



II. Franklin County 2010 Master Plan

Background

The Franklin County 2010 Master Plan is built upon the detailed work of the Planning Task Force during Phase I of this project. The plan sets the course for Franklin County's future. It begins with a listing of the principal goals and objectives for the plan, which reflect the work of the Task Force. It concludes with specific land use elements and functional elements that, together, form the content of the 2010 Master Plan.

Goals and Objectives

Land Use Goal: Provide a Variety of Land Use Districts That will Meet the County's Needs. (Illustration 21)

Objectives

1. *Encourage planned, supportable growth, and a balance among land uses*
2. *Encourage preservation of Franklin County's agricultural landscape in designated areas*
3. *Encourage a variety of residential land uses that meet the needs of all segments of the population*



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4. *Recommend areas for new housing development, and make provisions for affordable housing*
 5. *Provide for commercial, industrial, and retail land uses*

Transportation Goal: Facilitate the Safe Movement of People and Goods
(Illustration 22)

Objectives

1. *Promote safety in the design and management of the entire transportation system*
2. *Provide for an efficient County road and bridge infrastructure with uniform construction standards, to facilitate the safe movement of people and goods*
3. *Encourage multimodal transportation usage on portions of the County road system*
4. *Support the movement of goods by rail*
5. *Support light and commuter rail opportunities on selected rail corridors*
6. *Encourage local jurisdictions to continue addressing present and future air transportation needs*
7. *Encourage use of the Missouri River for commercial transportation and bulk shipping*



Water Goal: Develop A Water System for the County

(Illustration 23)

Objectives

1. *Encourage development of centralized and certifiably safe water systems throughout the County*
2. *Minimize ground contaminants to protect groundwater resources*
3. *Promote establishment of water supply standards for fire protection*
4. *Investigate the development of water reservoirs to improve the water system*

Sewer Goal: Develop A Sanitary Sewer System for the County

(Illustration 23)

Objectives

1. *Encourage development of a sanitary sewer system throughout the County*
2. *Promote sound development practices as they relate to sanitary sewage*
3. *Foster the development of a system which does not impact stormwater management*
4. *Reduce the number of on-site systems as possible*



Stormwater Goal: A Unified Management System Which Includes Soil Erosion/Sediment Controls, and Detention/Retention Facilities

Objectives

1. *Promote stormwater management practices which minimize runoff, erosion, and flash-flooding*
2. *Encourage the use of both natural and man-made stormwater management techniques*
3. *Facilitate development of a system which utilizes streams, wetlands, and floodplains*
4. *Foster the development of a system which is not infiltrated by the sanitary sewer system*

Solid Waste Management Goal: A System Which is Supportive of Road Infrastructure and the Environment

Objectives

1. *Continue the existing private-service system*
2. *Minimize the impact of wear-and-tear on the road network*
3. *Ensure adequate recycling opportunities for the entire County*
4. *Work in consultation with other members of the Region I District to meet the need for adequate solid waste disposal facilities*
5. *Encourage intergovernmental cooperation in dealing with hazardous household waste*



Economic Development Goal: A Concrete, Aggressive, Economic Development Strategy

Objectives

1. *Promote the establishment of a staffed Countywide economic development function*
2. *Provide an enhanced infrastructure to support economic development*
3. *Coordinate economic development with municipal jurisdictions*
4. *Promote economic development along principal transportation corridors in the County*
5. *Identify and address skilled job training needs*
6. *Provide for adequate telecommunications infrastructure to meet identified needs*

Land Use

The land uses for Franklin County have been identified through the mapping of existing land uses (Illustration 24). Existing land uses are in five general categories: Agricultural, Residential, Commercial/Office, Industrial and Park/Open Space. Following is a discussion of these land uses:

Agricultural

The agricultural land use category includes croplands, orchards, vineyards, pastureland and residential and accessory structures directly associated with an agricultural operation. Franklin County remains principally agricultural, particularly in the western portion of the County. It



is estimated that at least 80% of the Franklin County land area is in this category.

Information on agricultural activity in the County was prepared by the Public Policy Research Center (PPRC) Neighborhood/Community Development in October, 2000. This information revealed that the number of farms in the East-Central Region of Missouri (of which Franklin County is a part) declined from 7,372 in 1992 to 7,310 in 1997. Although, Franklin County was one County in this region which experienced a slight gain in farms (an increase of six) for a total of 1,592 farms. The gain was due to the subdivision of larger tracts of land.

These figures on the number of farms are somewhat misleading, given both changes in agricultural practices and urbanization within the County. Nevertheless, these numbers suggest that there remains a stable agricultural base. This stability provides an excellent opportunity to develop a comprehensive preservation strategy to maintain the rural character of the County, while still responding to the demand of increasing urbanization.

The rural character of the County and the quality of the natural environment were the two most important reasons given by survey participants for what influenced them to live in Franklin County. While not a scientifically accurate survey, it does provide an indication to County decision makers of what Franklin County residents consider important. Clearly, this rural character issue remains a key consideration.



There are several approaches which could be used to address the issue of preserving its rural character. Intergovernmental cooperation between Franklin County and its twelve incorporated places is one key component in this effort. If the communities could develop urban service boundary agreements and the allocation of resources, it would help to define future growth areas within the ten-year planning period. It would also help to reduce duplication of effort.

The boundaries, once agreed upon, would be used to define and encourage growth. The municipalities would agree to not annex property outside of the urban service area boundary. There are clear advantages to both the County and the Cities in adopting this approach. The first advantage to the municipalities would be to define the potential utility extension area. The utilities could be appropriately sized to handle development within this defined area. This would help to manage development, with the added benefit of helping to pay for utility extensions through “tap-on” fees. Tap-on fees are those costs associated with being allowed to access the system and help off-set the initial construction expense. Road improvements by the Cities could also be better planned if the potential extent of their annexations were known.

