

# Hampton Roads Rural Long Range Transportation Plan

## Phase I Report: Goals and Data Collection



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# **HAMPTON ROADS RURAL LONG RANGE TRANSPORTATION PLAN**

## **PHASE I REPORT: GOALS AND DATA COLLECTION**

**This report was included in the Work Program  
for Fiscal Year 2006-2007, which was approved  
by the Hampton Roads Planning District  
Commission at its Executive Committee  
of March 15, 2006.**



**PREPARED BY  
HAMPTON ROADS PLANNING DISTRICT COMMISSION  
OCTOBER 2007**

## REPORT DOCUMENTATION

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Hampton Roads Rural Long Range  
Transportation Plan  
Phase I Report: Goals and Data Collection

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**ABSTRACT**

This report is Phase I of four phases aimed at establishing a regional transportation plan for the rural areas of Hampton Roads to complement efforts in the metropolitan areas of the region. The Rural Long Range Transportation Plan (RLRP) will be used to evaluate the transportation system with respect to existing and projected population and employment in the rural areas and to recommend a range of transportation improvements that could best satisfy existing and future transportation needs.

**ACKNOWLEDGEMENTS**

This report was prepared by the Hampton Roads Planning District Commission (HRPDC) in cooperation with the U.S. Department of Transportation (USDOT), the Federal Highway Administration (FHWA), and the Virginia Department of Transportation (VDOT). The contents of this report reflect the views of the HRPDC. The HRPDC is responsible for the facts and the accuracy of the data presented herein. The contents do not necessarily reflect the official views or policies of the FHWA or VDOT. This report does not constitute a standard, specification, or regulation. FHWA or VDOT acceptance of this report as evidence of fulfillment of the objectives of this planning study does not constitute endorsement/approval of the need for any recommended improvements nor does it constitute approval of their location and design or a commitment to fund any such improvements. Additional project level environmental impact assessments and/or studies of alternatives may be necessary.

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## INTRODUCTION

The Rural Long Range Plan (RLRP) is a new program instituted by the Virginia Department of Transportation (VDOT) aimed at creating regional transportation plans in rural areas across Virginia to complement planning efforts in the metropolitan areas of the state. As such, the development and components of the Rural Long Range Plan (RLRP) are modeled after the federally mandated metropolitan planning process (continuing, comprehensive, and cooperative). The RLRP has a planning horizon of at least 20 years and must be updated every 5 years.

## PURPOSE

VDOT plans to use RLRP's as a foundation for identifying transportation priorities for the Six-Year Improvement Program as well as in the statewide transportation planning process. Through the development of the RLRP, the HRPDC will evaluate the transportation system with respect to existing and projected population and employment and recommend a range of transportation improvements that could best satisfy existing and future transportation needs.

Objectives of the RLRP include:

- Identifying and measuring the potential impact of high growth areas (residential, retail, and distribution centers)
- Identifying critical freight infrastructure and improvements
- Identifying operational improvements (intersection improvements, access management strategies, etc.)
- Identifying facilities that should be targeted for bicycle and pedestrian improvements
- Identifying highway needs based on minimum standards
- Recognizing corridors to preserve right of way for future transportation improvements
- Identifying areas of need for on-demand transit services
- Providing increased opportunity for local/regional input on interstate and primary recommendations in the State Highway Plan
- Ensuring consistency of secondary recommendations with interstate and primary recommendations

The four phases of the RLRP are:

<b>Phase I</b>	<b>Goals and Data Collection (This report)</b>
Phase II	Analysis and Problem Identification
Phase III	Public Outreach and Recommendation Development
Phase IV	Public Endorsement and Regional Adoption

## **TASKS AND DELIVERABLES FOR PHASE I**

1. Establish Rural Technical Committee (RTC)
  - A. Committee to include representatives of member jurisdictions, VDOT, DRPT, VDOA and FHWA
  - B. PDC will act as staff to committee
  - C. The RTC should help guide the development of the Regional Long Range Transportation Plan and help identify regional and local work elements for the rural planning assistance annual scope of work.
2. Host kick-off meeting to introduce new program
3. Hold meetings with local elected and government officials to discuss and document transportation safety and capacity concerns
4. Develop transportation goals for region
  - A. It is suggested that federal planning factors be used as a basis for establishing regional goals (VDOT will provide goals used for the State Highway Plan – Each region can customize these as needed)
5. Identify objectives and measures for each goal
  - A. VDOT will provide objectives and measures used for the State Highway Plan – Each region can customize these as needed
6. Establish/Update Public Involvement Process
7. Inventory/Data Collection
  - A. Transportation
    1. Compile highway network inventory for major collectors and above
    2. Develop inventory and map of significant projects in SYIP
    3. Develop inventory and map of existing transit services
    4. Develop inventory and map of existing bike/ped accommodations
    5. Develop inventory and map of major freight generators in the region
    6. Develop inventory and map of existing aviation facilities
  - B. Land Use
    1. Identify and map activity centers for residential, commercial, industrial, and public services (schools, hospitals, etc.)
    2. Identify and map high growth areas for residential, commercial and industrial development
    3. Map sewer and water availability and future expansion plans
  - C. Socio-economic
    1. Population growth and projections by county (VEC)
    2. Employment growth and projections by county (VEC)
    3. Identify and map disadvantaged groups
      - a. Examples – Elderly, Low-income, Disabled, etc.
  - D. Review and summarize existing regional/local plans and studies
    1. Document main issues, recommendations, etc.

### **FY07 Deliverables**

***Phase I Report*** containing the following elements

- Regional goals, objectives and measures
- Public Involvement Plan
- Transportation inventories and maps
- Land use maps and associated narratives
- Regional socio-economic profile and maps
- Summary of existing plans and studies
- RTC meeting minutes
- GIS data files/layers to be provided to VDOT and localities

## RURAL AREAS IN HAMPTON ROADS

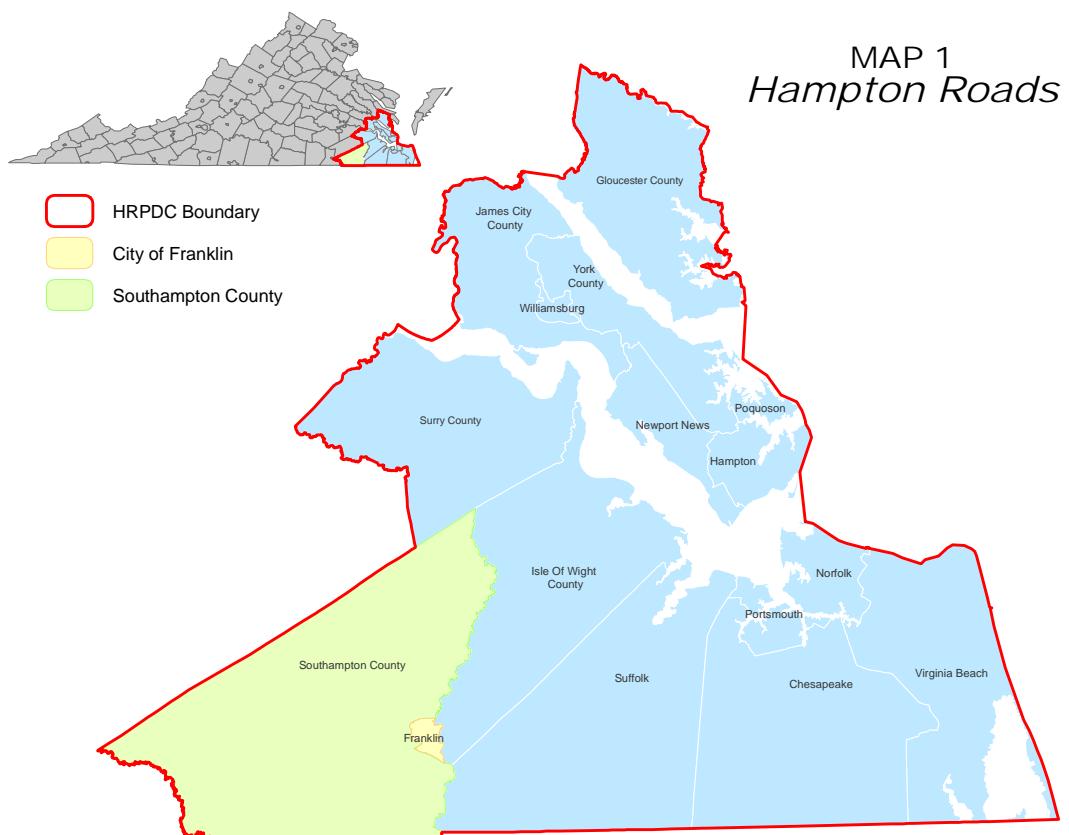
The Hampton Roads Planning District includes the following jurisdictions:

Cities	Counties
Chesapeake	Gloucester*
Franklin	Isle of Wight
Hampton	James City
Newport News	Southampton
Norfolk	Surry**
Poquoson	York
Portsmouth	
Suffolk	
Virginia Beach	
Williamsburg	

\* Gloucester County is also included in the Middle Peninsula PDC

\*\* Surry County is also included in the Crater PDC

The rural areas in the Hampton Roads region are the City of Franklin and the Counties of Gloucester, Southampton, and Surry. Because the RLRP's for the Counties of Surry and Gloucester will be prepared by other PDC's, this effort covers the City of Franklin and Southampton County.



## RURAL TRANSPORTATION TECHNICAL COMMITTEE

A Rural Transportation Technical Committee (RTTC) was formed in February 2007 and includes representatives from the City of Franklin, Southampton County, Virginia Department of Transportation, Virginia Department of Rail and Public Transit, Franklin Municipal Airport, CSX Railroad, Norfolk Southern Railroad, and the Federal Highway Administration. The Committee met three times during Phase I.

During the three RTTC meetings, transportation priorities were discussed for each locality. Goals, Objectives, and Measures were established. The existing Hampton Roads Planning District Commission's Transportation Participation Plan was examined and suggestions regarding specific RLRP efforts concerning public involvement were developed. Transportation inventories and GIS data were also distributed and reviewed.

## DELIVERABLES

### REGIONAL GOALS, OBJECTIVES, AND MEASURES OF EFFECTIVENESS

Using the federal SAFETEA planning factors as well as VDOT's State Highway Plan goals and objectives as a starting point, the RTTC established the goals, objectives and measures of effectiveness that will be used in the development of the rural long-range transportation plan.

# Rural Long Range Planning Goals, Objectives, and Measures

Planning Factor	Planning Objective	Measure	Definition
<b>Goal 1: Provide a transportation system that facilitates the efficient movement of people and goods</b>			
Mobility	Reduce Congestion	Current Day Volume to Capacity Ratio (Peak Hour)	A roadway's Volume to Capacity ratio is a measure of congestion.
	Maximize benefits for the greatest number of users	Average Daily Traffic Count (ADT)	The ADT count is used to determine how many vehicles travel on a roadway on a given day.
Connectivity / Accessibility	Enhance access and connections to ports, airports, transit stations, or other modal facilities as well as between neighborhoods/ subdivisions	Access to ports, airports, transit stations, park and ride lots or other intermodal facilities; Access between subdivisions	An evaluation of the corridor or proposed improvement in providing or enhancing access to ports, airports, transit stations, park and ride lots or other intermodal facilities as well as between subdivisions. The measure has three categories: Direct Access (providing immediate access), Indirect Access (access within 2 miles) and No Access (access is greater than 2 miles).
<b>Goal 2: Provide a safe and secure transportation system</b>			
Safety	Improve safety for all modes of travel	Crash rate	Three year average crash rate for the corridor. On new location facilities, the crash rate from the parallel or bypassed facility is utilized.
Security	Address deficiencies on roadways that facilitate the movement of the military and citizens during emergency situations	Strategic Highway Network or emergency evacuation route designation	Identifying corridors that are part of the Strategic Highway Network or designated emergency evacuation route.
<b>Goal 3: Improve Virginia's economic vitality and provide access to economic opportunities for all Virginians</b>			
Economic Development	Enhance the movement of goods throughout the Commonwealth	Average daily volume of heavy trucks	Average daily volume of trucks for base year.
<b>Goal 4: Improve quality of life and minimize potential impacts to the environment</b>			
Community Character and Environmental Quality	Minimize community impacts	Utilization of existing state owned Right-of-Way (ROW)	Based upon the current facility and the extent of the recommended improvement this performance measure is defined as estimating the potential R/W impacts as HIGH (likely require a significant amount of ROW and will lead to considerable impacts to existing residential/commercial land uses), MEDIUM (likely require an average amount of ROW and will impact a limited number of existing residential/commercial land uses), LOW (require minimal additional ROW and will not impact existing residential/commercial land uses) or NONE (can be built within existing state owned ROW).
<b>Goal 5: Preserve the existing transportation system and promote efficient system management</b>			
System Management	Reduce reliance on Single-Occupant-Vehicles	Inclusion of bicycle, and/or pedestrian facilities or provisions for other modes	Yes or No. Yes is defined as the recommendation including HOV facilities, bicycle and/or pedestrian accommodations, park and ride lots, bus lanes, rail facilities, bus pull outs, etc.
	Encourage access management	Interchange Spacing/Mainline Adequacy	In urban areas, new interchanges should not be within 1 mile of an existing interchange unless a CD road is included. In rural areas, a new interchange should not be within 2 miles of an existing interchange.
System Preservation	Minimize long-term maintenance costs	Bridge Conditions – bridge deficiencies based on Bridge Sufficiency Ratings	Using bridge sufficiency ratings, this measure entails the lowest Bridge Sufficiency Rating (BSR) along the recommendation's termini.
Cost Effectiveness	Maximize use of limited highway funding	Cost effectiveness of the proposed recommendation	Cost effectiveness is measured using the following formula: Total estimated cost of improvement (base year dollars) divided by the base year daily Vehicle Miles Traveled (VMT). Costs are preliminary planning level cost estimates derived from a "cost per mile basis" depending on the typical section.

Note: Based on VDOT's Statewide Highway Plan Goals

## PUBLIC INVOLVEMENT PLAN

Each PDC was asked to develop a public involvement plan containing actions and strategies to obtain and use public input during the development of the RLRP. Strategies for accomplishing this were discussed by the RTTC and incorporated into the HRPDC Transportation Participation Plan (TPP).

The TPP describes efforts employed by the HRPDC to provide citizens, affected public agencies, and other interested parties with reasonable opportunities to be involved in the transportation planning process including consulting with interested parties, addressing communication barriers, and various other opportunities for involvement (public meetings and workshops, HRPDC newsletter, transportation kiosks, correspondence, etc.).

Below are specific RLRP participation efforts described in the TPP:

- A mailing list of interested parties is maintained.
- The *Hampton Roads Review* is utilized to keep its readers up-to-date on the status of plan development.
- During the development of the RLRP, a public meeting/workshop is scheduled and advertised in the local newspapers and on the HRPDC web site.
- During the development of Southampton County's Secondary Six-Year Plan, public hearings are generally conducted by VDOT between the months of October and December to solicit citizens' comments on secondary system road needs. A public notice regarding these hearings is published in the local newspapers to advise citizens of the times and locations of each public hearing.
- The transportation kiosks may be utilized to survey the public on transportation issues.
- HRPDC staff reviews comments received from the public. The comments are summarized and provided to the Rural Transportation Technical Committee (RTTC).

The Hampton Roads TPP was scheduled to be approved in July of 2007. The complete document can be found at the HRPDC website, [www.hrpdcva.gov](http://www.hrpdcva.gov).

## TRANSPORTATION INVENTORIES AND MAPS

Each PDC was provided a database (SPS Lite) containing a physical inventory of all federal functionally classified roads (minor collector and above) for their region and was asked to distribute this information to each locality for review. Each PDC was also asked to collect data regarding transit, bicycle and pedestrian facilities, freight generators, and airport inventories. The following is the data compiled for Franklin and Southampton County:

### Significant Projects

#### Secondary Six Year Plan (SSYP)

Southampton County Board of Supervisors approved 5 projects to be included in their Secondary Six Year Plan (2008-2013). The County also developed a Priority Plan consisting of 7 road projects.

SOUTHAMPTON COUNTY SECONDARY SIX YEAR PLAN 2008-2013		
Paved Roads		
Priority #1	Rte 671 Project: 0671-087-264, C501 From: Route 650 To: Route 687	Advertisement Date: 3/8/2011
Priority #2	Rte 743 Project: 0743-087-267, M501 From: Route 671 To: 0.70 miles S. of Rte 671	Advertisement Date: 4/8/2015
Priority #3	Rte 646 Project: 0646-087-268, M502 From: 2.5 mi. E. of ECL Courtland To: Route 641	Advertisement Date: 4/8/2018
Unpaved Roads		
Priority #1	Rte 657 Project: 0657-087-P73, N501 From: Route 658 East To: Route 693	Advertisement Date: 4/1/2012
Priority #2	Rte 654 Project: 0654-087-P69, N501 From: Route 609 To: Route 58	Advertisement Date: 04/01/15

Source: VDOT

SOUTHAMPTON COUNTY PRIORITY PLAN		
Paved Roads		
Priority #1	Rte 671 Project: 0671-087-264, C501 From: Route 650 To: Route 687	Advance Date: 03/08/11
Priority #2	Rte 743 Project: 0743-087-267, M501 From: Route 671 To: 0.70 miles S. of Rte 671	Advance Date: 04/08/15
Priority #3	Rte 646 Project: 0646-087-268, M502 From: 2.5 mi. E. of ECL Courtland To: Route 641	Advance Date: 04/08/18
Priority #4	Rte 646 Project: 0646-087-268, M501 From: ECL of Courtland To: 2.5 mi. E. of ECL Courtland	No Advance Date Set
Unpaved Roads		
Priority #1	Rte 657 Project: 0657-087-P73, N501 From: Route 658 East To: Route 693	Advance Date: 04/01/12
Priority #2	Rte 654 0654-087-P69, N501 From: Route 609 To: Route 58	Advance Date: 04/01/15
Priority #3	Rte 651 Project: 0651-087-P82, N501	No Advance Date Set

#### Six Year Improvement Program (SYIP)

There are also several projects for Franklin and Southampton County in VDOT's FY 08 Six Year Improvement Program.

CITY OF FRANKLIN SIX YEAR IMPROVEMENT PROGRAM (FY08)	
UPC	Description
85949	Camp Parkway over Blackwater River - Route 58 (Va Struc 1972)
62330	Install Hi-Type Crossing Surface
71416	Mechanic Street - Install Short Arm Gates
58414	High Street - Install Rubber Crossing Gates & Upgrade Lights
52057	Hunterdale Road - 4 Lane (PE Only in SYIP)

Source: VDOT

SOUTHAMPTON COUNTY SIX YEAR IMPROVEMENT PROGRAM (FY08)		
UPC	Description	Route
17728	RTE 58 - Construct Interchange	58
68077	RTE 35 (Main Street) - Upgrade to Cantilever Flashing Lights	35

Source: VDOT

## Public Transit Services Inventory

There is no existing transit in either Franklin or Southampton County. The following paratransit entities provide service in each locality:

Endependence Center  
Senior Services of Southeastern Virginia  
Western Tidewater Community Services Board

## Bicycle/Pedestrian Inventory

There is no established bike and pedestrian plan for either locality. The sidewalk inventory in the SPS Lite database for Franklin was reviewed and updated. In July 2007, Franklin applied for competitive rural funds through VDOT's Rural Transportation Planning Program On-Call Consultant Services for development of a city-wide bicycle and pedestrian plan.

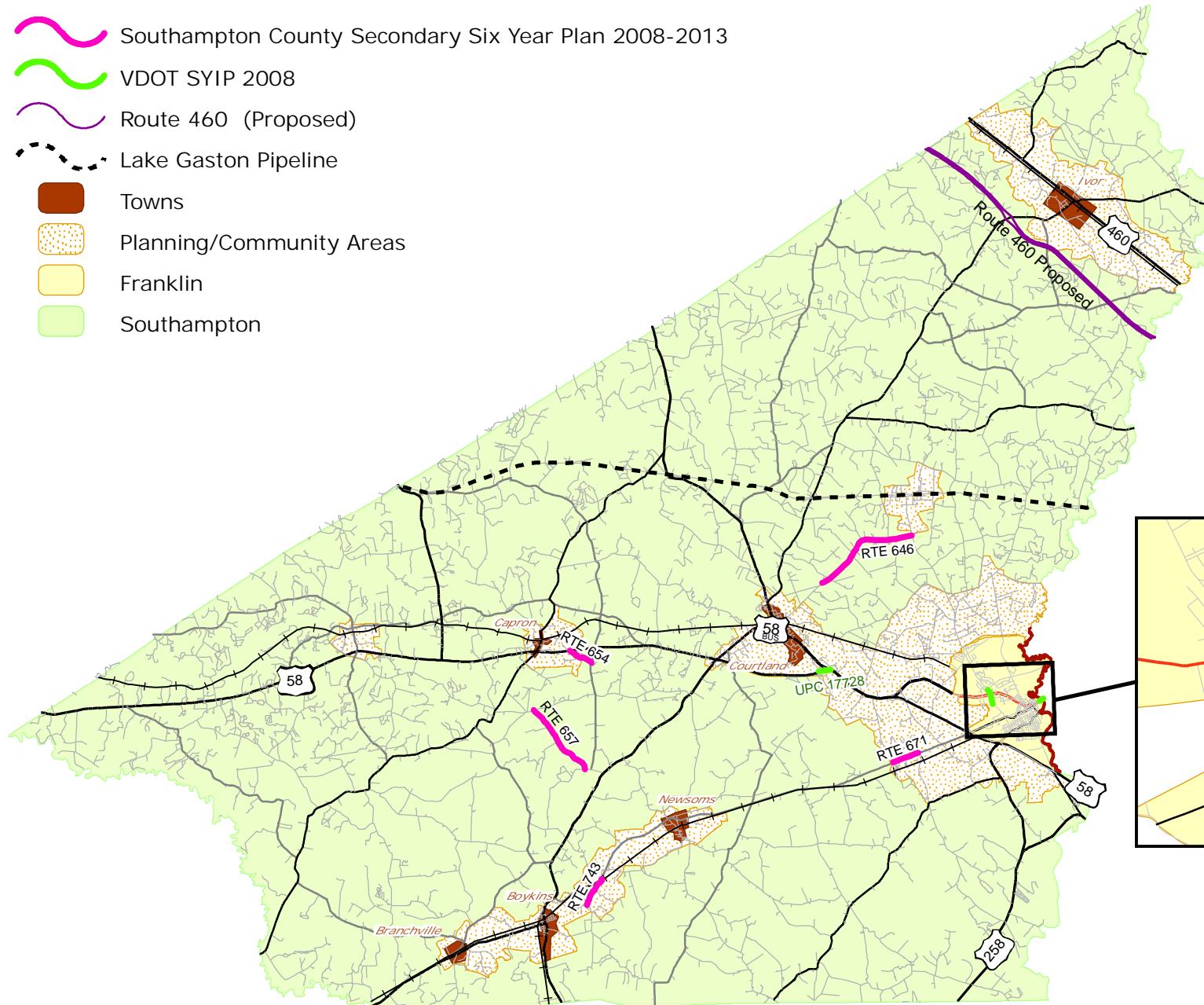
## Freight Generator Inventory

A list of businesses was reviewed and updated for each locality. Establishments generating significant truck traffic were identified and new businesses as well as expected businesses that will also produce significant truck traffic were added to the database.

