



CARROLL COUNTY

2014

Sustainable Comprehensive Plan

A Joint Project of:

Carroll County Land Use Committee

Carroll County Regional Planning Commission

Carroll County Board of Commissioners

Carroll County Chamber of Commerce

**Carroll County, Ohio
August, 2014**

Comprehensive Plan

Carroll County, Ohio - 2014

County Commissioners

Jeff Ohler
Tom Wheaton
Robert Wirkner

Carroll County Regional Planning Commission

Director: Pam Grim, Regional
Planning Office, 119 S. Lisbon St.,
Carrollton, OH 44615
330-627-5611
pgrim@carrollcountyohio.us

Steering Committee

Chairperson: Bob Matkowski
Co-Chair:
Tom Wheaton
Robert Wirkner
Aaron Dodds
Gary Pearce
Alan Weir

Workgroup Chairs

Aaron Dodds,
Economic Development
Robert Wirkner, Infrastructure
Tom Wheaton,
Community Facilities and Services
Bob Matkowski,
Growth Management and Land Use
Gary Pearce,
Rural Character and Agriculture
Monty Morrison, Natural Resources
Aaron Dodds,
Parks, Recreation and Open Space
Aaron Dodds, Historical Preservation
Jeff Ohler, Housing

GIS Coordinator

Brian Wise

In August of 2014 a revision and update of the Comprehensive Plan was done with the help of Carroll County Regional Planning Commission, Carroll County Land Use Committee, Carroll County Board of Commissioners and Carroll County Farm Bureau.

"In the planning and designing of new communities, housing projects, and urban renewal, the planners both public and private, need to give explicit consideration to the kind of world that is being created for the children who will be growing up in these settings. Particular attention should be given to the opportunities which the environment presents or precludes for involvement of children with persons both older and younger than themselves."

-- Urie Bronfenbrenner
Two Worlds of Childhood

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What is Comprehensive Planning?

To plan is to anticipate and accommodate change. While change is inevitable, its breadth and depth are difficult to measure leading many to shy away from any process, which ultimately guides us to a confrontation with uncertainty. Planning has thus often been viewed negatively because human nature seldom embraces the unknown. But, in fact planning enhances our ability to manage change and reduces the fear of the unknown. Planning accomplishes its mission by helping us identify the resources available to us and encouraging us to determine where we want to be as a community at some reasonable point in the future. Therefore, planning enables the community to take a close-up look at itself and collectively map out a way to achieve commonly held objectives.

Planning is a dynamic process, which occurs at a point in time but finds its foundation in the culture, history and customs of a community and their impact on the future. It is a process which occurs within geographic boundaries but admits that external as well as internal factors will impact its success.

Key elements under gird the successful planning process:

- Public involvement – no exercise which involves the allocation of public resources can be fruitful without public participation;
- Sound objective analysis – in a confidently prepared plan, the goals and objectives of the public must be borne of good science – analysis. The physical environment, historic trends which have authored the community's development are vital for consideration of its future;
- Commitment to Action – the achievement of knowledge and the establishment of goals and objectives is without value if the will to make effective decisions is missing;
- Communication – while the plan is prepared with the intent to project a dynamic and positive future, reality dictates that flexibility and adaptability based upon continued communication and understanding of inter-relationships and uncertainties will ultimately determine success;
- Uniqueness – All planning areas have characteristics and qualities that make them different from any other. These must be identified and described in anything but a “boiler plate” or “cookie cutter” fashion.

There are many types of plans. We have plans to build buildings and roadways; we do financial planning to secure our future and that of our families; businesses plan for the new global information-based economy. Communities too can plan for their future. The development of an overall blueprint is known as comprehensive planning.

The modern plan is a combination of two types of traditional planning processes. The private or business plan is normally associated with targeted strategic planning. Its objective is to achieve economic competitiveness over a particular time frame. The public sector customarily looks at the comprehensive plan as its guide. To be comprehensive is meant to be inclusive and understandable to all the people who comprise the jurisdiction.

In the modern planning era, the public process has begun to adopt elements of the private sector planning program and add them to the traditional comprehensive planning agenda. The result has been a more vital, less static and more realistic look at the community, its past, present and future.

As mentioned earlier, the plan is a guide. It is not a coercive document. To be successful a plan must be reflective; that is, sensitive to change. It must be capable of adaptation to differing circumstances and capable of providing information in the face of change.

The plan is an aid to policy development, decision-making and confident leadership. It is not itself the policy but can give cause and effect information to policy formulators. Its mission is to suggest, not to demand. In this context, the plan is a co-active and living thing. It shuns reaction as acting after the fact. It avoids pro-action as jumping the gun. It rather is a balance which offers confident and co-operative action in an atmosphere of cooperative activity.

Basically then, a comprehensive plan encourages a community to visualize where it wants to be, assists the community to assess where it is in the present and identifies a variety of strategies to help it pursue its goals and objectives.

The Sustainable Approach to Comprehensive Planning

The Carroll County Comprehensive Plan takes a unique approach to comprehensive planning that moves it beyond the traditional. This approach is *sustainability*; an approach seeking to incorporate and balance the social, environmental and economic sectors of the community and discover the important linkages among these sectors that will allow Carroll County to

effectively reach its shared goals and vision. What makes a sustainable comprehensive plan unique is that it contains the following elements:

- **Inclusionary process:** sustainable planning goes beyond traditional public participation processes by actively seeking to reduce barriers to resident involvement. Participation is built both into the plan governance and the process for seeking plan input. First, by establishing a steering committee that is made up of residents from all sectors of the community, the process builds in broad based ownership and support of the plan. Second, by *going to where people gather*, in contrast to inviting them in to public meetings in governmental locations, community residents feel more comfortable in familiar surroundings and are more likely to share their input into the planning process.

Carroll County has involved over 100 community residents, public officials and agency leaders in the creation of the community vision and development of the plan. The Steering Committee represents all sectors of the community: environmental, social and economic. Task Forces with broad based participation have been created around each of the sections of the plan, and their responsibility has been to gather information and provide direction for their particular component of the plan. Seeking public input on the draft of the plan will be done by visiting organizations, townships and community facilities where people feel comfortable in gathering.

- **Interconnected process:** sustainable planning seeks to find the balance among the social, environmental and economic sectors and considerations of the community. Residents come to understand the interconnectedness between these three sectors and seek to make choices in each that will balance and enhance all of the sectors in relationship with each other. More traditional comprehensive planning looks at each sector independently of the other and frequently does not draw upon the synergy that results when they are interconnected with common goals.

The Carroll County Plan is all about balancing economic development with preserving agriculture while maintaining good schools and social services. While individual sections of the plan deal with specific sectors of Carroll County, i.e. Parks, Recreation and Open Space, or Infrastructure, the Growth Management and Land Use chapter ties all of the nine sections together and finds the

balance and interconnection that is necessary to make this comprehensive plan sustainable.

- Long range: sustainable planning pushes planners and residents to look out to future generations. While traditional planning often uses a window of 10, perhaps 20 years, sustainable planning pushes the process out 50 years or more, considering the impact of the decisions we make today upon our grandchildren and great-grandchildren. Sustainable planning considers what we value about our community that we want to preserve for future generations, and what we dream our community to be for our grandchildren and great-grandchildren.

The vision and many of the section goals of the plan have been written with a fifty-year time frame in mind. Specific objectives and strategies would be shorter term, leading up to long-range goals.

- Multidimensional indicators: sustainable planning incorporates the development of clearly stated indicators in the planning process. These multidimensional measurements help the community to track their progress and determine how well they are progressing toward their shared goals and vision. Indicators intentionally link the three sectors, the environmental, social and economic so that what is to be achieved in one area has an intentionally positive impact upon and benefit to another. An example of a single dimensional economic indicator would be “the creation of jobs.” This could be made into a two dimensional indicator by adding a social dimension, i.e. “the creation of jobs paying a living wage.” To be an effective multidimensional indicator, a third dimension, that of the environment, would need to be added resulting in “the creation of jobs, paying a living wage, and not causing harm to the aquifer.” Indicators would then be chosen that would measure the progress in these areas in relation to one another.

Most of the sections of the plan contain a list of multidimensional indicators, and many of the specific indicators appear in more than one section. Keeping track of this data will help Carroll County to measure their progress toward meeting their goals while insuring a balance among the social, economic and environmental desires of the community.