Secondly, it appears from both citizen forum participation and survey results, that people are moving to the County to “get away from the big city”. Managing and defining growth patterns will still give citizens a sense of the rural feel while driving through the County, but allow them to live within or near one of the incorporated places and receive enhanced municipal services.



These urban service area boundary agreements could be adopted by Ordinance. The agreements could be periodically revisited to determine what adjustments may be necessary. The County will still benefit from any development which occurs within the urban service area boundaries through the collection of both sales and property taxes without adding service requirements to County government.

Another strategy to preserve the agricultural/rural nature of the County is a coordinated infrastructure program. The County, through its funding process, can make a specific effort to target development areas. All development projects require at a minimum, water, sewer and roadway access. Policies could be set in place where selected areas of the County are targeted to receive water and sewer service along with an upgraded roadway system. Additionally, the County could restrict utility “tap-on’s” in various areas, while promoting it in others. This targeted approach can lead to a balanced growth pattern in demand by County residents.

Lastly, an integrated land use and zoning approach could be incorporated to lead to a better decision-making process regarding rezoning requests. This future land use strategy, coupled with a careful deliberation of development proposals could help encourage development in these targeted areas.

It should be noted that in the citizen forum participation of the public input process, considerable concern was voiced about protection of private property rights and excessive land-use regulation. While goals and action plans have been developed to meet the land-use objectives



of the Master Plan, County government should be mindful of the right of citizens to use their property in a manner not detrimental to the public health, safety and welfare. Consideration should also be given to not devalue property values as a result of excessive regulations.

Residential

Residential uses include all types of residential housing such as single-family attached, single-family detached, condominiums, mobile homes, modular homes, duplexes and apartments.

Franklin County primarily consists of single-family detached residential housing. This housing is concentrated mostly in the eastern portion of the County, along arterial and collector roadways and in the Cities. While centralized water is available in the larger Cities, many properties in the County are served by individual water wells and septic systems. The use of such systems influences the pattern of residential growth.

The public forums and survey questions looked at the issue of residential development through its overall size, location, housing stock diversity and responsibility for associated costs. It was generally recognized by forum participants that the cost of providing service to residential property exceeds the taxes received from this type of development. On the other hand, the location of residential areas to some extent “fuels” the demand for commercial and to a lesser extent industrial development.



One of the key public forum comments, and a recommendation made by the Task Force, was the need for balanced growth. Balanced growth includes an appropriate mix of housing types and pricing. There are several ways to achieve this balance.

One method is to make stronger use of the PUD (Planned Unit Development) or Community Development Zoning Districts. These districts are part of Franklin County's Unified Land Use Regulations. The districts are specifically designed to allow a mix of all types of residential densities and supports mixed-land use centers near major roadway intersections. A more aggressive use of this zoning district approach will allow the County a more specific voice in how residential projects are built.

The use of affordable housing "set-asides" in some targeted areas may also assist in providing a range of housing pricing. The "set-asides" are a land use regulation which requires a certain percentage of new subdivision development to contain affordable housing units. The developer would be required to "set-aside" this percentage to create these new affordable housing opportunities. Properly done, these units can be blended into the housing landscape without affecting overall property values.

There appears to be some concern about additional manufactured home development in the County. Certainly this represents one type of affordable housing option. An alternative to this type of housing may be the use of modular housing. Modular housing is built in a factory off-site and is brought to the site in sections. Generally, the unit is placed over a



basement or slab foundation. Inspections occur at the factory, although they can be shipped to the site with the framing exposed. The wiring and plumbing can then be inspected at the site prior to the unit's completion. Given the seeming objection to manufactured homes, the use of modular housing may be an affordable housing alternative which merits further consideration.

Commercial/Office

This land use classification includes wholesale and retail trade, service trades, financial institutions, automobile sales, service and repair facilities, professional offices, service offices, and restaurants, among other similar uses.

The commercial/office land use continues to expand in Franklin County. The concentration of such usage is located in conjunction with the County's major municipalities of Gerald, New Haven, Pacific, St. Clair, Sullivan, Union and Washington. Lesser commercial/office development exists in the smaller Franklin County communities. The other principal area of existing commercial/office usage occurs along the I-44 Corridor.

Smaller nodes of commercial/office development can be found along Routes 30, 47, 50 and Highways 100 and 185. These economic development corridors are discussed in greater detail in a later section of this document.

It would appear to be critically important for Franklin County to provide a balanced approach in its development strategy. This balance is



important to avoid a situation where land is inefficiently used, vacant structures are created and aesthetic elements are disregarded.

All commercial and office uses require water, sewer, electric/gas, telecommunications capability, and roads. Franklin County, in conjunction with its municipal partners should develop an infrastructure placement strategy. This strategy would be reached through mutual consensus and designed to concentrate development in areas which these policy-making partners believe most appropriate.

This is certainly not a no-growth strategy. Rather, it is a strategy which promotes commercial and office development, but in defined locations. This approach would help offset the costs associated with infrastructure extensions by concentrating the most users in the smallest geographical area. Utility lines could even be “pre-placed” to encourage development, with tap-on fees adjusted to help offset the initial construction costs.

The issue of “leap-frogging” development which leaves vacant buildings behind could also be addressed through use of this approach. Of course, this does not mean that no vacant buildings will exist through use of this approach. As businesses expand, they need larger buildings. However, a well defined County-wide economic development plan would provide incubator businesses to occupy these smaller “left-behind” buildings.

Addressing the aesthetic considerations of these commercial/office structures is also important. Municipalities can develop general design guidelines. These guidelines could require approval of building exterior elevations prior to construction. A combination of design guidelines and



building exterior review would help ensure that buildings are attractive as well as functional. Also, the municipal site plan review process could look into site landscaping and on-premise signage as a way to enhance the overall aesthetics of a particular site.

At the county level, however, the Missouri Statutes do not easily allow for guiding and regulating design. Some latitude is allowed in order to minimize risks to public safety, health, and welfare, particularly if developers propose such design measures. The mechanism for county involvement could therefore be through developers and through the county's Planned Unit Development District (PUD) zoning classification.