## Airport Inventory

The nearest commercial airport is located in the City of Norfolk (Norfolk International Airport), approximately 50 miles to the northeast. Franklin Municipal Airport, located just outside of Franklin in Isle of Wight County, is a non-commercial airport serving general aviation needs.

-  Southampton County Secondary Six Year Plan 2008-2013
-  VDOT SYIP 2008
-  Route 460 (Proposed)
-  Lake Gaston Pipeline
-  Towns
-  Planning/Community Areas
-  Franklin
-  Southampton



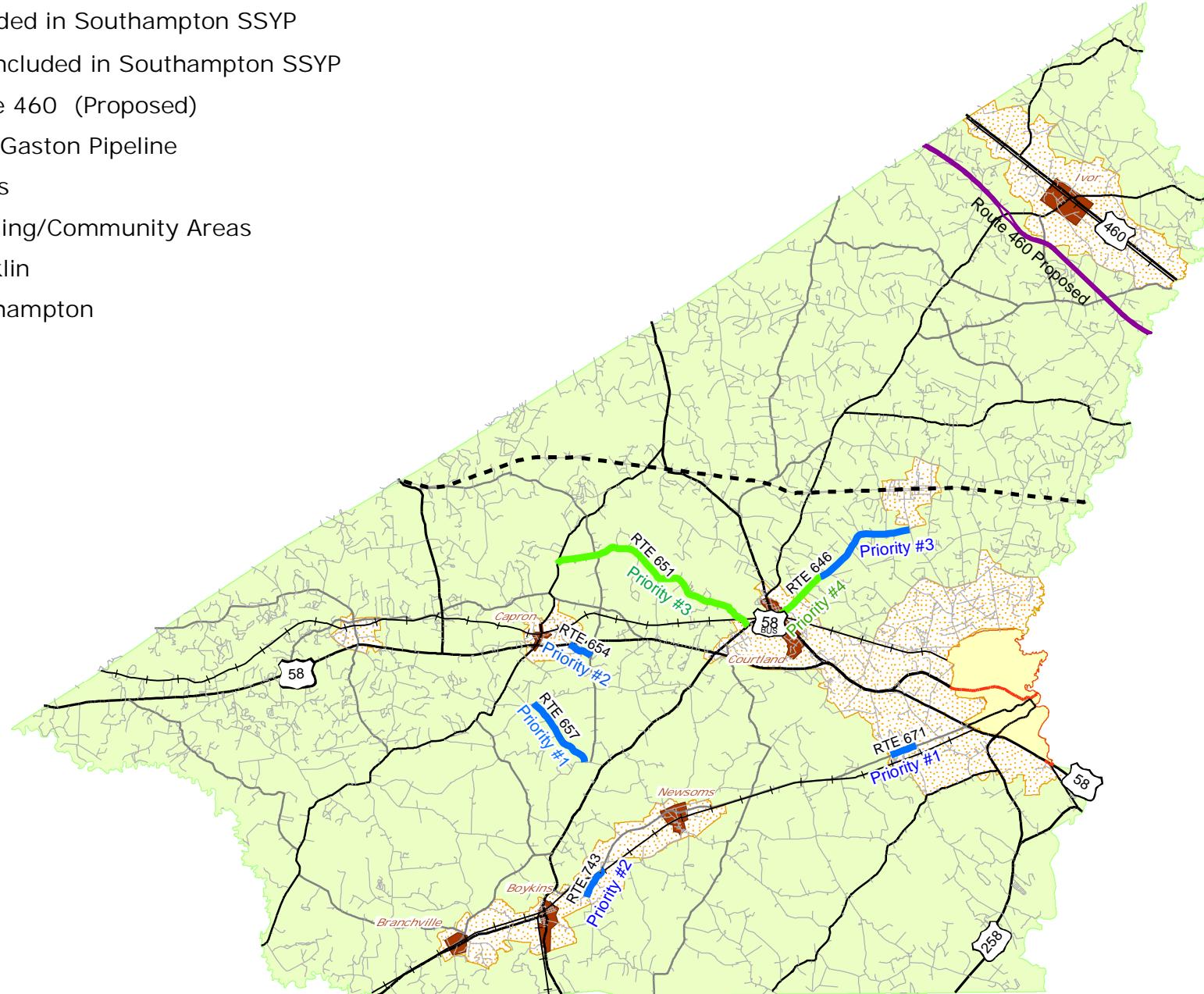
0 3 6 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: Southampton County, VA; VDOT

MAP 2  
Southampton County  
Secondary Six Year Plan



-  Included in Southampton SSYP
-  Not included in Southampton SSYP
-  Route 460 (Proposed)
-  Lake Gaston Pipeline
-  Towns
-  Planning/Community Areas
-  Franklin
-  Southampton

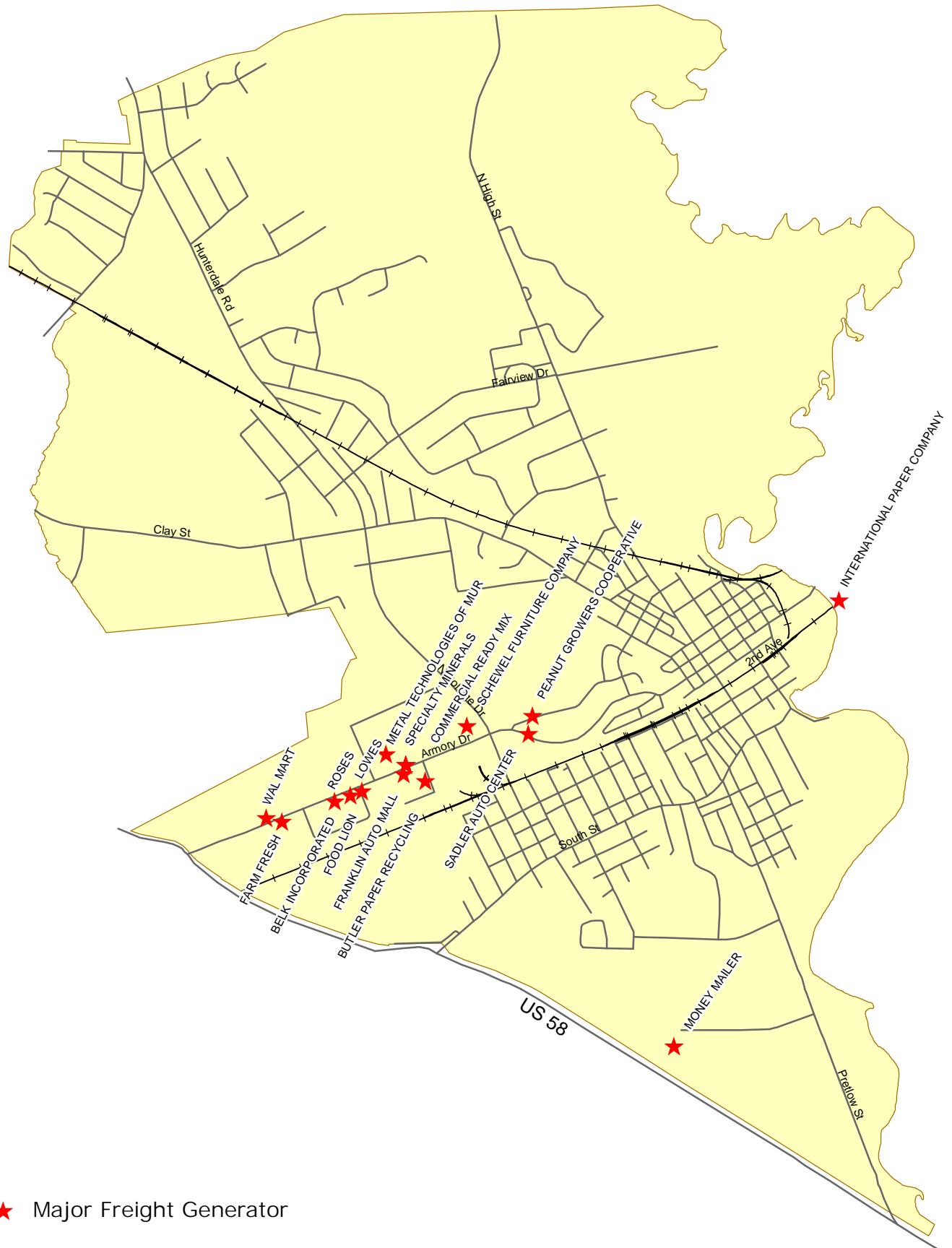


0 3 6 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: Southampton County, VA; VDOT

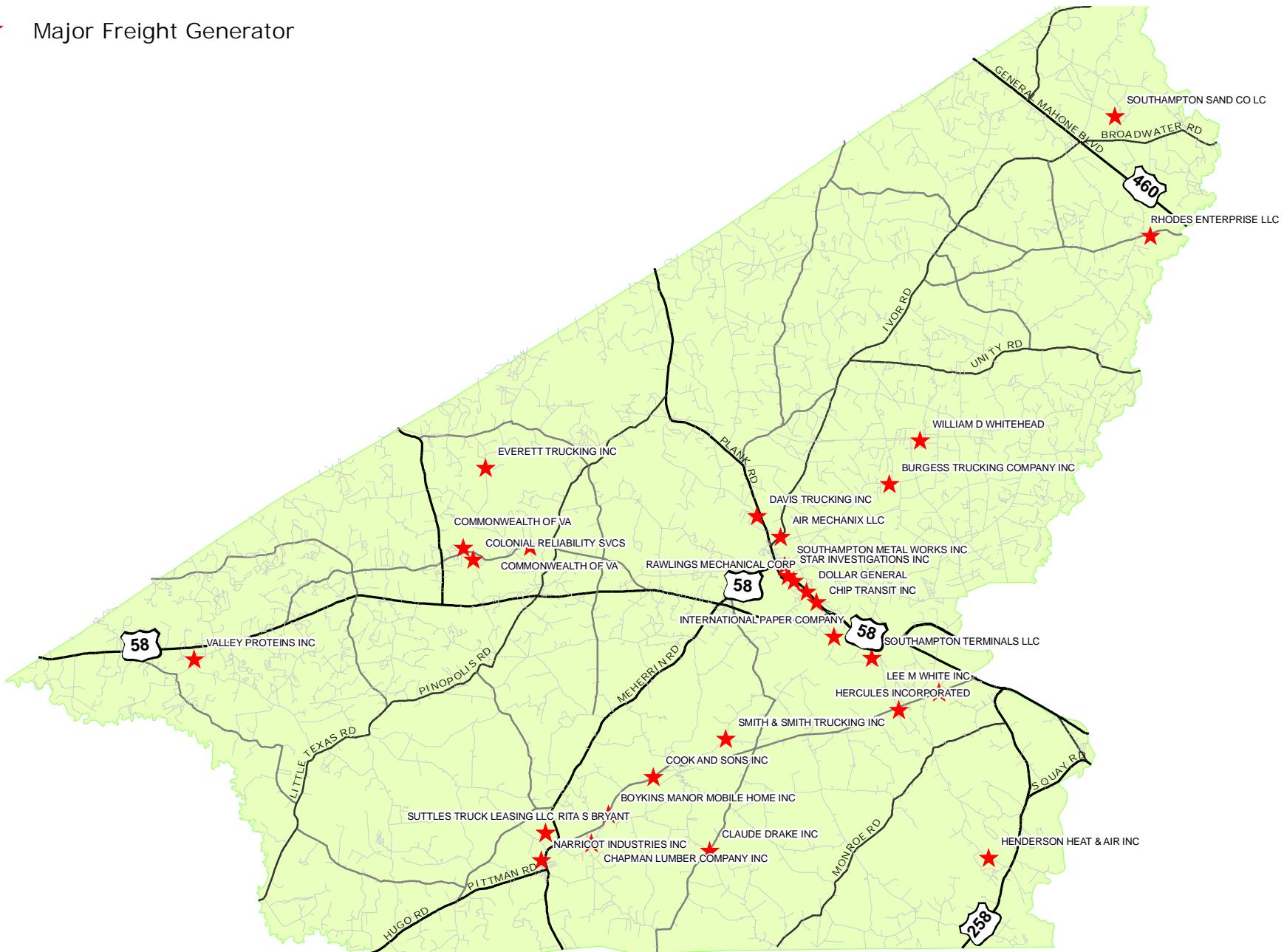
MAP 3  
*Southampton County*  
Priority Plan





★ Major Freight Generator

★ Major Freight Generator

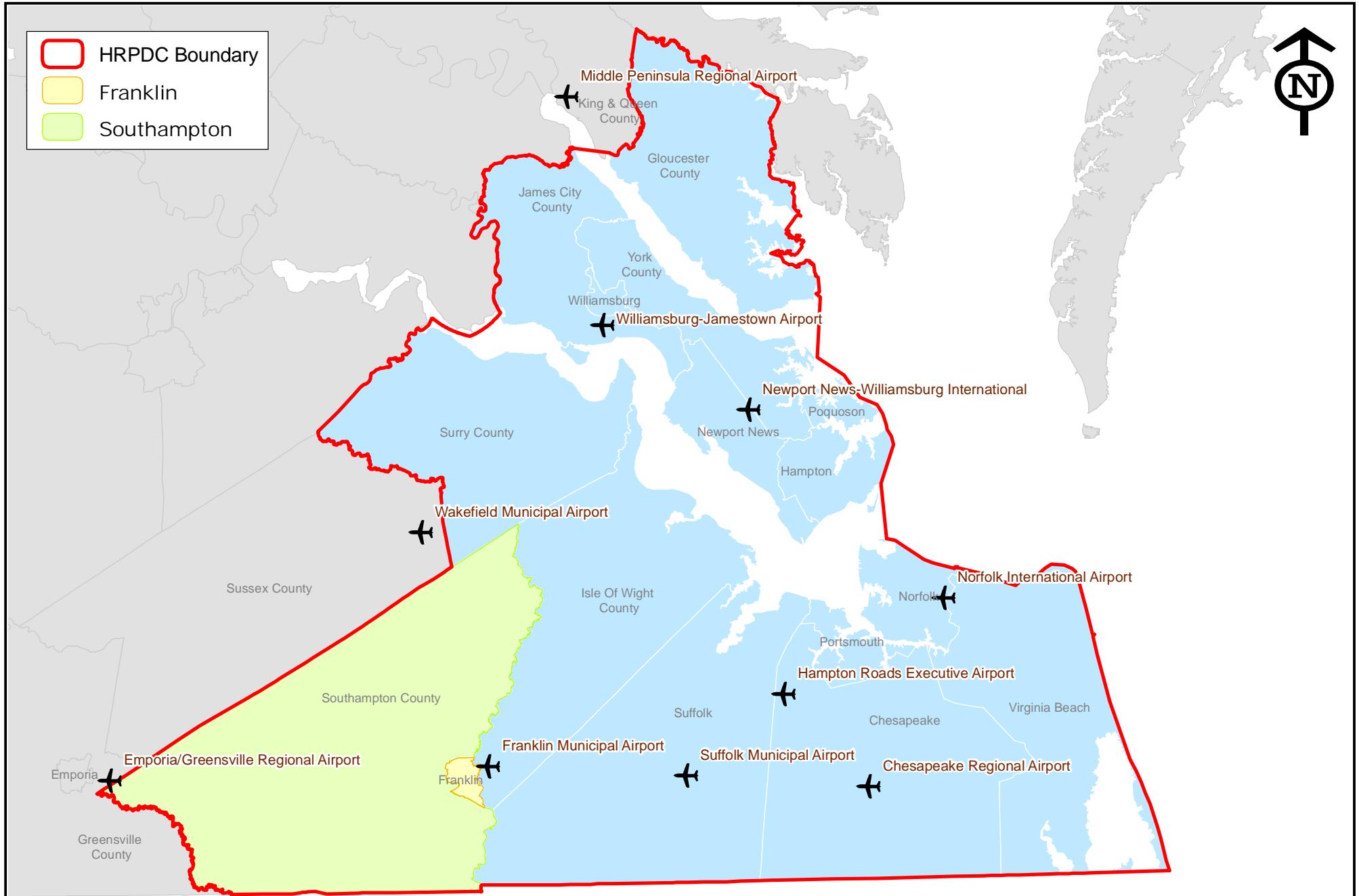


0 3 6 Miles

MAP 5  
Southampton County  
*Freight Generators*

Map Created by HRPDC GIS Staff, June 2007  
Data Source: VDOT; Southampton County





MAP 6  
*Hampton Roads Airports*

Map Created by HRPDC GIS Staff, June 2007  
Data Source: VDOT



## LAND USE MAPS AND ASSOCIATED NARRIATIVES

Since land use and the roadway network greatly influence one another, each PDC was asked to inventory and map current land use, future land use, and growth areas.

### Land Use and High Growth Areas for Franklin

The City of Franklin has a broad range of existing land uses including single and multi-family residential, agricultural and forested areas, industrial, as well as big box and strip commercial development. Franklin also has a central business district located in its historic downtown area.

The majority of the commercial and industrial areas are in and around the downtown area, along the Armory Drive corridor, and in the southern tip of the City. Most of the remaining land area is zoned for various types of residential uses. Small areas of land zoned for Neighborhood Commercial are intermingled within residential areas.

Approximately half of the land within Franklin is currently in agricultural, forested and open space uses. Some of these areas may be converted in order to accommodate development as population increases. City staff is currently reviewing several proposed residential development areas along North High Street, Hunterdale Road, Clay Street, South Street and College Drive. The city expects to add approximately one thousand new single family dwellings along these roadways.

### Land Use and Growth Management Areas for Southampton County

Southampton County is projected to grow significantly and the need to manage growth will become increasingly important. Overall, Southampton County remains largely undeveloped. The development that has occurred is mostly along secondary roads in traditionally agricultural areas of the County. This type of development has led to increasing concern about the potential for conflicting land uses. In an effort to minimize haphazard development and preserve the community character, the County has designated specific areas (Planning Areas and Community Areas) designed to accommodate growth as well as provide opportunities for economic investment. These areas are located close to existing Towns and the City of Franklin.

Planning Areas are defined zones that already have in place development patterns, appropriate zoning, existing transportation systems, as well as existing or planned utilities. These areas are prepared for more intensive development activity and include the Towns of Courtland, Ivor, and Boykins-Branchville-Newsoms.

- Courtland serves as the county seat for Southampton County and is the largest, both in population and geographic size, of the planning areas. This planning area is expected to see the most residential, commercial and industrial activity in the coming years.

- Ivor is situated along the existing US Route 460 corridor which is a major thoroughfare connecting Interstate 95 with the Hampton Roads region.
- Boykins, Branchville, and Newsoms are three towns close to each other, connected by the highway that runs from Franklin, VA to Roanoke Rapids, NC on I-95 (Route 671 and Route 186). Opportunities for the location of industrial, business and residential development exist along this corridor.

Community Areas are places clustered near and around existing commercial centers. These areas contain various community facilities including volunteer fire departments, civic organizations, religious establishments, postal facilities, as well as other relevant service enterprises. Community areas include Sedley, Capron, and Drewryville.

## **Activity Centers**

Southampton County and the City of Franklin provide a variety of community services to their residents including local government, law enforcement, fire and rescue, education, health care and parks and recreation. Activity Center maps showing these services can be seen on the following pages.

## **Water and Sewer Infrastructure**

Since the provision of water and sewer infrastructure can influence where development occurs, PDC staff examined existing sewer/water infrastructure.

### Franklin

The City of Franklin provides both the City and areas of Southampton County with a water supply and distribution system and a sewage collection and treatment system.