Carroll County began to approach the development of their comprehensive plan from a sustainable perspective very early on in the process, although it was not until later that this approach was adopted in an intentional manner. The first indication of sustainability occurred in the development of the County's Vision statement, which identifies and addresses the desires of the environmental, social and economic sectors of the community, and clearly recognizes the need for balance among the three. It was not until the Workgroups began to meet that sustainability became more intentional in approach. Each Workgroup felt strongly about their particular area of responsibility, and this strong commitment to their subject sometimes put them at odds with other Workgroups who had different and equally passionate feelings about the issues they were dealing with. The sustainability approach provided methods to create an atmosphere where each of the disparate points of view could see each other's perspective and begin to develop an understanding of the linkages that tied them together in meeting common community goals.

Carroll County's Planning Process

Identification of Need for Comprehensive Planning

The last time a Carroll County undertook a comprehensive planning process was in 1985, but this plan was never officially adopted. Since that time the County has experienced marked growth, especially in the residential sector. The growing metropolitan areas to the north and the west, and the increasing attraction of Carroll County recreational lakes and vacation areas have resulted in a substantial increase in residential development. The agricultural sector of Carroll County is a traditionally strong component of the economy and the style of life. Increased residential development has begun to impact upon this traditional community base, causing concerns surrounding the loss of farmland and open space and strains on existing infrastructure. At the same time, Carroll County's economy has suffered through the most recent national recession along with other Appalachian Counties, and has been slow to recover. These concerns have prompted the awareness that Carroll County needs to address these issues of land use, growth and economy, and the vehicle to accomplish this task is the comprehensive plan.

Management of the Process

In order to assure legitimacy and buy-in throughout the community, the Board of Commissioners of Carroll County, in 2002, sponsored the comprehensive planning process and authorized local organizations to participate. A comprehensive planning committee, known as the Steering Committee, was empowered to implement the process and provide overall guidance. Topical

subcommittees, called workgroups, were commissioned to pursue specific tasks around the sections of the plan. The services of the Ohio State University Extension Sustainable Communities Team (Team) were secured to facilitate the planning process, draft the plan and prepare a final version for community review and adoption.

The Team was also responsible to assist the Steering Committee and Workgroups in developing multidimensional indicators that would be used, once the plan was completed, to measure the community's progress toward meeting sustainability goals. The initial development of multi-dimensional indicators occurred during two meetings attended by the Steering Committee, Workgroup members and community residents.

One of the first tasks of the Steering Committee was to arrive at a shared Vision for Carroll County and a Mission Statement for the comprehensive planning process. This vision would help to set the overall direction for Carroll County, and therefore would guide the comprehensive plan. Through a series of community meetings which were attended by over 100 community residents, officeholders, community groups and local agency representatives, the following Vision was developed and adopted:

Community Vision for Carroll County

Carroll County will continue to be an attractive, safe place to live, work and raise a family. We will preserve the "hometown" atmosphere enjoyed by its residents as well as visitors. We will continue to protect agricultural land, forests, open spaces, streams, and ground water supply. Citizens will enjoy many types of suitable housing, quality healthcare and superior education. We will develop and maintain recreational facilities to be enjoyed by all residents and visitors. We will pursue commercial and industrial growth, compatible with our core values, by providing the infrastructure and other available assistance necessary for present and future businesses to ensure employment for our citizens. (Approved 2/13/02)

The mission for the comprehensive planning process was to develop a document that would achieve this vision. It stated..."The Carroll County Comprehensive Plan's mission is to set standards and goals to achieve its growth and development while maintaining the area's natural beauty, resources, environment and quality of life." (Approved 2/13/02)

Workgroup Responsibilities

Aware that there would necessarily and appropriately be overlap between the subcommittees, they were assigned to investigate and analyze categorical areas that would later comprise the completed plan. Each of the ten workgroups established goals and objectives for their particular subject area. The OSU Extension Sustainable Communities Team then gathered data and conducted research on existing conditions, emerging trends, and the desired future for each of the subject areas, consistent with the established goals. The Team then assisted each of the Workgroups in preparing the draft for their particular section. Mapping and GIS assistance was provided by a community volunteer who worked closely with each of the Workgroups to determine their needs.

The specific areas of study around which Workgroups were formed included the following:

- Economic Development
- Infrastructure
 - Utilities
 - Transportation
- Community Facilities and Services
- Growth Management and Land Use
- Rural Character and Agriculture
- Natural Resources
- Parks, Recreation and Open Space
- Historical and Cultural Preservation
- Housing

The Growth Management and Land Use Workgroup was charged with the task of reviewing and modifying, as necessary, all other sections of the plan, and then preparing an “umbrella” section that would tie all of the others together.

Development of Multidimensional Indicators

Multidimensional indicators are a critical part of this sustainable comprehensive plan. These indicators provide a clear, delineated roadmap with specific measurements that can indicate to Carroll County whether or not they are reaching their sustainability goals. These indicators link together the social, economic and environmental components of the county.

Once the Workgroups each individually established their goals and objectives, they were all brought together to develop multidimensional indicators that would link their goals with that of the other Workgroups. During the spring and

summer of 2002 a series of sessions were held with the Steering Committee and Workgroups to develop multidimensional indicators for the goals that had been formulated by each of the Workgroups. The OSU Extension Sustainable Communities Team was brought in to facilitate the development of these multidimensional indicators. The Team facilitated the adoption of indicators that included a social, environmental and economic dimension. These multidimensional indicators will provide a way for Carroll County to measure where they are, where they are going, and how they will know when they get there. They will provide balance for social, environmental and economic considerations in an intentional way in the achievement of community goals, recognizing that the interdependence of these three dimensions is necessary to insure that Carroll County becomes and remains a sustainable community.

Establishment of Overarching Boundaries for the Future Development of Carroll County

During the indicator development session, a statement of overarching boundaries to consider for the future of Carroll County, and therefore to be reflected through the overall tone and content of the plan, was formulated through consensus by the session participants. These boundaries represent general guidelines for acceptable patterns of development within Carroll County. They span beyond each of the Workgroups and provide a framework within which the entire plan exists. The overall pattern of development recognized through these boundaries contains some overarching qualities that reflect the reasons that existing residents choose to live in Carroll County. They also establish boundaries for development initiatives. Each future development project that refers to this plan for guidance should be examined in light of these overarching boundaries vital to reaching the ultimate desire of residents. Projects should assist in moving the community in the direction of fulfilling a particular component of this boundary.

Overarching boundaries that should be stimulated to *increase* because of development projects undertaken in Carroll County are as follows:

- Number of existing residents who remain in Carroll County
- Number of local courses and seminars that teach the community's history
- Number of new businesses – agricultural/small/industry/tourism
- Number of tourists attracted
- Per capita income

- Amount of revenue generated for maintaining infrastructure
- Amount of funding for public services and facilities
- Quality of waste management

Overarching boundaries that should *remain the same* as a result of development projects undertaken in Carroll County are as follows:

- Percent of Carroll County that remains rural
- Agriculture as a percent of the overall county economy
- Number of new residents who move into Carroll County

Land Use and Growth Management Tools and Techniques

This plan has been developed proposing a variety of land use and growth management tools that are believed to be compatible with and acceptable to most residents of Carroll County. One important land/growth management tool, arguably the most effective one - zoning, has not been proposed as a tool because of sensitivity regarding local concerns about this alternative as too restrictive of individual property rights. In the long run, and given the ever increasing growth pressures that Carroll County will be facing, residents will want to come to understand what zoning can and cannot do, and then decide if it can be a useful tool to help preserve open space, their agricultural heritage, and quality of life for county residents. For now, zoning is included in this plan only as it relates specifically to preserving agricultural land uses, and as a topic that will be worthwhile to educate residents about for informed decision making in the future.

Inclusionary Public Participation

In keeping with the cornerstones of sustainability, the Steering Committee and OSUE Sustainable Communities Team have strived to keep the plan formulation process as inclusionary as possible. In the initial plan development and throughout the process a wide range of community members and organization representatives have been invited in to lend their thoughts and input. To date, well over 100 persons have participated in the development of Carroll County's comprehensive plan.

Once the first draft of the plan is complete, a series of community meetings will be held to solicit input from the public and to make sure the plan is consistent with the values and goals of Carroll County residents. Inclusion will be promoted by going to where Carroll County residents gather. All sectors of the community will have the opportunity to lend their input. The plan will also be shared with political subdivisions, agencies and community organizations throughout the County to seek input and concurrence. Results of the public input sessions will be taken back to the Workgroups to incorporate suggested changes into each section. The final version of the plan will then be taken back out to the community and disseminated widely.