Industrial

This category contains both light and heavy industrial uses such as business/industrial parks, laboratories, research and testing facilities, public utility facilities, storage, wholesale lumber operations, metal salvage and/or recycling operations and manufacturing operations.

The development of industry in Franklin County is somewhat sporadic, especially in the unincorporated portions of the County. Industrial development is similar to commercial/office in its need for improved infrastructure capacity. In particular, many industrial operations place heavy demand on water/wastewater systems. Additionally, some industries rely on rail access to serve their facility. The lack of centralized wastewater facilities has resulted in a concentration of industry near the Cities.



Attracting and retaining industrial jobs is of interest to many counties. The competition for large manufacturing companies is fierce. As such, a proactive program of industry recruitment and retention should be developed in Franklin County. Even though such a program should be undertaken, it is advised to be cautious not to “give away the farm” to attract these industries. The real costs associated with these uses needs to be assessed to get an accurate picture of the value of a particular industry. A more detailed approach to a unified development strategy is contained under the economic development section of this plan.

Parks/Open Space

This land use category contains major open space areas such as State Parks and Department of Conservation areas.

Franklin County currently has no Parks Department. However, park and recreation opportunities do exist within various Cities within the County. Additionally, there are several areas owned and managed by the State of Missouri which are available for recreational pursuits. These areas include Meramec State Park, Meramec State Forest, Little Indian Creek State Forest and Robertsville State Park, among others.

At this point in Franklin County’s growth and development it may not be necessary to establish a separate County Parks and Recreation Department. However, it would be prudent to identify potential areas in the County where future regional parks could be established. As those areas become more populated an effort could be made to either purchase the land for a future park or conservation easement to ensure



that it remains open space in the future. Through this mechanism, an easement is purchased from a land owner to enable the preservation of open space. As with all easements, the open space is then preserved as the property is sold to subsequent buyers. Either of these approaches would serve the County well for preserving open space.

Functional Elements

Transportation

Surface Transportation

Interstate System

Interstate 44. Interstate 44 Runs from the southwestern corner of the County near Sullivan to the northeastern corner of the County near Pacific. The estimated length of I-44 in Franklin County is approximately 35 miles.

State and Federal Highways

US Route 50. US Route 50 runs through the western portion of Franklin County from the Gasconade County Line near Gerald to Interstate 44, just east of Union. The estimated length of the portion of US Route 50 in Franklin County is approximately 27 miles.



State Route 100. In general, Route 100 runs parallel to the Missouri River along the northern boundary of the County, from Gasconade County Line to the St. Louis County Line. The estimated length of the portion of Route 100 in Franklin County is approximately 42 miles.

State Route 30. State Route 30 runs through the southeastern corner of the County from I-44 to the Jefferson County Line. The estimated length of the portion of Route 30 in Franklin County is approximately 14 miles.

State Route 47. State Route 47 crosses the Missouri River into Franklin County at Washington. The route then runs through the central portion of Franklin County between Washington and St Clair. Route 47 then runs through the southeastern quadrant of the County to the Washington County Line. The estimated length of Route 47 is 23 miles not including the segments that are shared with US Route 50, I-44, and State Route 30. The most traveled segment of Route 47 is between Washington and Union.

State Route 185. State Route 185 runs through the western half of Franklin County, from Route 100, just east of New Haven through Sullivan to the Washington County Line. The estimated length of this portion of Route 185 in Franklin County is 30 miles.

Missouri Department of Transportation (MoDOT) Studies. In order to best serve the regional transportation needs, MoDOT has recently, or is in the process of, completing MTIA's (Major



Transportation Investment Analysis) and planning studies of portions of the some of the major state and federal highways in Franklin County. The roads where studies have been done are indicated in Illustration 25.

Illustration 25. Major Transportation Investment Analysis Studies

Study	Date	Portion of study in Franklin County
Route 100 MTIA	Summer 2003	St Louis County Line west to Route 47
Route 47 MTIA	Study complete in 2003	Warren County Line south to I-44
Route 50 MTIA	Study complete – awaiting a Record of Decision (close to completion)	Gasconade County Line east to I-44
I-44 Corridor Study	August 2000	St. Louis County Line west to Route 50

These studies define problems and set goals for these transportation corridors in Franklin County. The recommended improvements in these major corridors will be integrated with the regional transportation system to ensure that the both regional and local goals are addressed.

MoDOT Road Construction in Franklin County. Illustration 26 indicates the current MoDOT road construction projects that are currently underway or are planned in Franklin County.



Illustration 26. Current MoDOT Road Construction Projects, Franklin County 2001		
Location	Description	Time
Route 100 at Route KK	Intersection Improvements	Fall 2001
Route 47/30 at Meramec River	Relocate roadway and new bridge	Summer 2001/Fall 2002
Route O & N from Robertsville to South of Route F	Relocate road and construct new bridges	Fall 2001/Summer 2003
Route 100 at Pottery Rd.	Add turn lanes	Summer 2001/Fall 2001
I-44 from Route 30 at St. Clair to Route 100 at Gray Summit	Repair pavement and resurface	Underway/Fall 2001
Route 30 from Jefferson County Line to Route F	Repair pavement and resurface	Spring 2001/Fall 2001

Illustration 26 indicates the various projects included in the MoDOT 2002 – 2006 Highway and Bridge Construction Schedule for Franklin County.

Franklin County Road System

Franklin County is responsible for the maintenance of approximately 815 miles of roadway. Roads that fall under Franklin County's jurisdiction are classified as follows:



Principal Arterial. Connects to any major State or Federal route and/or municipality (i.e. 100, 47, I-44, 50, 185). Principal arterials include roadways of significant distance and/or that carry through-traffic. Roads in this classification provide access for general commerce and transportation. The right-of-way width for roadways in this classification is typically over 60 feet.

Minor Arterial. Minor arterials are similar in function to principal arterials except they involve roads that generate less traffic volume with shorter trip distances. The right-of-way width for roadways in this classification is typically over 60 feet.

