

2013
Franklin County
Strategic Plan
Adopted August 20, 2013



Franklin County Government Center

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FRANKLIN COUNTY
2013 DRAFT STRATEGIC PLAN
Franklin County Government Center

Strategic Planning:

Strategic planning in local government involves a structured, analytical approach that results in the formulation of a framework that can lead to the articulation of goals and associated integrated strategies. Strategic planning extends beyond arbitrary administrative boundaries and traditional thinking. Strategic planning is often defined as "a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does and why it does it". This process involves research, development and consideration of strategic alternatives and places an emphasis on the future impacts of current decisions.

Background:

Franklin County (population approx. 56,616) is one of the fastest growing counties in Western Virginia. Development and growth demands continue to augment various local government policies and decisions. The purpose of developing a strategic plan is to assist the County in establishing and keeping a focus on those policy-making decision items that are critical to the positive growth of the community. Without a strategic focus, the path of the County will run the risk of meandering from issue to issue without consensus on what objectives must be addressed in order for the community to enjoy positive growth and development. In an effort to operate more strategically, the County Board of Supervisors initially developed a strategic plan in 2004 and adopted a plan again in 2008. During the last four years, the nation has gone through tremendous change. The economic effects of the great recession has reduced revenues at the national, state, and local levels. Most local governments have been forced to make cuts and defer important investments and maintenance. Franklin County has been no exception. Since 2008, the County has lost approximately 15% of its property values and reduced its workforce by approximately 7%. Despite these challenges, the County has improved its AA Bond Ratings contrary to the national norm. The County's population and subsequent service demands continue to increase, whereby the County is considering new strategic investments and economic development initiatives. Franklin County historically has demonstrated an ability to look to the future and plan accordingly. The Board of Supervisors serves as the County's most significant leadership body. In uncertain times, citizens depend upon elected officials to provide a positive vision and to make strategic decisions that support that future. In the Fall of 2012, the Board of Supervisors worked to create such a vision. The Board worked to develop a plan to support their vision, whereby such plan was adopted on August 20, 2013.

Process:

The Franklin County Board of Supervisors conducted a priority setting work session at the Franklin County Government Center on November 29, 2012 that focused on several results, which included:

- Environmental scan of external trends, historical characteristics, core successes, organizational strengths, community supports, and critical issues
- Development of a collective leadership picture of the vision and direction that the Board hopes to achieve for the County
- Identification of specific outcome areas which include: Infrastructure, Schools, Economic Development/Job Creation, Financial Stability, Staffing Needs, and Managed Growth
- Identification of Board strategic goals which will be most critical to achieving the vision

The Board of Supervisors took the initial steps to define a preliminary core vision, vision outcome areas and related goals. Subsequently, various members of the Leadership Team conducted a strategic planning work session on December 12th and 13th at the Franklin County Government Center to review the Board's priorities. The strategic planning session provided staff the opportunity to draft a framework of key tasks and strategic activities to support the Board's stated vision and goals.

The Leadership Team completed the following activities at their work session:

- Developed an understanding of the Board's work session process and results; developed an interpretation that was meaningful for the staff in further enhancing a useful strategic plan
- Gained a framework for strategic planning that will be helpful to the staff over the long term in responding to the Board in an effective and efficient way
- Completed an environmental scan that depicts current and future environmental trends
- For each of the Board's vision goals, the staff developed:
 - >Action Strategies
 - >Key Champions and support staff that it would take to achieve the goal
 - >Target Dates to achieve goals and strategies

Since the Leadership Team work session, staff has reviewed and refined the goals and action strategies. Collectively, the Board of Supervisors priorities and the Leadership Team's subsequent action strategies are merged into this document – **2013 Franklin County, Virginia Strategic Plan.**

Working Strategically:

A Strategic Plan is only good as long as it is implemented, utilized, reviewed and updated. There are many steps in developing and using a Strategic Plan and the "system" can be built incrementally. A few of these steps are listed as follows:

- Endorse the Strategic Plan
- Base policy and operating decisions on the Strategic Plan
- Link the Strategic Plan to other Planning Documents (i.e. Budgets, Capital Improvement Plan, Comprehensive Plan, Departmental Work Plans, etc.)
- Incorporate the Strategic Plan into the Budget Process to ensure compliance with the Vision
- Associate the Strategic Plan with Departmental / Staff Performance Reviews
- Integrate performance report of the Strategic Plan into reports
- Engage Board, Staff, and Citizens in Achieving Action Strategies
- Celebrate and Report Successes
- Review and Update the Strategic Plan at least every three to four years



FRANKLIN COUNTY BOARD OF SUPERVISORS VISION

Over the next 3 years, Franklin County's core vision, which describes its identity and distinguishes it from its neighbors, includes these aspirations . . .

- The County is progressive and others desire to use what the County is doing right.
- The County is financially stable and healthy.
- The County continues to be beautiful even while we enhance progress. Our agricultural land and scenic views are still here. We have used the land wisely by concentrating growth in well-planned villages.
- The County has moved from being a great place to live to a great place to live and work. We have increased opportunities for people to work right within the County.
- Many people are enjoying our remarkable recreation, including opportunities to experience our natural assets, events, heritage, culture, and special venues.
- The County has maintained award-winning schools with great ratings as a result of vision, creative foresight, excellent management, dedicated employees, and support. We have excellent career-technical education and job training opportunities for students at a young age.
- We have healthy economic development and job creation. We have higher paying jobs, clean businesses, and have pursued our target sectors advantageously. The County's quality of life is perceived to be an asset in locating a business here. Businesses come here because their employees have a mindset that they want to live in Franklin County.
- We have provided what we need in order to have good diverse growth in the County. We have provided more capabilities to follow our dreams and to insure implementation of what we want to have happen. We have dedicated staffing, the right infrastructure, clear ideas about where we want things, and an aggressive and competitive strategy.

FRANKLIN COUNTY BOARD OF SUPERVISORS STRATEGIC OUTCOME AREAS

Using the critical issues identified in the environmental scan, the Board achieved consensus on 6 Strategic Outcome Areas in which progress must be made to achieve its 3 year Core Vision. These outcome areas have clear goals to address each of them in the Strategic Plan.

