk children, supports employment for parents, and spurs economic development.

Both elderly care and childcare facilities can face a number of unfavorable economic, social, workforce, and geographic conditions that hinder the development and maintenance of these facilities and services. Many of these issues can be minimized with proper community support and collaboration. Communities can encourage the development of care systems through planning initiatives that provide an organized approach to the development of well-designed facilities through proper siting, design standards, zoning, and legal and management support for property owners and building managers. This approach can lead to higher quality care and provide economic incentives for continued community growth.

6.12 Assessment

Franklin County's water system incorporates numerous linkages between city and county systems. While these connections provide supplementary water supplies to Franklin County's different water systems, each individual system should be able to provide a minimum supply to support basic water needs for their communities. Similarly, projected population growth for Lavonia and Royston indicates that water needs will be doubling within the next 20 years. According to the U.S. Army Corps of Engineers, Lake Hartwell has approximately 71 MGD in available water supply. A number of factors will likely decrease water availability, including increased use from rapidly growing areas surrounding Lake Hartwell such as Anderson and Clemson, increased competition between a wide array of stakeholders, and more robust environmental regulations. Intensified groundwater withdrawals are an option, however, a lack of knowledge regarding storage and recharge rates may result in unreliable well discharges. The NRCS, through program PL 566, is working with water providers to identify additional water supply sources from existing NRCS reservoirs. While environmental regulations require the maintenance of established flow conditions downstream, withdrawal from a number of these reservoirs for public water providers has been successful throughout Georgia. Streamflow augmentation has also been used to supplement water withdrawals from stream systems. Flow augmentation transfers water from one watershed that is not used as a water supply source to a watershed that is used as a public water supply. Unlike interbasin transfer, stream flow augmentation occurs within the same basin (basin being defined as a watershed greater than 100 sq/mi), thus alleviating many legal challenges associated with interbasin transfer.

All wastewater facilities in Franklin County require either updates due to aging systems or expansions to accommodate past or projected growth. Financing these upgrades will challenge every government in Franklin County. Septic systems are utilized in Canon and the majority of unincorporated Franklin County. The use of septic systems is acceptable throughout the County, with some exceptions. Care must be taken in areas of steep slopes, rocky or sandy soils, and near any waterbody to avoid environmental contamination and public health hazards. The Natural Resources element identifies areas with physical limitations for septic systems. The densely residential lake front area

of Hartwell Reservoir deserves special attention due to the occurrence of some steep slopes, the proximity of septic systems to open water, and the proximity to Lavonia's water supply intake on Lake Hartwell. Canon should also consider establishing a small sewer system or connecting to an existing system to minimize the possibility of a health risk associated with concentrated commercial and residential septic systems.

Solid waste management is one of the most pressing issues that Franklin County will face in the future. The R&B Landfill is expected to reach its maximum capacity within 5 years (2010). Negotiations for the expansion of this site have received significant opposition. Although a number of site alternatives exist, they all have significant drawbacks including cost factors and capacity limitations. Continued collaboration with city and county officials throughout northeast Georgia, as well as private solid waste providers, is necessary to establish an economically feasible alternative.

Franklin County's citizens perceive the area as a low crime rural setting, which strengthens this region's appeal. Although violent crimes (part 1 crimes) are slightly higher than the State average, the overall police protection systems in Franklin County meet existing needs and are well prepared for the future. Smaller cities in the County rely on County enforcement and County facilities. While Franklin County's assistance has been adequate in the past, developing a more established management structure is necessary to ensure that continued cooperation between city and county governments is maintained. Topics that need special consideration include the level of services required for cities and a prioritized emergency management response in the context of the conflict between county and city needs.

Fire protection in Franklin County and its cities is adequate. Water storage needs will need to be addressed to provide adequate fire protection to Lavonia and Royston as they continue to grow in the future. The addition of Lavonia's planned 500,000-gallon storage tank will benefit the community's fire protection.

Each community in Franklin County has some form of recreational facilities. These facilities offer numerous opportunities for recreation, however improving accessibility through the installation of sidewalks and trails to downtown areas and neighborhoods would improve pedestrian safety and mobility throughout each community. Sections of the Broad and Hudson Rivers offer recreational possibilities including swimming, hunting, fishing, and non-motorized boating. Protection of these river corridors in Franklin County is important for both recreation and environmental health. Future efforts to protect these stream corridors should be supported.

Franklin County and its cities have admirably balanced education quality with financial constraints in its public schools. The public school system has acquired well-educated instructors and has maintained high levels of educator retention. Similarly, a high percentage of education revenue is provided directly to student education, compared to administrative services. Emmanuel College, a private, Christian, four year institution, is the only higher education provider in Franklin County. The college offers a variety of undergraduate degrees. Because of issues relating to tax burdens, Emmanuel College and Franklin Springs must coordinate efforts to provide a mutually beneficial relationship in the future.

Providing adequate healthcare and human services in Franklin County will be a major challenge in the future. The existing population is increasing in average age and

Franklin County and its cities are attracting fulltime retirees from the entire eastern United States. Medical facilities are needed to provide routine medical evaluations, as well as short-term and long-term care to elderly citizens. Also, multiple housing options, such as adult day care, assisted living, or hospice, are required to match a combination of elderly needs and desires. Public and private transportation services also need to be expanded to allow for elderly mobility.