Major Collector. Serves to collect and deliver general traffic between any State (typically State lettered route) and/or County road to any Federal, State, or County arterial (hard surfaced). The right-of-way width for roadways in this classification is typically over 50 feet.

Minor Collector. Serves as feeder to major collectors. The typical right-of-way width for minor collectors is over 50 feet.

Local roads serve as short distance access to all categories. The right-of-way width of local roads is typically 45 to 50 feet.

Franklin County Roadway Programs. The County estimates that 450 to 475 miles of Franklin County roads are graveled. For the past several years, the County has implemented programs to improve and pave as many of the graveled roads as possible.



Most of the unpaved roads are classified as collectors and local roads, however three minor arterials are unpaved such as a portion of Iron Road near St. Clair.

Since 1989, through a one-half cent Road and Bridge Capital Improvement Sales Tax, Franklin County has completed over 18.5 million dollars worth of improvements to over 80 bridges. Currently, improvements to an additional 11 bridges are underway. The Capital Improvement Tax has also funded the conversion of approximately 118 miles of gravel roads at an estimated cost of 10.2 million dollars.

Surface Transportation Recommendations. Franklin County is located at the western end of the St. Louis Metropolitan Area. Due to its location, Franklin County has transportation issues to resolve that are both urban and rural in nature.

In the past Franklin County has had success in efforts to fund maintenance and improvement projects associated with their County roadway system. Currently, an estimated 450 to 475 miles of Franklin County Roads are gravel. In an effort to improve travel conditions and to minimize maintenance costs, the County has programs in place to “chip and seal” and pave graveled roads. The County should continue these programs and prioritize projects based on a variety of issues such as safety, congestion, area development and cost.



Extensive portions of major highways in Franklin County have been included in MoDOT Major Transportation Investment Assessments (MTIAs). The various MTIA Corridor Studies include roadways in the northern, western and eastern portions of the County. In the development of plans to improve County roads, the recommendations from the MoDOT MTIA studies on I-44, Route 50, Route 47 and Route 100 should be reviewed. The County will need to develop improvement plans in conjunction with MoDOT plans to maximize the benefits derived from road improvement projects in Franklin County (Illustration 27).

Air Transportation

Franklin County has three public use airports: Washington Memorial Airport, Sullivan Regional Airport, and St Clair Regional Airport.

Washington Memorial Airport although located in Warren County, is owned by the City of Washington. Current plans are underway for the construction of a new runway at Washington Memorial Airport.

Sullivan Regional Airport opened in May 1991 and is owned by the City of Sullivan. Sullivan Airport is located in southwestern Franklin County near Crawford County. Current development plans are underway to extend the parallel taxiway system at this airport.



St. Clair Regional Airport is owned by the City of St. Clair and is located in the central portion of the County. No major construction projects are currently planned for the St. Clair Regional Airport.

A 1995 Aviation Demand Study, commissioned by Franklin County, recommended that a site be selected for the development of a new airport in the northern portion of Franklin County. Currently, MoDOT has no funding included in their 5-year capital improvement program for development of a new airport in Franklin County.

Franklin County should reevaluate the 1995 Aviation Demand Study to determine if a new airport should be developed to improve aviation service to the northern portion of the County. The impact of the recent development activity at Washington Memorial Airport should be considered in this reevaluation. A large investment has been made at Sullivan Regional Airport. The County should ensure that the Sullivan Airport is able to continue to develop in order to meet the aviation needs of southwestern Franklin County.

Rail Transportation

Freight. Both the Union Pacific Railroad and the Burlington Northern Railroad have major facilities in Franklin County.



The Union Pacific Railroad (UPRR) has a 40-mile rail corridor running from Pacific at the St. Louis County line west to the Gasconade County line near Berger. The UPRR corridor passes through Pacific, Gray Summit, Labadie, Washington, New Haven and Berger.

The Burlington Northern Railroad (BN) has a 35-mile rail corridor in Franklin County running from Pacific at the St. Louis County line to Sullivan near the Crawford County line. Stations along the route include Pacific, St. Clair, Stanton and Sullivan.

In addition to the active UPRR and BN corridors a 46-mile rail corridor (formerly operated by the Rock Island Railroad) runs from northeastern Franklin County to the Gasconade County line near Gerald. The 23-mile portion of this corridor east of Union is currently active and is operated by the UPRR. The western portion of this corridor between Union and the Gasconade County line is currently inactive, however, recent attempts have been made to reopen the line. The track is apparently in fair condition and may eventually be redeveloped to provide rail service to communities to the west of Union as a customer base develops.

The existing freight corridors in Franklin County are a vital aspect of the transportation network of the County. The County should monitor and support efforts to maintain and expand these freight corridors.



Passenger Train Service. Currently, AMTRAK provides service to Franklin County from the newly restored Depot in Washington. Two daily trains provide passenger service between St. Louis and Kansas City.

AMTRAK along with MoDOT and eight other State Transportation Departments funded a study of a regional high-speed rail system. The report was completed in February 2000 and included a corridor through Franklin County between Kansas City and St. Louis.

Passenger service to Franklin County is an important transportation alternative for Franklin County residents. Franklin County should ensure that the needs of its residents are considered in the funding of existing passenger service and the development of a high-speed rail system.

Water Transportation

The Missouri River is the only river in Franklin County with commercial barge traffic. The Missouri River forms the northern boundary of Franklin County, however, only the Cities of New Haven and Washington border the River. Currently no public ports are located in Franklin County and no Port Authority has been established.



The Missouri, Meramec and Bourbeuse Rivers all have both public and private facilities docking and loading of boats for recreational purposes.

Currently no plans are underway to develop a public port on the Missouri River in Franklin County. However, the County should remain open to any viable plans to develop a port on the Missouri River. The County should continue to maintain and develop the existing recreational facilities located along the rivers in the County.