(Note: This public participation section of the plan will be updated once the process is completed).

Conclusion

This entire Sustainable Comprehensive planning process has taken Carroll County over two years to complete. The result is a dynamic blueprint that can lead Carroll County into the future. It will rest in the domain of the Carroll County Commissioners, Regional Planning Commission, and the other organizations and entities identified in this plan to insure that it becomes a living document that will help to set priorities, develop programs and policies, and target energy and resources toward meeting community goals, thereby reaching Carroll County's sustainable vision of the future.

Carroll County History

Carroll County, with its 28,836 people, occupies 394.7 square miles of upland area one tier of counties removed from the Ohio River.

According to the Early History of Carroll County prepared by the Carroll County Historical Society in 1980, there is little evidence of Native American settlements other than temporary camps in the county, although the wooded hills were used to hunt for deer and bear. Also, the Great Indian Trail along the Big Sandy Creek through the northern region of the county was used for east-west travel by many tribes.

Eastern Ohio was settled by the first surge of colonialists moving westward from their homes in colonial lands in Pennsylvania, Maryland and Virginia. Some stayed in the area to found Carroll County while others moved on to the flatter northwestern lands of Ohio and further into the Midwest. Those who stayed formed the nucleus of a county, which was to reflect many of the cultural characteristics of rural Eastern Ohio. The first settlers were hardy and self-resourceful, clearing the land to plant crops and using the felled trees to build their log cabins.

In 1782 the British gave up their holdings in the new world to the newly formed United States government. A series of treaties with the Native Americans were then signed, creating the Northwest Territory. Carroll County was part of what was known as the Congress Lands, territory claimed by the first states in the union. A survey conducted in 1787 placed this area in the area known as "The Seven Ranges." The first village in what is now Carroll County was Pekin, settled on September 17, 1808. It was the location of the first gristmill in the county, although many more were to follow throughout the area.

Formation of Carroll County

Carroll County officially came into existence on Christmas day in 1832 when it was formed from five of its neighboring counties; that is, Columbiana, Harrison, Jefferson, Stark and Tuscarawas. One man, Isaac Atkinson, who well deserves the title "Father of Carroll County", brought the County's formation about virtually single handedly. During the late 1820's and early 1830's, Mr. Atkinson made numerous trips from his home in Centerville, Columbiana County to Columbus, lobbying with the State Legislature for his dream of a new County in Ohio. Today the 150-mile trip to Columbus takes a little over two hours, but in Atkinson's time it had to be made by horseback over harsh land so it took many days. After spending several thousand dollars of his own money to entertain legislators, Atkinson was successful and Carroll County was established. The first election was held in 1833 and Isaac Atkinson became Carroll County's first representative to the Ohio State Legislature.

Carroll County derived its name from the last surviving signer of the Declaration of Independence, Charles Carroll. The Village of Carrollton, county seat, was originally named Centerville after Atkinson's home community in Columbiana County.

Economy of Carroll County

Agriculture and resource extraction whether for local use or for export were the economic generators during the first seventy years of the county's initial settlement. This typical development path began to be altered with the emergence of the railroad and the introduction of manufacturing enterprises when as home grow produces or as supplements to the burgeoning industrial giants emerging in the Ohio River Valley and in the urban centers of northeast Ohio.

Carroll County's economy was initially based on agriculture, but vast deposits of clay and coal led to the growth of brick and pottery-making and coal extraction. Underground mining gave way to strip mining, and reserves of oil and gas spurred this industry's contribution to the local economy.

Employment and investment remained rooted to the land until manufacturing began its rise to primary during the early nineteenth century and it was not until the dawn of the information and service era that manufacturing sector was supplanted by the combined influences of the service providers in their many and varied forms.

Recreational lands, particularly surrounding the Atwood and Leesville Lakes in the southwestern quadrant of the county, have attracted tourists, retirees and summer residents to Carroll County. The economic impact of this amenity-based development is beginning to be recognized as a major contributor to the local economy.

Growth Trends

Carroll County evolved initially from an east-to-west migration with the emergence of certain population centers to serve as market and government centers. Later development occurred with the railroad along the northern tier of townships and still later development inched its way from the south and west with the impetus of the recreation lands.

The result has been that the original homogeneity and spontaneity of the early growth patterns has been replaced by a more predictable and certainly more uneven pattern of settlement. At first the movement of people occupied all of the available space and resulted in a sparsely but evenly settled county community. The developments from 1970 to the present have provided a much more uneven pattern dictated as much by external forces as by internal initiatives.

If we were to have the advantage of a bird's-eye view of Carroll County, we could define the greater community as experiencing development trends which have deposited comparatively intense land uses along and west of a diagonal line extending north and eastward from Orange Township in the Southwest of the northeast corner of Augusta Township. To the west and north of this imaginary line forces not all that dissimilar to the original migration, which settled the county, are creating movement in the opposite direction. People generally have a desire to reside in open spaces where they can express their own individuality.

In this case, the powerful metro forces of Akron-Canton are introducing new and possibly regenerative elements to the northern tier of townships and those along the eastern boundary. Similarly, the recreation lands within diverse attractions give impetus to another movement from the South and create unique leisure time options which cater to these not interested in being caught in a defined demographic movement but simply just wanting escape from confining or restraining environments in places as far a field as Columbus or Cleveland.

In many cases, and especially in the leisure areas, these new forces have little interaction with the local culture and little impact upon it. However, in some areas the movement of people has become both formalized and institutionalized. In these areas where subdivisions and restricted access communities dot the landscape, there have been impacts and interaction is inevitable.

So what has emerged after two and a half centuries of movement and evaluation is a pattern that is both reminiscent of historic tendencies and indicative of the changes that will be authored by the future.

What seems to have emerged within Carroll County due to these movements and changes are four district sub-areas: the Carrollton Community, the northern tier townships: the recreation-oriented townships and the largely agricultural hinterland. Carroll County thus presents the unique challenge of managing land use and resource allocation involving portions of the county with major metropolitan area influences, a nucleated county seat with shared economic power, a specialized recreation region with unique needs, and the majority of the county land mass satisfied now but unaware of the difficulties with resource distribution in the future as urbanizing concerns come to dominate rural character.

Transportation

The Great Trail, used by Native Americans for east-west travel stretched from Pittsburgh to Detroit and beyond. It was not an easy trail to navigate. Cutting west from Beaver Creek, south of Dungannon, and along the high ridges of northern Carroll County, most of the route would still have been heavily wooded. This trail was used to

access salt to the north in what is now the Akron area, and to trade with one of the many villages along the trail.

The Great Trail roughly parallels SR183 across Brown Township from Minerva through Malvern. One historical marker sits near Linden Rd. and SR183 west of Minerva. Another can be found in Malvern Park. (Source: Carroll County Travel and Tourism)

The demand for cheap transportation led the settlers to construct the Sandy-Beaver Canal. Construction began in 1835 and took fifteen years to complete. The canal originated at the Ohio River and provided service to many gristmills through Columbiana, Stark, Carroll and Tuscarawas Counties.

The Carroll County Railroad was organized in 1849 but it was not until 1853 that the first train traveled the line. This development signaled the end of the canal and stagecoach era in the county. This first railroad consisted of a one-car horse drawn train on wooden rails. The train connected with the Sandy-Beaver Canal and the Tuscarawas Branch of the Cleveland and Pittsburgh Railroad that passed through Minerva, Pekin, Oneida, and Malvern.

Education

The first school in Carroll County was established in 1812 in Brown Township, followed in 1820 by a school in Harlem Springs. This second school eventually became the Rural Seminary and later, Harlem Springs College. Scio College eventually took over the school and it, in turn, was later absorbed into Mount Union College in Alliance, Ohio.

Schools in Carroll County began as one room log structures with the exception of Weir School in Washington Township, which was constructed of stone. Each township typically had several one-room schools. A board of directors who were elected by popular vote administered them. These early schools were very important to the community because they often provided the only place where social gatherings could be held for residents. As late as 1920, and before the move toward consolidation that began in the 1930s, there were 90 of these township schools throughout the county. They were often home to community literary societies who would hold public programs complete with box lunch socials. These schools became the focal point for community interaction and social gatherings in early Carroll County.