Improving the availability of childcare services throughout Franklin County will be beneficial for low to moderate-income families and single parents. These services provide a critical role in supporting the development of at-risk children and allow increased economic opportunities for parents. More abundant childcare services will also provide incentives for young families to reside in Franklin County, improve the available work force, and will help to provide a more balanced age structure throughout the County.

Chapter 7 Transportation

Transportation planning for the next 20 years has been coordinated through the following two outside documents, and the Joint Comprehensive Plan utilized their analyses and recommendations as the basis for the transportation assessment.

[Banks-Franklin-Jackson County Multimodal Transportation Study](#)

[Regional Bicycle and Pedestrian Plan](#)

Chapter 8 Intergovernmental Coordination

8.1 Introduction

The Intergovernmental Coordination Element provides local governments an opportunity to inventory existing intergovernmental coordination mechanisms and processes with other local governments and governmental entities that can have profound impacts on the success of implementing the local government's comprehensive plan. The purpose of this element is to assess the adequacy and suitability of existing coordination mechanisms to serve the current and future needs of the community and articulate goals and formulate a strategy for effective implementation of community policies and objectives that, in many cases, involve multiple governmental entities.

8.2 Inventory of Existing Activities, Programs, and Conditions

8.2.1 Local Government Entities, Boards, Authorities, and Programs

The **Franklin County** government has a county commission chair and four other elected commissioners who serve four-year terms. The county government sets and approves the budget for all departments and elected officials. The county government, under the supervision of the commissioners, sets the millage rate each year, which provides funds for the operation of the county departments. The day-to-day operations of the Franklin County government are the responsibility of the county manager.

The **City of Canon** is governed by a mayor and four-person city council. All city council members serve on a part-time basis. The mayor supervises the city clerk and all city departments.

The **City of Carnesville** is governed by a mayor and four-person city council. All city council members serve on a part-time basis. The mayor supervises the city clerk and all city departments.

The **City of Franklin Springs** is governed by a mayor and four-person city council. All city council members serve on a part-time basis. The city employs a city manager who supervises the city clerk and all city departments.

The **City of Lavonia** is governed by a mayor and four-person city council. All city council members serve on a part-time basis. The city employs a city manager who supervises the city clerk and all city departments.

The **City of Royston** is governed by a mayor and six-person city council. All city council members serve on a part-time basis. The city employs a city manager who supervises the city clerk and all city departments.

The **Franklin County Board of Education** serves the residents of Franklin County and all cities. The school system currently operates five public schools and is the fiscal agent for the Franklin County Head Start Program and the Pre-Kindergarten Program.

The school system coordinates with Franklin County in the use of its facilities for recreation and other public use and for other programs.

The **Franklin County Industrial Building Authority**, created as a local Development Authority in accordance with Georgia state law, works to attract new industry and expand existing industry in the county and cities. Its seven members meet quarterly, or in called meetings as necessary, to report on projects, plan strategy, consider inducement resolutions for new industries, and to acquire and develop industrial buildings, industrial sites and industrial parks.

The **Lavonia Chamber of Commerce** operates to promote and support business, civic, cultural and educational growth in the Lavonia area.

Adjacent local governments include **Banks County** to the west, **Hart County** to the east and **Madison County** to the south. Franklin County is bordered on the north by the **Stephens County and the State of South Carolina, Oconee County**.

Coordination with these local governments is essential to the planning, development and service delivery process. Franklin County is a member of the **Georgia Mountains Regional Development Center (GMRDC)**, which coordinates local and regional planning and development activities for all of the above counties with the exception of Madison County and those local governments in South Carolina. Madison County is a member of the **Northeast Georgia Regional Development Center (NEGRDC)**. The two RDCs coordinate the review process for all developments that are at such a large scale they may have impacts beyond their jurisdictional boundaries (regional in nature) and may cause inter-jurisdictional conflicts. This review, titled **Development of Regional Impact (DRI) review** notifies all surrounding local governments and potential impacted agencies of the proposed development and allows them an opportunity to review the project (development) and provide comments about its potential impact on them. The RDC will then provide to the submitting local government comments and recommendation on the proposed project prior to the local government making a decision allowing the project to proceed or be denied.

8.2.2 Other Units of Local Government

The **Franklin County Sheriff Department** is responsible for the police protection, service and safety of Franklin County citizens. The department operates a patrol, investigations, jail and public and school education division as well as participating in a drug task force. The sheriff department may assist the County in the enforcement of its local regulations. The county office responds in the municipalities when needed, typically under emergency circumstances and the municipalities likewise reciprocate. Canon, Franklin Springs, Lavonia and Royston operate their own law enforcement services through their police departments.

The **Franklin County Marshal** serves criminal and civil papers for the Magistrate Court. The County Marshall assists other county officers and Sheriff officers when requested upon.

The **Clerk of Courts** is responsible for all the civil and criminal filings made in the **Franklin County Superior Court**. It also serves as the official recorder of real estate

documents for the County maintaining records of deeds, plats, etc. The Clerk also provides the jury pool for Grand Jury and civil and criminal trials.

The **Magistrate Judge** is an elected official in Franklin County. The **Magistrate Court** office processes various criminal and civil matters and small claims up to \$15,000. The criminal section issues warrants, hold bonds, committal, dispossessory and first appearance hearings for certain offenses. The civil section issues notices of foreclosure, garnishments and Fi-FA's. The Magistrate Judge also performs marriages.