Potable Water

Existing Conditions

Drinking water in Franklin County is supplied by a variety of public water supplies. These are listed below. The major water suppliers are shown on the Franklin County Sewer and Water Districts Map (Illustration 23).

Community Water Systems serve large County population centers, including Washington, Union, St. Clair, Sullivan, New Haven, Pacific, Gerald, and Berger.

The water systems in these communities serve an approximate population of 37,000. This includes the majority of publicly served water customers in Franklin County.



Rural Public Water Supply Districts (PWSD). These include PWSD #1 (near Washington), PWSD #3 (between Pacific and Union), and PWSD #4 (Beaufort/Leslie area).

A water supply district in the Robertsville area (PWSD #2) is non-operative at this time. The three active districts supply a population of approximately 11,000.

Smaller Rural Water Supply Systems For Subdivisions And Businesses. These smaller systems include entities such as the St. Albans Water & Sewer Authority, the Meramec Basin Water & Sewer Authority, and the Franklin County Water Company. In all, there are 41 small systems which are registered, and they supply a population of 4,800. Although they are spread out across the County, they collectively serve a significant part of the County's population.

Individual Well Systems For Rural Dwellings.

These systems are not regulated and therefore no data is readily available for the number of individual wells currently active in Franklin County.

In addition to the systems mentioned above, there are also non-community water systems serving public populations such as rural, churches, state parks, campgrounds and small businesses. Sixty-one such systems are registered.



As would be expected, the majority of the population served by public water systems is located in the more populated portion of the County, east of Highway 47 and along Interstate 44.

Future Issues.

Every public water supply in Franklin County relies on pumped groundwater. There are no systems supplied from surface water sources, and this should be explored. This underscores the importance of maintaining a clean groundwater supply through control of potential pollution sources such as wastewater collection and treatment systems (including private septic systems), sanitary landfills, industrial and commercial sites, and high density agricultural operations. These facilities are generally regulated by the Missouri Department of Natural Resources, but the County could help ensure that State regulations are followed by implementing additional ordinances and zoning requirements for newly developed properties.

As the eastern part of the County experiences continued population growth, water supply systems will expand. This should provide an opportunity for rural water districts and community systems to connect with the smaller, rural water systems serving subdivisions. However, it could also bring the rural districts and community systems into conflict over service areas. Such disagreements have already occurred in the Union and Pacific areas. During disputes such as this, residents of the disputed areas must provide water for themselves over a



protracted time until the issues are resolved. To prevent this, the County could take a proactive approach and facilitate the creation of long-term agreements between the rural districts and communities.

In the long-term, as the population continues to grow in eastern Franklin County, the combination of water systems, where practical, would provide better and less expensive service to County residents.

Sewer Systems

Existing Conditions

Sanitary sewer systems serve the more heavily populated portions of Franklin County. They are provided and maintained by communities and rural sewer districts. Their boundaries are shown on the Franklin County Sewer and Water Districts Map (Illustration 23). The major sewer systems in Franklin County are listed and discussed as follows.

Community Sewer Systems Serving County Population Centers

These include the towns of Gray Summit, Labadie, New Haven, Pacific, St. Albans, St. Clair, Sullivan, Union, Washington, and Gerald.



These systems collect sewage to a centralized treatment facility, which discharges the treated wastewater. Treatment systems for the smaller facilities typically include multiple cell storage lagoons with aeration. Larger treatment systems include secondary treatment with aeration.

Rural Public Sewer Districts

These include Calvey Creek Sewer District (near Robertsville/Catawisa); Beauty View Acres Sewer District (near Labadie); PWSD #1 (Krakow, Twin Lakes, and Evergreen Terrace); PWSD #3 (Little Fox Creek, Pine Lake Estates Subdivision); Crestview Sewer District; Gray Summit Hills Sewer District, Sylvan Manor – Sunset Acres Sewer District and Brush Creek Sewer District.

These systems serve areas such as large subdivisions. The wastewater is typically treated in small lagoon systems. In some instances the public water supply districts offer sewage treatment services to water customers within their district.

Smaller Rural Water Supply Systems For Small Subdivisions And Businesses

These include entities such as rural schools, apartment complexes, small subdivisions, and businesses. Treatment is typically through lagoon systems or septic tanks. There are some 240 of these systems registered in Franklin County.



Individual Septic Systems For Rural Dwellings

These systems are not required to have a discharge permit and therefore no data is readily available for the number of individual septic systems currently active in Franklin County.

Each public sewer system is required to maintain a discharge permit through the Environmental Protection Agency's National Pollution Discharge Elimination System (NPDES). The Missouri Department of Natural Resources (MDNR) administers the NPDES program in Missouri. A facility's discharge permit lists allowable concentrations of pollutants that can be released to a receiving stream.

The proper functioning of wastewater treatment systems is important in Franklin County due to the preponderance of water supplies relying on groundwater. Treatment systems such as lagoons with leaking liners, or overloaded septic systems can contribute to groundwater contamination.

Future Issues

Continued population growth in eastern Franklin County will require more sewage collection and treatment systems. Planned development could concentrate population growth, allowing sewage collection and treatment to be developed regionally. This would limit the sporadic placement of smaller treatment plants,



which are less effective, less efficient to operate, and more susceptible to failures which can impact surface and groundwater quality.

Regulation of Septic Systems

Maintaining high quality groundwater throughout Franklin County will require, in part, making sure the many rural septic systems are operating properly. One potential tool to help do this would be a County septic system fee, which would provide funds for occasional Countywide inspection of rural septic systems. The knowledge that an inspection could occur might spur people to pump out their septic systems more regularly. Likewise, the fee might provide added incentive for people to “tie-in” to local sewer systems instead of going it on their own.

Septage Receiving

Typically, publicly owned treatment works receive and treat septage from haulers for a fee. The septage can add considerably to the treatment load on a wastewater plant. A lack of local septage treatment capacity can cause rates charged by septic haulers to increase to the point that people won't pay to regularly pump out their septic systems. As indicated previously, this can impact groundwater quality.