INFRASTRUCTURE

Includes water/sewer, broadband, cell towers, EMS, natural gas, roads, and landfill capacity and enforcement

SCHOOLS

Includes workforce development, career/technical education, child support services

ECONOMIC DEVELOPMENT/JOB CREATION

Includes economic development site/park, looking at other amenities needed to attract business, industrial development, business support, and structure for support of existing businesses

FINANCIAL STABILITY

Includes how we finance the future, new revenue streams, dedicated revenue streams, different funding mechanisms, long range planning

STAFFING NEEDS

Includes retention, development, competitive compensation, additional staffing to provide capability, human capital, and succession planning for pending retirements

MANAGED GROWTH

Includes having tools to manage growth effectively, village centers, ordinances, how to get the type of growth that we want, impact fees, addressing the aging population, and working with demographics/population changes

FRANKLIN COUNTY BOARD OF SUPERVISORS 2-3 YEAR GOALS

The Board developed an initial set of Goals that Members would like to achieve over the next 3 years in order to implement the Core Vision. Staff members will use the Board's Goals and will also consider other goals to recommend that will assist the Board in achieving progress on the Core Vision and Strategic Outcome Areas.

INFRASTRUCTURE

Includes water/sewer, broadband, cell towers, EMS, natural gas, roads, and landfill capacity and enforcement

Develop water and sewer to growing areas of the County, with priority on sewer to Route 220N, water to Burnt Chimney, and water and sewer to South Lake.
Implement a better radio communications system throughout the County to support fire and rescue.
Implement response time standards for fire and EMS with appropriate resources.
Develop and implement a system to insure that we extend the life of the landfill, considering education, recycling, and enforcement of non-County dumping policies.
Pursue public/private partnerships for expanded broadband and cellular service.
Develop a funding plan and timeline for natural gas on Route 220.

SCHOOLS

Includes workforce development, career/technical education, child support services

Advocate for and develop financing plan for expanded career and technical education training, with consideration of mentoring and apprenticeship programs.
Actively pursue STEM-H focus at the Franklin Center.

ECONOMIC DEVELOPMENT/JOB CREATION

Includes economic development site/park, looking at other amenities needed to attract business, industrial development, business support, and structure for support of existing businesses

Implement new business park plan.
Review current levels of staff support for economic development and make adjustments as needed.
Develop plan(s) for business support capability.

FINANCIAL STABILITY

Includes how we finance the future, new revenue streams, dedicated revenue streams, different funding mechanisms, long range planning

Develop a long-range financial plan.
Consider a dedicated revenue stream for economic development, including citizen education if pursued.
Evaluate and reaffirm our financial policies to insure that they are effective for us.

STAFFING NEEDS

Includes retention, development, competitive compensation, additional staffing to provide capability, human capital, and succession planning for pending retirements

Evaluate compensation, benefits, and staffing levels with appropriate peer groups.
Develop a financial program to maintain employee’s benefits.
Develop a succession plan and evaluate which areas need more staff.
Develop staffing plan to coincide with goal implementation as well as maintaining current levels of service.
Explore performance based pay.

MANAGED GROWTH

Includes having tools to manage growth effectively, village centers, ordinances, how to get the type of growth that we want, impact fees, addressing the aging population, and working with demographics/population changes

Develop tools to manage the growth of the County effectively, including ordinances and impact fees as appropriate.
Consider how to create incentives for the growth that we want in the County.
Act on appropriate strategies from Aging Services strategic plan.

STAFF RECOMMENDED GOALS

INFRASTRUCTURE

Includes water/sewer, broadband, cell towers, EMS, natural gas, roads, and landfill capacity and enforcement

Goal 1: Develop water and sewer to growing areas of the County, with priority on sewer to Route 220N, water to Burnt Chimney, and water and sewer to South Lake.

Goal 2: Implement better radio communications system throughout the County to support fire and rescue.

Goal 3: Implement response time standards for fire and EMS with appropriate resources.

Goal 4: Develop and implement a system to insure that we extend the life of the landfill, considering education, recycling, and enforcement of non-County dumping policies.

Goal 5: Pursue public/private partnerships for expanded broadband and cellular service.

Goal 6: Develop a funding plan and timeline for natural gas on Route 220.

SCHOOLS

Includes workforce development, career/technical education, child support services

Goal 1: Advocate for and develop a financing plan for expanded career and technical education training, with consideration of mentoring and apprenticeship programs.

Goal 2: Actively pursue STEM-H focus at the Franklin Center.

Goal 3: Pursue a strategy to increase collaboration and specific efforts with the Franklin County School Board to enhance the school system's effectiveness and outcome accountability in tailoring Pre-K-12 education to ensure that we can graduate students who will contribute to a highly trained workforce.

Goal 4: Maximize partnerships among institutions of higher education and prospective businesses to align and coordinate strengths from those programs with needs and demands of current and future businesses.

ECONOMIC DEVELOPMENT/JOB CREATION

Includes economic development site/park, looking at other amenities needed to attract business, industrial development, business support, and structure for support of existing businesses

Goal 1: Implement new business park plan.

Goal 2: Review current levels of staff support for economic development and make adjustments as needed.

Goal 3: Develop plan(s) for business support capability.

Goal 4: Develop a plan to attract diverse businesses that will increase the mean per capita income.

FINANCIAL STABILITY

Includes how we finance the future, new revenue streams, dedicated revenue streams, different funding mechanisms, long range planning

Goal 1: Develop a long-range financial plan including review of current revenue streams.

Goal 2: Consider a dedicated revenue stream for economic development, including citizen education if pursued.

Goal 3: Evaluate and reaffirm our financial policies to insure that they are effective for us.

Goal 4: Pursue a cooperative strategy that will enable the School Board and the County Board of Supervisors to arrive at a joint financial strategy that will support education needs within the available financial framework in which we work

STAFFING NEEDS

Includes retention, development, competitive compensation, additional staffing to provide capability, human capital, and succession planning for pending retirements

Goal 1: Develop a staffing plan to coincide with goal implementation as well as maintaining current levels of service.