The **Judge of the Probate Court** is an elected official. The office is the custodian of vital records that allows the issuance of certified copies of birth and death certificates. The office maintains marriage records and copies of the legal organ. **The Probate Court** is responsible for the probate and administration of estates along with guardianships of minors and incapacitated adults. The court also handles misdemeanor traffic violations for the county. The Probate Judge also performs marriages.

The **Juvenile Court** handles all cases involving delinquent, unruly, and deprived children, as well as cases involving custody, child abuse, abortion notification, and termination of parental rights, and provides probation supervision of children on probation. Juvenile court also handles all traffic cases involving children under the age of 17, regardless of the jurisdiction of the incident.

8.2.3 Multi-Jurisdictional and Regional Entities and Programs

The **Joint Development Authority of Franklin, Hart and Stephens County** is a joint three county development authority, consisting of three members from each county, appointed by their County Commission, meets quarterly (no set meeting date) at alternating locations to plan and report on development activities in each county.

The **Hart-Franklin Airport Authority** is jointly funded and managed by Hart and Franklin Counties and is located near the City of Canon.

The **Franklin County Chamber of Commerce** is active in the development of business, civic and educational interests in the Franklin County area. Staff includes an Executive Director and volunteers. The Chamber has about 165 members and is governed by a volunteer President and a Board of Directors representing businesses in the community.

The **Northern Judicial Circuit Court** serves five counties that include Franklin, Elbert, Hart, Madison, and Oglethorpe Counties. There is a joint agreement among the counties to fund the court services along with state funding.

A joint animal shelter and program, the **Northeast Georgia Animal Shelter**, is a multi-jurisdictional effort by Franklin County, Hart County, Franklin Springs, Lavonia and Royston.

The **Georgia Mountains Regional Development Center** provides land planning, transportation planning, historic preservation planning, water resource and water quality planning, economic development assistance, and grant assistance to the county and city. GMRDC has a regional plan and coordinates the review of local plans and

developments of regional impact. The **Georgia Mountains Regional Economic Development Corporation** provides economic development and loan assistance to the city and county.

Electric power is distributed in Franklin County by **Hart Electric Membership Corporation** with headquarters in Hartwell and **Georgia Power**.

Natural gas is provided by the **City of Toccoa**, Toccoa Natural Gas.

8.2.4 State Agencies, Programs and Activities

The **Georgia Department of Community Affairs** provides a great deal of assistance to the county and city through its numerous programs. These programs include assistance in the areas of planning, housing, quality growth, downtown development and community development. Franklin County is also a member of the Region 2 Regional Advisory Council.

The **Georgia Department of Transportation** operates a maintenance and engineering post for localized road maintenance and improvements. The department also does the local transportation planning for Franklin County out of the District 1 Office located in Gainesville, Georgia.

The **Georgia Forestry Commission** operates a forestry county unit office outside Lavonia. The office provides a county ranger who provides leadership, service and education in protection, management, and wise use of local forest resources.

The **Georgia Department of Natural Resources** owns several recreation facilities within Franklin County, including Victoria Bryant State Park and other important historic and archeological resources. The Environmental Protection Division of DNR regulates permits for drinking water, wastewater, and storm water management.

Agricultural extension services are provided countywide by the **University of Georgia Cooperative Extension Service**. This program is funded jointly by Franklin County and the State of Georgia.

The **Georgia Department of Human Resources** provides health services and mental health services through the Franklin County Health Department and the Franklin County Department of Mental Health. These two departments are funded by local, state and federal funds and grants.

The **Georgia Department of Family and Children Services** provides social and protective service assistance to needy families and children within the County. These services are funded by county, state and federal funds and grants.

8.2.5 Federal Agencies and Programs

The **United States Forest Service** manages nearly 98,000 acres of land in Franklin County. The service also operates the Brasstown District Ranger office in Franklin County. The forest service leases land to Franklin County for recreation purposes. Occasionally the Forest Service will conduct land swaps on an as need basis with local governments and private individuals to consolidate their property and management of the forest. Because of all the Forest Service land located in Franklin County, the federal government provides a token reimbursement to the county for the loss taxable lands.

The **U.S. Army Corps of Engineers** is a federal division of the U.S Department of Defense. The USCOE owns and manages the Lake Hartwell Reservoir and Lake Hartwell Dam. The Lake Hartwell Reservoir lies in Franklin County on the north eastern edge

of the county and is shared with Hart County, Stephens County and the State of South Carolina. The reservoir serves a number of purposes other than recreation, including flood control and power generation. The generating capacity at Hartwell Dam is 422,000 kilowatts of electricity. Franklin County has lease agreement with the COE for the development and management of recreation facilities on the reservoir.

The **Appalachian Regional Commission** is a federal-state partnership that works with the people of Appalachia to create opportunities for self-sustaining economic development and improved quality of life. The ARC program is administered at the state level by the Georgia Department of Community Affairs (DCA). Each year ARC provides funding for several hundred projects throughout the 13 Appalachian states in support of economic and human development. These efforts seek to augment ARC's highway development program and bring more of Appalachia's people into America's economic mainstream. The projects directly address ARC's five goal areas: education and workforce training, physical infrastructure, civic capacity and leadership, business development, and health care. In helping Appalachian states meet community needs in these five goal areas, ARC has supported a variety of innovative projects and initiatives. Each year throughout the Region ARC programs create thousands of new jobs, increase school readiness, improve local water and sewer systems, expand access to health care, assist local communities with strategic planning, and provide technical, managerial, and marketing assistance to emerging new businesses.