To address the problem before it occurs, the County could initiate a septage study to estimate potential future septage loads and determine whether there is adequate existing or planned local wastewater treatment capacity to meet future needs.

Stormwater

As rural areas become urbanized, stormwater-related problems increase. This is due to the correlation between runoff and the amount of impervious surface in a watershed. As areas develop, more houses, streets and yards are built. The new surfaces do not detain or retain rainfall, and therefore the resulting peak runoff during a storm can be much greater than under natural conditions. Moreover, since rain infiltration into the soil is reduced considerably, the volume of storm runoff, as well as the peak flow rate, is significantly increased. This effect greatly exacerbates erosion as well as flooding. Additionally, the reduction in infiltration results in less “base flow” supplied by the watertable into a stream. This could also affect groundwater supplies by reducing the amount of recharge water provided by storms.

Existing streams can be overwhelmed by post-development peak storm flows, resulting in higher flood elevations and erosion problems. Conversely, lower base flows can adversely impact a stream’s capability to maintain livable temperatures, carry sufficient oxygen and otherwise sustain healthy wildlife populations. Over time, a once-pristine rural stream can become an eroded dry channel subject to flash floods.



In 2000, Phase II Federal Stormwater Regulations took effect. These impact Municipal Separate Storm Sewer Systems (MS4s) particularly in communities with a population of 10,000 or more, with the possibility of extending downwards to less than this number. The regulations specify six minimum control measures which constitute the framework for a stormwater discharge control program. These include promoting public education and involvement, monitoring storm system discharges, controlling construction site runoff, managing post-development stormwater, and preventing pollution via the storm sewer system.

Though no communities (with the possible exception of Washington) in Franklin County are now large enough to fall under the Phase II stormwater requirements, some of the Phase II minimum control measures are still applicable as an integral part of any stormwater management plan. Additionally, population growth in the eastern part of the County could eventually push a community or area above the current Phase II limits and multiple communities which are served by common stormwater systems will most likely be considered as one, resulting in the future need to meet Phase II requirements. No final rules have yet been put into place governing these regulations. However, to be proactive, the County should consider implementing a stormwater management plan. An MS4 will not necessarily end at the City limits, and the behavior of streams to which storm sewers are discharged is governed by the entire watershed. The safest approach to stormwater planning is therefore watershed based.



Items to potentially include in stormwater planning are discussed below.

Stormwater System Design Standards

A developer should be guided with specific requirements for the size and duration of design storms, allowable post-development runoff from developed land, storm sewerage requirements, detention basin sizing, and limitations on allowable flow velocities from stormwater control structures.

Detention/Retention Systems

There is usually a need to temporarily detain peak stormwater flows which have increased due to land development. This is done by constructing detention, which is normally in a dry basin that is allowed to fill up and hold stormwater for a short period during and after a storm, and release it over a longer period of time at a low enough rate to prevent downstream flooding or scour. Sometimes, a retention basin (permanent pond) is built. This may be done to improve the aesthetics of stormwater control structures or provide an amenity for the site as a whole. Because the retention basin permanently holds some water, the amount of storage available is limited to that volume in the basin above the permanent water surface; in addition, there are design and maintenance issues unique to the operation of a permanent pond. The party responsible for maintenance of detention/retention basins should be specified in any stormwater ordinance.



Regional detention/retention basins can deal effectively with runoff from large upstream areas to protect areas downstream along the channel. However, coordination between all parties impacted by regional detention systems can be difficult.

Sediment and Erosion Control

Soil runoff from construction projects can heavily impact downstream stormwater sewerage systems and streams. The sediment can block stormwater pipes and clog streams, thereby reducing the stormwater carrying capacity and adversely impacting the stream ecosystem. A set of sediment and erosion control requirements for all construction projects larger than one acre should be included in any stormwater management program, with particular focus on the operation of the controls during the period of construction.

Streambank Stabilization

A stormwater management plan should specify the methodology for protecting and repairing streams disturbed by development. Stream protection and repair methods range from installing concrete channels to using natural materials. Projects impacting stream channels require permitting by the Army Corps of Engineers. In recent years, the Corps and Missouri DNR have begun encouraging the use of natural, or “non-structural” means of stream restoration.



Protection of Riparian Boundaries

Any new development should be limited to at least a 100 foot distance from streams, to maintain a forested boundary along the streambank. This boundary provides a filter to help catch any construction or land use-related runoff before it enters the stream water. The forest also shades the stream to help keep water temperatures within normal ranges.

An additional benefit to maintaining riparian corridors is the separation of man-made improvements from the natural erosion and lateral meandering of a stream. If a house and yard are built up against a streambank, any change in the stream can become a threat to the property, requiring a very costly fix. Keeping a distance between the stream and property improvements prevents such problems from becoming a major headache for the homeowner, and in turn, the community or county.

Streams, Wetlands And Floodplains

The north half of Franklin County drains toward the Missouri River. The south half of the County drains to the Meramec and Bourbeuse River basins. The major drainages are shown on the Factors Affecting Development Map (Illustration 28).

The drainage map includes the approximate 100-year and 500-year floodplains associated with streams and rivers in Franklin



County. Development in the 100-year floodplain is regulated by the Federal Emergency Management Agency.

The drainage map also shows significant wetlands designated in Franklin County by the Fish and Wildlife Service. These sites cannot be developed unless a mitigation plan is filed with and approved by the U.S. Army Corps of Engineers.

Economic Development

Franklin County's overall economic vision is the creation of a relatively self-sufficient economy within which there is more business development, a growing number of higher-paying jobs to create close-to-home work opportunities, and more shopping diversity. This economic vision could be accomplished through the creation of an Economic Development Council (EDC). This EDC would have representatives from the County and its municipalities. The EDC could hire an Economic Development Coordinator to represent the overall interests of the County. The Coordinator would market the entire County and attempt to attract business and industry as defined in the Economic Development Plan. The costs for the position could be shared by those who choose to participate.