Goal 2: Develop a succession plan and evaluate which areas need more staff.

Goal 3: Evaluate compensation and benefits with appropriate peer groups, including the development of a financial program to maintain employees' benefits and the exploration of performance-based pay.

MANAGED GROWTH

Includes having tools to manage growth effectively, village centers, ordinances, how to get the type of growth that we want, impact fees, addressing the aging population, and working with demographics/population changes

Goal 1: Develop tools to manage the growth of the County effectively, including ordinances and impact fees as appropriate.

Goal 2: Consider the creation of incentives for the growth that we want in the County.

Goal 3: Act on appropriate strategies from Aging Services strategic plan.

FRANKLIN COUNTY STRATEGIC PLAN DRAFT

INFRASTRUCTURE

Goal 1: Develop water and sewer to growing areas of the County, with priority on sewer to Route 220N, water to Burnt Chimney, and water and sewer to South Lake.

Rationale: We need to develop a level of utility service necessary to promote and facilitate growth in areas of the County identified by the Comprehensive Plan as appropriate for higher intensity development. We should take advantage of the opportunity to extend such utilities now while the investment climate may be favorable, and in advance of a resumption of development pressure.

Champion: Board of Supervisors, PW Director

Supporting Staff: PW Project Manager, Development Services, GIS, WWSA, A&E Consultants

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Prepare overlay of County with identified village centers/centers to be developed indicating proposed water/sewer development	11/13	
2. Engage WWSA in discussions to establish buy-in and support	8/13	
3. Work with engineers to provide preliminary design and estimated cost	Ongoing	
4. Present and refine findings to internal partners to identify obstacles, concerns, additional needs, and support for a utilities plan.	2/14	
5. Engage BOS in preliminary findings and support of expansion opportunities	4/14	
6. Finalize priorities or projects and identified costs and funding	4/14	
7. Include in CIP projections beginning in 2014/2015	4/14	

Goal 2: Implement better radio communications system throughout the County to support all emergency services.

Rationale: We must develop a shared radio communications system throughout the County to protect our first responders and to provide better communications for all Franklin County government entities (i.e. law enforcement, schools, solid waste, and County administration.)

Champion: Radio Communications Committee, Emergency Services Communications Coordinator

Supporting Staff: Public Safety, E911, IT, Sheriff, PW Director, Development Services

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Complete Phase I Radio System Needs Analysis		Completed
2. Present Radio System Needs Analysis & Recommendations to Radio	01/13	Completed

Committee and analyze accordingly		
3. Present Radio System Study to BOS and review possible capital funding strategies	01/13	Completed
4. Consider budget incorporation of Radio System construction	Ongoing	
5. Consider approval of Phase II Radio System Design	1/14	
6. Review Radio System Project Design and consider approval to build the project	03/14	
7. Project bid	06/14	
8. Review project bids	07/14	
9. Consider project construction approval	08/14	
10. Target Completion Date	09/15	

Goal 3: Implement response time standards for fire and EMS with appropriate resources.

Rationale: We must allocate public safety resources in accordance with standards to improve response times and capabilities County wide and to increase marketability of County assets

Champion: Public Safety Director

Supporting Staff: County Administrator, Volunteer Fire and EMS agencies, Operating Medical Director, PW Director, Development Services Department, Finance

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Identify manpower needs based on metric data (revenue recovery, call volume, staffing shortfalls)	1/13 Ongoing	
2. Develop public/private partnerships to expand fire and EMS services into areas where high insurance rates exist (i.e. Commerce Park)	4/13 Ongoing	
3. Formulate station construction guidance committee to insure all the stakeholder needs are met	5/13	
4. Assemble fire/EMS station planning group(s) to determine needs of stakeholders to include Glade Hill, West Lake, Commerce Park	6/13	
5. Determine location of manpower based on call volumes, geography, and distances	7/13 Ongoing	
6. Identify fire and EMS station locations (sites) in areas of greatest need and in areas that afford suitable access to major highways	7/13 Ongoing	
7. Identify revenue streams to fund construction of fire and EMS facilities (i.e. grants, insurance billing)	8/13 Ongoing	

8. Take construction and funding plan with recommendations to the Board for approval	6/14	
9. Submit for bids	7/14	
10. Hire contractor(s)	8/14	
11. Proceed with phased construction.	9/14	.

Goal 4: Develop and implement a system to insure that we extend the life of the landfill, considering education, recycling, and enforcement of non-County dumping policies.

Rationale: We should maximize the longevity of the landfill by looking at cost-effective ways to reduce illegal dumping and to improve public disposal options.

Champion: Public Works Director

Supporting Staff: Legal Counsel, Law Enforcement, Court Services

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Present reengineering concept & estimated consultant costs to amend permit for the vertical expansion of new Landfill.	8/13	Increasing vertical space is estimated to extend life of landfill, thereby saving significant costs.
2. Present engineering concept for onsite leachate collection, treatment, and disposal.	2/14	Preliminary indications show possible savings from suitable soils / septic fields.
3. Rewrite landfill enforcement and guidance to assure appropriate fines and/or consequences	1/14	
4. Increase landfill tipping fees to align to landfill associated costs	7/14	Incremental fee increases previous and future fiscal years
5. Identify additional cost-effective opportunities for recycling	4/14	
6. Educate the public on landfill, recycling, enforcement, etc. (i.e. educational seminars)	6/14	
7. Re-present preliminary plan for consolidation of green box sites and staffed sites over a 10 year period	8/14	
8. Present to BOS options to develop pilot staffed site. Identify specific location and funding need.	8/14	
9. Revisit and evaluate established staff site and identify other locations.	9/15	

10. Implement long term plan if approved	As required	
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Goal 5: Pursue public/private partnerships for expanded broadband and cellular service.

Rationale: We must expand broadband and cellular service into underserved or unserved areas of the County by using the radio communications infrastructure and enhanced provider partnerships.