School consolidation began in the 1930's and by 1952 the last one room schoolhouse in Carroll County was closed. Much of the county was absorbed by the Carrollton Exempted Village School District. Two parochial schools operated in the county under the auspices of the Steubenville Diocese of the Roman Catholic Church.

Carroll County has a rich history of institutions of higher learning. The first such institution was the Centreville Academy, but the exact date of its founding is unknown.

History of the Community **Comprehensive Plan**

The Academy was located in the community of Centreville, the name of which was changed to Carrollton by an act of the Ohio Legislature on January 9, 1833. The Academy changed its name at the same time. It continued to hold classes until it was permanently closed during the Civil War. In 1837 the New Hagerstown Academy was founded. It continued to provide preparatory classes for many of the leading physicians, educators and lawyers in the area until the turn of the century. In 1858 the Rural Seminary at Harlem Springs became Harlem Springs College, and offered a wide variety of courses with a leaning toward the arts and educational fields.

Religion

Most of the first settlers were God-fearing people who brought their religious beliefs with them as they settled in this area. They established churches almost immediately upon arriving, meeting in private homes until crude log church structures could be built. These churches were usually served by a circuit rider who performed ceremonies and services when he periodically visited each of the churches. The first known church in Carroll County, built in 1809, was a Quaker Church located between Sherrodsville and Leesville. The church graveyard still exists on this site.

Demographic Trends for Carroll County

Carroll County's Sustainable Comprehensive Planning must take into account and recognize the impact of current trends and future projections in terms of the social, economic and environmental components of the county. Jurisdictions undertake planning in order to accommodate and prepare for anticipated change. More importantly, comprehensive planning, along with the use of land management and other tools, becomes a way for the county to promote the type of development that is consistent with resident's values and collective vision of the future.

Carroll County is unique among smaller, rural counties in that despite its comparatively small population it is not engaged in attempting to sponsor growth for growth's sake, instead preferring a smart growth or sustainable development strategy. One of the county's primary assets is the availability of undeveloped property and a rural location, sandwiched among large economies to the north that are making serious inroads into Carroll County. The county's primary responsibility then becomes the sustainability of its natural resources and agricultural base while allowing for managed growth that makes sense in terms of location and availability of infrastructure.

Other key indicators and trends, which impact decision-making and resource allocation, include the following:

- A sizeable and increasing proportion of persons 65 years and older and a smaller decreasing number of persons 18 and under

65 years and over (2012)	
Ohio 14.8%	Carroll County 18.0%
18 and under (2012)	
Ohio 23.1%	Carroll County 22.2%

- Comparative stability reflected in the fact that 66% of residents have occupied the same house for the 1995-2000 period and Carroll County has a high percentage of home ownership
- The comparatively low population of county residents with a bachelor's degree or higher, even though the high school graduation rate is not much below the state average

High school graduates (2008-2012)	
Ohio 88.2%	Carroll County 83.7%
Bachelor's degree or higher (2008-2012)	
Ohio 24.7%	Carroll County 11.4%

- The relatively high commuting distance to work destinations
- Low population density
- Income and poverty levels which indicate parity with comparable rural areas with a propensity to improvements with in-migration from higher income adjacent areas

Median household income (2008-2012)	
Ohio \$48,246	Carroll County \$43,127
Poverty rate (2008-2012)	
Ohio 15.4%	Carroll County 15.0%

The picture that emerges is that Carroll is a primarily rural county with pronounced urbanizing tendencies, especially in those areas adjacent to the more urbanized centers to the north and within the recreational areas of the southwest. Carroll County contains regions that are experiencing economic and social transition, but still has a defining “place” loyalty and stability despite intrusive elements along its northwestern and southwestern boundaries.

The challenge is to identify the positive elements within the existing trends and to protect the benefits which accrue and mitigate negative influences. It can be reasonably expected that the in-migration of families in the north and northwestern portions of the county will counterbalance somewhat the decrease in the younger population. However, there will remain geographic imbalances that will require attention. Social/educational services addressing the needs of the young will be required in those areas undergoing positive population growth. In those areas where population is more stable and therefore the elderly population is increasing, services should be developed which enhance the convenience, comfort and livability of older residents. Pressures will be acute upon health providers to develop diverse services capable of addressing the requirements of in-migrants from urbanized areas who are prone to demand and more advanced services closer to their new homes.

Those who have resided in the county, in some cases for generations, cannot be uprooted or ignored due to change beyond their control. They have provided the stability needed to maintain the county through decades of change. In most cases these people will be found in the more rural parts of the county and in the urbanized communities. Efforts should be pursued to enhance neighborhood quality, provide access to retail opportunities, employment and social services. In the rural areas traditional land uses and integrity taken to protect property values in the midst of change.

Increased income and access to employment, which assures a living wage, is a function, in great part, to advanced educational opportunities. The two are

related. If young people are to stay in the community and if older people in transition due to economic dislocation are to remain as productive contributors to the community, they must aspire to greater educational attainment. Opportunities must be provided within the community or transportation access must be improved linking county residents to both upgraded practical skills and generalized knowledge. Innovative IT advances could be of significance in bringing knowledge to the county through distance learning opportunities. Lifelong learning to enhance existing skills and knowledge and develop new competencies increases employability and income.

People have traditionally endured long commutes to work in exchange for the chance to live in a quality-uncongested atmosphere. Carroll County residents are seeing opportunities for work arise in neighboring counties. Transportation access to employment to the north and east should be upgraded in order that residents can maintain traditional living arrangements and help maintain community continuity.

Low population density is typical of rural and agrarian communities. It is to be viewed as a negative element only if the community seeks unrestrained growth as its path. Carroll County has established the maintenance of its agrarian character and rural quality of life as one of its collective priorities. Therefore, land-use prescriptions, which encourage concentrated rather than dispersed development should be encouraged. Where development corridors have already developed they should be provided adequate infrastructure and access management tools to minimize the effects of congestion and density and encourage balanced and coordinated land-uses. Where development has not yet occurred, land management tools should be used to help preserve productive agricultural land and open spaces. The contribution of agricultural businesses to the county's economy must be enhanced through wise land use policies.

Economic Development

Summary

Planning Issues

Carroll County leaders recognize that in order to have a healthy, sustainable community a strong economic base is imperative. The community defines a healthy economy as one that offers our current residents and their children meaningful employment at an income and skill level that enables them to remain in and/or return to this community. In addition, economic development must be accomplished without harming our environment, cultural/historical resources or changing our rural character.

Existing Conditions and Trends

Economic Structure

Commuting patterns are a key indicator of where people who live in a community are working. According to the 2000 U.S. Census Carroll County retained 43% of workers age 16 and over. This means 5,535 workers living in Carroll County commuted to jobs within the county. Meanwhile, 7,347 workers living in Carroll County commuted to jobs located outside Carroll County. Stark County was by far the primary designation of the Carroll County commuters with over 5,000 persons traveling to Stark for work. In 2000, four surrounding counties, Jefferson, Columbiana, Holmes and Harrison had more workers commute into Carroll County than the number of workers who went from Carroll County into each of the four mentioned counties. (Source: U.S. Census)

Taxes: Ohio's taxing structure provides particular income sources to each local political jurisdiction. County government serves under the statutory direction of state government. Therefore, primary source of revenue for county governments are intergovernmental transfers from the state that are designated for particular services of the county. Local revenues are generated primarily from two tax sources: sales tax and property tax. Carroll County's sales tax rate is 1%. County share of property tax collections in taxing districts that include a village ranges from 17-21%. The primary taxing sources for municipalities are income taxes and property taxes. Income taxes are withheld from the salaries of persons working within the corporation regardless of the person's residents. Residents also pay taxes on their income, but usually are given a credit for income taxes paid to other municipalities. Table 3 shows the taxing rates for Carroll County's three largest municipalities.

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Table 3:

Location	Income Tax	Property Tax
Carrollton	1%	12% share of collected tax
Malvern	1%	8% share of collected tax
Minerva	1% to 1.5%	9% share of collected tax

Townships major source of tax revenue is from property tax. Because Carroll County municipalities are villages rather than cities, Carroll County townships retain their property tax rates and collections on property incorporated within a municipality. Townships within the three largest municipalities in Carroll County get 1-2% share of property tax collected. However, should a municipality change status from a village to a city, the township will normally discontinue receiving revenue from tax on property within the municipality.