Franklin County's Economic Development Plan will be focused on six corridors which are described as follows. These are the areas in which there is already either a substantial amount of economic activity, or a higher level of vehicle traffic which could



promote economic activity. Because these corridors provide a “window” through which a portion of the County can be seen by residents and visitors, each presents unique opportunities for the development of the County’s 2010 economy. There are also various topographic and floodplain factors which affect development. The recommendations made for each of these development corridors will need to take into consideration these factors when specifically locating targeted development (Illustration 28).

I-44 Corridor

Because it is the front door to Franklin County, the I-44 corridor has the potential to become the most important single element in the County’s economy. More than 50,000 vehicles travel along this corridor every day, making it by far the County’s most heavily-traveled corridor. Moreover, traffic is projected to increase to over 62,000 by 2020, suggesting that its economic significance can only increase in the future.

In order to maximize this potential, development along I-44 should be carefully managed so that the greatest economic benefit to the people of Franklin County is realized. Its highest-and-best-use cannot be attained solely through the uncontrolled growth of auto-oriented businesses such as fast food restaurants, service stations, and truck stops. Rather, it should occur through a commercial and industrial development strategy which will provide not only auto-oriented uses, but also stronger



and more varied commercial opportunities. This approach will also generate more substantial jobs for County residents. The encouragement of commercial/industrial uses along this corridor will also provide needed tax revenue for the County as it seeks ways to meet the increasing demands for services by its growing population.

Lastly, the creation of a quality-based commercial/industrial focus along I-44 can also help Franklin County to transition from a County where there is a high level of out-communities, to a relatively self-sufficient economy with a more substantial jobs base. This new economy will create work opportunities within the County, minimizing travel time and simultaneously increasing home-time.

The use categories envisioned for the I-44 Corridor include a mixture of auto-oriented businesses, offices, high-tech businesses, warehouse/distribution centers, light industry, higher-quality retail and outlet malls, big-box retail operations, and higher-quality restaurants.

Route 47 Corridor

Route 47 links three of Franklin County's principal Cities – St. Clair, Union, and Washington – on a north-south corridor which connects to I-44. Because each of these Cities has a strong and growing economy, Route 47 should be encouraged to develop as a quality business corridor serving the expanding needs of



these communities. It should contain a variety of commercial and retail businesses oriented to the needs of a growing residential population which are adjacent to the corridor. These uses could include medical offices, neighborhood retail centers, specialty shops, auto-oriented businesses, higher-quality restaurants, recreational, amusement and entertainment facilities or institutional uses.

Route 47's role as a higher-quality commercial arterial should be reinforced with landscaping, signage controls, selective pedestrian/bicycle improvements, and other enhancements which, together, will invite usage and encourage commercial investment.

Route 30 Corridor

Route 30 extends from St. Clair east to Franklin County's boundary with Jefferson County. It is a primary connector to Lonedell, and to communities in the western part of Jefferson County.

This corridor should be promoted as a business arterial to serve communities in the southeastern portion of Franklin County. Uses are envisioned to include warehouses, light industry, retail stores, auto oriented businesses, restaurants, day care centers, banks and laundromats.



Highway 100/River Corridor

Highway 100 links Herman in Gasconade County to its terminus at I-44 in Franklin County. The roadway is a substantial northwest to southeast arterial which passes through the Cities of New Haven and Washington. In Washington, Highway 100 links with Route 47 and is a major intersection in the community.

This corridor should be promoted as a business arterial which establishes a link between Franklin County and the Missouri River. The River is located along the northern side of Highway 100. Such a relationship could promote an eco-tourism opportunity for river-related tourism with an emphasis on ecology. The presence of a wine industry could also be included as part of the eco-tourism experience. River access points may also be promoted. Business activities may include a marina, bed and breakfast establishments, antique shops, and some attractively designed motor-vehicle oriented businesses to cater to the traveling public. The establishment of a Port Authority might also be considered. In addition to supporting some of the eco-tourism aspects, such an Authority could help promote other river usage.

The strong historical linkage between the Cities of Herman and Washington should be pursued. Both are communities with strong historical elements. This connection could be encouraged and promoted. Closer to the City of Washington and New



Haven, Highway 100 should still be promoted as a principal commercial corridor to serve local business needs.

Route 50 Corridor

Route 50 is a principal arterial which bisects Franklin County from east to west. Its eastern terminus is I-44. The route extends westward through to Gasconade County. This Route passes through the communities of Union, Jeffriesburg, Beaufort, Leslie and Gerald. It has scattered nodes of residential and commercial development at its intersection with AT, Route 47, BB, AJ, Highway 185, CC, C, H, Y and UU. The economic strategy for this arterial roadway should be to strengthen its impact where development is currently located.

Where existing businesses occur, an effort should be made to promote self-sustaining business nodes. These nodes would include business activities for the local population including convenience stores, dry cleaners, hair salons and other similar services. The presence of these nominal services would lessen drive times to other more populated areas of the County.

Highway 185 Corridor

This roadway corridor extends throughout the County from north to south. Its terminus is Highway 100 to the north and Potosi to the south. The roadway intersects with Route 50 in Beaufort. It also extends through the areas of Lyon, Casco, Noser Mills,



Campbellton and Spring Bluff. A small segment of the roadway is located within the City of Sullivan at its intersection with I-44. The character of Highway 185 is much the same as Route 50. Its location in the western portion of Franklin County leads it to be very much rural in character and quite scenic. Economic development efforts along this corridor should be focused on its intersection nodes with Highway 100, Route 50 and I-44.

Here, efforts could also be made to promote self-sustaining business nodes for the convenience of local residents. By contrast, the intersectional node of Highway 185 and I-44 has already been substantially developed. Its development pattern appears to be determined. As such, no major future economic development activity appears warranted at this location.

Telecommunications and Related Infrastructure Needs

The Unified Land Use Regulations of Franklin County address the issue of telecommunications towers. These regulations are in response to the Federal Telecommunications Act of 1996. The County has been granted the authority to enact legislation to regulate the construction, placement, and operation of telecommunication towers and antennae.