Franklin County is one of 35 counties in North Georgia eligible for assistance and programs activities from ARC. It is imperative that goals, policies and objectives at the local level be consistent and applicable to the mission goals of the ARC. The goals, policies and objectives found in each element of this plan are all relevant to ARC policies.

The **U.S.D.A Natural Resource and Conservation Service** provides technical assistance on natural resources issues and assist individuals, groups, and communities within the county to implement soil and water conservation practices to protect the privately owned land in Franklin County and its cities. This program is jointly funded by county and federal funds.

8.3 Service Delivery Strategy

In accordance with the Service Delivery Act (HB 489), the Franklin County and City of Blairsville Service Delivery Strategy (SDS) was developed, submitted and approved in 1999. This state law requires that local governments and related entities cooperate with the delivery of community services. The SDS identifies local community services, assigns service areas and responsibilities (including funding), and provides a methodology for the delivery of community services that include a variety of implementation tools such as ordinances and contracts.

In accordance with the SDS law, a local government's existing Strategy must be updated concurrent with the local government's comprehensive plan. To ensure consistency between the comprehensive plan and SDS the services to be provided by the local governments, as identified in the comprehensive plan cannot exceed those identified in the SDS. And, there must be consistency between the comprehensive plan and the SDS.

The current SDS includes the following services:

- Airport
- Animal Shelter
- Board of Equalization
- Cemetery
- Chamber of Commerce
- City Court
- Clean and Beautiful
- Clerk of Court
- Coroner
- Downtown Development Authority
- E-911
- Elections
- Emergency Management
- Emergency Medical Service
- Extension Service
- Fire Protection
- Gas Service
- Industrial Development Authority
- Jail
- Jury
- Law Enforcement
- Library
- Magistrate Court
- Planning/Zoning
- Probate Court
- Public Defender (Indigent Defense)
- Public Health/Mental Health
- Public Housing
- Public Works
- Recreation
- Road Maintenance/Construction

- Senior Center
- Sewer Service
- Solid Waste Management
- Superior Court
- Tax Assessment/Collection
- Water Service.

All of these services are presented and discussed in other elements (Community Facilities and Services, Natural Resources, Historic and Cultural Resources, Transportation, Land Use) within the comprehensive plan.

The SDS also includes an agreement between Franklin County and its cities to implement a process for resolving land use disputes over annexations. Under the agreement between the Cities and the County prior notification of annexation activities will be given to the County by the City providing full information on the proposed land use or zoning classification and area to be annexed. The county will respond to the City within 15 working days of its agreement or objection to the proposal. In the event of disagreement between the City and County, the dispute will go through the agreed upon mediation process.

To ensure compatible and non-conflicting land use Franklin County and its cities provide land and water planning through ordinances for the following: Subdivision Regulations, Water Supply Watershed Protection, River Corridor Protection, Soil Erosion and Sedimentation Control, Wetlands Protection, Floodplain Regulation, and through a resolution approving and adopting a comprehensive plan for Franklin County and the Cities of Canon, Carnesville, Franklin Springs, Lavonia, and Royston. Expansion of water and sewer services and land use modifications must comply with these resolutions, ordinances, and the comprehensive plan.

There are additional departments or services identified in the SDS not addressed in this element, but are departments or units of local government, and are solely funded out of the county or city budget, are addressed and assessed in the community facilities element of this plan.

The SDS will need to be amended from time to time to reflect any change in services and funding as growth takes place in Franklin County and in its cities.

8.4 Assessment of Current and Future Needs

- The current methodology for resolving land disputes within the county and for coordinating planning activities, via regional hearings for local planning and communication large-scale developments, DRI reviews, works well for Franklin County and its cities.
- A better method of communication and coordination needs to exist with jurisdictions in South Carolina.
- Even though the USCOE allows and encourages local governments such as Franklin County to lease land and develop recreation facilities on its lakes, problems exist with the extended use of the property due to the lowering of lake

levels in the late summer and fall. Better communication is needed between the COE and Franklin County on the needs of their recreation facilities.

- The Franklin County's level of need with the Appalachian Regional Commission could become skewed by the higher income retirement population that is locating to the area. This is a population that does not work and does not contribute directly into the community. Looking below the surface there are several low and moderate income individual and families who are in need of training and jobs.
- As required by the minimum planning standards for this plan, the future land use map for teach city presents land use designations on property that could potentially be annexed into the City. This does not mean that the City will undertake annexation of those lands. The uses should be consistent with future land uses identified by Franklin County.
- Forecasted population and areas of future development for the City and County, including department, to determined future levels of service should be coordinated with all water and sewer departments for permitting purposes and fire protection purposes, and with the Franklin County Board of Education in their Five –Year Facilities Planning as required by the State BOE.
- Currently the Franklin County Service Delivery Strategy for coordinating local government services and related program is functioning adequately. As the Cities or County or both governments move forward with land development regulations the strategy may need to be amended. It is not anticipated that the other services identified within the SDS will need to be amend during next ten years.