The primary tax source for school districts in Ohio is the property tax. School districts may, upon voter approval, use an income tax to generate revenue. The revenues from property tax for school districts within the three largest municipalities in Carroll County are 65% to 74% of property tax collections. No school district in Carroll County uses income tax as a source of revenue.

Utilities: Table 4 shows the primary providers of water and sewer services in Carroll County (refer to Map 6).

Table 4:

Provider	Water/Capacity/Daily Use	Sewer/Capacity/Use	Primary Area Served
Carrollton Village	Yes/1,152,000/400,000	Yes/1,1230,000/350,000	Village area
Malvern Village	Yes/1,000,000/200,000		Village area
Brown Township Malvern Sewer District		Yes/1,000,000/400,000	North and Central County
Atwood Regional Water & Sewer District	Yes/750,000 (in process)	Yes/650,000/300,000	Atwood Lake region
Bowerston Village	Yes		Leesville area

Power: Columbia Gas and Dominion East Ohio provide Natural Gas. Columbia serves a number of locations throughout the county, and Dominion East Ohio

serves a part of Monroe Township and the Village of Dellroy. Obtaining information regarding natural gas service capacities and capabilities is difficult in the post 9/11 environment. Security considerations make the sharing of details difficult. For economic development purposes, questions regarding gas service will need to be handled on a case-by-case basis as specific industrial or business projects emerge.

Natural Gas is provided by Columbia Gas to the majority of Carroll County residents in the following areas: Brown Township- Minerva and Malvern; Center Township- Carrollton; part of Washington Township; part of Harrison Township; part of Rose Township-Magnolia; west part of Augusta Township; part of Lee Township- Harlem Springs; part of Loudon Township-Kilgore & Amsterdam; part of Fox Township- Mechanicstown; and part of Monroe Township- Dellroy. Dominion East Ohio provides natural gas to part of Monroe Township- Dellroy.

There currently are three electric utilities providing electric service to customers within Carroll County. They include Carroll Electric Cooperative, Inc. and American Electric Power (AEP). No one electric provider serves the complete area of Carroll County. House Bill 577 determines the individual service area of each utility. Depending on the geographical area of the township you are in determines the electric utility that serves it. Individual requests for service are considered on an individual basis.

AEP's service area generally follows SR 43 through the county, includes a portion of a township in northeast Carroll County, and includes a point from Carrollton through the Atwood and Leesville Lakes region to the southern edge of the county.

AEP has six substations in various locations of the County, and two located outside of the county that serve Carroll residents. Eleven additional substations are provided by private service providers. Table 5 shows the location and ownership of these facilities:

Table 5:

PROVIDER	LOCATION	CAPACITY
AEP	Village of Minerva	69/12KV
AEP	Pekin (SE of Minerva)	69/23/12KV
AEP	Malvern	138/69/12KV
AEP	Augusta (East Twp.)	23/7.2KV
AEP	Summitville (Columbiana County)	23/12KV
AEP	Carrollton	138/12KV
AEP	Leesville	34.5KV

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AEP	Amsterdam (Jefferson County)	69/12KV

The sectors of Carroll County that are served by abundant power include the corridor from the northeast tip of the county in Brown Township to the southeast tip of the county in Loudon Township, the northern tier of townships from the west to east including Brown, Augusta and East, The Atwood Lake region, and the western edge of the county from Magnolia to Malvern. In these areas there is ample power for industrial and business usage. The sectors of the county that are less well served, and therefore not as suitable for development which would include a large demand on power include Orange Township, Perry township, Portions of Monroe and Union, Most of Rose Township, portions of Washington, August and East, and all of Fox. Those sectors of the county with abundant power available must also be considered in conjunction with the availability of other utilities, such as water, sewer and roadways, and then weighed against the desirability to preserve certain areas of the county for agricultural usage, wildlife corridors and open space.

Transportation: A number of two lane highways provide access to and from major Ohio cities. State Route 39 provides east/west travel to Carrollton. State Route 43 provides north/south travel through Carrollton and Malvern. State Route 183 provides east/west travel between Minerva and Malvern. Currently there are no four-lane highways in Carroll County. The nearest interstate highway is I-77, which is located approximately 30 miles west of Carrollton and approximately 18 miles northwest of Malvern. U.S. Route 30 is in the planning stages of becoming a four-lane highway in the near future. When completed U.S. Route 30 will provide a four-lane highway within 10 miles of Minerva and Malvern.

Economic Strategies:

Industrial Development

The existing Carroll County Industrial Park, located at the southern boundary of Carrollton, originally had 18 acres. The industrial areas in Malvern and Minerva are totally occupied. These industrial sites have served the community well and were of reasonable size when created. Today, industrial clients seek larger tracks of land often in excess of 20 acres.

Agriculture and agribusiness is a major contributor to Carroll County's economic base.

Agriculture brings with it many advantages. These include less demand on capital-intensive infrastructure and less use of energy resources than other forms of economic development. Agriculture also stimulates other business development by promoting businesses locally and regionally and provides useful and important products for consumption and production. Carroll County is positioned well to benefit from travel and tourism, a growing segment of which is agri-tourism and cultural/historical travel.

The importance of agriculture to Carroll County's economy and ethos, we need to insure that land is available for continued agricultural use, and that this land be of good quality to insure successful agricultural production (refer to Map 10). Also economic development initiatives need to include value-added enterprises as a high priority for future development

Retail Service Development

Retail and service development in Carroll County is clustered primarily in the villages of Carrollton, Malvern and Minerva. Carrollton has two retail/service areas: the downtown central business district at the intersections of SR 9, 39 and 332, and the retail area on Route 43 North.

The retail and service development in both Malvern and Minerva occurs mostly along the SR 183 that intersect each community. Minerva has a distinct downtown retail area with small shops, governmental facilities, restaurants and professional offices. Malvern's retail development is more disbursed throughout the village. Newer retail growth is occurring along the corridor that leads to I-77 northwest of the Village.

Service businesses in Carroll County, including professional offices, restaurants, other service providers, are generally clustered in the retail sectors of all three major villages. An increasing number of service businesses are home based, a growing trend in many rural communities. With planned improvements to Carroll County's telecommunications network, and the wider availability of high speed Internet, this trend will exert a greater impact upon the local economy.

Downtown Revitalization

Carroll County's downtown business climate is centered within the villages of Carrollton, Malvern and Minerva. The downtown retail district in Carrollton is mixed use, combining older, well maintained storefronts with locally owned small businesses, historical attractions (McCook House), governmental facilities (County Courthouse), private offices and a central park with benches and a gazebo for community use. The mix of retail businesses includes unique businesses and specialty shops that cater to residents and visitors to the area. Minerva has a distinct downtown retail area with small shops, governmental facilities, restaurants and professional offices.

Many of the businesses currently occupying downtown space were home-based businesses that grew into the need for larger space clustered with a central shopping area at reasonable rental cost and with public services easily accessible.

Tourism

Carroll County residents are supportive of tourism development. A countywide land use survey conducted in 2000 concluded that an overwhelming number of respondents felt strongly that tourism is valuable to the local economy and should be promoted. When respondents were presented the statement "tourism is valuable to the local economy and should be promoted, 79% strongly agreed or agreed with that statement. When presented the statement "the rural character of the county is worthwhile and important to preserve through organized efforts, 87% agreed or strongly agreed.

Carroll County has a number of existing tourist attractions. They fall into two major categories: historic attractions and recreational/natural amenities. Downtown Carrollton is the site of the historic McCook House, a Civil War museum owned by the Ohio Historical Society but operated by the Carroll County Historical Society. Just outside of the Village is the Bluebird Farm, a century old farm with restored pre-civil war structures. Attractions throughout the county include The Algonquin Mill, with a working mill, and a historic railroad. Recreational and natural resource amenities are located in the Atwood Lake and Leesville Lake regions. Both lakes and surrounding lands are owned by The Muskingum Watershed Conservancy District. Atwood Lake Resort, which is owned by Carroll County, provides complete resort services including 104 guest rooms, 17 lakeside cottages, and an 18-hole regulation golf course.

Carroll County also has twelve (12) residential camps and ten (10) RV camps that bring to the community over 40,000 campers for an average of 2.95 days generating over \$4 million and over 400 people are employed (full time/seasonal).

Carroll County is home to three golf courses. Atwood Lake has an 18-hole course plus par 3, Minerva's Great Trail Course is 27 holes, and Carroll Meadows, located in the Village of Carrollton, is 18 holes.