Recommendations from a study conducted by Prism Contractors & Engineers and Kimley-Horn & Associates in 2006 concluded that both the water and sanitary collection and transmission systems for Franklin would have to be improved. Pump stations would also have to be upgraded. The report indicates that the average demand for the City of Franklin for potable water is 1.16 million gallons per day (mgd) and that the City currently has production capacity for up to 2.4 mgd. At build-out, demand is forecasted at approximately 2.4 mgd. Since it is common design practice to begin expansion of water and sewer facilities at 80% of the production capacity, the study suggests expanding production capacity to 3.0 mgd in order to provide for the future demand of 2.4 mgd.

The study reports that the current average wastewater flows are .98 million gallons per day (mgd). The permitted wastewater treatment plant capacity is 2.0 mgd. At build-out, demand is forecasted at approximately 2.4 mgd. Therefore, it is recommended that the wastewater treatment plant be upgraded to a production capacity of 3.0 mgd in order to plan for the 2.4 mgd (80%) of forecasted demand. An alternative to a wastewater

treatment plant upgrade is also mentioned in the study. The option would include construction of a regional pump station and force main by the Hampton Roads Sanitation District that would transport all current and future city sewage to the HRSD treatment facility.

### Southampton County

Southampton County owns and operates five water systems, providing residential, commercial and industrial service throughout the County. The table below shows the location, average daily use, and capacity of each system. The Towns of Boykins, Branchville, and Newsoms, are served by a regional system. The Towns of Capron, Courtland, and Ivor operate separate municipal water systems to serve their residents.

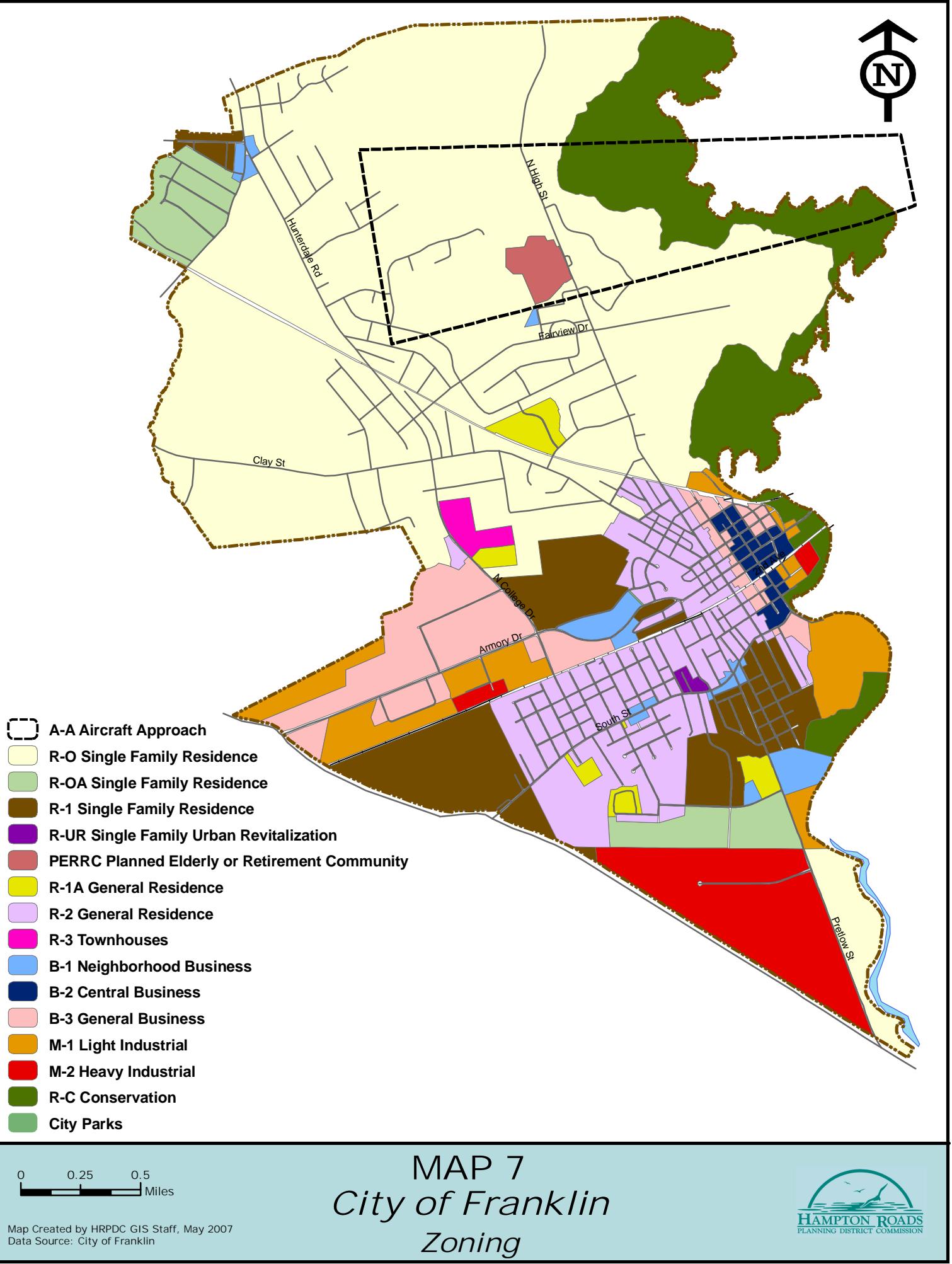
REGIONAL WATER UTILITIES SOUTHAMPTON COUNTY		
Locality	Avg. Daily Use	Max. Capacity
Boykins	128,300 GPD	300,000 GPD
Branchville	44,300 GPD	300,000 GPD
Drewryville	14,700 GPD	19,500 GPD
Edgehill	32,700 GPD	62,400 GPD
Newsoms	31,300 GPD	200,000 GPD

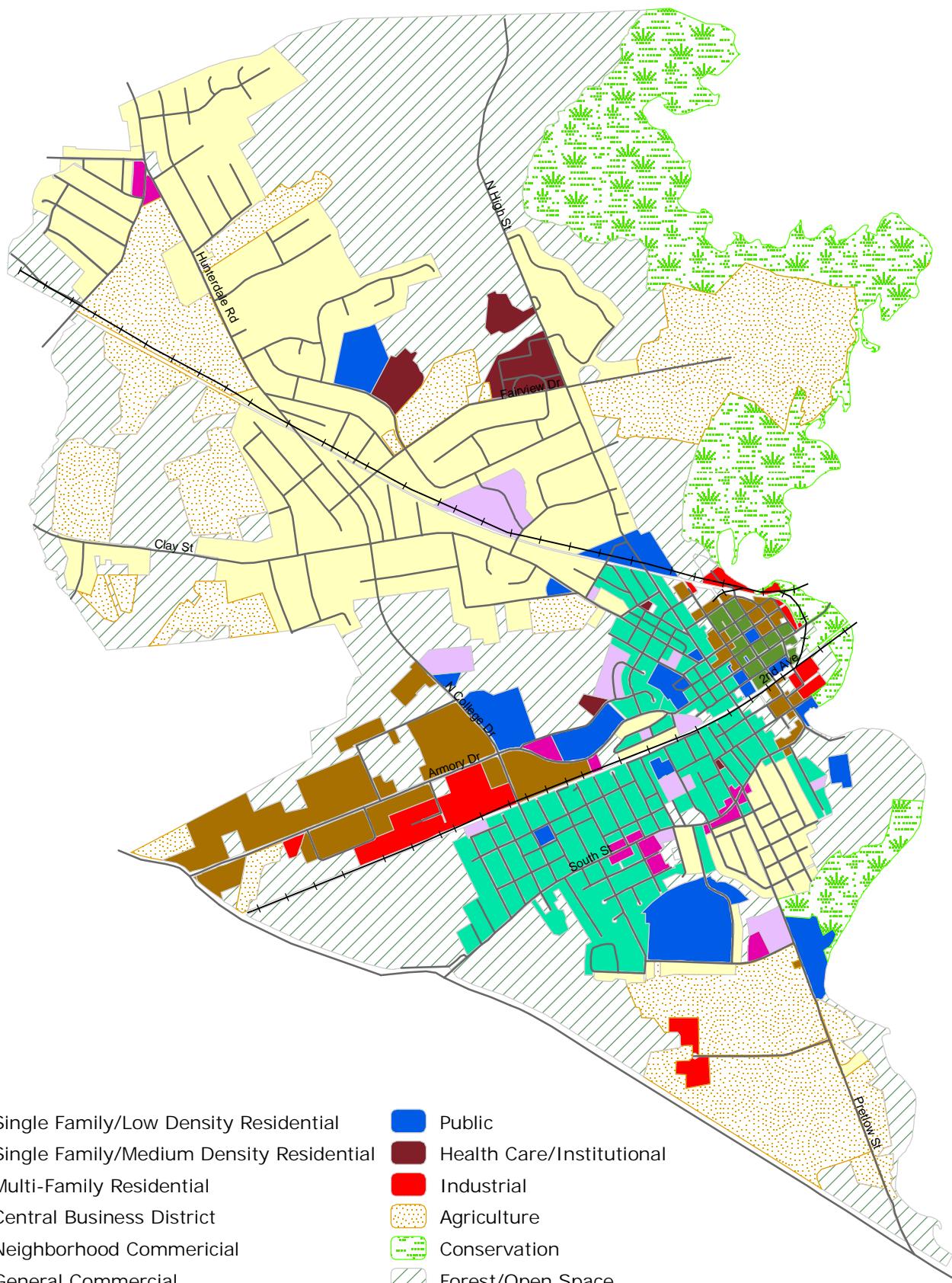
Source: Southampton County

Southampton County also operates its own wastewater systems. The wastewater system located in Boykins also serves the towns of Branchville and Newsoms and currently has adequate capacity to accommodate growth in its service area. However, the Courtland Wastewater Treatment Plant (WWTP) is expected to soon reach capacity and will require expansion to accommodate future growth. In January 2006, the Timmons Group submitted a proposal to complete a master plan for the Courtland Wastewater Treatment Plant and the area served by the plant. Wastewater at Edgehill is now treated at the Franklin Sewage Treatment Plant. Upon completion of the Courtland WWTP project, Edgehill wastewater may be redirected to the new facility. All other areas of the County are served by private on site systems.

REGIONAL WASTEWATER SYSTEMS SOUTHAMPTON COUNTY		
Locality	Avg. Daily Use	Capacity Storage
Boykins	118,000 GPD	590,000 GPD
Courtland	260,000 GPD	303,000 GPD
Edgehill	28,000 GPD	40,600 GPD

Source: Southampton County

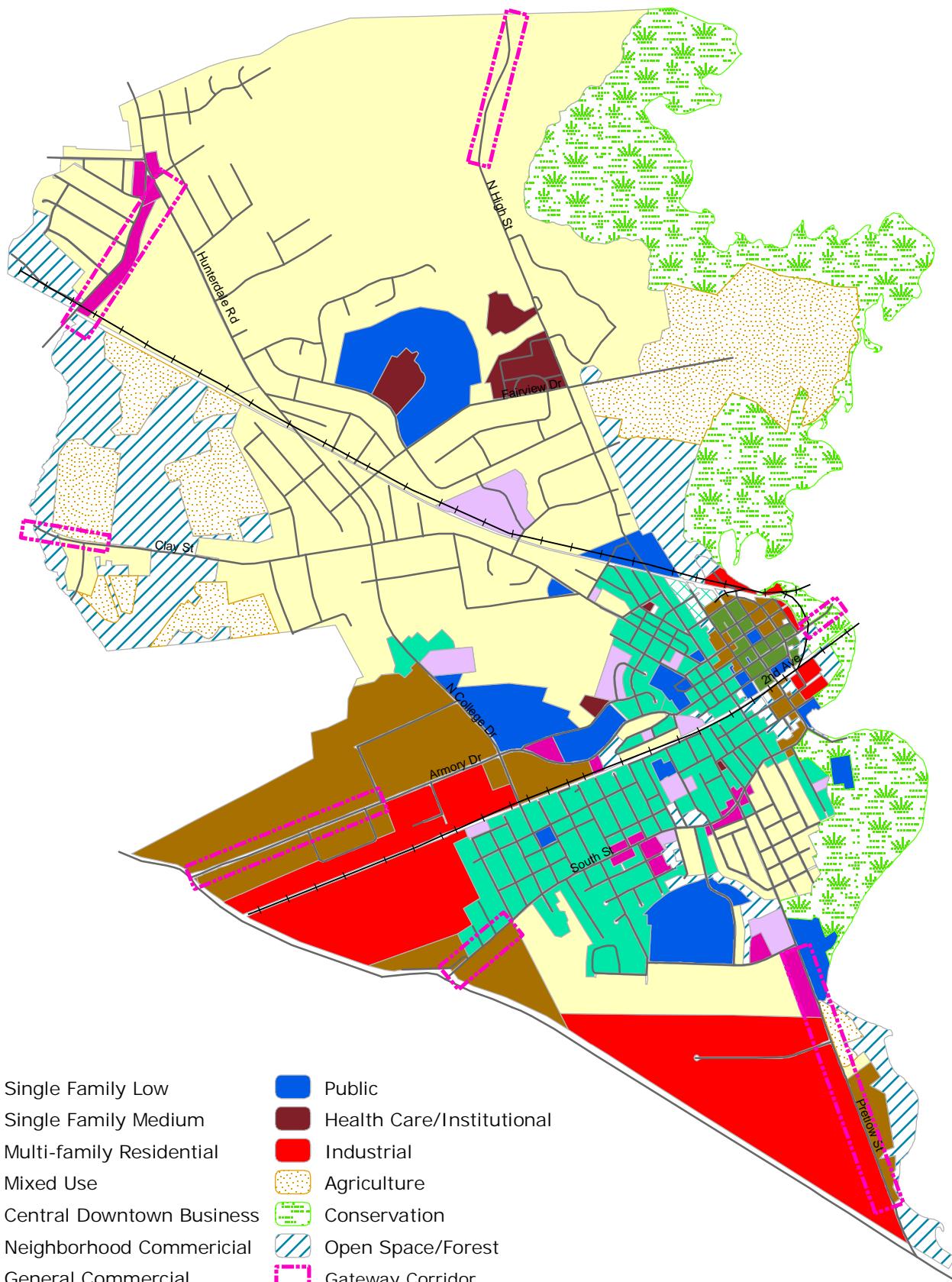




MAP 8  
*City of Franklin*  
Current Land Use

Map Created by HRPDC GIS Staff, May 2007  
Data Source: City of Franklin





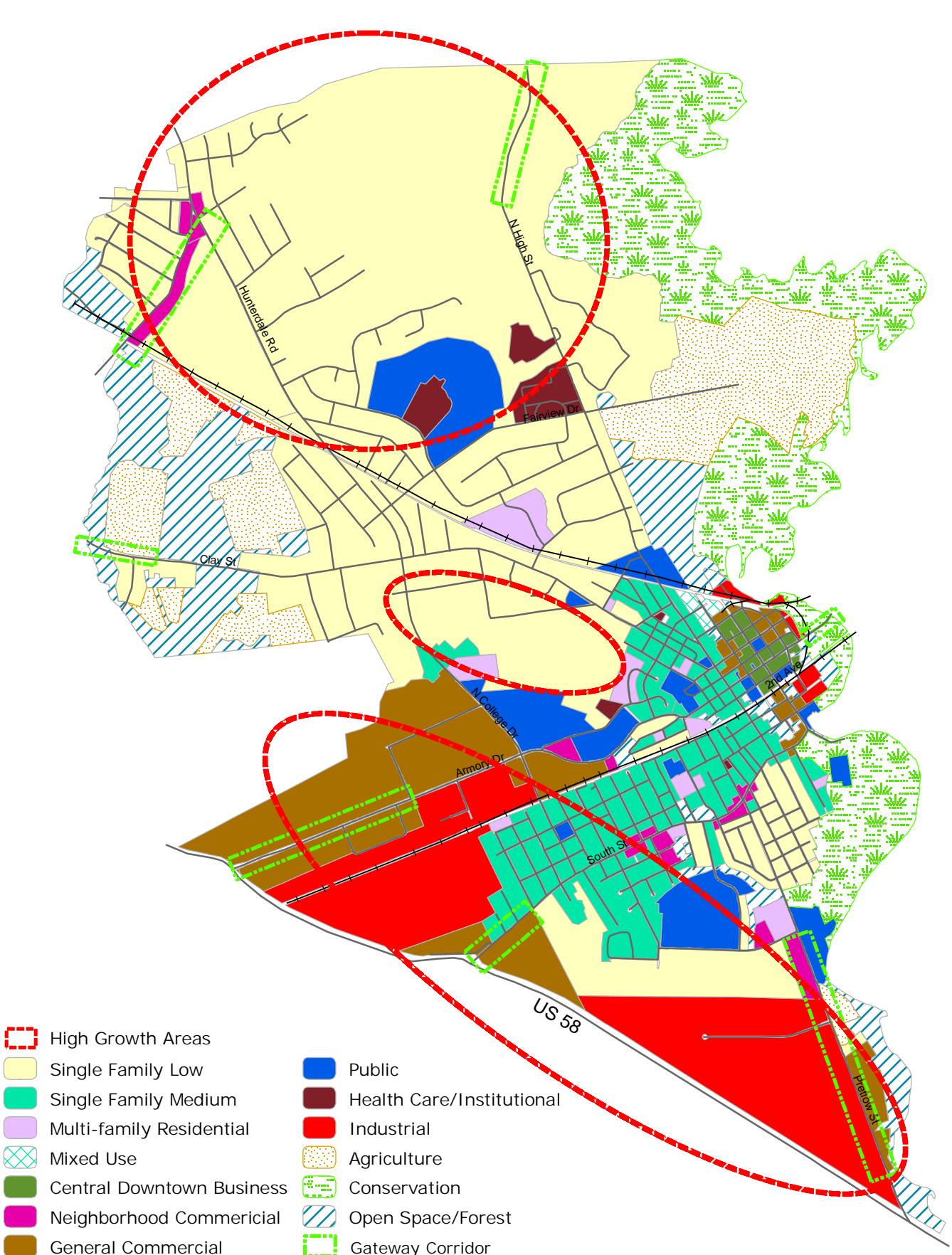
- Single Family Low
- Single Family Medium
- Multi-family Residential
- Mixed Use
- Central Downtown Business
- Neighborhood Commercial
- General Commercial
- Public
- Health Care/Institutional
- Industrial
- Agriculture
- Conservation
- Open Space/Forest
- Gateway Corridor

0 0.25 0.5 Miles

MAP 9  
*City of Franklin*  
*Future Land Use*

Map Created by HRPDC GIS Staff, May 2007  
Data Source: City of Franklin





0 0.25 0.5 Miles

Map Created by HRPDC GIS Staff, May 2007  
Data Source: City of Franklin

MAP 10  
*City of Franklin*  
High Growth Areas



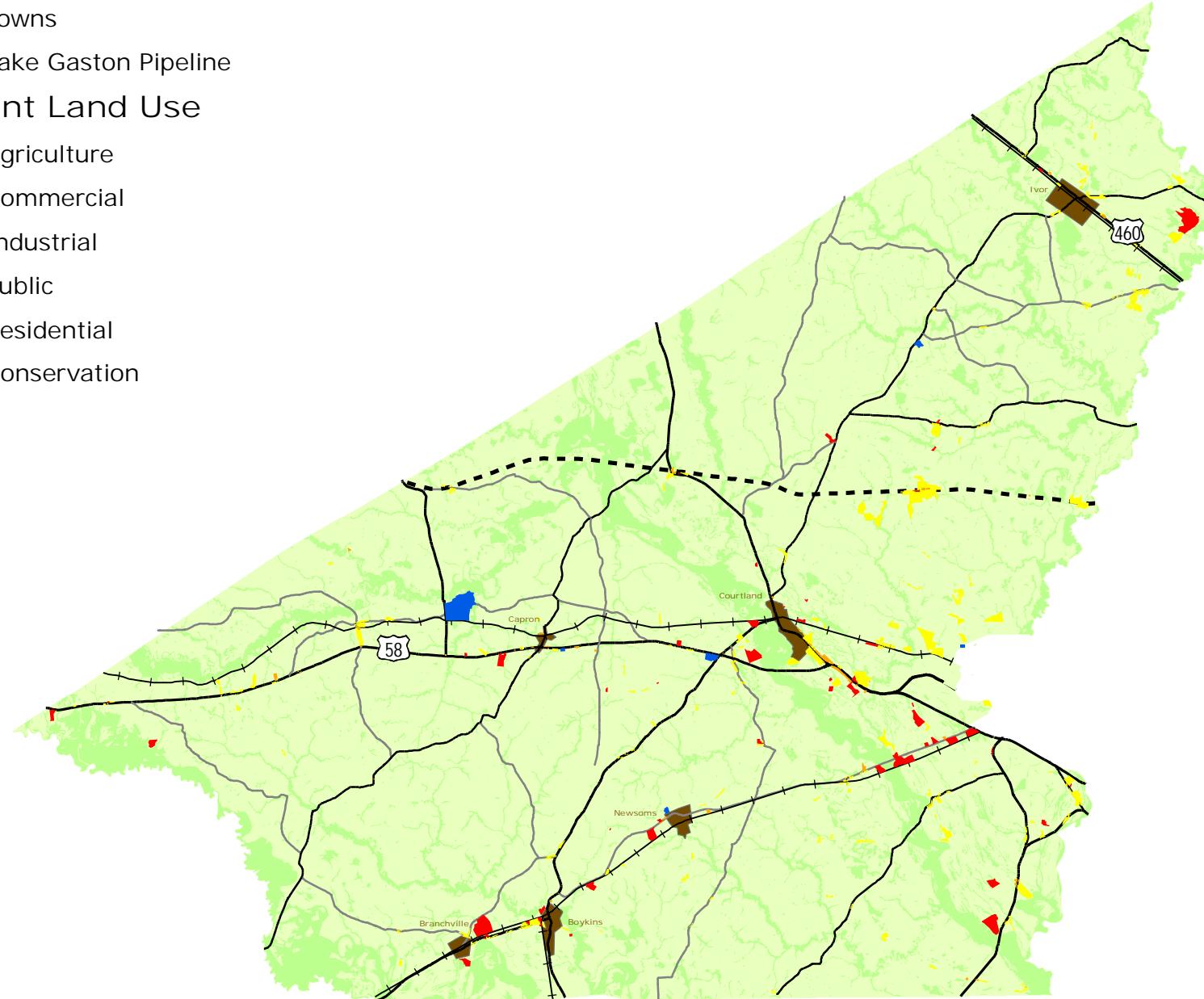


Towns

Lake Gaston Pipeline

## Current Land Use

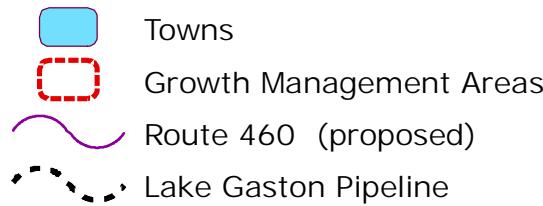
- Agriculture
- Commercial
- Industrial
- Public
- Residential
- Conservation