**COMPREHENSIVE LISTING OF GOALS
POLICIES AND OBJECTIVES**

ELEMENT	TYPE OF STATEMENT PRIORITY	DESCRIPTION	FRANKLIN COUNTY	CANON
Intergovt. Coordination	Goal	Resolve all land and services conflicts as prescribed in the Service Delivery Strategy.	X	X
Intergovt. Coordination	Goal	Establish a method of communication and coordination with the bordering counties in South Carolina.	X	
Intergovt. Coordination	Policy	Work with COE to encourage extended summer pool lake levels for county recreation benefits.	X	
Intergovt. Coordination	Policy	Encourage all planning, development and growth within the county to be coordinated, and opportunity for county departments and agencies to be afforded comments and input on growth should occur.	X	X
Intergovt. Coordination	Goal	Update the Service Delivery Strategy as needed and as growth occurs. Ensure that the SDA is consistent with the Comprehensive Plan.	X	X
Intergovt. Coordination	Goal	Revise and update existing programs and ordinances that will further protect the public water supply.	X	X

**COMPREHENSIVE LISTING OF GOALS
POLICIES AND OBJECTIVES**

ELEMENT	TYPE OF STATEMENT PRIORITY	DESCRIPTION	CARNESVILLE	FRANKLIN SPRINGS
Intergovt. Coordination	Goal	Resolve all land and services conflicts as prescribed in the Service Delivery Strategy.	X	X
Intergovt. Coordination	Goal	Establish a method of communication and coordination with the bordering counties in South Carolina.		
Intergovt. Coordination	Policy	Encourage all planning, development and growth within the county to be coordinated, and opportunity for county departments and agencies to be afforded comments and input on growth should occur.	X	X
Intergovt. Coordination	Goal	Update the Service Delivery Strategy as needed and as growth occurs. Ensure that the SDA is consistent with the Comprehensive Plan.	X	X
Intergovt. Coordination	Goal	Revise and update existing programs and ordinances that will further protect the public water supply.	X	X

**COMPREHENSIVE LISTING OF GOALS
POLICIES AND OBJECTIVES**

ELEMENT	TYPE OF STATEMENT PRIORITY	DESCRIPTION	LAVONIA	ROYSTON
Intergovt. Coordination	Goal	Resolve all land and services conflicts as prescribed in the Service Delivery Strategy.	X	X
Intergovt. Coordination	Goal	Establish a method of communication and coordination with the bordering counties in South Carolina.	X	
Intergovt. Coordination	Policy	Work with COE to encourage extended summer pool lake levels for county recreation benefits.	X	
Intergovt. Coordination	Policy	Encourage all planning, development and growth within the county to be coordinated, and opportunity for county departments and agencies to be afforded comments and input on growth should occur.	X	X
Intergovt. Coordination	Goal	Update the Service Delivery Strategy as needed and as growth occurs. Ensure that the SDA is consistent with the Comprehensive Plan.	X	X
Intergovt. Coordination	Goal	Revise and update existing programs and ordinances that will further protect the public water supply.	X	X

Insert HB489 Sewer Map
(Under Development)

Insert HB489 Water Map
(Under Development)

Franklin County Joint
Comprehensive Plan 2008-2025

COMMUNITY PARTICIPATION PROGRAM

Prepared for:
Franklin County
City of Canon
City of Carnesville
City of Franklin Springs
City of Lavonia
City of Royston

Georgia Mountains RDC
Gainesville, Georgia

August 24, 2006

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1 Introduction

1.1 Purpose

Public participation is essential to ensure that long-term plan implementation is successful. The Community Participation Program affords stakeholders the opportunity to provide input to the development of the Community Agenda through multiple forms of public participation techniques including public meetings, outreach efforts, and visioning workshops. The Community Participation Program outlines the efforts that will be made to guide development of the Community Agenda and includes the identification of stakeholders, identification of participation techniques, and the schedule for completion of the Community Agenda.

1.2 Scope

State law requires Franklin County and its cities update its Comprehensive Plan on ten-year intervals. As prescribed by the Georgia Department of Community Affairs (DCA), the update of the Comprehensive Plan follows the Standards and Procedures for Local Comprehensive Planning effective May 1, 2005. The following section describes how Franklin County and its cities plan to involve the public in the creation of the Community Agenda.

2 Identification of Stakeholders

Stakeholders have been identified for Franklin County and its five municipalities to aid in the development of the Community Agenda. Stakeholders were selected due to their willingness to participate in the planning process and represent governmental, education, business, and environmental interests. Individuals participating as stakeholders are listed below:

Comprehensive Plan Stakeholders

Name	Organization
Pam Hill	Dept. of Family & Children Services
Dr. Ruth O'Dell	Board of Education Superintendent
Lyn Allen	Industrial Authority Director
Sam Elrod	Board of Commissioners
Robert Franklin	Board of Commissioners
Eddie W. Grizzle	Board of Commissioners
Jeff Jacques	Board of Commissioners
Levy Moore	Board of Commissioners
Frank Ginn	County Manager
Harold Gillespie	Planning Director
Martha Wilbanks	Senior Citizens Center Director
Randall Gailey	Recreation Director
Rick Josey	County Extension Agent
Chris Ayers	County Marshall
Steve Thomas	Sheriff
Rick Cothran	Chief Tax Appraiser
Jones Beasley	E911 Director/EMA Director
Terry Harris	EMS Director
Ralph Herren	Road Superintendent
Bob White	Water Superintendent
John Phillips	County Engineer
Louis Korff	County Health Department
Charles L. Cawthon	Cawthon & Company
Tom Coley	Commercial Group Investors Realty
Brannon Wilkinson	Farm Bureau Insurance
Pat and Richard Gardner	Garner Home Building & Remodeling

Comprehensive Plan
Stakeholders (Continued)