Goals, Objectives, and Strategies

The Carroll County Comprehensive Planning Committee set the following standard for economic development during their 2002 Indicator Work Session:

The community defines a healthy economy as one that offers our current residents and their children meaningful employment at an income and skill level that enables them to remain in and/or return to this community. In addition, economic development must be accomplished without harming our environment, cultural/historical resources or changing our rural character. Effective land use planning must insure that development will occur in portions of the county that are already served by water and sewer, preserving our more productive land for agricultural usage.

Goal 1: Limit land use impact from industrial and commercial growth by focusing on selected locations with high development potential (refer to Map 3)

Industrial and commercial use of land requires infrastructure that will provide heavy water flows, more contained wastewater management, higher demand for electric power and natural gas, wider highways for transportation needs and faster telecommunication equipment. The most economical method for meeting such infrastructure requirements is by grouping industrial firms and likewise clustering commercial ventures. An additional benefit of grouping encourages alternative use of the landscape for residential, open space, agricultural, parks, wildlife areas and scenic views which enhance the quality of a community's life, making it more attractive to quality business development. The following five (5) objectives are established to meet the first economic development land use goal:

Objective 1: Develop specific sites for light industrial and commercial development (refer to Map 4)

- 1.1 Two sites should be evaluated for inclusion as industrial sites within the county. Included are:

1.1.a The Carroll County Commerce Park

1.1.b The Whitacre Greer property in Brown Township southwest of Malvern containing approximately 570 acres

It is strongly recommended that each site be evaluated for its potential as both an industrial and commercial site. Once evaluated a choice should be made between the site being promoted as strictly industrial or commercial. It is best not to create mixed-use sites where the property is promoted as both a commercial and industrial site. Companies like to cluster with similar firms. In addition traffic management issues are different between commercial and industrial uses. If one of the above sites is applied as mixed use for both commercial and industrial, a buffer area should be created that separates the two uses.

- 1.2 Identify Potential sites for service/business park development
- 1.3 Expanded utilities along existing state highways. Placing utilities along existing highways will encourage development within highway corridors and discourage development across farmland.
- 1.4 An educational effort should be made to explain the benefits of zoning standards. In addition the educational process should help residents understand that zoning does not affect their current tax rates or put restrictions on current use.
- 1.5 Where available and appropriate, redevelop brownfield sites for service/business park development.

Objective 2: Improve High Speed Internet Access and Service in the Community

- 2.1 Improve telecommunication infrastructure and create a technology committee to explore possibilities for growth: In addition the availability of such services will provide Carroll County an incremental edge when competing for firms that desire a rural location and living environment. Finally, such a capacity will help small retail and tourism businesses expand their market to serve customers outside the region.
- 2.2 Provide access for home-based businesses and improved workforce: This objective will also assist in meeting both the needs of existing Carroll county residents and families for educational

purposes leading to a better trained workforce. This objective will help in attracting industrial and retail managers to live in the Carroll County community while also enhancing the living standards for existing families in the community. It will also make it possible for families to operate home-based businesses leading to additional income sources for tomorrow's income patching individuals.

Objective 3: Concentrate Retail and Service Development

- 3.1 Concentrate retail and service development along selected corridors: Major retail and service development should be planned in clusters along State Route 43 between Carrollton and Malvern. Another location is State Route 183 between Malvern and Minerva. Finally, State Route 43/183 west of Malvern would be a third site for retail and service concentrations. Retail and service establishments seek to locate near each other. This behavior allows the customer access to numerous goods and services with little or minimal travel once they reach the business center. It also increases the potential that customers will conveniently find their desired items.
- 3.2 Encourage retail and service development around existing areas of population concentrations.
- 3.3 Provide retail access in municipalities: This strategy also focuses on the strengthening the future of the three largest municipalities. The location of these three clustering areas also provides quick and easy access to all county residents.
- 3.4 Encourage neighborhood businesses: Businesses that provides services and goods to neighborhoods should also be encouraged in the smaller communities of Dellroy, Sherrodsville, Leesville and Magnolia.
- 3.5 Develop one or more service business incubators in the larger villages: Provide space and support for emerging small service sector business. Use currently vacant space in local historic buildings for this purpose.
- 3.6 Plan for highway growth: Plans should be developed early for accounting for larger traffic volumes and emphasis should be placed on spending local highway matching dollars in these areas. Setbacks should be used that will allow property to be purchased

for highway widening. Utilities should be located within a plan for highway widening.

- 3.7 Communicate with the growing Amish population concerns on transportation needs and highway safety. Encourage the construction of wider berms to accommodate the increasing buggy traffic on county and township roadways.

Goal 2: Creatively seek ways to enhance, reuse and rehabilitate existing economic land use applications

Current land use patterns in Carroll County include applications of tourism and agricultural economic activities. Downtown areas also provide commercial significance for the community. Focusing on creative reuse of structures and land uses through modification and adaptation practices will add new sources of revenues to the community while lessening the demand for additional structures on the land.

Objective 1: Enhance Tourism Development

- 1.1 Residential Camp Development: The land currently occupied by the twelve residential camp facilities needs to be protected and opportunities for expanded use of the facilities created. The importance to the local economy of the 2,500 recreational vehicle spaces in the county also needs to be recognized. Recent travel information indicates that the county is increasing the number of overnight stays by travelers. Further development of use of the camp facilities RV areas could enhance this positive trend. Growth in this segment of the tourist population will increase the demand to maintain and expand historic facilities and the need to preserve natural areas while protecting them from encroachment of housing development. To fully benefit from the increasing number of persons the following strategies should be implemented:
 - 1.1.a Maintain local roadways that connect travelers from state highways to camping and recreational facilities.
 - 1.1.b Implement the wildlife and greenway corridors of the natural resource section of this planning document.
 - 1.1.c Preserve open space bordering existing residential camps and RV areas for potential future expansion.
- 1.2 Identify and Adopt State Scenic Byway Corridor(s): Apply for designation as a State Scenic Byway per the plan being developed by the Carroll County Convention and Visitors Bureau. This

designation will assist in protecting view sheds and natural areas along the assigned highways. It will also provide a preservation standard for the Ohio Department of Transportation (ODOT) as they maintain and expand existing highways. In addition assistance from ODOT Byway Division will provide opportunities to seek funding for special tourism projects and other collaborative efforts between ODOT and county/village/township government.

- 1.3 Encourage Expansion of Day Trip Tourism: Carroll County's location facilitates easy day trip travel for urbanities in metro areas like Cleveland, Columbus and Pittsburgh. Expenditures by day trip travelers will assist Carroll County resident's to value the uniqueness of their historic and natural resource areas. Such an appreciation of the economic contribution of tourism will encourage resident's support of planning tool applications that preserve the unique attributes of the community. Expansion of day trip travelers will also encourage the development and expansion of locally owned businesses which are most likely to use existing physical structures while creating less demand on development of open space.
- 1.4 Development of routes that provide passage for alternative transportation methods such as bikeways, hiking paths and waterways maintained by MWCD that connect municipalities, attractions and neighborhoods.
 - a. Development of Great Trail/Sandy Beaver Canal Corridor

Objective 3: Downtown Revitalization

- 3.1 Continue to make infrastructure improvements to downtown areas and buildings
- 3.2 Provide technical assistance centering around Main Street Program philosophy
- 3.3 Develop building design standards to assist in a collaborative method for preserving building structural integrity, promoting the downtown area and enhancing the customers experience
- 3.4 Develop telecommunication infrastructure and support so business owners can expand their market area

- 3.5 Provide public standards with resource assistance to remove unsafe structures and encourage site redevelopment
- 3.6 Establish public spaces that provide parking, rest and shelter for customers

Economic Development Plan

The Economic Development Section of The Carroll County Comprehensive Plan sets an overview regarding economic development within the community. This section is intended to set goals for determining the affect of various economic priorities on the overall land use patterns of Carroll County. Therefore, items presented within the Implementation Table of this Economic Development Section are actions necessary for establishing wise land use activities. For each Economic Land Use Objective presented in this report there are strategies suggested that will move towards the incorporation of land use patterns that will enhance the Carroll County Vision. Readers who are seeking information regarding the community's economic development initiatives for attraction, retention, expansion and creation of businesses should consult the county's Strategic Economic Development Plan (contact the Carroll County Economic Development Office) to discover specific strategies for accomplishing economic growth.