0 3 6 Miles

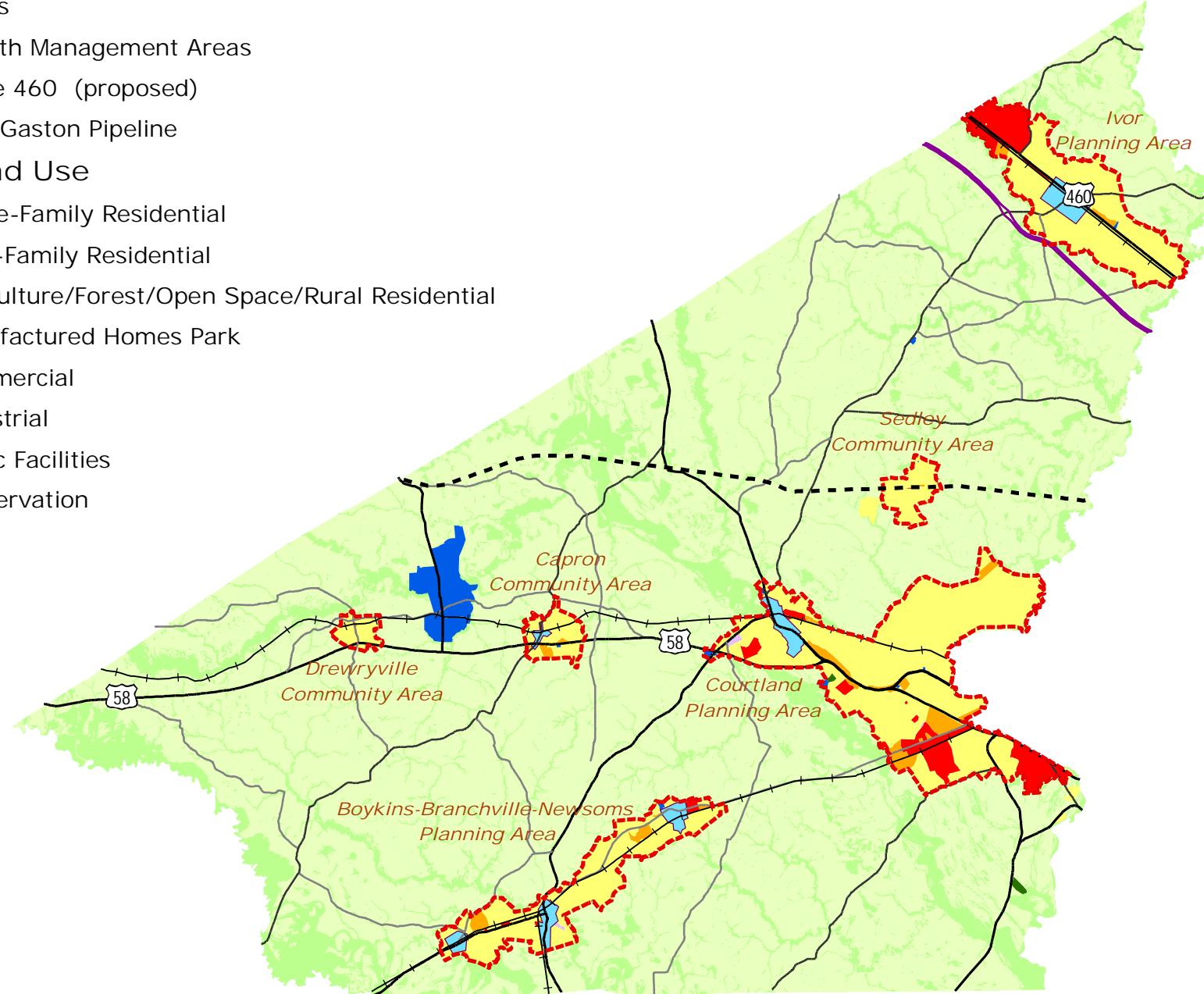
Map Created by HRPDC GIS Staff, May 2007  
Data Source: Southampton County, VA; National Wetlands Inventory

**MAP 11**  
*Southampton County*  
*Current Land Use*



### Future Land Use

- Single-Family Residential
- Multi-Family Residential
- Agriculture/Forest/Open Space/Rural Residential
- Manufactured Homes Park
- Commercial
- Industrial
- Public Facilities
- Conservation



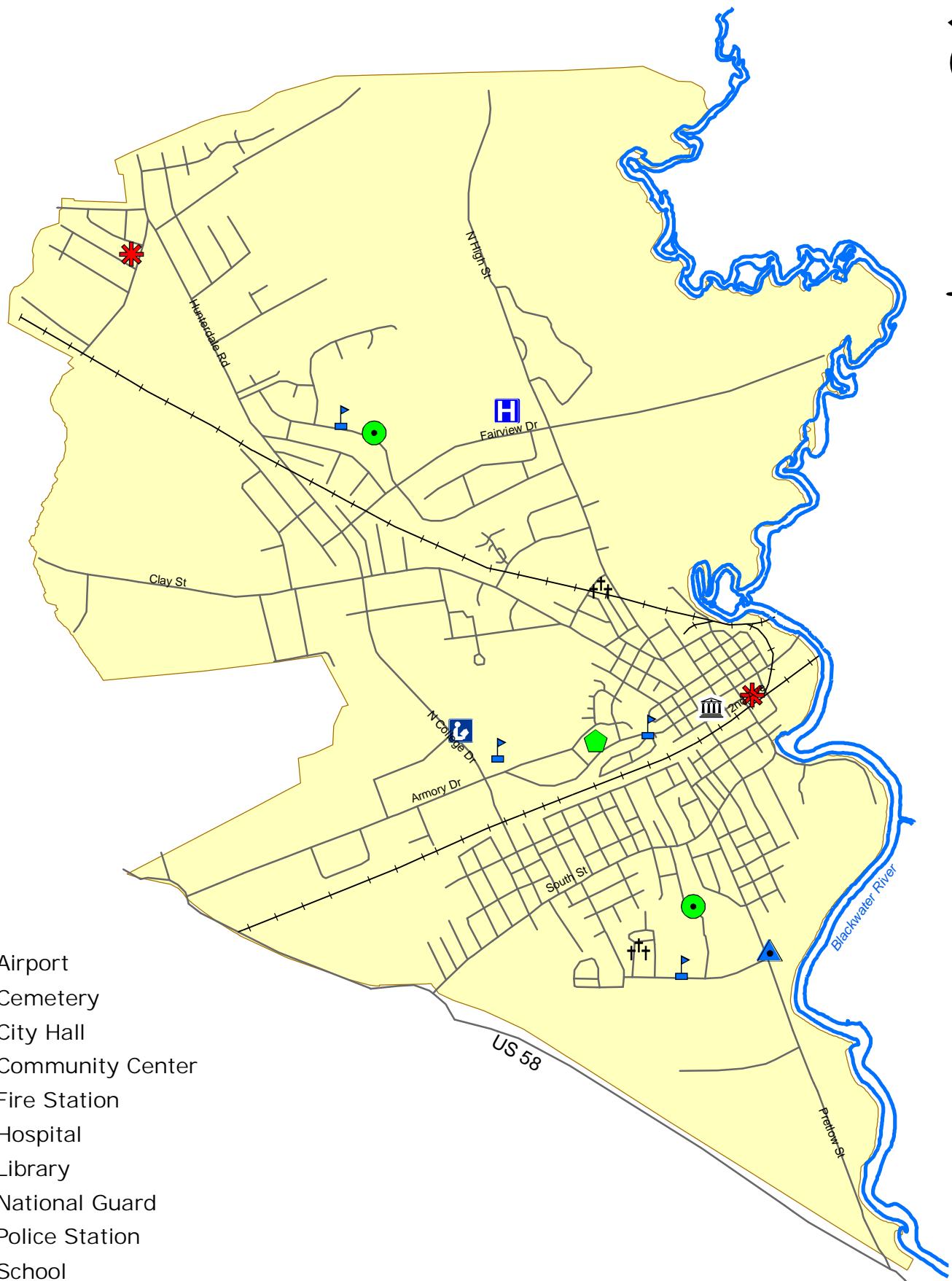
0 3 6 Miles

Map Created by HRPDC GIS Staff, May 2007  
 Data Source: Southampton County, VA;  
 National Wetlands Inventory

**MAP 12**  
**Southampton County**  
*Future Land Use & Growth Management Areas*



+

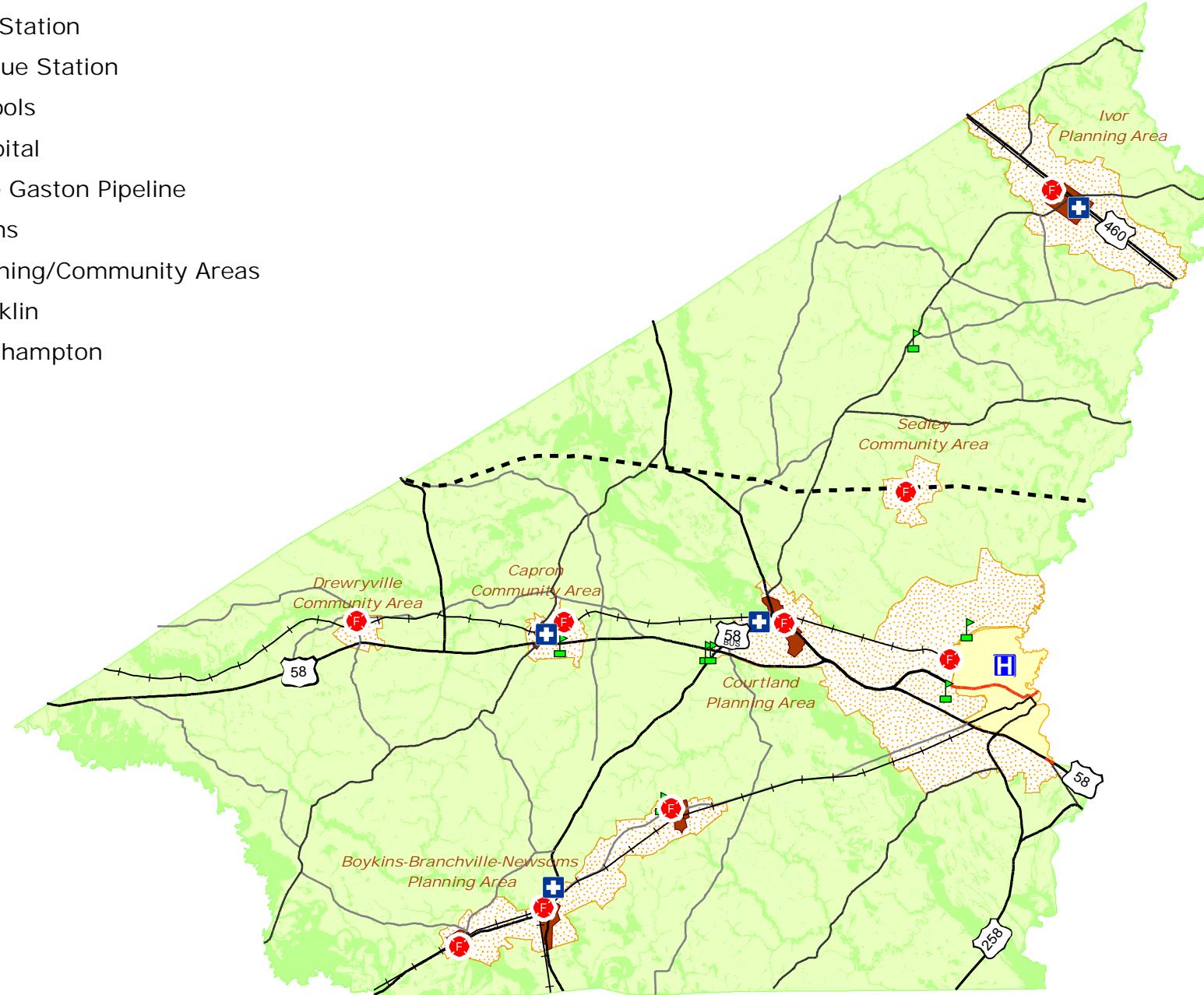


MAP 13  
*City of Franklin*  
Activity Centers

Map Created by HRPDC GIS Staff, March 2007  
Data Source: City of Franklin



- Fire Station
- Rescue Station
- Schools
- Hospital
- Lake Gaston Pipeline
- Towns
- Planning/Community Areas
- Franklin
- Southampton

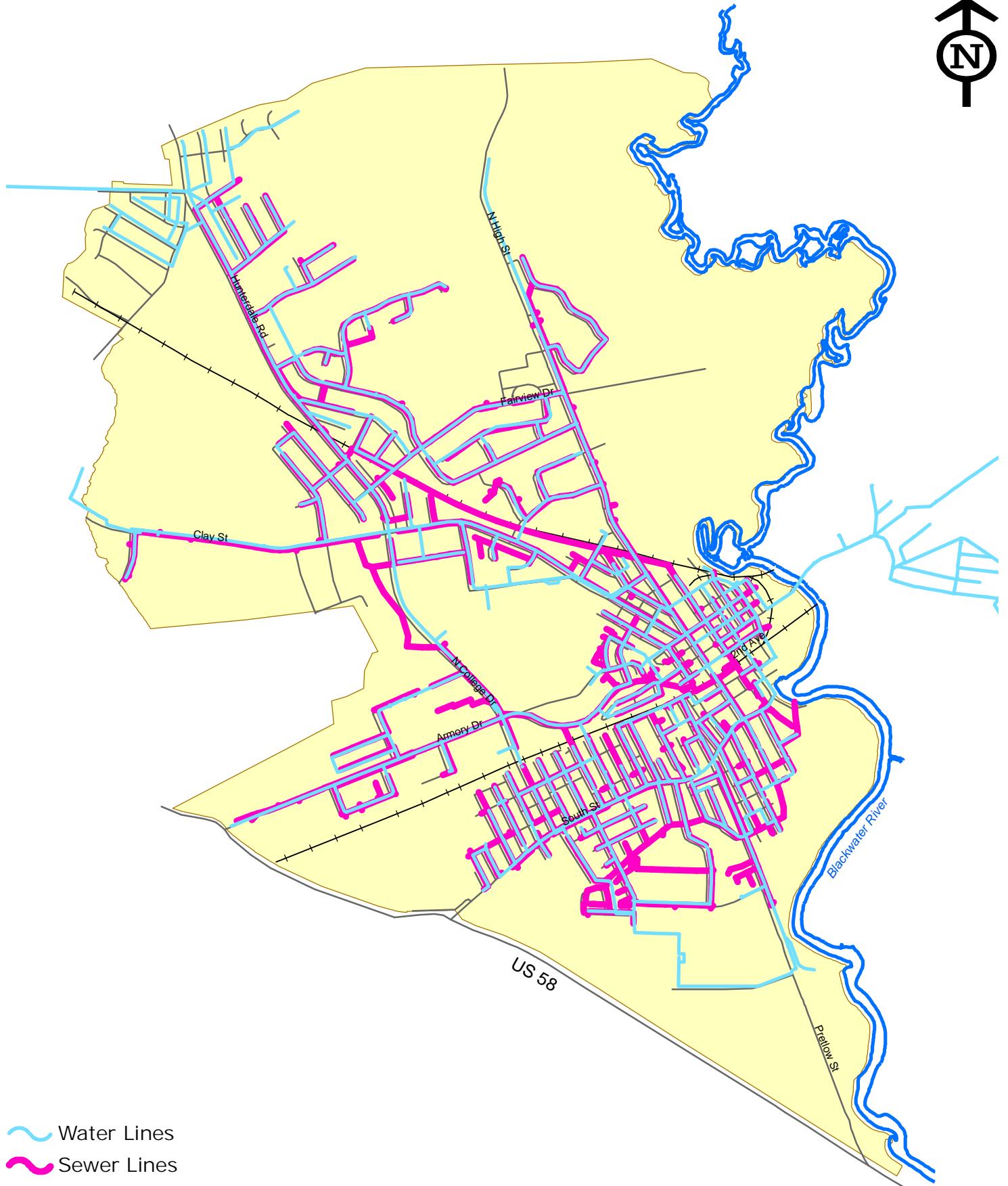


0 3 6 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: Southampton County, VA; VDOT

MAP 14  
Southampton County  
Activity Centers





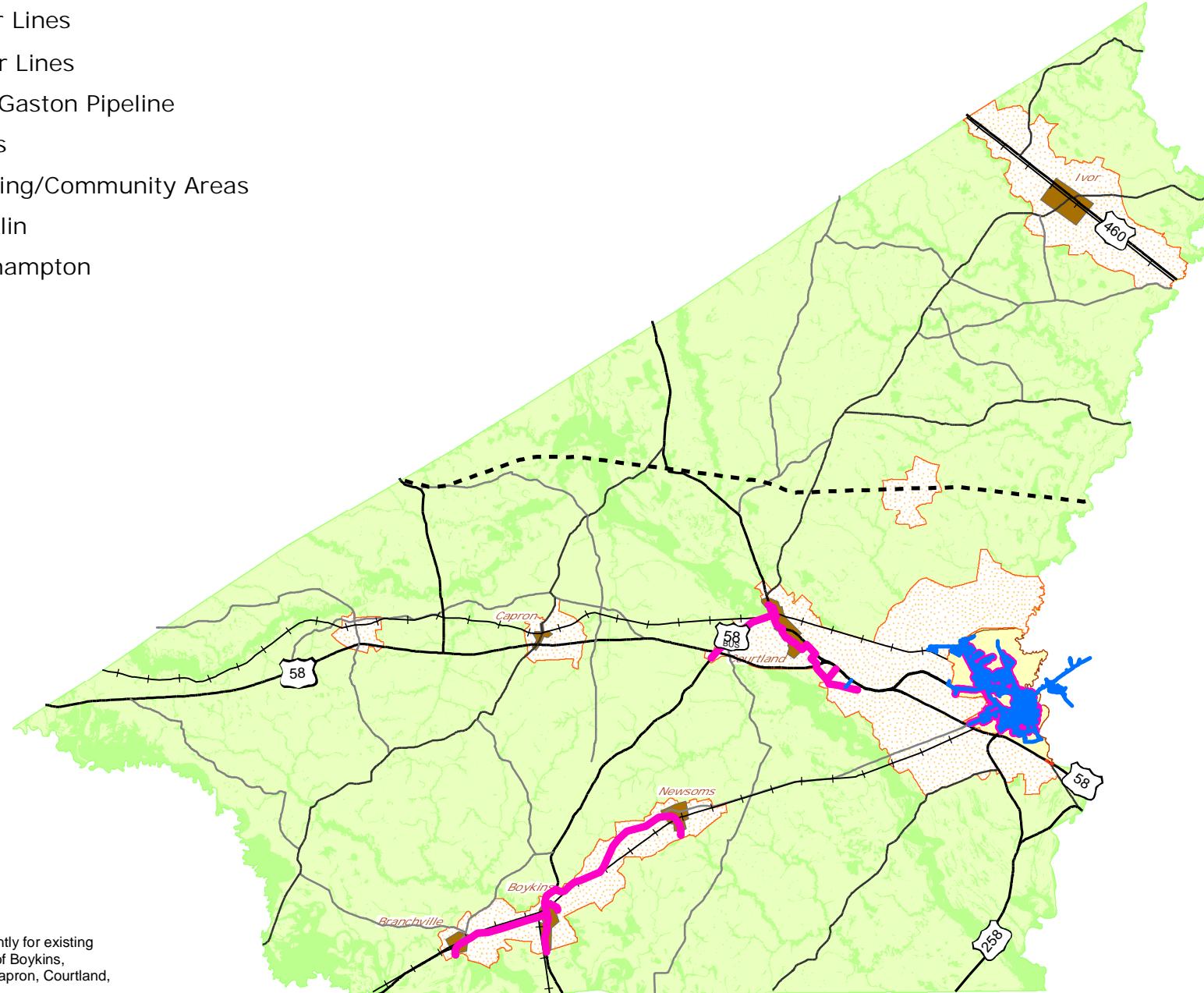
0 0.25 0.5 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: VEDP