Name	Organization
Barron Harbin	Harbin Building Supply
Bob Schwan	IBC Construction Inc.
Richard Whitworth	Lavonia Housing Authority
Jeanette Greer	Royston Housing Authority
Margaret Ayers	Northeast Georgia Bank
Susan Brooks	Royston Diagnostic Center
Vernon Cape	Southern Self Storage
Brian Slate	Slate & Associates Inc.
Jim Hodges	AgGeorgia Farm Credit ACA
Whitt Diggs	Bosal Industries-Georgia Inc.
Brian Hatter	Kautex Textron
Cindy Smith	Carry On Trailer
Terry J Fowler	Word of Life Christian Center
Tommy Childress	Pastor, New Bethel Baptist Church
Daphne Farmer	Planning Commission Member
Larry Cornwell	Planning Commission Member
Dick Zarwell	Planning Commission Member
Jackie Hilley	Planning Commission Member
Jill Parten	Planning Commission Member
Jerry South	President, Fire Fighters Association
Wayne Randall	High School Assistant Principal
Gerald Voyles	Industrial Authority Member
Sharrett Whitworth	Industrial Authority Member
Joe Strickland	Retired School Teacher

3 Identification of Participation Techniques

The development of the Community Agenda will be dependent on input received from community participation during the Community Participation Program. Public participation techniques to be implemented include public hearings, newspaper advertisements, community visioning workshops, web site distribution of the draft plan, and public hearings and plan transmittals.

Because of the transition of the Rules of Georgia Department of Community Affairs Minimum Standards and Procedures for Local Comprehensive Planning from January 1, 2004 to May 1, 2005 standards, a number of public participation efforts have been undertaken prior to the submittal of the Community Participation Program to the Georgia Department of Community Affairs. Public participation efforts that have been completed include a public hearing, newspaper advertisements, and visioning workshops. These efforts provided insight for the development of the Community Assessment, as well as information to be used in the Community Assessment including future land use and a finalized list of issues and opportunities. Section 3.1 identifies previously completed public participation techniques. Additional public participation will be required during the development of the Community Agenda, as identified in section 3.2.

3.1 Completed Participation Techniques

3.1.1 Public Hearings

A public hearing was held on August 14, 2005 to introduce the project and explain the planning process at the initiation of the project. The public hearing was held at the Franklin County Commissioners Office.

Franklin County

-August 14, 2005

3.1.2 Newspaper Advertisement

Newspaper advertisements were placed in the Franklin County Citizen to advertise public hearings and visioning workshops.

Franklin County

-July 28, 2005

-September 8, 2005

-October 20, 2005

-October 27, 2005

Canon

-September 8, 2005

-October 20, 2005

-October 27, 2005

Carnesville

-September 8, 2005

- October 27, 2005
- October 27, 2005

Franklin Springs

- September 8, 2005
- October 27, 2005
- October 27, 2005

Lavonia

- September 8, 2005
- October 27, 2005
- October 27, 2005

Royston

- September 8, 2005
- October 27, 2005
- October 27, 2005

3.1.3 Visioning Workshops

Visioning workshops were held for Franklin County, Canon, Franklin Springs, Lavonia, and Royston during September 2005. The meetings were held at community centers and various locations and dates gave residents several opportunities to offer their input on the future of Franklin County and its cities. The input from the meetings will be used to prepare the Community Agenda.

Franklin County

- September 27, 2005
- November 15, 2005

Canon

- September 13, 2005
- November 10, 2005

Carnesville

- September 22, 2005
- November 10, 2005

Franklin Springs

- September 15, 2005
- November 10, 2005

Lavonia

- September 29, 2005
- November 3, 2005

Royston

- September 26, 2005
- November 10, 2005

3.1.4 Steering Committee

Steering committees for each community participating in the comprehensive plan update have been established to provide additional guidance for the development of the Plan. Steering committee meetings were held two hours prior to visioning sessions. The following tables identify steering committee members and their community associations:

Franklin County
Steering Committee Members

Name	Representing Organization
Harold Gillespie	Franklin County Planning Department
Levy Moore	Commissioner
Jimmy Pennington	Citizen

Canon
Steering Committee

Name	Representing Organization
Mrs. Gayle Maxwell	School System
Rodney Kennedy	Fire Chief
Stevie Thomas	Sheriff
Joseph Williams	Business Representative
Ray Morgan	Mayor
Charles Bradley	Council Member
Virgil Bennett	Council Member
Hugh Peeples	Council Member
Dale Garner	Council Member
Cindy Kennedy	Assistant City Clerk
Wanda Morgan	School Bus Driver
James Carney	Police Chief
Pamela Daggett	Restaurant Owner

Carnesville

Steering Committee

Name	Representing Organization
Harris Little	Mayor
Jimmy Pennington	Citizen

Lavonia Steering Committee

Name	Representing Organization
Gary Fesperman	City Manager
Ralph Owens	Mayor
Harold Harbin	Councilman

Franklin Springs Steering Committee

Name	Representing Organization
Mike Stewart	Emmanuel College
Greg Hearn	Lifesprings Resources
Pat Gardner	Pinnacle Bank
Brian James	Mayor
Bobby Shores	City Manager
William Bell	Councilman
Thomas Wilson	Citizen
Bakul Niak	Citizen

Royston Steering Committee

Name	Representing Organization
Dave Nelson	Citizen
Mitch Skelton	Planning Department
Bill Stewart	Mayor

3.2 Future Public Participation Techniques

3.2.1. Newspaper Advertisements

Notification of the availability of both the Community Assessment and Community Participation Program and the Community Agenda will be provided through newspaper advertisement in the Franklin County Citizen.