Indicators of Achievement

Goal 1 - Direct Industrial and Commercial Growth to Selected Locations

- a. Number of agricultural acres used for other purposes
- b. Number of businesses and industries that exist within areas designated for these uses
- c. Number of miles of utilities constructed in sparsely populated areas
- d. Number of new building starts in areas serviced by utilities
- e. Number of acres developed in areas not served or underserved by utilities
- f. Listing of all potential service/business/industrial parks or sites
- g. Amount of excess capacity of existing utility systems
- h. Number of new jobs created by new business
- i. Percent of population served by broadband/high speed telecommunications

Goal 2 – Seek Ways to Enhance, Reuse and Rehabilitate Existing Economic Land Use Applications

- a. Number of jobs created for existing county residents
- b. Number of residents remaining in county
- c. Number of building/occupancy permits applied for
- d. Number of historic structures that are preserved
- e. Percent of gross income derived from tourism dollars
- f. Percent of roadways and utility expansion into projected growth areas

Goal 3 – Downtown Revitalization

- a. Number of business retentions in downtown areas
- b. Amount of monies secured for revitalization projects
- c. List of infrastructure improvements in these areas
- d. Number of new business start ups in downtown areas
- e. List of projects to enhance “atmosphere” of the downtown area

Goal 1: Limit land use impact from industrial and commercial growth by focusing on selected locations with high development potential				
Objective 1: Develop specific sites for light industrial and commercial development				
#	Strategy	Action	Responsibility	Timeframe
1.1	Two sites should be evaluated for inclusion as industrial sites within the county	a. Perform a feasibility study on each site b. Select one or two sites to develop by obtaining options and developing infrastructure plan c. Enter joint development agreements with appropriate municipalities and utilities d. Obtain funding for infrastructure development	1. Carroll County Economic Development Office 2. Carroll County Commissioners 3. Carroll County Villages 4. Carroll County Utilities	Short Term (Immediate)
1.2	Identify potential sites for service/business park development	a. Conduct an inventory of existing sites b. Conduct a feasibility analysis to determine the applicability of these sites for business/service usage c. Develop infrastructure plans and obtain funding	1. Carroll County Economic Development Office 2. Carroll County Commissioners 3. Carroll County Villages 4. Carroll County Utilities	Mid Term
1.3	Expanded utilities along existing state highways	a. Run utilities along national and state highways b. Avoid dissecting land with utilities c. Avoid running utilities along township roads	1. Carroll County Commissioners 2. Carroll County Villages 3. Carroll County Utilities	Mid and Long Term
1.4	Develop land use standards	a. Begin an educational approach to inform electorate regarding zoning, tax classifications and other land use legislation	1. Carroll County Planning Commission 2. Carroll County Ohio State University Extension Office 3. Carroll County Commissioners 4. Carroll County Trustees	Short Term and Ongoing
1.5	Develop cooperative agreements between political jurisdictions	a. Discuss willingness of each affected political subdivision to participate b. Hold joint meetings to negotiate elements of the agreements c. Pass legislation to establish agreements	1. Carroll County Economic Development Office 2. Carroll County Commissioners 3. Carroll County Villages	Short Term (Immediate)

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			4. Carroll County Utilities	
1.6	Where available and appropriate, redevelop brownfield sites for service/business park development	a. Identify brownfield sites in county b. Develop a plan to clean up and redevelop these sites	Carroll County Economic Development Office Regional Planning Commission Property Owners Ohio Environmental Protection Agency	Mid Term

Goal 1				
Objective 3: Improve High Speed Internet Access and Service in the Community				
#	Strategy	Action	Responsibility	Timeframe
3.1	Improve telecommunication infrastructure and create a technology committee to explore possibilities for growth	a. Identify areas that lack sufficient telecommunication infrastructure from BR&E study b. Meet with telecommunication providers to develop improvement strategy c. Work with Appalachian Regional Commission for funding d. Create public systems to build customer base to attract more private investment	1. Carroll County Economic Development Office 2. Appropriate local unit of government by political jurisdiction	Short Term Ongoing
3.2	Provide access for home-based businesses and improved workforce	a. Identify underserved residents b. Provide training classes for underserved populations c. Access public funds to provide hardware d. Work with telecommunication providers to implement a plan for infrastructure improvements in high impact areas	1. Community Action Agency 2. Community College and adult joint vocational school district 3. Chamber of Commerce 4. Appropriate local unit of government by political jurisdiction	Ongoing

Goal 1

**Economic Development
Comprehensive Plan**

Objective 5: Concentrate Retail/Service Development				
#	Strategy	Action	Responsibility	Timeframe
5.1	Concentrate retail and service development along selected corridors	<ul style="list-style-type: none"> a. Identify available sites along designated corridors b. Develop plan for utility improvements c. Develop plan for number of curb cuts d. Develop funding plan for utility improvements e. Construct improvements 	<ul style="list-style-type: none"> 1. Carroll County Economic Development Office 2. Carroll County Commissioners 3. Carroll County Villages 4. Carroll County Townships 5. Chambers of Commerce 6. Appropriate business organizations 7. Carroll County Utilities 	<ul style="list-style-type: none"> Item a: Short Term Items b-c: Mid Term Items d-e: Long Term
5.2	Encourage retail and service development in population concentration areas	<ul style="list-style-type: none"> a. Inventory available buildings and sites b. Promote available buildings and sites 	Carroll County Economic Development Offices	Mid Term
5.3	Provide retail access in municipalities	<ul style="list-style-type: none"> a. Develop municipal incentives 	<ul style="list-style-type: none"> 1. Carroll County Economic Development Office 2. Carroll County Commissioners 3. Carroll County Villages 4. Carroll County Townships 5. Chambers of Commerce 6. Appropriate business organizations 7. Carroll County Utilities 	Short Term
5.4	Encourage neighborhood businesses	<ul style="list-style-type: none"> a. Complete a residents shopping survey to discover potential goods purchased from neighborhood stores b. Develop incentive programs like micro-loans, etc to encourage start-ups and expansions 	<ul style="list-style-type: none"> 1. Carroll County Chambers 2. Villages governments 	<ul style="list-style-type: none"> Short Term Long Term
5.5	Develop one or more service business incubators in the larger villages	<ul style="list-style-type: none"> a. Identify currently vacant space in local historic buildings b. Conduct a feasibility plan to consider the applicability of this space as a service business incubator c. Identify and seek funding to provide support for development of an incubator 	<ul style="list-style-type: none"> 1. Carroll County Economic Development Office 2. Carroll County Historical Society 	Long Term

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5.6	Plan for highway growth	<ul style="list-style-type: none"> a. Perform a future traffic use study b. Identify highway specifications c. Create appropriate funding sources from developers 	<ul style="list-style-type: none"> 1. Carroll County Economic Development Office 2. Carroll County Commissioners 3. Carroll County Engineers Office 4. Carroll County Regional Planning Office 5. Chambers of Commerce 	<p>Mid Term</p> <p>Long Term</p>
5.7	Communicate with Amish population	<ul style="list-style-type: none"> a. Discuss transportation needs b. Review safety signage issues c. Construct wider berms for buggy traffic 	<ul style="list-style-type: none"> 1. OSU Extension 2. Carroll County Sheriff's Office 3. Carroll County Engineer's Office 	

Goal 2: Creatively see ways to enhance, reuse and rehabilitate existing economic land use applications				
Objective 1: Enhance Tourism Development				
#	Strategy	Action	Responsibility	Timeframe
1.1	Residential Camp Development	<ul style="list-style-type: none"> a. Survey residential camps for growth potential and needs b. Develop a plan for protection and enhancement of services c. Educate public on economic value of camps d. Connect existing businesses as provider of goods and services to camps e. Link area attractions through FAM Tour 	<ul style="list-style-type: none"> 1. Carroll County Convention & Visitors Bureau 2. Chambers of Commerce 	Short Term
1.2	Identify and adopt State Scenic Byway Corridor	<ul style="list-style-type: none"> a. Establish byway committee b. Educate area residents on value of byway c. Educate local businesses on value of byway d. Identify a designated corridor e. Apply for state recognition from Ohio department of Transportation 	<ul style="list-style-type: none"> 1. Carroll County Convention & Visitors Bureau 2. Chambers of Commerce 3. Carroll County Commissioners 4. Carroll County Townships 5. Carroll County Regional Planning Commission 	Short Term
1.3	Encourage expansion	<ul style="list-style-type: none"> a. Identify heritage tourism activities 	<ul style="list-style-type: none"> 1. Carroll County Convention & Visitors 	Short Term