## MAP 15 *City of Franklin* Water and Sewer Facilities



-  Water Lines
-  Sewer Lines
-  Lake Gaston Pipeline
-  Towns
-  Planning/Community Areas
-  Franklin
-  Southampton



0 3 6 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: Southampton County, VA; VEDP

MAP 16  
*Southampton County*  
Water and Sewer Facilities



## SOCIO-ECONOMIC PROFILE AND MAPS

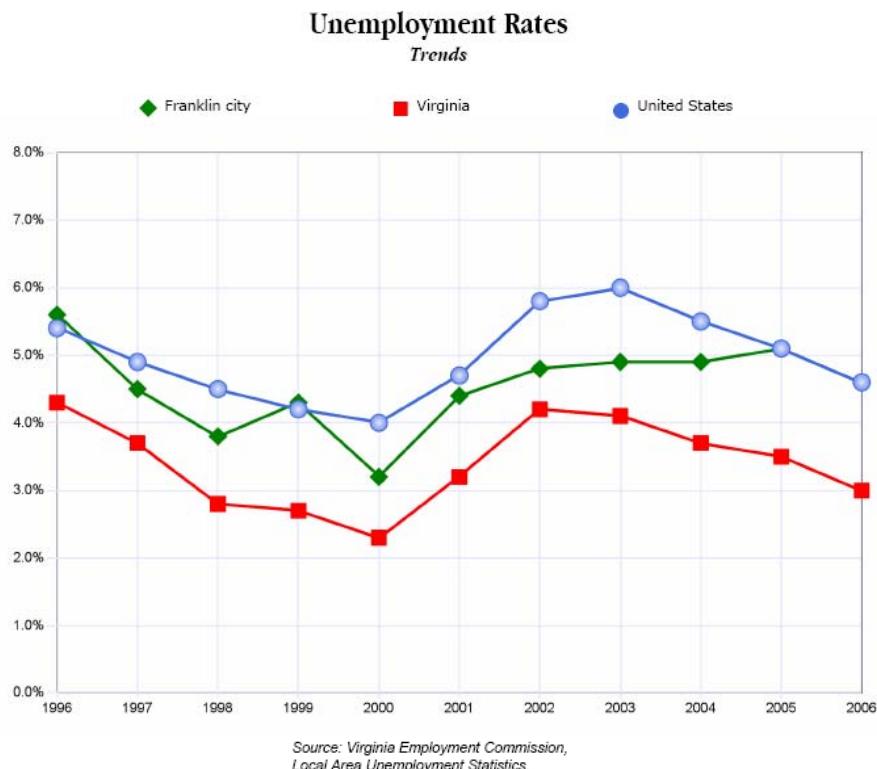
### Socio-Economic Profile

#### Franklin

Franklin is both a retail and service center for the city and surrounding counties. According to the U.S. Bureau of Census, half of Franklin's employed citizens worked in management and professional or sales and office jobs. The industries employing the greatest number of Franklin residents included manufacturing (24%) and educational, health and social services (26%). Most of the residents with manufacturing jobs work in the surrounding counties. An estimated 22% of Franklin residents work in government jobs.

Many Franklin residents leave Franklin to work at large plants such as International Paper in Isle of Wight County or Hercules in Southampton County. Likewise, some county residents travel into the city for employment.

One indicator of a region's economic health is unemployment. The table below shows unemployment trends in Franklin between 1996 and 2006. The table also compares Franklin's unemployment to both the state and national rate.

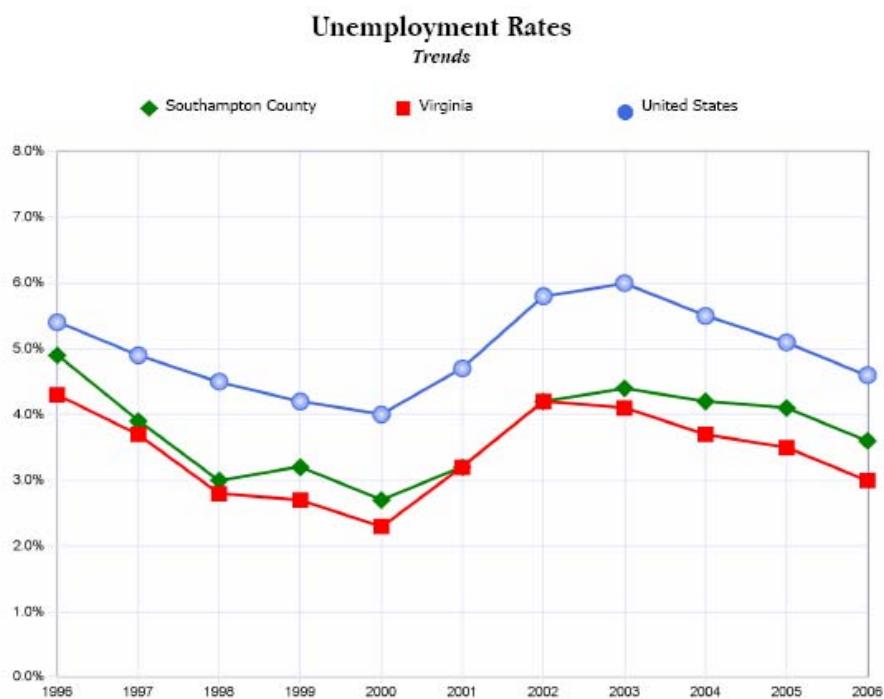


Employment in Franklin is projected to increase by approximately 56% by 2035. Significant growth is expected in retail trade, services, government, finance, insurance, and real estate employment.

### Southampton County

Southampton County is primarily rural and has, historically, relied on agriculture and manufacturing as primary sources of employment. Southampton is the Commonwealth's leading county in both cotton and peanut production. Manufactured products include meat products, smoked and cured meats, lumber, paper, chemical and concrete products, plastics, and peanut products. Agriculture and forestry remain important parts of the local economy in Southampton County. The Southampton Agribusiness Park, located on US Route 58, is the first such development in the state and offers industrial sites and a State Farmer's Market.

Southampton County has an active labor force, with unemployment levels that are well below the national average. Southampton offers limited employment opportunities within the County. Labor force figures, which are based on residency, are significantly higher than employment figures for the County, requiring much of the County's labor force to seek employment outside of Southampton. According to commuting data in the 2000 Census, almost 60% of the County's labor force commuted to a place of employment outside of the County.



## Socio-Economic Forecast

Each PDC was asked to provide population and employment projections for the year 2035 as well as identify and map disadvantage groups.

The year 2035 population forecasts were produced by the Hampton Roads Planning District Commission. Data sources used in the development of the forecast include, among others, the Weldon Cooper Center for Public Service, the Bureau of Economic Analysis, Regional Economic Models, Inc, (REMI) and the U.S. Census Bureau. Projections were produced using the REMI model, which was developed by the University of Massachusetts, to analyze population and economic trends. Adjustments are made to reflect trends in the specific localities of the Hampton Roads region.

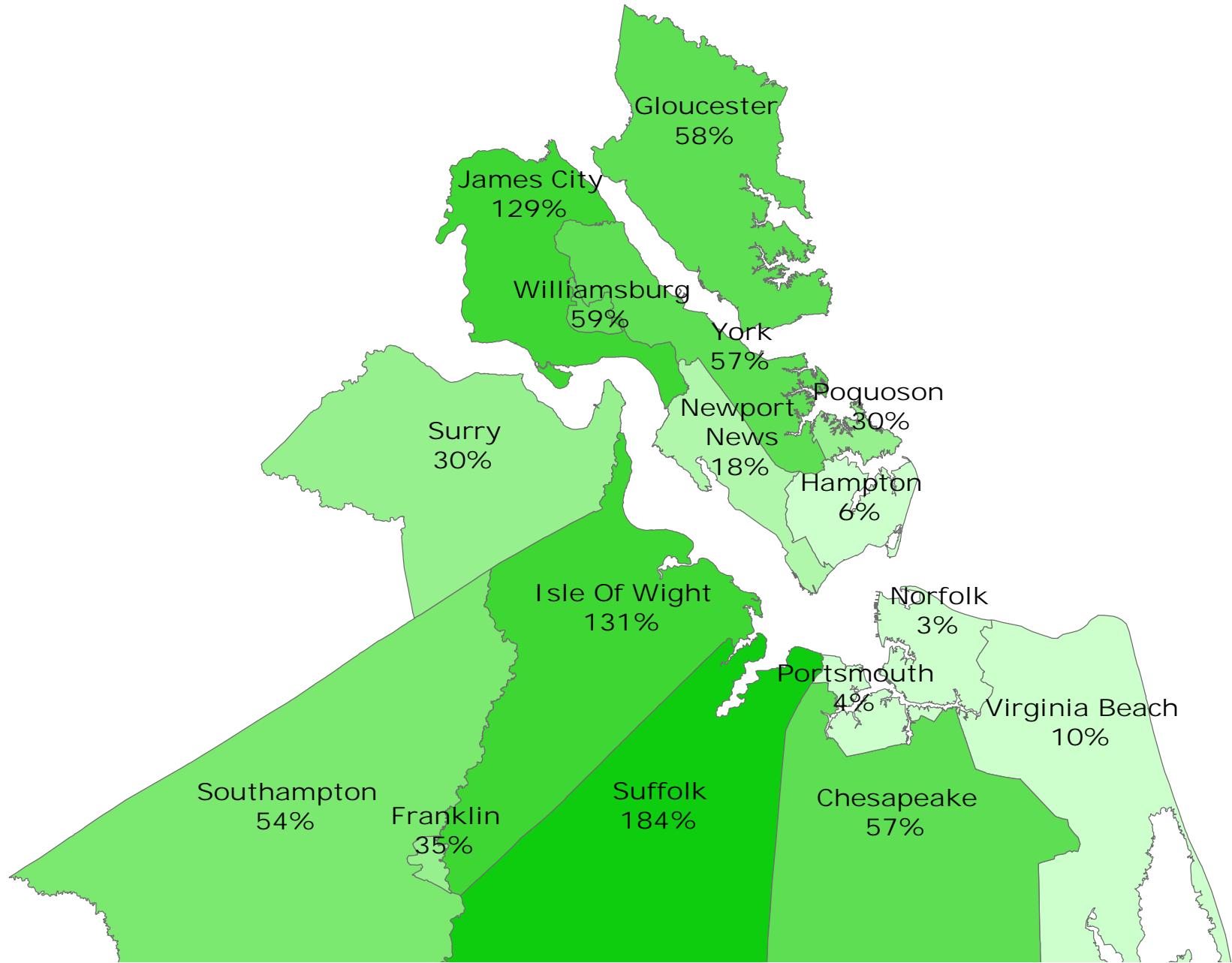
Both population and employment are projected to grow significantly through the year 2035. As the aging of the 'Baby Boom' generation occurs across the United States, both Franklin and Southampton are experiencing an aging population.

Population estimates provided by the Weldon Cooper Center for Public Service indicate that Southampton's population increased by about 2.4% between 2000 and 2005. Approximately 75% of the estimated increase is attributed to net migration, while the remaining 25% is attributed to natural increase.

Population projections developed by the Hampton Roads Planning District Commission indicate that a gradual upward trend in population growth is expected to continue through 2035. Much of this growth is attributed to population growth pressures from the surrounding Hampton Roads region.

2035 POPULATION FORECAST				
	Population		Employment	
	<u>2000</u>	<u>2035</u>	<u>2000</u>	<u>2035</u>
Southampton County	17,482	27,242	6,026	9,941
Franklin	8,346	11,300	5,560	6,400

Source: Hampton Roads Planning District Commission

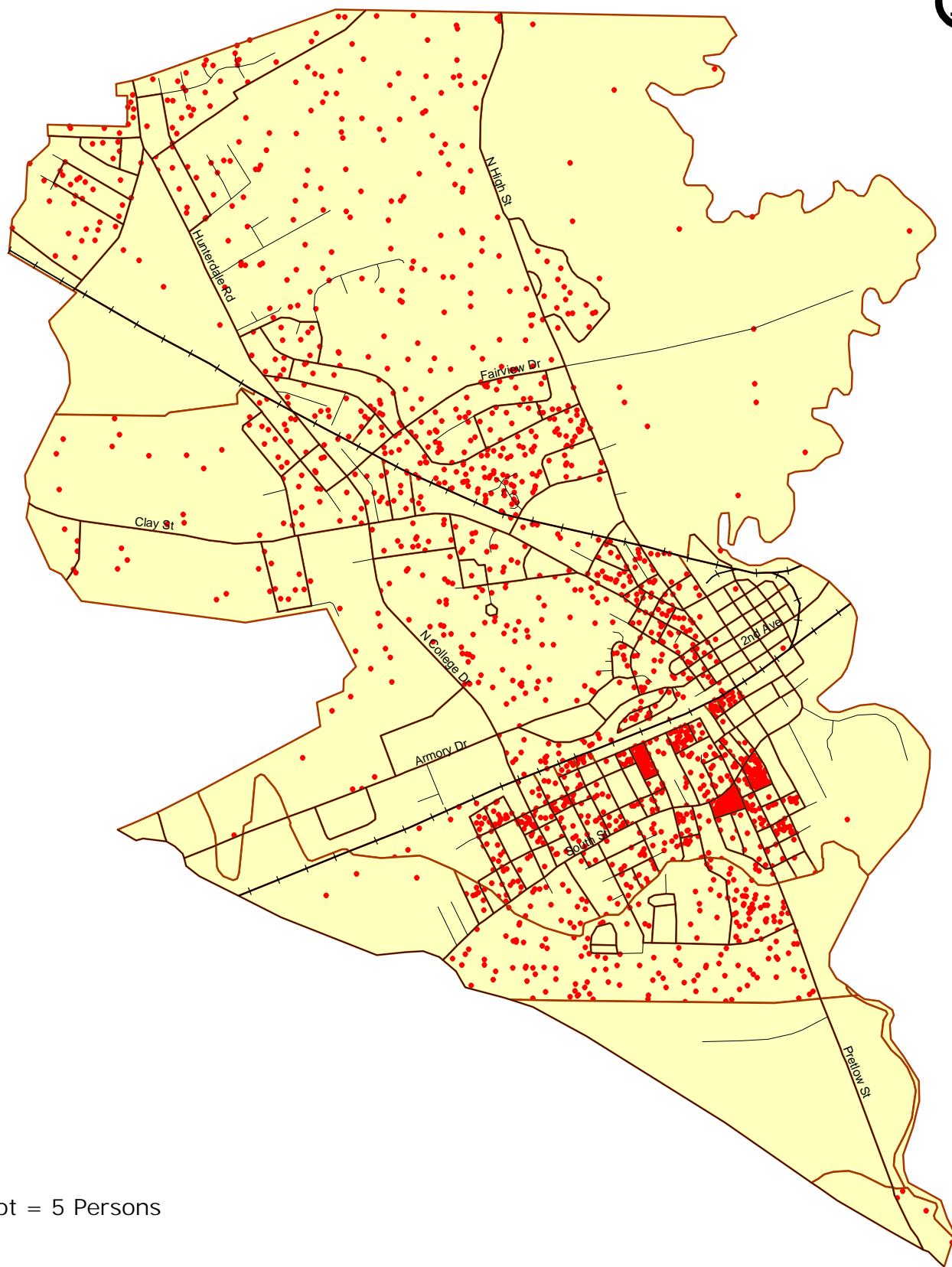


0 8 16 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: HRPDC 2034 Regional Forecast

**MAP 17**  
*Estimated Population Change  
in Hampton Roads 2000 - 2034\**

\* The horizon year for Hampton Roads metropolitan Long -Range Transportation Plan

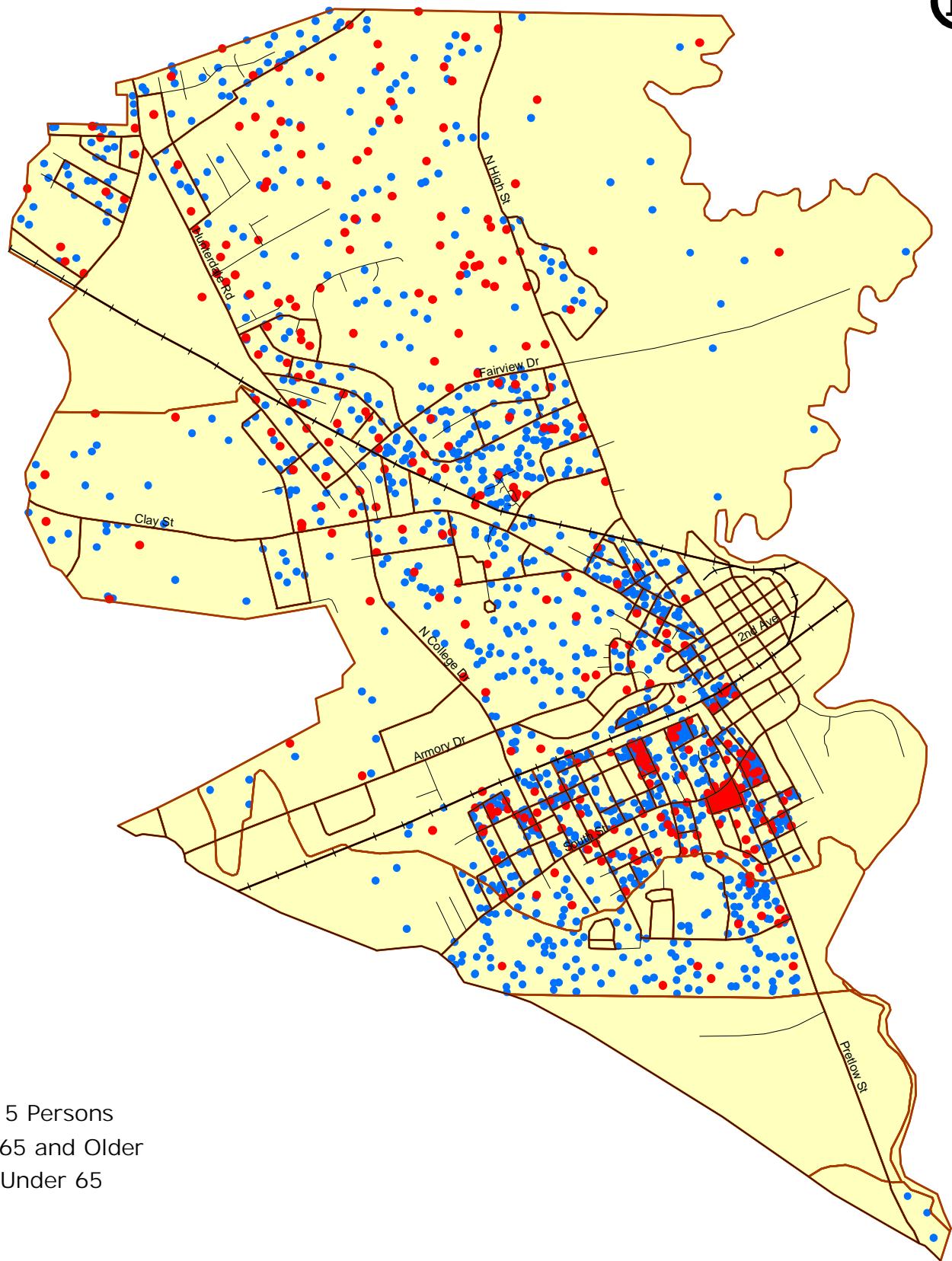


Map Created by HRPDC GIS Staff, April 2007  
Data Source: U.S. Census, 2000

MAP 18  
*City of Franklin*  
*Population by Census Block*

0 0.25 0.5 Miles



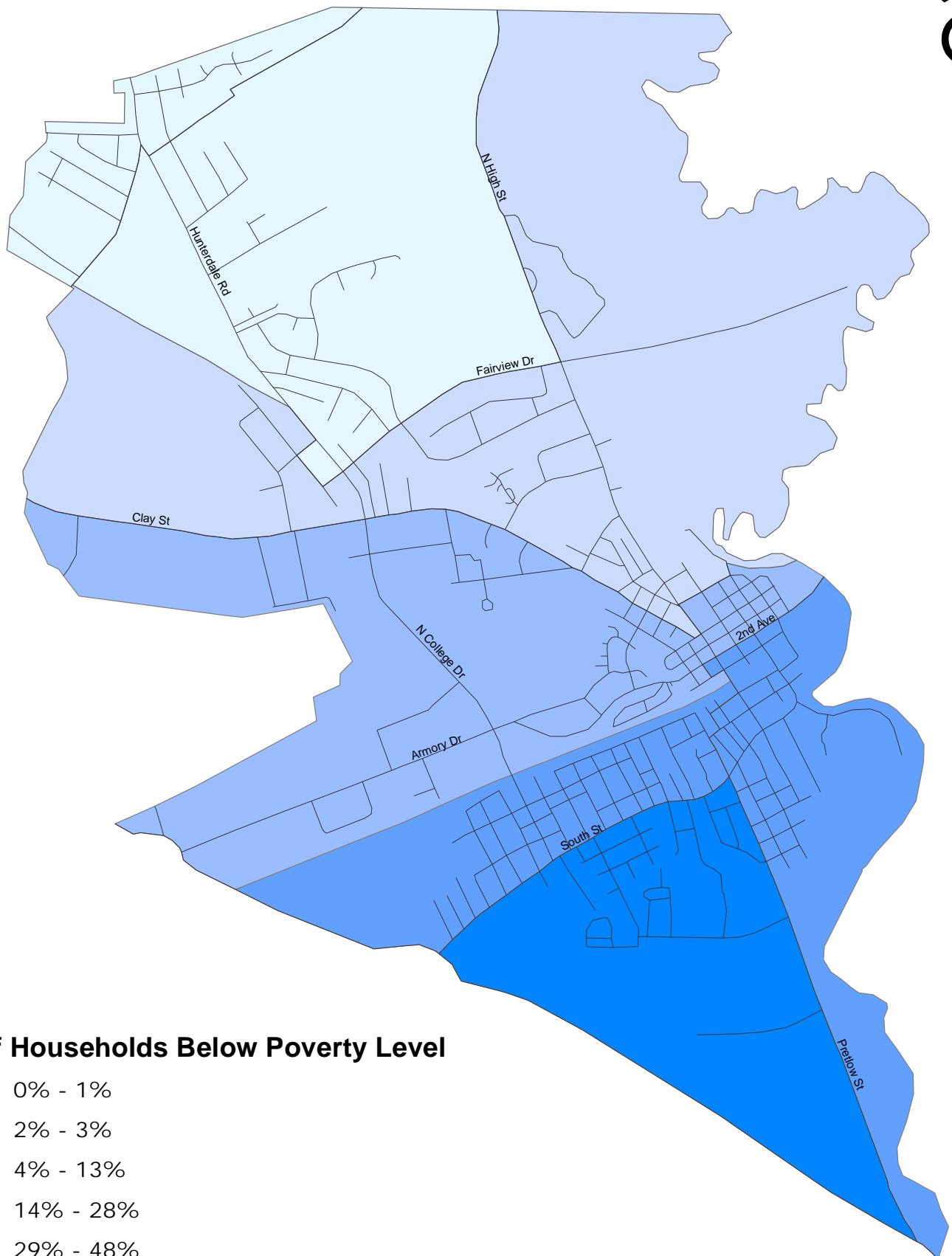


MAP 19  
*City of Franklin*  
 Population Age 65 and Older  
 by Census Block

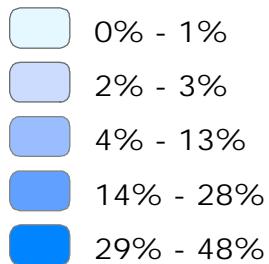
Map Created by HRPDC GIS Staff, April 2007  
 Data Source: U.S. Census, 2000