Champion: IT Director

Supporting Staff: GIS, Public Safety, IT, Law Enforcement, County Administration

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Identify and analyze areas of support required within the County	2/13 Ongoing	
2. Analyze areas where technology is currently available and unavailable.	3/13 Ongoing	
3. Identify partnerships that currently exist and explore expansions.	5/13 Ongoing	
4. Discuss needs with identified partners	5/13 Ongoing	
5. Design total County coverage plan	4/14	
6. Discuss priority and funding options	8/14	

Goal 6: Develop a funding plan and timeline for natural gas on Route 220.

Rationale: We need to make the Route 220 corridor more attractive for economic development by providing additional assets to prospective and existing industry partners.

Champion: Economic Development Director

Supporting Staff: GIS, Development Services, County Administration, PW Director, Finance

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Study opportunities for natural gas usage in Franklin County and engage community	10/12	Top 100 businesses surveyed with 17% return rate.
2. Determine Route 220 North First Leg Terminus	9/13	
3. Research partnering options/funding availability	Ongoing	
4. Engage natural gas provider and community partners	On Hold	Pending future demand and funding sources.
5. Hire design/engineering firm to address preliminary design and cost estimate	On Hold	Pending future demand and funding sources.

6. Present estimates to BOS for guidance and direction to address moving forward	On Hold	Pending future demand and funding sources.
7. Move forward with final design, funding identification, permitting, etc. as required	On Hold	Pending future demand and funding sources.

SCHOOLS

Goal 1: Advocate for and develop a financing plan for expanded career and technical education training, with consideration of mentoring and apprenticeship programs.

Rationale: We need to strengthen the Franklin County workforce of the future to better serve local businesses by expanding the employability and the skill sets of youth and adults.

Champion: Board of Supervisors

Supporting Staff: County Administration, ED Director, Franklin Center Director, Finance

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Establish dialog with the school board in order to establish career and technical educational goals and programming.	5/13 Ongoing	Technical School Committee Established
2. Develop and present to the Board financing alternatives and options to accomplish identified goals.	Upon receipt of school recommendation	Facility Preliminary Site Design Funds Set Aside - Summer 2013

Goal 2: Actively pursue STEM-H focus at the Franklin Center.

Rationale: We need to train the Franklin County workforce for higher wage jobs and provide an educated workforce pool for the attraction of an ever-evolving business base.

Champion: Franklin Center Director

Supporting Staff: Assistant County Administrator

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Assess physical assets & abilities of the Franklin Center educational partners and collaborate to provide for the needs of the programs.	8/13	
2. Recruit educational partners who can deliver STEM-H curriculum. Identify and inventory curriculum delivery capabilities.	9/13	Ongoing meetings with existing (VWCC,PHCC) and possible partners (Averett)
3. Create and implement a marketing action plan to maximize public visibility and attract potential students to the STEM-H program.	1/14	

Goal 3: Pursue a strategy to increase collaboration and specific efforts with the Franklin County School Board to enhance the school system’s effectiveness and outcome accountability in tailoring Pre-K-12 education to ensure that we can graduate students who will contribute to a highly trained workforce.

Rationale: We need to build a bridge with the Franklin County schools to meet ever-changing educational standards while providing for a highly trained, skilled workforce. We must cooperatively align the school system’s educational mission and strategy with the County’s economic development strategy.

Champion: Board of Supervisors

Supporting Staff: County Administration, Economic Development Director

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Establish dialog with the school board in order to introduce ED strategies and begin to identify areas of existing alignment & recognize areas in need of adjustment within the career & technical curriculum.	10/13	
2. Provide strategic, targeted resources to facilitate the achievement of recognized goals and progress toward satisfying the identified needs.	5/14	

Goal 4: Maximize partnerships among institutions of higher education and prospective businesses to align and coordinate strengths from those programs with needs and demands of current and future businesses.

Rationale: We could better utilize and engage our four year college and two community colleges in our economic development efforts.

Champion: Economic Development Director, Franklin Center Director

Supporting Staff: Assistant County Administrator

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Establish dialog with institutions of higher education in order to introduce Economic Development strategies, better understand the strengths and capabilities of these institutions related to Franklin County priorities, and identify areas of existing alignment and areas of opportunity.	1/13 Ongoing	Dialog ongoing with higher ed providers, especially Ferrum College.
2. Provide strategic, targeted resources to facilitate the achievement of recognized goals and progress toward satisfying the identified needs.	7/13 Ongoing	
3. Link institutes of higher education and Franklin County Economic Development in the marketing of the County to new and expanding businesses.	5/14	

ECONOMIC DEVELOPMENT/JOB CREATION

Goal 1: Implement new business park plan.

Rationale: We need to extend the County’s momentum in the successful recruiting of new businesses and expansions of existing firms by creating new product.

Champion: Economic Development Director

Supporting Staff: Assistant County Administrator, PW Project Manager

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Complete and adopt a new business park study to include recommendations on future land acquisition.	Ongoing	Expected Study Completion 11/13.

Goal 2: Review current levels of staff support for economic development and make adjustments as needed.

Rationale: The County’s staffing levels and structure must be optimized in order to ensure the appropriate level of economic competitiveness, including the successful attraction of high wage jobs.

Champion: Board of Supervisors, County Administrator

Supporting Staff: Economic Development Director

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Identify tasks and roles of the Economic Development staff.	3/13	
2. Create job description(s) for the Economic Development staff.	3/13	
3. Provide recommendation for funding of identified position(s).	4/13	All tasks complete and new Economic Development Director hired.

Goal 3: Develop plan(s) for business support capability.

Rationale: We need to grow the County’s existing businesses and to maintain their viability. We need to identify suppliers and secondary businesses that tap into the vertical chain.

Champion: Economic Development Director

Supporting Staff: County Administration

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Develop an incentive program for existing business expansions and assistance to entrepreneurs.	3/14	

2. Provide strategic, targeted resources to facilitate the achievement of recognized goals and progress toward satisfying the identified needs.	5/14	
3. Using existing resources to develop an existing business visitation plan / program.	10/13	
4. Identify common and company specific needs.	Ongoing	

Goal 4: Develop a plan to attract diverse businesses that will increase the mean per capita income.