3.2.2 Web Site

To solicit comments from the public, the Community Assessment and Community Participation Program along with the Community Agenda will be available for download and review on the GMRDC website.

3.2.3 Public Workshops

To obtain sufficient information for the completion of the Community Agenda, one public workshop will be held for each community participating in the Comprehensive Plan update. These workshops will provide for public input regarding the community vision, future development map, community issues and opportunities, and the implementation program.

3.2.4 Public Hearing and Plan Transmittal

The second public hearing will be held to receive comments regarding the completion of the Community Assessment and Public Participation Program and a third public hearing will be held to receive comments for the Community Agenda. All affected local governments will adopt plan transmittal resolutions in congruence with the public hearings. Dates have yet to be established for public hearings and plan transmittals.

4 SCHEDULE FOR COMPLETION OF THE COMMUNITY AGENDA

The following chart provides a schedule for the completion of the Community Agenda. This chart outlines the process, procedures, and timeframe that are required to complete the Franklin County Joint Comprehensive Plan in accordance with Georgia Department of Community Affairs Standards. So as to maintain the schedule for QLG purposes, the start date is assumed as early-to-mid June.

Proposed Community Agenda Development Process

<u>Activity</u>	<u>Timeframe</u>
<i>Identify and invite members for Plan Advisory Committee</i>	Week 1
<i>Begin Displays and Promotion</i> Create promotional material, make copies of Plan material available, craft Plan status web page and establish locations for distribution of promotional material	Week 2
<i>Open Forums & Committee meetings - Initial</i> Review Community Assessment, confirm Issues and Opportunities, discuss Vision	Week 2-5
<i>Update Displays/ Communicate with Committee</i> Distribute updated information about draft Vision statement, key issues and goals for communities	Week 5
<i>Open Forums & Committee Meetings – Follow Up</i> Confirm Vision for communities, prioritize issues and goals, update Character Area maps and begin crafting Future Development Scenarios	Week 6-7
<i>Update Displays/ Communicate with Committee</i> Create draft Community Agenda and distribute for review	Week 8
<i>Open Forums and Draft Agenda Reviews</i>	Week 8-9
<i>Public Hearing and Approval of Community Agenda</i>	Week 10

**A RESOLUTION OF THE FRANKLIN COUNTY BOARD OF
COMMISSIONERS
FRANKLIN COUNTY, GEORGIA**

**APPROVAL OF THE COMMUNITY ASSESSMENT AND
PARTICIPATION PROGRAM OF THE
FRANKLIN COUNTY JOINT COMPREHENSIVE PLAN**

WHEREAS: The Board of Commissioner, as the governing authority of Franklin County, Georgia has participated in developing an update to the Franklin County Joint Comprehensive Plan; and

WHEREAS: As part of the comprehensive planning process the Board of Commissioners is required to complete the Community Assessment and Participation Program and submit the same to the Georgia Department of Community Affairs for review and approval; and

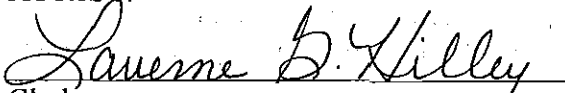
WHEREAS: The Franklin County Board of Commissioners, with assistance by the Georgia Mountains Regional Development Center, has completed the Franklin County Joint Community Assessment and Participation Program for 2008 in accordance with the minimum requirements and standards required by the State of Georgia;

Now, therefore, **IT IS HEREBY RESOLVED** by the Board of Commissioners that the Franklin County Joint Community Assessment and Participation Program for 2008 is approved as amended for submittal to the Georgia Mountains Regional Development Center to initiate the regional and State review process.

Adopted by the County Commission this 18th day of July, 2008.


Chairman, Board of Commissioners

ATTEST:


Clerk

**A RESOLUTION OF THE CITY OF CANON
CANON, GEORGIA**

**APPROVAL OF THE COMMUNITY ASSESSMENT AND
PARTICIPATION PROGRAM OF THE
FRANKLIN COUNTY JOINT COMPREHENSIVE PLAN**

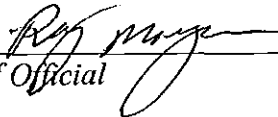
WHEREAS: The Canon City Council, as the governing authority of Canon, Georgia has participated in developing an update to the Franklin County Joint Comprehensive Plan; and

WHEREAS: As part of the comprehensive planning process City Of Canon is required to complete the Community Assessment and Participation Program and submit the same to the Georgia Department of Community Affairs for review and approval; and

WHEREAS: The City Of Canon with assistance by the Georgia Mountains Regional Development Center, has completed the Franklin County Joint Community Assessment and Participation Program for 2008 in accordance with the minimum requirements and standards required by the State of Georgia;

Now, therefore, **IT IS HEREBY RESOLVED** by the Canon City Council that the Franklin County Joint Community Assessment and Participation Program for 2008 is approved as amended for submittal to the Georgia Mountains Regional Development Center to initiate the regional and State review process.

Adopted by the Canon City Council this 17th day of July, 2008.