0 0.25 0.5 Miles





### % of Households Below Poverty Level

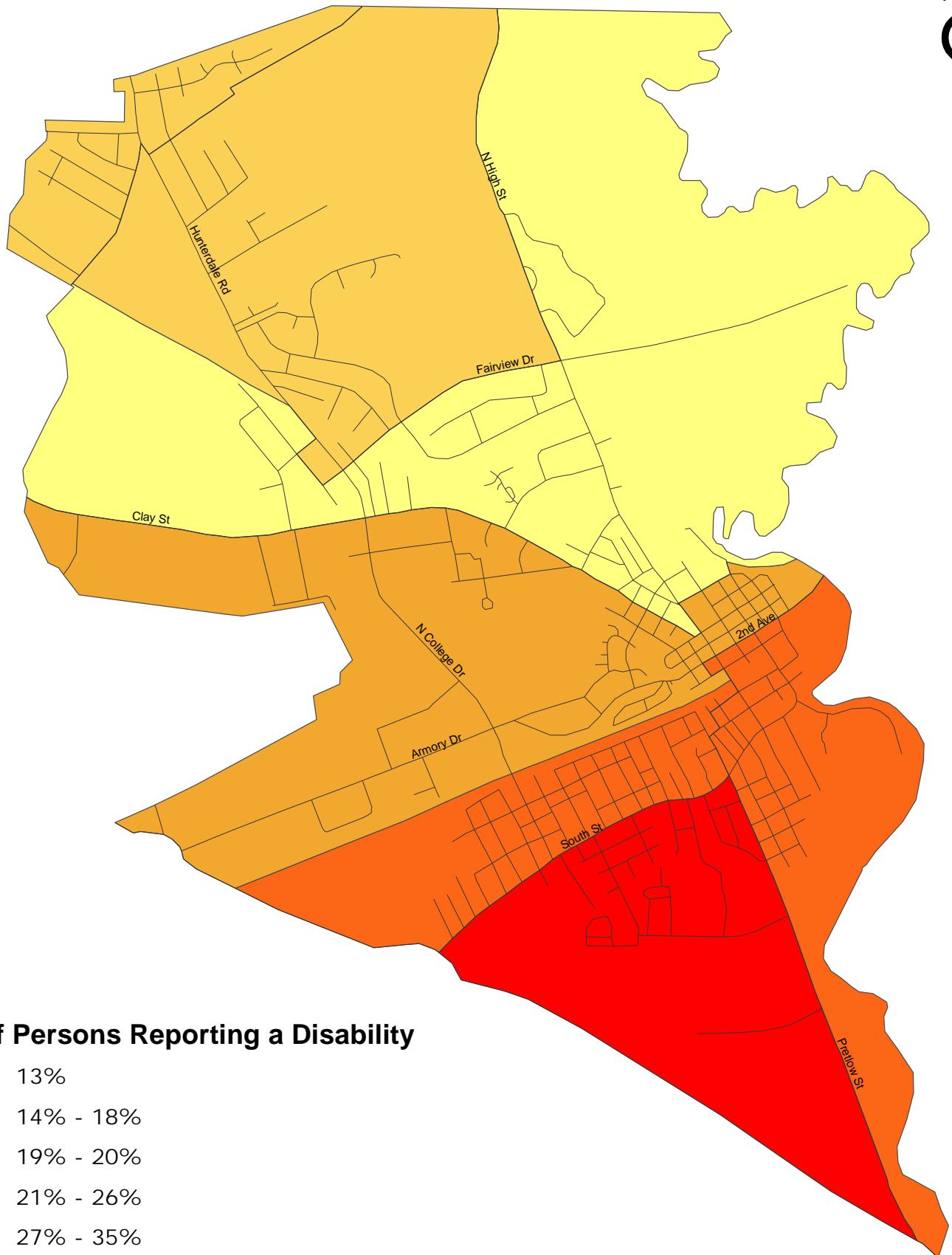


0 0.25 0.5 Miles

**MAP 20**  
**City of Franklin**  
*Households Below Poverty Level  
by Block Group*

Map Created by HRPDC GIS Staff, April 2007  
Data Source: U.S. Census, 2000





### % of Persons Reporting a Disability

- 13%
- 14% - 18%
- 19% - 20%
- 21% - 26%
- 27% - 35%

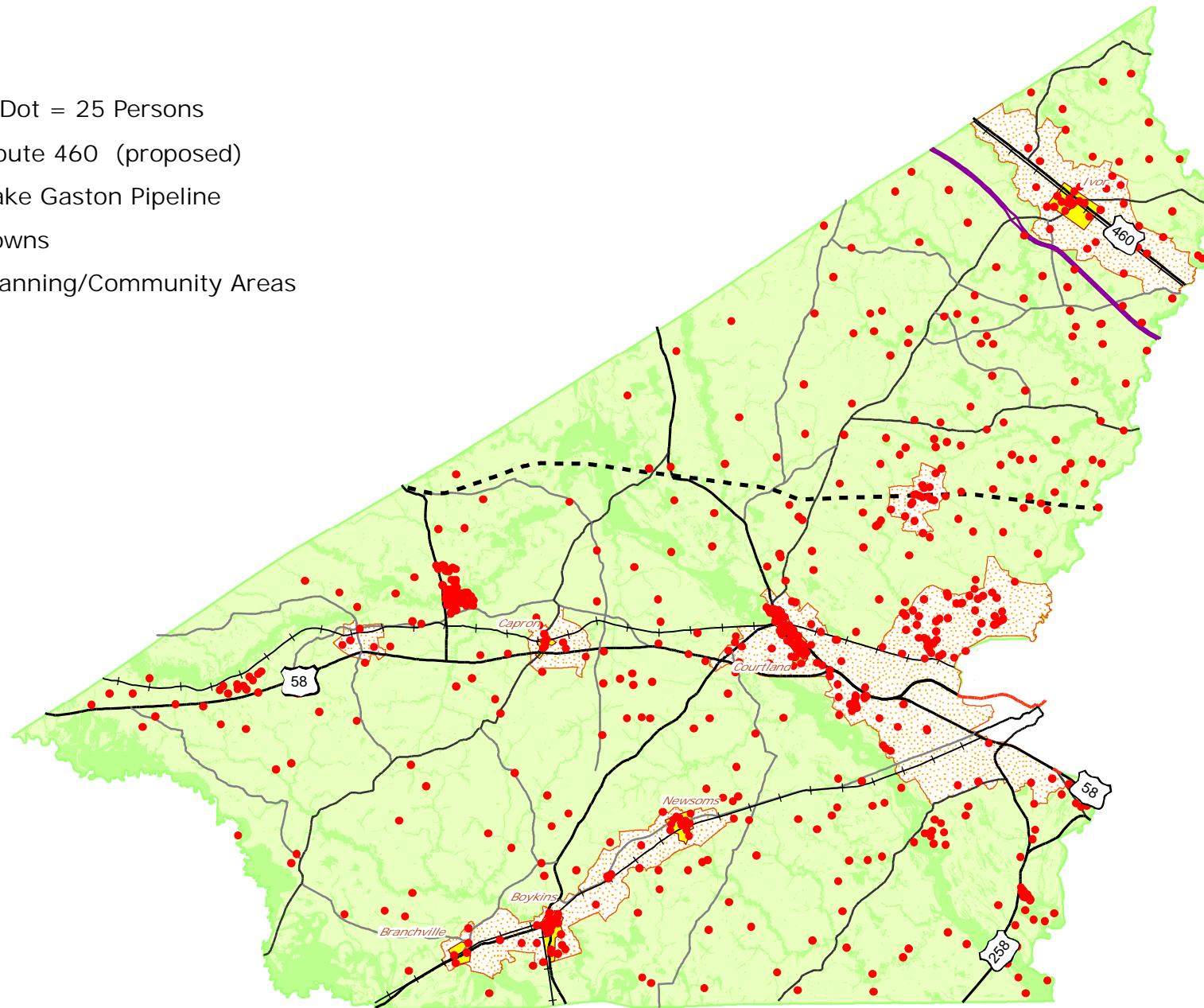
0 0.25 0.5 Miles

**MAP 20**  
**City of Franklin**  
*Persons Reporting a Disability  
by Block Group*

Map Created by HRPDC GIS Staff, April 2007  
Data Source: U.S. Census, 2000



- 1 Dot = 25 Persons
- ~ Route 460 (proposed)
- Lake Gaston Pipeline
- Towns
- Planning/Community Areas



0                    3                    6

Miles

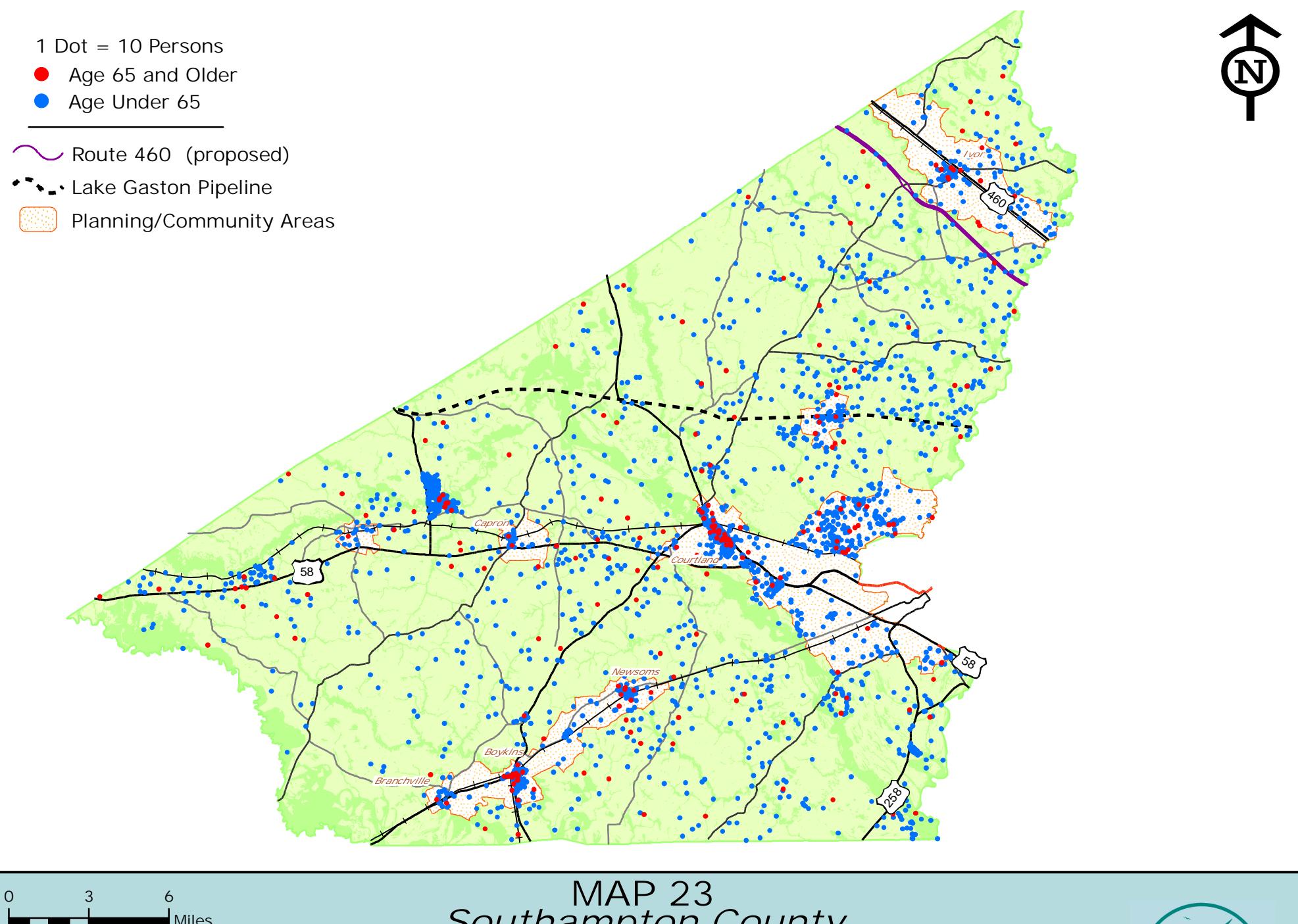
# MAP 22

## *Southampton County*

### *Population by Census Block*

Map Created by HRPDC GIS Staff, June 2007  
Data Source: U.S. Census, 2000





Map Created by HRPDC GIS Staff, June 2007  
Data Source: U.S. Census, 2000

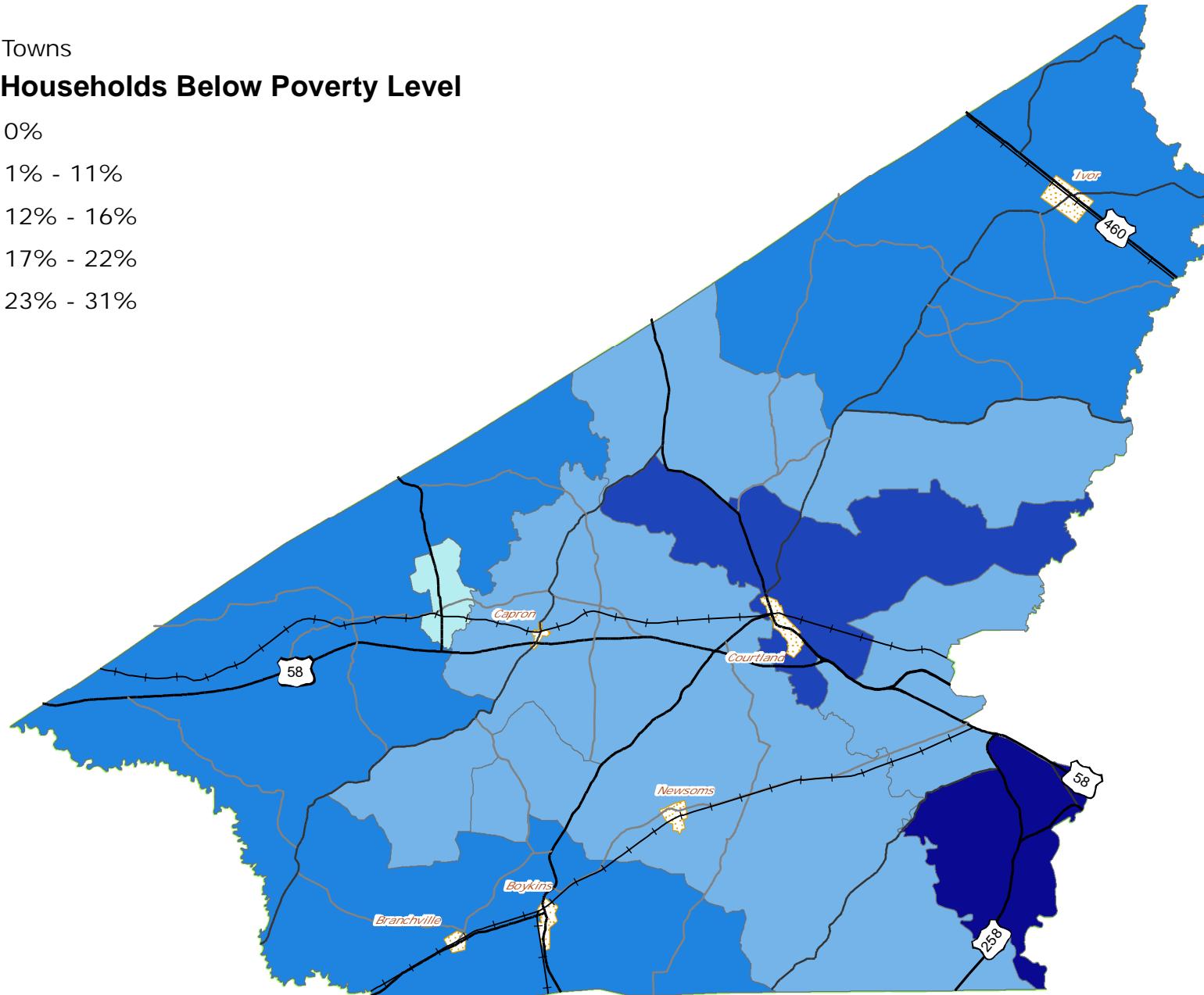




Towns

## % of Households Below Poverty Level

- 0%
- 1% - 11%
- 12% - 16%
- 17% - 22%
- 23% - 31%



0 3 6 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: U.S. Census, 2000

MAP 24  
*Southampton County*  
Households Below Poverty Level  
by Block Group

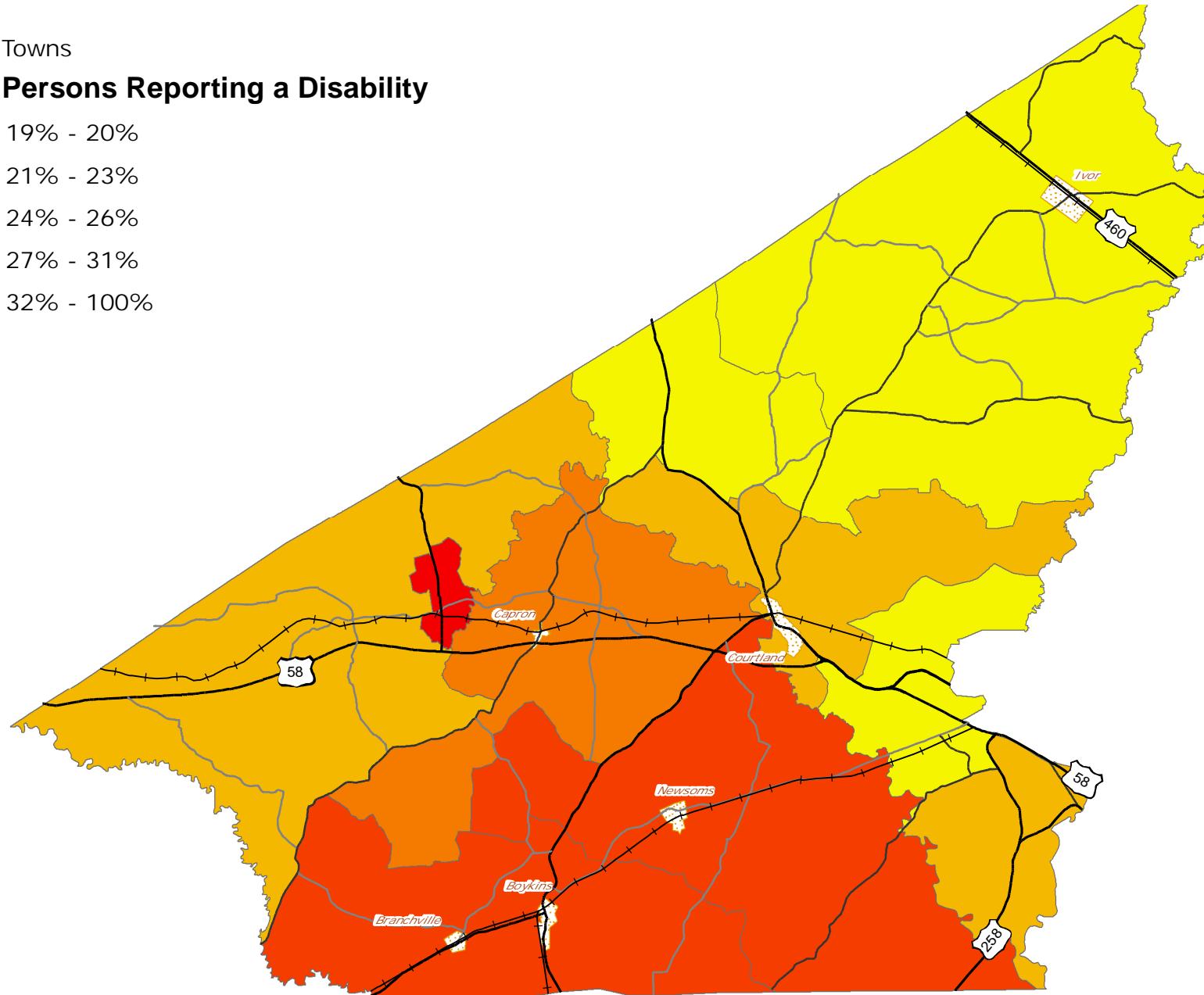




Towns

## % of Persons Reporting a Disability

- 19% - 20%
- 21% - 23%
- 24% - 26%
- 27% - 31%
- 32% - 100%



0 3 6 Miles

Map Created by HRPDC GIS Staff, June 2007  
Data Source: U.S. Census, 2000

MAP 25  
*Southampton County*  
*Persons Reporting a Disability*  
*by Block Group*

## **SUMMARY OF EXISTING PLANS AND STUDIES**

### **Downtown Flood Recovery Master Plan – January 2001**

This plan examines the aftermath of the devastating flood caused by Hurricane Floyd in September of 1999. The flood disrupted the City's communication's system, the wastewater treatment facility and emergency services. Franklin's entire historic downtown district was under water. Many businesses and residential units were under five to twenty feet of polluted water for a nine-day period. After the flood, over forty commercial structures and forty-four residential units were demolished because they were beyond repair.