Rationale: We need to diversify occupational opportunities, reduce the out-commuting population, and reduce the rates of unemployment and underemployment.

Champion: Economic Development Director

Supporting Staff: County Administration

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Develop a targeting strategy that aligns with regional and state business attraction plans.	EDAC Ongoing	
2. Implement the targeting strategy through various marketing modalities.	10/13	

FINANCIAL STABILITY

Goal 1: Develop a long-range financial plan including review of current revenue streams.

Rationale: We need to identify methods to more effectively manage and protect the County's fund balance and cash flows (i.e. future capital, debt management, analysis of borrowing vs. cash investment, and set-asides) in order to enable strategic investments that will benefit the County.

Champion: Finance Director

Supporting Staff: Finance Department, County Administrator

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Explore opportunities for software, templates, etc. to assist in the preparation of a long range financial plan	4/14	
2. Begin plan	8/14	
3. Complete plan	10/14	
4. Review plan with County Administrator	10/14	
5. Present plan to Board of Supervisors	11/14	

Goal 2: Consider a dedicated revenue stream for economic development, including citizen education if pursued.

Rationale: We need to develop a new capability that enables us to fund identified projects and to help citizens embrace and support our strategies for economic development.

Champion: Economic Development Director, County Administrator

Supporting Staff: Finance Department

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Conduct champion and supporting staff meeting to discuss and conduct research as needed	10/13	
2. Develop proposal including accounting details and reporting mechanisms	11/13	
3. Present proposal to BOS as part of FY14/15 budget preparation	3/14	
4. Implement and provide accounting for new dedicated revenue stream for Economic Development	7/14	

Goal 3: Evaluate and reaffirm our financial policies to insure that they are effective for us.

Rationale: We need to review and modify as necessary the County’s financial policies to ensure that they meet current obligations and to support future growth.

Champion: Finance Director

Supporting Staff: County Administration

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Work with County Administrator to develop a strategy to ensure that the BOS is supportive of the County’s financial policies and recognize their benefit, including a schedule for review	Ongoing	
2. Conduct Board review of the Board Debt Capacity, Issuance and Management Policy	8/13	
3. Conduct Board review of the Operating/Capital Expenditure Accountability Policy	9/13	
4. Conduct Board review of the Risk Management Policy	6/14	
5. Conduct Board review(s) of the Balanced Budget, Long Range Planning Policy, Fund Balance Policy and Revenue Policy	8/14	
6. Conduct Board review of the Cash Management and Investment Policy	10/14	
7. Conduct Board review of the Asset Inventory Policy and the Purchasing Policy	9/14	

Goal 4: Pursue a cooperative strategy that will enable the School Board and the County Board of Supervisors to arrive at a joint financial strategy that will support education needs within the available financial framework in which we work

Rationale: We need to work together to insure the long-range financial viability of the County while addressing all components that go into a healthy community, including a strong educational system, robust economic development, and a high quality of life.

Champion: School Superintendent, County Administrator, Board Chairs

Supporting Staff: Finance, IT

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Utilize budget process to review and evaluate financial needs required of the school system	11/13	
2. Use current budget year to evaluate and refine as necessary the information that is needed to make timely informed budget decisions	Ongoing	
3. Convene joint session of the Board of Supervisors and the School Board to discuss education goals and strategies.	11/13	

STAFFING

Goal 1: Develop a staffing plan to coincide with goal implementation as well as maintaining current levels of service.

Rationale: We need to develop a staffing plan based on measurable criteria that reflects existing core responsibilities and anticipates future service demand. We should provide an objective measure of performance in order to identify value, problems, and critical capacity issues to support Board priorities.

Champion: County Administration

Supporting Staff: HR, all Department Heads

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Using a template (provided by Human Resources) task all Department Heads with developing an inventory and analysis of existing staff resources, correlating those resources to specific duties, responsibilities, and needs. In doing so, identify any staff resource shortfalls or excess staffing capacities. Analysis should be based on existing workload and anticipated future workload.	6/14	
2. Human Resources to compile Departmental inventories into master document.	7/14	
3. County Administration to review Departmental inventories, identify staffing needs and/or capacities that align with the Board's goals. "Alignment" to form the basis for prioritizing staffing requests.	Ongoing	
4. County Administration to present budget to Board reflecting an	Ongoing	

"aligned" staffing plan, complete with justifications for staffing requests grounded in the Board's goals.		
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Goal 2: Develop a succession plan and evaluate which areas need more staff.

Rationale: We need to ensure continuity of leadership, provide opportunity for advancement, increase the retention rate, maximize productivity through identification of critical skills sets, reduce training and employee recruitment costs, and enhance our ability to handle risk. We may need targeted employee development that provides for training, cross training, mentoring, and structural changes. (Should be done hand in hand with Goal 1)

Champion: County Administration
Supporting Staff: HR; all Department Heads

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Using a template (provided by Human Resources) task all Department Heads with developing an inventory of critical functions, correlating those functions to specific positions. Identify instances where critical functions are dependent upon a singular staff resource, or where a loss of staff resources would severely jeopardize service delivery. (Note: Initiate after budget preparation; implement concurrent with performance evaluation period; IT has template)	6/14	
2. Human Resources to compile Departmental inventory into master document for County Administration review.	7/14	
3. County Administration to review Departmental inventory, identifying critical functions that: 1) are related to core service delivery; and 2) are necessary for the accomplishment of the Board's goals.	Ongoing	
4. Task all Department Heads with preparing a contingency plan in the event of staff resource loss or shortage. Contingency plan should state how the critical function would be accomplished and by whom, and should identify what non-critical functions might be compromised.	9/14	
5. Based on Departmental contingency plans, identify and recommend any changes to organizational structure that may be needed to ensure adequate coverage, continuity and continued progress toward meeting the Board's goals.	Ongoing	

Goal 3: Evaluate compensation and benefits with appropriate peer groups, including the development of a financial program to maintain employees' benefits and the exploration of performance-based pay.

Rationale: We must ensure that the County can recruit and retain the highest quality employees who will provide the highest level of service. To ensure that County employees have a competitive benefit package that will enable us to recruit and retain quality employees.