Chief Official

ATTEST:



Clerk

A RESOLUTION OF THE CITY OF FRANKLIN SPRINGS, GEORGIA

APPROVAL OF THE COMMUNITY ASSESSMENT AND PARTICIPATION PROGRAM OF THE FRANKLIN COUNTY JOINT COMPREHENSIVE PLAN

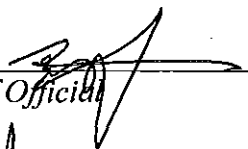
WHEREAS: The City of Franklin Springs, as the governing authority of Franklin Springs, Georgia has participated in developing an update to the Franklin County Joint Comprehensive Plan; and

WHEREAS: As part of the comprehensive planning process Franklin Springs is required to complete the Community Assessment and Participation Program and submit the same to the Georgia Department of Community Affairs for review and approval; and

WHEREAS: The City of Franklin Springs, with assistance by the Georgia Mountains Regional Development Center, has completed the Franklin County Joint Community Assessment and Participation Program for 2008 in accordance with the minimum requirements and standards required by the State of Georgia;

Now, therefore, **IT IS HEREBY RESOLVED** by the City of Franklin Springs that the Franklin County Joint Community Assessment and Participation Program for 2008 is approved as amended for submittal to the Georgia Mountains Regional Development Center to initiate the regional and State review process.

Adopted by the City Council this 21st day of May, 2009.



Chief Official

ATTEST:



Clerk

A RESOLUTION OF THE CITY OF ROYSTON, GEORGIA

**APPROVAL OF THE COMMUNITY ASSESSMENT AND
PARTICIPATION PROGRAM OF THE
FRANKLIN COUNTY JOINT COMPREHENSIVE PLAN**


WHEREAS: The Mayor and Council, as the governing authority of Royston, Georgia has participated in developing an update to the Franklin County Joint Comprehensive Plan; and

WHEREAS: As part of the comprehensive planning process the City of Royston is required to complete the Community Assessment and Participation Program and submit the same to the Georgia Department of Community Affairs for review and approval; and

WHEREAS: The City of Royston, with assistance by the Georgia Mountains Regional Development Center, has completed the Franklin County Joint Community Assessment and Participation Program for 2008 in accordance with the minimum requirements and standards required by the State of Georgia;


Now, therefore, **IT IS HEREBY RESOLVED** by the City of Royston that the Franklin County Joint Community Assessment and Participation Program for 2008 is approved as amended for submittal to the Georgia Mountains Regional Development Center to initiate the regional and State review process.

Adopted by the City Council this 8th day of July, 2008.



Chief Official

ATTEST:



Clerk

A RESOLUTION
CITY OF LAVONIA, GEORGIA

**APPROVAL OF THE COMMUNITY ASSESSMENT AND
PARTICIPATION PROGRAM OF THE
FRANKLIN COUNTY JOINT COMPREHENSIVE PLAN**

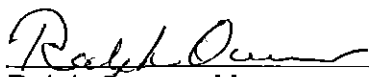
WHEREAS: The City Council, as the governing authority of Lavonia, Georgia has participated in developing an update to the Franklin County Joint Comprehensive Plan; and

WHEREAS: As part of the comprehensive planning process the City of Lavonia is required to complete the Community Assessment and Participation Program and submit the same to the Georgia Department of Community Affairs for review and approval; and

WHEREAS: The City of Lavonia, with assistance by the Georgia Mountains Regional Development Center, has completed the Franklin County Joint Community Assessment and Participation Program for 2008 in accordance with the minimum requirements and standards required by the State of Georgia;

Now, therefore, **IT IS HEREBY RESOLVED** by the Lavonia City Council that the Franklin County Joint Community Assessment and Participation Program for 2008 is approved as amended for submittal to the Georgia Mountains Regional Development Center to initiate the regional and State review process.

Adopted by the Lavonia City Council this 20th day of November, 2008.



Ralph Owens, Mayor

ATTEST:



Angela V. Greer, City Clerk

A RESOLUTION OF THE CITY OF CARNESVILLE, GEORGIA
APPROVAL OF THE COMMUNITY ASSESSMENT
AND PARTICIPATION PROGRAM OF THE FRANKLIN COUNTY JOINT
COMPREHENSIVE PLAN

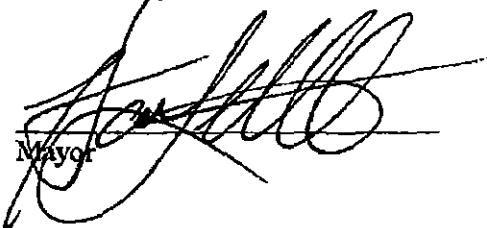
WHEREAS: The Mayor and Council, as the governing authority of Carnesville, Georgia has participated in developing an update to the Franklin County Joint Comprehensive Plan; and

WHEREAS: As part of the comprehensive planning process the City of Carnesville is required to complete the Community Assessment and Participation Program and submit the same to the Georgia Department of Community Affairs for review and approval; and

WHEREAS: The City of Carnesville, with assistance by the Georgia Mountains Regional Development Center, has completed the Franklin County Joint Community Assessment and Participation Program for 2009 in accordance with the minimum requirements and standard required by the State of Georgia;

Now therefore, **IT IS HEREBY RESOLVED** by the City of Carnesville that the Franklin County Joint Community Assessment and Participation Program for 2009 is approved as amended for submittal to the Georgia Mountains regional Development Center to initiate the regional and State review process.

Adopted by the City Council this 5th day of May, 2009.



Mayor

Attest: 

City Clerk