Franklin County has established "Communication Tower Multi-Use Interest Areas." These areas (shown on Illustration 29) are designed to group the placement of towers. This grouping is in



response to a need to address blight, while still providing sufficient capability to service the County's need for advanced telecommunications. The increase in both wired and wireless communications necessitate cellular tower placement. However, few would argue that such towers are not an attractive part of the urban/rural landscape.

The County should continue to encourage the sharing of tower facilities. They should also explore the more creative placement of antennae through the use of existing billboards, church steeples, water towers and other similar features of sufficient height. Communication towers which look like flagpoles have also been used with some success.

The issue of telecommunications, however, is broader than the mere placement of towers. Many industries rely on high-technologic capability for their operations. Given the size of Franklin County, coupled with its topography, a Countywide fiber optic network appears doubtful. However, the promotion of a "smart-park" within a defined geographic area and utilization of existing fiber-optic corridors is certainly worth pursuing. The I-44 Corridor would seem to offer the best opportunity for such a high-technology center, which would serve to attract industries to that location.



Coordination with Urban Areas

In other parts of the St. Louis region, County-City relationships are strained. Such a situation does not appear to exist in Franklin County, and this is a good thing for the County as a whole. Both the County and its municipalities understand that they have a mutual interest in the outcome of a master planning process.

As an example, annexation by the municipalities is not a detriment to the County. The County recognizes that it still receives the real estate and sales tax revenues, but does not need to provide additional services. Many of these services, such as law enforcement and roadway improvement become the responsibility of the City upon annexation.

Likewise, the municipalities understand that strong support from the County is important. The County can assist in economic development efforts, tax collection and “back-up” law enforcement assistance through mutual-aid agreements, among other County responsibilities.

A common theme throughout this master planning process has been that of inter-governmental cooperation. For the County and its municipal jurisdiction to meet their many and varied goals, all must work together to achieve success. In this regard, creation of an Intergovernmental Council comprised of representatives of



Franklin County and each community, would help to foster such cooperation.

Other Functional Elements

Public Safety

Health. The Franklin County Health Department undertakes a variety of health related tasks. These include immunizations, well-child clinics, prenatal clinics, WIC (Women, Infants and Children) clinics and environmental health inspections. The environmental health component is of principal interest to the master planning process.

More specifically, the environmental health section provides systematic inspection of all food handling establishments. They also investigate on-site sewage disposal complaints as well as non-community and public drinking supplies are tested for bacterial contamination. Hotels and motels are also inspected annually for safety and cleanliness. Education of food service personnel in proper food handling procedures is also performed.

As the County becomes more densely populated, the issue of environmental health becomes more important. Increasing densities of people will result in more waste disposal issues. Additional food handling establishments and hotel/motel facilities will further impact Health Department personnel.



Development strategies for the County should be mindful of these potential impacts. On-site waste disposal systems should be placed on land suitable for adequate soil absorption. Topographic features should also be reviewed so that wastewater systems do not have the potential to adversely affect “down-hill” properties.

The additional construction of all types of food handling facilities (bakeries, meat markets, grocery stores, taverns, ice cream shops, head starts, convenience stores, catering business, school cafeterias, senior citizen centers and restaurants) will affect the Health Department. While these facilities and uses should not be discouraged, adequate staffing needs to be in place to make certain that timely inspections are conducted. Also, the results of these inspections should be placed in the local newspapers as an incentive to owners to operate a first-rate facility.

Buildings. Franklin County owns and operates various types of structures in the County. It is important that these facilities be adequately maintained to ensure safety of the public. A regular inspection by County Building Department Inspectors should be conducted. This will assure that building standards are met and maintained. New facilities should be constructed to meet or exceed all current building codes and other regulations such as the Americans with Disabilities Act.

Existing buildings owned by Franklin County should be assessed for their ability to withstand earthquake damage. Franklin County, and other counties in the St. Louis Metropolitan Area, are located along the New Madrid Fault, within the earthquake zone. Even if buildings are not



retrofitted, every effort should be made to develop a methodology for disaster preparedness should a major earthquake occur.

During emergencies it is expected that the government will respond appropriately. Adequate provisions need to be made so that if facilities are damaged, the government can still respond as needed.

As the County continues to grow, the provision for adequate public facilities should be made. In some cases this may involve an expansion of existing buildings (i.e. jail addition) or the construction of new buildings (i.e. satellite facilities for expanded County services).

Education

An analysis of the educational policy within the County is not limited to its public and private school system (Illustration 30. Districts Map). Rather, it is a recognition that the public needs to be aware of land use decisions and policy changes. They also need to be adequately educated to meet the demand of new emerging industries for additional workers.

As it relates to the issue of public policy, Franklin County needs to actively involve citizens in the land use decision process. This involvement may include both expanded public notification, and active participation. This active participation can be in the form of an Economic Development Commission and/or Land Use Task Force. These groups could work together with the Planning Commission and the County Commission on implementation of the Master Plan.



The other component of education relates to the availability and adequacy of the County's workforce. As the County attempts to attract new industry and expand existing industry, the educational status of the workforce becomes important. This issue is much broader than identifying the number of high school and college graduates. Rather, it also involves the utilization of workforce programs which are already in place to enhance workforce development. The County could work with East Central College in Union or other appropriate school district officials. This cooperative strategy would attempt to match job skills with the need for County workers.

Such an approach would be a targeted strategy. In this way, the County could attempt to keep workers from needing to go outside the County for job opportunities. This increases leisure time for employees and keeps more of the dollars earned within the County for other services.

Community Services

The County's demographics show that there are a number of single-parent households and households with young children. This special population has specific needs for community services, which may include after-school latchkey programs or other recreational programming.



Likewise, the teen population has specialized community service needs. The County should work with the municipalities and school districts to develop youth programming for both teens and pre-teens. Both populations would directly benefit. Keeping them involved will also lessen delinquency and help to develop responsible citizens for the County's future.