Champion: HR

Supporting Staff: County Administration, Finance, Consultants

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Discuss Market Compensation Study with BOS	8/13	Establish parameters (i.e. peer group, ranking goal, survey time, etc.)
2. Administer up-to-date survey with peer jurisdictions to collect compensation and benefits data.	TBD	
3. Analyze survey data to identify variances, where Franklin County's compensation/benefits differ significantly from peer norms.	TBD	

MANAGED GROWTH

Goal 1: Develop tools to manage the growth of the County effectively, including ordinances and impact fees as appropriate.

Rationale: We need to conserve and preserve land, maximize our investment in infrastructure, avoid sprawl, create attractive multipurpose communities, and encourage development and growth while maintaining the County's beauty and natural resources.

Champion: Planning Director

Supporting Staff: Planning Department, GIS

Key Tasks/Activities	Start Date Mo/Yr	Comments
1. Update Franklin County's Comprehensive Plan, with an emphasis on better anticipating future growth/demand and accounting for land capacity. Develop more specific policy guidance to achieve the desired growth/development pattern.	1/13	
2. Launch Village Planning initiative; begin first Village Plan for Union Hall. Growth demand area plans to immediately follow (Westlake, Burnt Chimney, etc. Noted in action item #9)	1/13	
3. Adopt updated Comprehensive Plan.	1/14	
4. Develop new zoning categories to better distinguish between rural, suburban, and corridor place types, and to tailor policies to achieve specific results in specific areas.	ongoing	
5. Identify candidate areas for comprehensive rezoning (reflected in Comprehensive Plan) in order to align zoning classifications with the desired physical development pattern.)	9/13	
6. Adopt first Village Plan (Union Hall).	12/13	
7. Incorporate new zoning categories into Zoning Ordinance	1/14	
8. Initiate comprehensive rezoning of selected areas, per Comprehensive	1/14	

Plan recommendations.		
9. Initiate subsequent Village Plans for areas with highest development demand/potential (Westlake, Burnt Chimney, Ferrum, Penhook, Glade Hill). Goal of undertaking two (2) Village Plans per year after 2013.	1/14	

Goal 2: Consider the creation of incentives for the growth that we want in the County.

Rationale: We need to clearly state our expectations for development and remove roadblocks for developments that meet those expectations. We want to use the County’s policies and investment leverage to advance the village concept.

Champion: Economic Development Director

Supporting Staff: Planning, Finance, County Administration

Key Tasks/Activities	Start Date Mo/Yr	Comments
Develop guidelines for local incentives specifically tailored to each business segment covered by the County.	7/14	
Evaluate current local incentive parameters to determine if they still meet needs of County and demands of potential businesses.	6/14	
Market availability of local incentives through digital media and during existing business visitation.	Ongoing	

Goal 3: Act on appropriate strategies from Aging Services strategic plan.

Rationale: We need to understand and address the needs of the aging population, as well as the impact on County services.

Champion: Aging Services Director

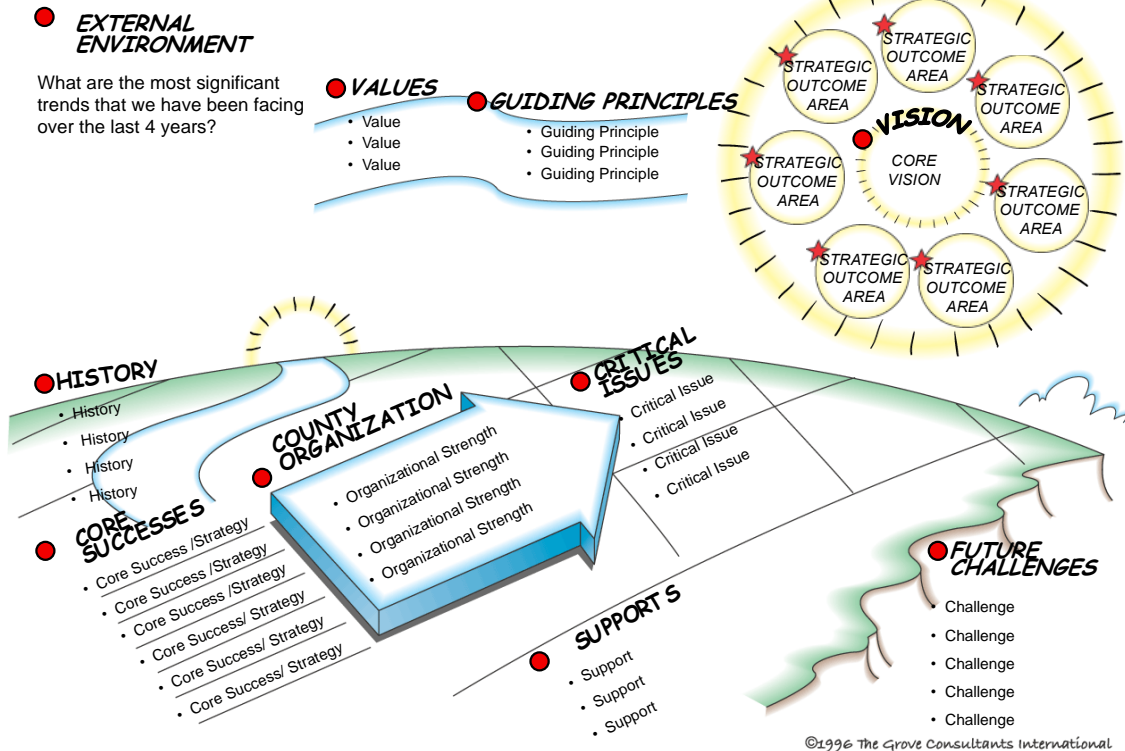
Supporting Staff: Programs & Transportation Coordinator, Aging Services Advisory Board, Ferrum College, Southern Area Agency on Aging, Council of Community Services, Parks and Recreation Department, VA Division for the Aging, PDC’s, County Administration

Key Tasks/Activities	Start Date Mo/Yr	Comments
Conduct Focus Groups, Key Stakeholder Interviews, Public Engagement Meeting for input on Aging Services Strategic Plan.	3/13	
Complete demographic and input data analysis	4/13	
Strategic Planning and Design Sessions	6/13	
Complete Draft of Aging Strategic Plan	9/13	
Aging Strategic Plan presented to Board of Supervisors	10/13	

APPENDIX A
FRANKLIN COUNTY BOARD OF SUPERVISORS ENVIRONMENTAL SCAN
 Conducted November 29, 2012

The Board completed a scan that identified the external environmental trends that the County has been facing and the strategies that have been and will be useful in managing them successfully.