In order to address recovery efforts efficiently, a Master Plan was developed. *The Downtown Flood Recovery Master Plan* addresses both a restoration plan and implementation program that focuses on flood recovery as well as economic revitalization efforts in the downtown business district. The Plan calls for the creation of key activity centers and functions to provide for economic growth as well as the diversification and improvement of landuse. These key activity centers include the Small Business Incubator, which is meant to serve as a catalyst for development of small businesses in the area, a Technology Center to provide business support services, a nine-hole wetlands Golf Course, a River Walk trail system, a museum and Visitor's Center, a new government complex for City Hall, and housing and retail center restoration. The Plan is intended to reestablish the downtown as a viable "Main Street" and business center that serves the community and generates investment.

Priority needs of the Downtown Flood Recovery Master Plan include clean-up, reestablishment and revitalization of the downtown area, the rebuilding of City Hall in the downtown area, as well as revision of the City's flood plain ordinances.

Objectives of the Master Plan include utilizing open/public spaces along the Blackwater River, improving circulation/transportation in the downtown area, improving pedestrian activity, creating community-use space for residents in the form of parks and outdoor recreational facilities, providing for economic development, creating design standards as part of a downtown beautification project, and providing opportunities to increase tourism to the area.

Projects from the Master Plan that have been completed at the time of this report include the reconstruction of City Hall, the renovation of the Public Safety Building, the Small Business Incubator, Beale's Court (a garden development), and the Chamber Walk. The restoration of the Old Train Station into the new Museum and Visitor's Center is currently underway. The City is also in the process of attempting to acquire an easement for the River Walk and has applied for funding for the development of a Farmer's Market.

## City of Franklin 2020 Transportation Plan – June 2002

*The Franklin 2020 Transportation Plan* addresses the transportation needs of Franklin through the year 2020. The study identified needs based on capacity, roadway safety, geometric conditions, and land use. Analysis in this report was primarily limited to principle arterials and collectors. However, recommendations were also made for some facilities in new locations as well as some unclassified local access streets as requested by the City of Franklin. In addition to the road network, other modes of transportation were evaluated such as bicycle and pedestrian facilities, rail, bus and air travel, transit, paratransit and other goods movement. Other facilities inventoried included parking facilities (both on-street and off-street), as well as tourist attractions and special generators in the area.

Data collected included traffic counts, police accident reports, roadway geometric inventory data, bridge sufficiency data, at-grade railroad crossing geometric data, tourism information, and freight shipment information. Roadway operations were analyzed and Level of Service was determined at key intersections and along roadway segments. Safety was also examined.

Improvements to Franklin's roadway network included in the Plan are to be implemented in three phases:

PHASE ONE: BASE YEAR ROADWAY ISSUES AND RECOMMENDATIONS	
<b>Armory Drive from SCL to College Drive</b>	This five-lane section with a center turn lane has a high number of accidents. The problem is compounded by numerous driveways and many ill defined access points.
<b>** College Drive from South Street to Stewart Drive</b>	This section has a high number of accidents.
<b>** College Drive from Stewart Drive to Clay Street</b>	This two-lane section of College Drive from Stewart Street to Sycamore Road is flanked by a four-lane section on either side. The section is recommended to be widened to four-lanes.
<b>High Street from South Street to Fairview Drive</b>	The section has high number of accidents.
<b>Intersection of 2nd Avenue and Main Street</b>	To generate maximum capacity during peak hours, the intersection has a left turn restriction for the traffic on 2nd Avenue.
<b>** Intersection of Clay Street and College Drive</b>	The intersection has high number of accidents.
<b>** Intersection of South Street and College Drive</b>	Intersection improvement planned.
<b>Intersection of 2nd Avenue and Mechanic Street</b>	The intersection has high number of accidents.
<b>Intersection of 2nd Avenue and High Street</b>	To generate maximum capacity during peak hours, the intersection has a left turn restriction for the traffic on 2nd Avenue.

<b>** Intersection of Armory Drive and College Drive</b> The intersection has high number of accidents.
<b>Intersection of Main Street and Elm Street</b> Inadequate and needs to be widened.
<b>Railroad Grade Crossing on Old Bowers Road</b> Protective flash lights and bells are recommended to be installed at the grade crossing.
<b>** Railroad Grade Crossing on Beaman Street</b> Protective flash lights and bells are recommended to be installed at the grade crossing.
<b>PHASE TWO: INTERIM YEAR (2010) ROADWAY ISSUES AND RECOMMENDATIONS</b>
<b>Armory Drive from College Drive to Gardner Street</b> The two-lane section is projected to have a level of service (LOS) deficiency. Widening it to a four-lane urban cross-section (Curb & Gutter, Sidewalk) is recommended.
<b>Fairview Drive from Hunterdale Road to High Street</b> The two-lane roadway is recommended to be widened to a 30-foot urban cross-section (Curb & Gutter, Sidewalk).
<b>High Street from Beaman Street to Fairview Drive</b> The two-lane roadway is recommended to be widened to a three-lane (Center turn lane) 40-foot urban cross-section (Curb & Gutter, Sidewalk). An eight foot wide hike and bike trail, separated from the motorized travelway is also proposed.
<b>Hunterdale Drive from Clay Street to NCL Franklin</b> The two-lane roadway is recommended to be widened to a four-lane urban cross-section (Curb & Gutter, Sidewalk). An eight foot wide hike and bike trail, separated from the motorized travelway, is also recommended.
<b>Pretlow Street from Progress Parkway to 0.17 miles north of Morton Street</b> The two-lane roadway is recommended to be widened to a 30-foot urban cross-section (Curb & Gutter, Sidewalk).
<b>Pretlow Street from 0.17 miles north of Morton Street to Laurel Street</b> The two-lane urban roadway is recommended to have a pedestrian sidewalk constructed.
<b>Intersection of South Street and Pretlow Street</b> The unsignalized intersection warrants signal.
<b>Intersection of Armory Drive and College Drive</b> The intersection is projected to exhibit operational deficiency in 2010. It is recommended that the intersection be reconfigured along with the planned widening of Armory Drive.
<b>PHASE THREE: STUDY YEAR (2020) ROADWAY ISSUES AND RECOMMENDATIONS</b>
<b>South Street from Amber Drive to High Street</b> The roadway is projected to have level of service problems in 2020.
<b>2nd Avenue from Armory Drive to Mechanic Street</b> The roadway is projected to have level of service problems in 2020.
<b>Armory Drive from Gardner Street to 2nd Avenue</b> The roadway is projected to have level of service problems in 2020.
<b>College Drive from South Street to Armory Drive</b> The roadway is projected to have level of service problems in 2020
<b>Intersection of High Street and Fairview Drive</b> The unsignalized intersection warrants signal in 2020.
<b>Intersection of 2nd Avenue and Mechanic Street</b> The intersection is projected to exhibit operational deficiency in 2020. It is recommended that the intersection be reconfigured as part of 2nd Avenue widening

## RECOMMENDATIONS FOR OTHER MODES OF TRANSPORTATION

### **Parking**

The City of Franklin has adequate on-street and off-street parking along major thoroughfares, though it may not be available adjacent to every destination. There are no specific recommendations related to parking at this time.

### **Bicycle / Pedestrian**

Currently there are no dedicated bicycle facilities within the corporate limits of the City of Franklin. Sidewalks exist on either both or one side of many of the thoroughfare roadways. Specific pedestrian facility recommendations are covered under thoroughfare improvements.

### **Transit, Paratransit, and Taxi**

Taxi service is provided by private companies in the city. No recommendations associated with transit, paratransit, and taxi services are being made as part of this plan.

### **Intercity Rail, Bus and Air Travel**

The nearest commercial airport is located in the City of Norfolk (Norfolk International Airport), 56 miles to the northeast. Franklin Municipal Airport located just outside the corporate limits in Isle of Wight County is a non-commercial airport serving general aviation needs. Amtrak, the intercity railroad company, provides a bus service to Norfolk from the train station at Newport News. Franklin is served by intercity bus service provided by Greyhound.

## LOCAL ROADWAY PROJECTS

### **Proposed Andrews Avenue extension to N High Street**

It is recommended that a new 24-foot wide two-lane road with rural cross-section be constructed between Andrews Avenue and N High Street.

### **Proposed Council Drive from Clay Street to Armory Drive**

It is recommended that a new 24-foot wide two-lane road with urban cross-section (curb & gutter, sidewalk) be constructed between Clay Street and Armory Drive.

### **Proposed Washington Street extension from Railroad Crossing to Armory Drive**

It is recommended that a new 24-foot wide two-lane road with rural cross-section be constructed between Andrews Avenue and N High Street.

\*\* Indicates project completed at the time of this report

## **City of Franklin Parks, Recreation and Open Space Master Plan – March 2003**

This plan contains an inventory of all recreation facilities and open space in the City of Franklin including playgrounds, parks, athletic fields, and public school sites. Future recreation and open space needs are also addressed since they will provide a basis for a possible future open space corridor system that could include hiking and biking trails, natural areas, and shoreline access. The plan presents a set of guidelines for the protection and preservation of open space and recreation opportunities.

According to this Plan, since the city is predicted to see a substantial population growth in the future, the challenge will be to manage future growth while preserving an open space network in an effort to minimize many of the negative consequences associated with development.

## Courtland Comprehensive Plan – March 2003

*The Courtland Comprehensive Plan* examines both current conditions and trends in the Town of Courtland and is intended to serve as a guide to future development within the community. Goals stated in the Plan are:

- To provide an adequate number of quality housing units for the present and future residents of Courtland.
- To ensure that the environmental quality of the town is improved through the identification and preservation of Courtland's natural resources.
- To ensure the development of the town water system to serve planned residential and commercial areas as well as selected growth areas.
- To provide community facilities that are progressive, accessible, and responsive to the needs of the community.
- To ensure that roadways within the Town of Courtland provide safe and efficient travel for vehicles, pedestrians, and cyclists.
- To protect Courtland's unique identity and small town character by identifying and preserving landmarks, structures, and properties of historic and cultural significance.
- To establish a stable economy that provides local employment opportunities, a diversity of businesses including those related to tourism, and improves the Town's quality of life.
- Ensure that development within Courtland occurs in a sensibly planned pattern.

Courtland's population and number of households have been increasing gradually during the last 70 years. The largest concentration of employment in Courtland is in education, health, and social services. The next highest concentration is in manufacturing, then public administration and retail trade. Agricultural and industry employment have been declining since the 1950's while employment in the service industry has been on the rise. Suggestions for increasing employment opportunities in the future include revitalization of the downtown area, a tourism strategy to complement a downtown revitalization plan, annexation of surrounding undeveloped land as well as expansion of the town's water supply infrastructure.

Several transportation priority issues were identified in the Plan including multi-use road safety, drainage of secondary roadways, increasing pedestrian safety, and minimizing the noise impact of transportation corridors (highways and railways) on the community.

## Downtown Franklin Signage Study – January 2004

Since the devastating flood caused by Hurricane Floyd in 1999, the City of Franklin has been working hard to restore and improve their downtown area. This has included restoration of damaged buildings, reopening of old businesses, introduction of new businesses, recreational improvements, and other improvements to attract visitors to the area.

The goals of this study were to formulate a signage system to direct travelers to the downtown area of Franklin as well as direct them to points of interest and parking, analyze the adequacy of public parking as well as the visibility and effectiveness of street and public parking signs.

After analysis of Franklin's current signage system, a three-tier signage system was recommended which would 1) direct travelers from the main thoroughfare toward the downtown area, 2) reference post signs to notify travelers of their progress as well as distance remaining, and 3) welcome travelers to the area and guide them to various points of interest.

Analysis of the existing public parking showed there is a need for parking near some key planned recreational areas.

Visibility of the Victorian style street signs was determined to be poor. It was suggested that the signs be refinished with retro-reflective white coating to improve visibility.

### **Franklin 2010 Comprehensive Plan – November 2005**

In the *City of Franklin Comprehensive Plan*, the goals of the City regarding transportation, development, land use and the environment are discussed as well as recommendations to achieve these goals. Population and employment characteristics, trends, and projections are analyzed. Housing characteristics are also examined as well as the infrastructure of the city, protecting environmental resources, and urban design.

According to the report, significant growth is expected in retail trade, services, government, finance, insurance and real estate employment. Recommendations to ensure continued economic development are made including continuing to support the recruitment of businesses and industries, promoting economic development in the downtown area, promoting the development of new businesses through the Business Incubator, and promoting tourism.

Franklin is served by US 58, US 58 Bypass, and US 258. Franklin's roadway system consists of almost 60 miles of publicly maintained roads ranging from principal arterials to local access streets. There are two railway companies providing freight service – Norfolk Southern and CSX Railroad. Franklin Municipal Airport, a general aviation airport, is owned by the City and is located approximately one mile east of the city limits on US 58/258 Business in Isle of Wight County. There is no public transit in the City of Franklin nor is there a bicycle and pedestrian plan in place. Recommendations to the transportation system are also discussed based on recommendations made in VDOT's 2020 Transportation Plan for Franklin.

The primary urban design goal for Franklin is the development of a built environment that supports a high quality of life for all of its citizens. Strategies for achieving this goal are discussed including land use policies, the revitalization of the downtown area, the improvement of major entrances into the City as well as transportation corridors, the development of new commercial areas as well as residential areas and the creation of an open space network providing connectivity as well as an alternate mode of travel to citizens.

### **Hampton Roads Rural Safety Study – February 2006**

The Hampton Roads Planning District Commission completed the *Hampton Roads Rural Safety Study* to complement a safety study conducted for the metropolitan areas of Hampton Roads. This report examines roadway safety data and trends in the rural areas of Hampton Roads, comprised of Southampton, Surry and Gloucester Counties as well as the City of Franklin. The report contains information on general crash data and trends, crash locations, and general crash countermeasures.

The Hampton Roads Rural Safety Study found that, among Hampton Roads' rural jurisdictions, Southampton County had the lowest traffic crash rate in 2004 at 1.04 crashes per million vehicle miles of travel (VMT). In fact, all of the rural localities had a lower crash rate than the metropolitan regions of Hampton Roads in 2004. The crash injury rate for the rural areas in Hampton Roads was also lower than the rest of the region, with the City of Franklin having the lowest traffic crash injury rate with 0.39 injuries per million VMT. However, all rural counties had significantly higher fatality rates than the rest of Hampton Roads. Southampton County had a fatality rate higher than the average statewide fatality rate of 1.17 fatalities per 100 million VMT.

Other data in the HRPDC study includes information on alcohol related crashes, crash injuries, and fatalities. The data shows that the number of alcohol related crashes decreased by 25.5% in Southampton County and 60% in Franklin from 1999 to 2004.

The study also analyzes crash rates for major roadways in the rural areas of Hampton Roads. Of the 171 segments examined, 14 had an Equivalent Property Damage Only (EPDO) of 4.0 or higher and are considered to be high crash locations. Crash countermeasures for these locations were also analyzed. The high crash locations for Southampton and Franklin are shown on the following page.

<b>High Crash Locations and Countermeasures (Franklin and Southampton County)</b>				
<b>Jurisdiction</b>	<b>Route</b>	<b>Segment From</b>	<b>Segment To</b>	<b>Possible Countermeasures</b>
Franklin	Fourth Ave/ Mechanic St	High St	Second Ave	Consider changing traffic control to either two-way stop control or all-way stop control at Fourth St/Mechanic St to reduce confusion.
Southampton	Route 189	Route 258	Route 714 (Pretlow Rd)	Add shoulders and rumble strips, Increase distance between trees and roadway surface
Franklin	Armory Dr	Route 58	College Dr	Add a median to reduce conflicts, reduce access points, consider adjusting timing/phasing of signals
Southampton	Bus Route 58	Route 687 (Delaware Rd)	Franklin CL	Add a shoulder and rumble strips
Southampton	Bus Route 58	Linden St	Route 58	Add flashing lights over intersection of Route 58 and Bus route 58, Prohibit left turns from Bus Route 58 to EB Route 58, Realign the intersection of Bus Route 58 and Route 58

### **Vision 2020: The Southampton County Comprehensive Plan – March 2007**

*The Southampton County Comprehensive Plan* serves as a guide to future development and land use policies. It examines existing policies, ordinances, codes, and regulations and how they will be implemented in order to achieve the goals set forth by the County. The Comprehensive Plan also examines the physical, economic, social, and population factors that affect the County and looks forward in an effort to determine how these factors will influence the County in the future. The target date of the Plan is 2020.

Southampton County is projected to have an increase in population and is already starting to experience growth. As with the rest of the Hampton Roads region, population trends in Southampton County indicate a declining average household size and a significantly increasing median age.

Single-family homes dominate the housing market in Southampton County as well as the surrounding region. According to data compiled by the Hampton Roads Planning District Commission, Southampton County experienced a relatively constant level of building activity from 2000 to 2004.

Southampton County's transportation system depends heavily upon its highway and road network. There are approximately 95 miles of primary roads and 670 miles of secondary roads. The existing roadway system includes two primary arterial routes (US 58 and US 460), one US primary route (US 258) and one state primary route (State Route 35).

In an effort to limit conflicting land uses and uncontrolled development along secondary routes, the County has designated growth management areas (Planning Areas and Community Areas) close to existing towns where growth can be accommodated, thereby preserving much of the County's rural areas.

## **GIS DATA**

GIS data was provided by the HRPDC to the Rural Planning Department of VDOT which includes shapefiles of current and future land use, zoning, open space inventories, demographics, community facilities, conservation, and transportation.

**APPENDIX**  
**RTTC MEETING MINUTES**

## SUMMARY MINUTES

### **Hampton Roads Rural Transportation Planning Program - Kick-Off Meeting**

*February 27, 2007*

*Present:*

Dale Stith – HRPDC  
Rob Case – HRPDC  
Eric Stringfield – VDOT  
Ray Hunt – VDOT  
Amanda Crocker – City of Franklin  
Donald Goodwin – City of Franklin  
Russell Pace – City of Franklin  
Jay Randolph – Southampton County  
Joseph Lomax – VDOT

***Next meeting: March 27, 2007, 2:00pm, City of Franklin***

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#### **I. Announcements**

First Meeting to discuss VDOT's new Rural Long Range Planning initiative.  
Introduction of all parties present.