Franklin County BOS Environmental Scan



1. External Environment

What are the most significant trends that we have been facing over the last 4 years?

- Economic recession
- Reduced tax income including sales tax and real estate tax revenue (because we did not equalize the tax rate)
- Doing more with less everywhere creates changes in approach/business model
- Withdrawal of federal funding we've come to depend on
- Increased insurance costs
- Losing County employees to the private sector because salaries are not competitive
- Unfunded mandates and increased regulations (i.e. EMS training, schools, social services, landfill, stormwater)
- Amount of regulation (red tape) to get something done reduces initiative/ambition
- Fewer volunteers
- Reduced growth at Lake (residential, commercial, retail)
- Citizen demand for transparency has caused us to look at how we do business
- Devolution - State has passed down responsibilities to localities (i.e. roads, local aid)
- Lack of confidence in national leadership (political agendas/gridlock) ripples down to perception of County
- Restrictions on what we can do with creative taxation and revenue strategies

2. History

What are the defining characteristics of this County that are part of its history and give us an advantage in dealing with challenges?

- Conservatism - people had little money and knew how to be frugal and survive
- Our location and geography - the mountains, Blue Ridge Parkway, lakes, and general environment is pleasing with convenient access to other areas
- Heritage - German, Scotch-Irish, and English constituencies in the County have learned to work together and to adapt to diversity; it has caused us to be mindful of where other people are coming from
- Open, honest people
- Good leadership in County has helped us move forward; past leaders have had some great ideas to help us grow/develop
- Sense of community and helping others is part of our heritage

3. Core Successes

In working with the external environmental trends, what it is that we have done well, put in place, or used as a strategy in order to successfully negotiate these trends?

- Efforts to diversify the economy (not just wood - some life sciences, local foods emphasis, healthcare offerings at the Franklin Center)
- Our focus on workforce development has prepared people for work here/elsewhere
- Sincere and great appreciation for the foundation that was laid by former Boards (i.e. Commerce Park, workforce development, regional approaches, etc.)
- Our regional partnerships; we don't always have an "I" mentality
- Good at more with less; services are high, but we have kept the tax rate low
- Financial integrity has remained high; have been able to take advantage of low interest rates
- Built good rapport with the Tobacco Commission by doing a good job and this has helped us with economic development
- Set aside money in our fund balance to offset future expenditures has given us a positive financial condition (i.e. ability to borrow at a lower rate; ability to leverage a lot of grants)
- Getting grants (i.e. Franklin Center, parks and recreation, water/sewer, fire/EMS, and public safety)
- Have been patient and done our homework before jumping into things; good data

4. County Organization

Our County staff members are the professional resources that get it done. What strengths can we identify that has helped us successfully negotiate the environment?

- Accessibility to Board and citizens, including cell phone access beyond 8-5
- Leadership ability to give us research and recommendations about what might work and what won't
- Timely - get answers quickly and accomplish tasks in a timely fashion
- County Administrator who has experience, is dedicated, and is respected throughout the State
- County Administrator's ability to put a good team together and his knowledge and experience in guiding the team
- County Administrator's ability to guide Board Members through the "learning curve"
- County Administrator's participation in different associations and working partnerships
- Confidence the County Administrator has gained over the years in working with staff gives the Board an edge on decisions; rarely does things that lower Board confidence

- Don't have overly large staff and bureaucracy that often comes with that (but may have erred with a "too small" staff)
- Good working relationship between Board and the staff; the sense of teamwork is apparent to citizens, who are quick to pick up on problems of this sort
- County has good relationship with citizens
- Increased transparency
- County has developed good working relationship and credibility with business so that people want to "come back" (i.e. locate/expand here)
- Improving relationship with School Board
- Good relationship with local government partners
- Board's attitude of regionalism and its relationship with other elected officials

5. Supports

What are the supports and opportunities that have come from others, for instance outside partners or other agencies that have helped us negotiate the environment?

- Roanoke Valley local governments/organizations
- Tobacco Commission
- Two community colleges
- Ferrum College
- Carillion

6. Critical Issues

Now that we have been dealing with these trends with these strategies, are there any critical issues that we are still facing that can "take us off the cliff?"

- Schools - overcrowding; safety issues; school studies that call for expansion; how will we fund the schools
- How to grow the County - we have a Comprehensive Plan but we need the tools to go with it (i.e. ordinances, zoning)
- Recognize the tremendous opportunity that we have right now for economic development (and avoiding the tendency to "hunker down" and see what happens)
 - Investment climate is unparalleled and we look like a good investment
 - Must decide what we can afford and how to pay for it
 - Must ask, "What can we NOT afford to NOT do?"
- Lack of infrastructure (water/sewer, natural gas, cellular coverage, broad band) must be addressed; we can't afford stagnation
 - If we don't act now on infrastructure, we will face higher costs in borrowing
 - County will suffer because businesses won't come here
 - The kinds of businesses that we attract will not be the kind that we want
- Industrial park is close to full; we will have major costs to purchase land and develop it but it will be the Board's job to sell that to the citizens so that they see the expense as necessary
- Do something about our employees in order to keep them as we are starting to lose employees to the private sector; this may increase as the economy picks up
 - It costs a lot to train employees when there is turnover
 - May need an updated compensation study to help us get a plan
 - Compensation study may have to go farther than just comparative counties and consider the private sector

- Are there some services that we would want to outsource?
- How to attract higher paying jobs; what needs to be in place to provide the right quality of life for people that come here with those businesses?
 - Get proactive - What are the key issues?
 - Get a plan - “He who sits around gets what is left over”
 - Do our homework in order to do the right things
 - Make sure that we good public safety (fire/EMS;) retirees want good medical care
- Public safety - we are losing volunteers and having to pay people to answer calls
 - We have a 10 year plan
 - Staff members are working on a budget now for facilities and future staffing
 - There are volunteer issues and funding needs; the issue will be funding it
 - Will be important to educate public about changing world (public safety funding)
- Need to put together a strategic, multi-year revenue plan
 - We have a healthy tension about low taxes, but we are going to have to invest
 - County has done a good job of taking care of the Lake
 - We keep “pulling rabbits out of the hat”
 - Our tax considerations tend to be a point-in-time, versus strategic
 - Future staffing also needs to be addressed
 - Are getting pressure from the “leaner” areas in the County and the schools
 - Have to educate and engage citizens to get their buy-in
- Reluctance about projects needs to be reversed
 - We have a good CIP, but a tendency to say, “Let’s wait to see what is happening”
 - Staff members have been reluctant to propose things to the Board
 - Staff members may be “hunkered down” and not thinking so far ahead
 - Must identify, “Where is the growth?” and “What is it is going to cost?” so that the Board can make some decisions
- Consider earmarking funds for economic development
 - If the tax rate is increased by “X” with earmarks, citizens will know what they are investing in
 - Also increases accountability
- Have an aging population in parts of County where they cannot afford higher taxes
 - Should we look at approaches such as special tax districts?
 - Progressive real estate tax
- Need to give staff direction about where Board is interested in spending money and what the priorities are and let them address:
 - Should we do it all at one time?
 - What are our options for paying for this?
 - Must keep in mind the impact that strategies have on different sectors of County

APPENDIX B
FRANKLIN COUNTY STAFF ENVIRONMENTAL SCAN
Conducted December 12, 2012

Franklin County managers completed a scan that identified the external environmental trends that the County has been facing and the historical competencies that have been and will be useful in managing them successfully. They also identified strategies that will be helpful going forward.

1. External Environmental Trends

- Unfunded mandates
- Aging population (average age getting higher; higher than the state average)
- Challenging economy
 - Unemployment rate (has doubled in 7 years from 3 to 6%; some improvement lately)
 - Wage and income stagnation
 - Inflation (personal finances and County revenues down; less able to buy)
- At a time when we can afford less, we should be investing more (i.e. technology, learning)
- Low tax rate (benefit in a good environment but gives us no reserves in a bad environment)
- Change in workforce needs from manufacturing to service
- Budget constraints from state/federal government
- Lack of understanding regarding how government works; don't know what they pay for
- Anti-government spending notion affects local government significantly; bad perception of national and state filters down to local government
- Devolution of tasks down to local government - federal and state governments are pushing responsibilities to local government without funding them
 - There is some desire to get policy out of the hands of the federal and state government and give it to local government
 - We've taken these hits and kept moving; the County probably doesn't give us credit for this, but realistically only a small part of the population understands what we do
 - People would rather see decisions made at the local level because they think that they are better able to influence decision-making
- Resistance to change; many people in the County don't want changes and this is challenging for the Board to manage
 - The County has a mentality of "Don't tread on me;" paying more = sacrificing liberty
 - The County has positioned itself as a low cost, minimal interference place; there are lots of amenities at the Lake and very low taxes
 - Pay as you go has been a dominant value; if we can afford it, it's a yes; if we don't have the cash in hand, then study it more and delay
 - Self-preservation and self interest; how do we protect ourselves from threats?
 - Dichotomy between those who want to make improvements and those who don't which is related to generational priorities (i.e. retirees vs. those with children)
- Changing workforce; we are not going to get the jobs that we had before again
 - Must identify what our workforce will need to be, consider alternatives, and retool ourselves as a society
 - Do we want to recruit for those lower paying jobs or will we stay on the "high road"
 - Reliance on workers is at an all time low; robots make work more efficient and require less people
 - There are some signs of "re-shoring" because China's labor costs are going up
 - Attitudes in workforce require planning (Lake, non-workers, entitlement, worker bees)

2. Historical Competencies

- Understanding that you have to work to arrive at a policy mandate and insure that your follow up does not exceed the mandate; professional adaptation to community values
- Transparency in what we do (all on the table; no off the radar meetings)
- Accessibility
- Role model for workforce development
- Personal relationships with the community
- Fiscal responsibility; fiscally sound practices
- Employees in key positions with longevity and institutional knowledge
- Staff competency, especially at the management level
- Ability to do a lot with a little; creativity in securing alternative funding sources; out of box
- Decision-making by metrics so that we are less reactive; we look at the implications metrics to increase willingness to accept new services and enhance willingness to pay
- Focus on regionalism and regional partnerships provide access to more resources and more analysis; are seen as a leader vs. a follower; we have a leadership position in Roanoke Valley
- Establishing best practices and being known for them; are studied by others
- Embracing technology
- Consistency on the Board = institutional knowledge
- Not embroiled in legal challenges; we operate within the law

3. Future Competencies/Strategies Needed to Manage the Environment

- Build a plan to address what we need to do and prioritize our wants
- Make decisions after significant thought versus on the spot
- Learn to cross the communication divide in dealing with today's generation to make sure that we get everyone's input and that our plans address the entire population
- Cultivate businesses that enhance the tax base but pay high wages and place less demand on the environment (i.e. smaller footprint, less water)
- Adequate staffing
- Competitive wages in the market for County government and the school system
- Develop our bench strength through development, training, cross training, structure
 - Loss of key positions; must have people ready to step up
 - Need to have a way to capture institutional knowledge
 - Few deputy directors = significant structural issues
- Strike while the iron is hot; get things done while we have the mandate
 - Do it now before support erodes or new priorities seep in
 - Help the Board stay focused on the big picture and to make needed investments
- Consider issue of human services needs and whether not addressing them impairs progress
 - Needs are greater and resources are scarcer; may have to decide what to support
 - Direct scarce resources toward those who are willing to be accountable
 - Have many community agencies that don't talk to each other = service duplication
 - Substance abuse is big issue (increasing crime, affecting schools/economic development)