#### **II. Discussion**

- Eric Stringfield gave a brief overview of the RLRP
- RLRP would be a component of VDOT's State Long Range Plan
- Time Frame: All 4 Phases need to be completed in the next 2 ½ -3 years
- Dale Stith discussed the four Phases for the RLRP – specifically outlining the tasks and deliverables for Phase I as outlined by VDOT

##### **1. The establishment of a Rural Technical Committee (RTC)**

- Mr. Stringfield cited examples of other RTCs as well as possible parties to invite/include in the RTC (Transit, Civic leagues, RR, FHA)
  - Other suggestions included members of Franklin's Planning Commission, Fire, Police
- Following representatives were decided:
  - Southampton County – Jay Randolph, possibly another member from county
  - Franklin – Amanda Crocker
  - VDOT Hampton Roads District Office – Eric Stringfield, with Ray Hunt as his official replacement
  - Jerry Kee – VDOT Franklin Residency
  - It was also decided to invite the Railroad (2 RR companies) as non-voting members (to include in mailing list)

- Ms. Crocker volunteered to Chair the RTC for the first year (to be alternated with Southampton County every year)
- It was decided that the HRPDC would be responsible for keeping up with the meeting minutes
- Frequency of RTC meetings:
  - Quarterly or As-Needed
  - More frequently initially

2. **Kick-Off Meeting**

- Explanation that current meeting was considered Kick-Off Meeting

3. **Meetings with local elected and government officials**

- It was decided that an Overview of the RLRP should be presented to the local elected officials of each locality
- Joseph Lomax agreed to present to the Southampton Board of Supervisors monthly meeting on March 26, 2007 at 6:00pm
- Ms. Crocker agreed to present to Franklin's City Council
- VDOT to provide PowerPoint for presentations

4. **Development of goals, objectives and measures for each goal**

- As suggested by VDOT, a list of SAFETEA's planning factors was handed out as a basis for establishing goals

5. **Identify objectives and measures for each goal**

- As suggested by VDOT, objectives and measures used for the State Highway Plan were handed out

6. **Public Involvement Plan**

- Stated that the HRPDC has an established PIP and would update this plan to include the rural areas

7. **Inventory and Data Collection**

- Highway network inventory for major collectors and above
  - SPS Lite was explained (State Planning System database)
  - Geometric, Administrative, and Traffic Count History reports were provided to both localities to review thoroughly
    - Localities were instructed to make any necessary corrections
    - Also instructed to update Bike/Ped attributes
- Mr. Lomax provided a Draft list of Secondary SYIP for Southampton County
- No formal transit services exist currently
  - Taxi service available in Franklin
  - Greyhound no longer provides service in city (since flood)
  - Russell Pace mentioned that there is a private charter bus service in Franklin
  - Ms. Crocker and Mr. Randolph agreed to research what private companies (if any) existed providing transportation in respective localities
  - No existing Bike/Ped plans currently

- Mr. Randolph mentioned the Lake Gaston trail project but explained that it is no longer popular with constituents
- A map of existing freight generators was provided
  - Ms. Stith will send shapefile/excel table of businesses for localities to verify and add-to, if necessary
  - Donald Goodwin mentioned future freight generators for Franklin (Lowe's)
- Other GIS data was discussed:
  - Franklin does not have a GIS staff
    - HRPDC has most current GIS data already
    - Mr. Goodwin to bring updated zoning data to HRPDC Thursday (3/1)
  - Mr. Randolph stated that Southampton's GIS is on website
    - HRPDC has most current GIS data (currently working on Comp Plan)
- Socio-economic data was discussed:
  - Population projections discussed
  - Mentioned that there has been an increase in the last two years that was not reflected in previous population growth estimates
    - 18,000 to 24,000 by 2030
  - New subdivision in Franklin (near High Street) – 700 Houses
  - Increase in Single Detached Homes (additional 40 (2004), 50 (2005), 70 (2006))
  - Ms. Crocker preparing to work on population forecast for Franklin, would like to work with PDC

8. Ms. Stith presented a list of currently available regional/local plans, asking the group if other studies were available that were not already on list

- Current studies either completed or in progress mentioned:
  - Hazard Mitigation Plan for Franklin City
  - Hazard Mitigation Plan for Southampton County
  - Route 460 (Drainage) Study
  - Six Year List of Secondary Projects (Received in Fax form from Mr. Lomax)
  - High Speed Rail Study
  - Franklin – Intersection/Signal Upgrade Study
  - RR Crossing Upgrades – Mr. Lomax
  - Franklin – Transportation Update (to Comp Plan)
- Potential Reports/Studies
  - Franklin – Citywide Traffic Study
  - Franklin – City Drainage Stud
- Ms. Stith to provide copy of Franklin Downtown Signage Study to Ms. Crocker

### III. Summary/Status of Phase I

- ✓ Establish RTC
  - Members/Non-Voting Members Discussed
  - Chair appointed – Amanda Crocker (Franklin)
  - **Next Meeting decided – March 27, 2007, 2:00pm in Franklin**
- ✓ Kick-Off Meeting
- Meetings with local elected officials
  - RLRP Overview to be presented to Southampton Board by Joseph Lomax, March 26, 2007, 6:00pm
  - RLRP Overview to be presented to Franklin's City Council by Amanda Crocker
- Develop transportation goals for region
  - List of SAFETEA planning factors distributed as guidelines
- Identify objectives and measures for each goal
  - List of objectives and measures used by VDOT for the State Highway Plan distributed
- Public Involvement Plan
- Inventory/Data Collection
  - Highway network review by localities
  - Inventory & Map of SYIP
  - Inventory & Map of Transit
  - Inventory & Map of Bike/Ped facilities
  - Inventory & Map of Freight Generators
  - Inventory & Map of Aviation Facilities
  - Activity Centers
  - High Growth Areas
  - Sewer and Water
  - Socio-Economic Forecasts
- Review and summarize projects

## SUMMARY MINUTES

### Hampton Roads Rural Transportation Technical Committee

March 27, 2007

**Next meeting: May 15, 2007, 2:00pm at City Hall in the City of Franklin**

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Chair Amanda Crocker called the Hampton Roads Rural Transportation Technical committee meeting to order at 2:15pm with the following members in attendance:

MEMBERS:	INVITED PARTICIPANTS:	STAFF:
Amanda Crocker (FR)	Elroy Bentick	Dale Stith
Jay Randolph (SH)		Rob Case
Jerry Kee (VDOT)		
Eric Stringfield (VDOT)		

Ms. Crocker called for introductions.

#### **1. SUMMARY MINUTES OF FEBRUARY 27, 2007**

Ms. Crocker noted the minutes of February 27, 2007 and asked for any corrections.

- Jerry Kee stated that the Draft list of Secondary SYIP for Southampton County (provided by Joe Lomax at the previous meeting) had been drastically reduced when the Board of Supervisors for Southampton County met and that a final list had been approved by the Board that he would supply via email.
- There being no corrections, the minutes were declared to be approved as submitted.

#### **2. RTTC COMMITTEE AND CHIARPERSON**

Ms. Crocker noted the structure of the RTTC as well as the addition of Elroy Bentick from VDRPT as an Invited Participant.

- Dale Stith suggested that the committee should consider inviting representatives from the Federal Highway Administration as well as the Franklin Municipal Airport.
- Ms. Crocker stated that she would contact Jimmy Gray at Franklin Municipal Airport regarding a contact person.
- Rob Case stated that Ivan Rucker (FHWA) attended the TTC meetings for Hampton Roads on occasion and that it would be a good idea to include him as an Invited Participant.
- Jay Randolph moved to approve organization of the RTTC as well as invite the suggested participants. Mr. Kee seconded the motion and it was approved.

#### **3. RTTC MEETINGS & AGENDAS**

Ms. Crocker noted that the RTTC will meet quarterly or as needed, meeting more frequently in the initial phase of the program.

- Ms. Stith stated that if any of the participants would like to add an agenda item(s), the items should be received by HRPDC at least 1 ½ weeks prior to the next RTTC meeting.
- No action was taken.

#### **4. RTTC OBJECTIVES, GOALS AND MEASURES**

Ms. Stith explained that the Draft RTTC Objectives, Goals and Measures were based on VDOT's Statewide Highway Plan Goals. She explained that the Planning Factors were derived from SAFETEA LU and that the Objectives and Measures should be tailored to Franklin and Southampton's concerns.

- Jay Randolph stated that he would like to see more references to rail. He noted the head-on collision of two trains in Southampton County.
- Eric Stringfield suggested that the Planning Objective for SAFETY be amended to state, "Improve safety for all modes of travel."
- Ms. Crocker stated that a goal of the City of Franklin is to increase the connectivity between neighborhoods and subdivisions and would like to see that reflected in the Objectives.
- Mr. Randolph moved to approve the RTTC Objectives, Goals and Measures subject to said changes. Mr. Kee seconded the motion and it was approved.

#### **5. RTTC PUBLIC INVOLVEMENT PROCESS (PIP)**

Ms. Stith explained that the proposed RTTC public involvement plan would be added as a section to HRPDC's PIP.

- Mr. Bentick asked if public participation initiatives were going to include groups as well as individuals.
- Mr. Randolph responded that it would be a good idea to include groups such as the Chamber of Commerce for Franklin and Southampton (joint program) as well as the Economic Development Alliance (also joint between the two localities). Mr. Randolph suggested that these groups should be included to receive the *Hampton Roads Review* in an effort to keep them posted regarding the RLRP process.
  - o Mr. Kee stated that Theresa would be a good contact at the Chamber of Commerce. Ms. Crocker said that she would initiate contact.
  - o Ms. Crocker stated that John Smolack would be a contact at the Economic Development Alliance and that she would also initiate contact.
- Local public newspapers were suggested. *Tidewater News* and the *Independent Messenger*.
- Mr. Stringfield commented that due to the interest and concern FHWA has shown in the urban PIP regarding SAFETEA LU, he suggested that we follow SAFETEA LU guidelines for public participation. Namely, that we document actual public input.
- Mr. Kee added that more of the money used on the Secondary System was coming from federal dollars and that it would be a good idea therefore to follow federal guidelines.
- Mr. Randolph suggested considering workshops at some point in the process. He added that Southampton County conducted 4 workshop sessions regarding the recent Comprehensive Plan for the County and that a total of 111 people attended these workshops.
- Mr. Case suggested incorporating public participation meetings with public meetings regarding the Secondary System SYIP as well as Board Meetings.
- Ms. Stith suggested that the revisions to the PIP be made and brought back before the committee for approval at the next meeting.

## 6. STATUS OF WORK ITEMS

### Meetings with local and elected officials

- Ms. Crocker stated that she presented an overview of the RLRP to Franklin's City Council and Planning Commission in March. She stated that she also provided the City Council with a copy of the Phase I Guidebook. She explained that both entities were excited about the initiative and requested periodic updates.
- Mr. Randolph presented the initiative to Southampton's Planning Commission on March 8<sup>th</sup>.
- The RLRP initiative was not presented to Southampton's Board of Supervisors.

Ms. Stith went over the status of FY07 Deliverables:

- Regional Goals, Objectives and Measures – Approved
- Public Involvement Plan – Revisions suggested
- Transportation Inventories and Maps
  - o SPS Lite Road Inventory
    - Ms. Stith distributed CD's containing SPS Lite data for Hampton Roads to Ms. Crocker, Mr. Randolph and Mr. Kee to review and make changes and comments – specifically to road names, number of thru lanes, and whether or not bike/ped facilities existed. Ms. Stith also explained that if there was something unique about a road segment, i.e. if a large freight generator existed on the road segment or if a lot of accidents occurred on that segment, that these were the sort of comments VDOT wants. Ms. Stith also requested that changes/comments be returned to her within 2-3 weeks.
    - Mr. Bentick asked if a list of regionally important transportation priorities had been established. Ms. Stith responded that she was aware that a couple of other PDC's had already developed a prioritization list for their respective regions but that it has not been done yet for Southampton and Franklin.
  - o Freight Generators
    - Ms. Stith stated that VDOT was looking for major freight generators in each locality and that the list of freight generators supplied earlier was actually of list of all known businesses in the area. She explained that she would forward a break-down of the known business grouped by number of employees to assist each locality in identifying major freight generators.
  - o Para-Transit
    - Ms. Stith stated that according to a hand-out provided by VDRPT at the Hampton Roads Six-Year Improvement Plan Fall Public Meeting in November of 2006, three Human Service Transportation Providers were listed as servicing Franklin and Southampton: Independence Center, Senior Services of Southeastern VA and Western Tidewater community Services Board.

- Mr. Randolph and Ms. Crocker recognized the names of the latter two organizations and stated that they still provided service in their areas. Neither was sure of Endependence Center. Ms. Crocker said that she would investigate to see if the organization still provided service in the area.
- Mr. Randolph stated that the Board in Southampton approved funding for a para-transit type agency and would forward the details to HRPDC.
- Mr. Bentick explained that the agencies listed were those agencies that had applied for funding through VDRPT and were not necessarily all that existed in the two localities. Mr. Bentick also supplied additional names of organizations he had listed as providing service in the area: Mt. Zion, Historic Triangle, and Portco, Inc.
- o Land Use Maps and Associated Narratives
  - Ms. Stith distributed maps highlighting potential high growth areas for Southampton and Franklin. She explained that she highlighted the Community and Planning Areas from Southampton's Comp Plan as a starting point. For Franklin, differences between their current and future land use maps were highlighted. Ms. Stith went on to explain that these areas were just suggestions and that each locality should comment or make changes and submit those back to HRPDC.
  - Maps of known activity centers were also distributed. The localities were asked to review and submit information on activity centers not identified on the map and return to HRPDC.
- o Regional Socio-Economic Profile and Maps
  - Mr. Bentick asked if we planned on producing population and economic forecast maps. Ms. Stith explained that population and economic forecasts would be completed for the localities.
- o Summary of Existing Plans and Studies
  - Ms. Stith explained that she was in the process of reviewing and summarizing known studies for the area. She also stated that she downloaded an additional study from Franklin's website: Franklin Water/Sewer Impact Assessment.
- o RTTC Meeting Minutes – Ongoing
- o GIS Data Files/Layers – Ongoing
- No Action was taken.

## 7. OLD/NEW BUSINESS

There was no old or new business to be discussed.

## 8. NEXT MEETING TIME & DATE

Tuesday, May 15, 2007 at 2:00pm in the City Hall Conference Room, Franklin.

## **Summary/Status of Phase I after Meeting** (Action items in **BOLD**)

- ✓ Establish RTC
  - Additional participants to invite:
    - Ivan Rucker, FHWA
    - Representative from Franklin Municipal Airport
  - **Next Meeting – May 15, 2007, 2:00pm in Franklin**
- ✓ Kick-Off Meeting
- ✓ Meetings with local elected officials
  - RLRP Overview has NOT been presented to Southampton Board
- ✓ Develop transportation goals for region
- ✓ Identify objectives and measures for each goal
- ✓ Public Involvement Plan
  - Changes to the draft rural PIP will be made and presented for approval at next meeting
- ✓ Inventory/Data Collection
  - Highway network review by localities – SPS Lite CD distributed
    - **Remarks to SPS Lite should be returned to HRPDC in 2-3 weeks**
  - Inventory & Map of SYIP
    - **Mr. Kee to email copy of approved list of Secondary SYIP for Southampton County to HRPDC**
  - Inventory & Map of Transit
    - **Mr. Randolph to supply HRPDC with name of organization approved for funding by Southampton's Board**
    - **Both localities to investigate if other human service transportation providers exist in area**
  - Inventory & Map of Bike/Ped facilities
    - **To be completed in SPS Lite database**
  - Inventory & Map of Freight Generators
    - **Ms. Stith will furnish a list of known business in area grouped by number of employees**
- ✓ Inventory & Map of Aviation Facilities
- Activity Centers
  - **To be reviewed by localities**
- High Growth Areas
  - **To be reviewed by localities**
- Sewer and Water
- Socio-Economic Forecast
- Review and summarize existing projects

## SUMMARY MINUTES

### Hampton Roads Rural Transportation Technical Committee

May 31, 2007

**Next meeting: To be determined at a later date**

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Chair Amanda Crocker called the Hampton Roads Rural Transportation Technical committee meeting to order at 1:30pm with the following members in attendance:

MEMBERS:	INVITED PARTICIPANTS:	STAFF:
Amanda Crocker (FR)	Jimmy Gray (Franklin Airport)	Dale Stith
Jay Randolph (SH)	Marc Kirchner (Norfolk Southern)	Rob Case
Jerry Kee (VDOT)	Ray Hunt (VDOT – Alternate Mem.)	
Eric Stringfield (VDOT)		

#### 1. INTRODUCTIONS

#### 2. SUMMARY MINUTES OF MARCH 27, 2007

Ms. Crocker noted the minutes of March 27, 2007 and asked for any comments/corrections.

- There being no corrections, the minutes were declared to be approved as submitted.

#### 3. RTTC TRANSPORTATION PUBLIC PARTICIPATION PLAN (PPP)

A page from HRPDC's updated Draft Transportation Participation Plan specifically referring to the RLRP was presented. Ms. Crocker asked for any comments.

- Ms. Stith commented that the entire updated Transportation PPP was currently under public review.
- Mr. Kee moved to approve the PPP section referring to the RLRP. Mr. Randolph seconded the motion.

#### 4. RURAL ON-CALL CONSULTANT SERVICES

- Ms. Crocker described the new VDOT program, explaining that it is replacing the previously offered Rural Grant Program. Basic guidelines and instructions for applying for the grant through the PDC were explained.
- Ms. Crocker stated that the City of Franklin would be interested in pursuing a city-wide transportation plan. She explained that the transportation plan was cut from the city budget due to lack of funds. Ms. Crocker also stated that there currently was no Bike/Ped plan for Franklin and the city would like to implement one.
- Mr. Stringfield replied that VDOT would be doing an update to their Small Urban Area Transportation Plan for Franklin soon which may include a Bike/Ped element but that Franklin should still consider submitting an application thru the PDC.
- Mr. Gray asked if this new program would include any airport transportation matters, such as improving access to the airport.

- Mr. Stringfield replied that Accomack applied for grant funds in the past for improvements to their terminal building.
- Ms. Crocker suggested that she, Mr. Gray and Mr. Kee get together to discuss further ideas for Franklin
- Mr. Case suggested that the localities could submit more than one application
- Mr. Randolph stated that Southampton would be interested in tapping into this new resource but that they did not have the staff to utilize or implement plans
- Ms. Crocker asked if city approval would be necessary to submit an application. Mr. Stringfield responded that city support would definitely help in the decision process.
- Mr. Case informed the localities that Suffolk recently had the PDC conduct a city-wide rail study and since the rail also went thru the localities, they might consider submitting an application for such a study. Ms. Crocker stated that there were approximately 9 at-grade crossings in the city. Mr. Kee stated that 5 of these crossings were improved already and that two more crossings were in the budget plan for next year.

## 5. STATUS OF WORK ITEMS

Ms. Stith went over the status of FY07 Deliverables:

- Regional Goals, Objectives and Measures – Approved
- Public Involvement Plan – Approved
- Transportation Inventories and Maps
  - o SPS Lite Road Inventory
    - Still need SPS data for Southampton County
      - Mr. Kee stated that he was in the process of inputting data for Southampton and should have data to Ms. Stith in about a week
  - o Freight Generators
    - Ms. Stith distributed a table and maps of known businesses in Franklin and Southampton grouped by number of employees. She asked each locality to look over data and highlight businesses known to produce truck traffic as well as list any new or expected businesses that would also generate truck traffic.
      - Ms. Stith asked for the data to be returned within a week, if possible.
  - o Para-Transit
    - Mr. Randolph stated that he would forward information regarding the new para-transit agency in Southampton to Ms. Stith.
  - o Land Use Maps and Associated Narratives
    - Ms. Stith re-distributed maps highlighting potential high growth/service areas as well as activity centers for Southampton and Franklin asking for comments/changes. Mr. Kee stated that a new school was scheduled to open in Southampton within the next year and would forward the address for the school to Ms. Stith to add to the Activity Center map.
  - o Regional Socio-Economic Profile and Maps
    - Ms. Stith explained that 2035 socio-economic forecast should be completed by mid-June and she would forward the results to each locality for review/approval.
  - o Summary of Existing Plans and Studies

- Ms. Stith explained that she was in the process of reviewing and summarizing known studies for the area.
  - o RTTC Meeting Minutes – Completed
  - o GIS Data Files/Layers – Completed
- No Action was taken.

## **6. OLD/NEW BUSINESS**

There was no old business to discuss. Questions regarding Phase II of the RLRP were asked. Ms. Stith stated that Phase II of the RLRP process would focus more on traffic projections/modeling.

## **7. NEXT MEETING TIME & DATE**

The committee decided to wait until a later date to schedule the next meeting until new SPS Lite data was received from VDOT.

## **Summary/Status of Phase I after Meeting** (Action items in **BOLD**)

- ✓ Establish RTTC
  - **Next Meeting – To be decided at a later date**
- ✓ Kick-Off Meeting
- ✓ Meetings with local elected officials
- ✓ Develop transportation goals for region
- ✓ Identify objectives and measures for each goal
- ✓ Public Involvement Plan
- ✓ Inventory/Data Collection
  - ✓ Highway network review by localities – SPS Lite CD distributed at previous meeting
    - **Remarks to SPS Lite should be returned to HRPDC by June 15<sup>th</sup>. \*\*THE COMMENT FIELD IN THE SPS LITE DATABASE DOES NOT WORK (THERE IS A GLITCH IN THE PROGRAM AND COMMENTS ARE NOT SAVED – VDOT EXPECTS TO HAVE THIS PROBLEM RECTIFIED IN THE NEXT RELEASE OF SPS LITE DATA). FOR NOW, PLEASE RECORD PERTINENT TRANSPORTATION COMMENTS IN EXCEL SHEET PROVIDED BY THE PDC.**
  - ✓ Inventory & Map of Secondary SYP
  - ✓ Inventory & Map of Transit
  - Inventory & Map of Bike/Ped facilities
    - **To be completed in SPS Lite database**
  - ✓ Inventory & Map of Freight Generators (**Attached for Review**)
    - **Localities to review list of known businesses in area grouped by number of employees and return comments to PDC by June 15<sup>th</sup>.**
  - ✓ Inventory & Map of Aviation Facilities
  - ✓ Activity Centers
    - **Mr. Kee to send address of new school in Southampton County**
  - ✓ High Growth Areas
  - ✓ Sewer and Water
  - ✓ Socio-Economic Forecast (**Attached**)
- ✓ Review and summarize existing projects