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	of day trip tourism	b. Explore potentials presented by natural resources recommendation in the comp plan	Bureau 2. Chambers of Commerce	Mid Term
1.4	Explore alternative transportation methods	a. Establish a committee to work on the "Great Trail Parkway of the Lincoln Highway" and the "North Country Trail" b. Develop plans for these two alternative transportation routes c. Explore additional bikeways and alternative pathways in neighborhoods and connecting to shopping/workplace areas d. Apply for appropriate designation from Ohio Department of transportation and National park service e. Seek grant funding f. Construct corridors	1. Carroll County Convention & Visitors Bureau 2. Chambers of Commerce 3. Carroll County Planning Commission 4. Carroll County Commissioners 5. Carroll County Office of Community Development 6. County Engineers Office	Item a: Short Term Items b-c: Mid Term Items d-f: Long Term

Goal 2				
Objective 3: Downtown Revitalization				
#	Strategy	ACTION	Responsibility	Timeframe
3.1	Continue to make infrastructure improvements to downtown areas and buildings	a. Inventory local business needs b. Review capacities of existing infrastructure	1. Chambers of Commerce 2. Regional Planning Commission 3. Local utilities	Mid term
3.2	Provide technical assistance centering around Main Street Program philosophy	a. Establish a downtown business assistance committee b. Become aware of Main Street Program philosophy c. Implement programs	1. Chambers of Commerce	Short Term
3.3	Develop building design standards	a. Create committee to study potential design standards b. Educate businesses and building owners on value of design standards	1. Carroll County Economic Development Office 2. Chambers of Commerce 3. Village governments	Mid Term
3.4	Develop telecommunication infrastructure	a. Inventory local business needs b. Review capacities of existing infrastructure c. Develop a plan	1. Carroll County Economic Development Office 2. Chambers of Commerce	Short Term

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			3. Village governments 4. Local telecommunication providers	
3.5	Provide public standards with resource assistance to remove unsafe structures and encourage site redevelopment	a. Establish committee to review possibilities b. Establish standards c. Seek funding d. Implement improvements	1. Carroll County Economic Development Office 2. Chambers of Commerce 3. Village governments	Mid Term Long Term
3.6	Establish public spaces that provide parking, rest and shelter for customers	a. Establish committee to review possibilities b. Establish standards c. Seek funding d. Implement improvements	1. Carroll County Economic Development Office 2. Chambers of Commerce 3. Village governments	Mid Term Long Term

Infrastructure

Summary

A comprehensive land-use plan is a general statement of the direction a community wishes to pursue. Community meetings predating the development of the plan indicated a tendency toward regulation of growth and protection and improvement of existing and future land uses.

Infrastructure considerations for Carroll County, as with any community, cover a broad landscape of services and facilities. The specific elements of infrastructure that are addressed within this section of the plan include the following:

1. Water and Sewer
2. Transportation
3. Telecommunications
4. Power

This Infrastructure section is presented with a general introductory overview followed by more targeted sections based on the four subsections listed above. Each subsection contains its own specific Goals, Objectives, and Strategies.

Planning Issues

Development tendencies in certain areas of the County indicate a need for infrastructure to be upgraded if the objectives of the community are to be achieved.

Each area of Carroll County should be afforded the opportunity to assure its residents a safe and healthful quality of life.

Infrastructure facilities are commonly referred to as the arteries of a community. This is the conduit, which conducts the lifeblood and secures against the leakage of population and investment. Carroll County must maintain connectivity with its neighbors if it is to compete economically and socially. The County must also provide a high level of public services if it is to be successful in attracting business, industry and new residents.

Infrastructure development and maintenance is the most capital cost intensive public service activity. Thus it goes to reason that the placement of infrastructure must be done with great care and with much thought. **Two motivations normally guide infrastructure investment: the need to serve existing populations and the desire to attract additional investment and people.**

The provision of public services in a comparatively small sparsely settled community also requires strategic thinking and a sound structure for alternative evaluation and decision-making.

Resource allocation in Carroll County is particularly challenging because the various sub-areas of the County have not experienced uniform growth. Complicating matters is the reality that decisions made beyond Carroll County strongly influence the manner in which the County will develop.

Therefore, Carroll County must pursue a multi-faceted approach to infrastructure development to include sensitivity for existing populations; review of development trends which may tend to emphasize target areas and corridors; consideration of assistance to high risk environments and populations; and the need to cooperate with neighboring critical-mass areas to effect feasible inter-County projects.

Overview

A fortunate few are the communities, which successfully anticipate change. Reaction is more prevalent and in reality more expensive to the consumer.

Infrastructure development in Carroll County has, with few exceptions, been generated in response to community settlement expansion. Typically, people in settled communities exert pressure on the capacity of the land and water resources beyond their ability to supply or filter the population needs and wastes. The demand for a healthy and livable environment requires the development of centralized services. The distribution of water, power and energy requires complex systems. The collection and treatment of wastes require high investments in treatment facilities. The development of access ways for transport and communication demands attention to costs, environmental and social impacts and public input.

The emergence of the automobile was at first the bane of rural communities. Now it has contributed to the rebirth of non-urban areas and created the need to look at corridor management and regional strategies as critical to the establishment of what has come to be called the rural-urban interface and the exurban society.

Carroll County fits comfortably into several developmental niches. The County has traditional nucleated communities with public services a function of lot size, soil structure, demographics and ability to pay. In communities like Carrollton, Malvern and Minerva which have become commercial and industrial centers as

well as residential enclaves, development pressures are exerted as well and utility extensions evolve from a health and safety issue to necessary support for jobs and investment which sustain the larger community. When economic generators come into close proximity due to outward growth the concept of the corridor emerges. Thus between Minerva and Malvern and Malvern and Carrollton a network of economic interests impelled by the critical mass of opportunity moving glacier-like from Stark County to the north requires an option to provide services, including safe and congestion-free transportation utilizing economic development as the motivation with all that it entails.

Unique to some communities, but by no means all, is the opportunity to build quality of life using natural resources as a base. Carroll County with extensive impoundments at Atwood and Leesville Lakes presents special alternatives for residential and tourism-related development if supported by quality water and sewer service.

It is natural that some areas of Carroll County are not conducive to growth and development. They are limited by terrain and soil structure. Adjacent counties do not provide development opportunities because they too have few development options. These rural areas serve as natural filters, open spaces and agricultural-use areas where market places emerge in these rural areas. Population densities and proximity may require centralized water services and perhaps even the need to prescribe organized sewage collection treatment. In Carroll County, these areas are in the eastern portion of the County along the uplands, which gradually decline to the Oho River Valley. Cooperation with adjacent counties has been effective and should be augmented whenever practical.

Water and Sewer (refer to Map 6)

Providing adequate, affordable and safe water and sewer services in most of the townships and smaller villages of Carroll County presents a major challenge, especially in light of the increasing residential growth that the county is experiencing. There are few public water and sewer systems in the County, and the ones that do exist are mostly in the major villages while much of the residential growth is occurring in the townships. The availability of reliable water and sewer services of a sufficient capacity with room for future growth is of critical importance in the arena of business and industry attraction. Companies simply will not locate, or expand, in a community where sufficient water and sewer services are not available. The lack of these basic utilities can place a community in a disadvantageous position with other competing communities for economic growth.

Water

Currently, four communities in the county are served by public water systems - Malvern, Minerva, Carrollton, and Leesville. Mechanicstown and Augusta obtain their water through private water systems (wells).

Village of Carrollton

The Village of Carrollton's municipal water system currently serves 1,787 households. The water treatment capacity is 1,152,000 mgd while the current usage is 400,000 gpd, leaving an excess capacity for future development of 752,000 mgd. Fire protection through hydrants exists throughout the village. Carrollton's source for raw water is a series of nine wells in three separate well fields located on SR 171 between SR 43 and SR 9 outside of the village. A plan to purchase additional land for possible future resource development adjacent to the existing well field has been discussed. The village has also considered land use approaches to protect the existing and potential well fields from inappropriate development that might compromise the village's water quality. The village adds chemicals to its water, including phosphates to keep iron in suspension, chlorine for disinfection, and fluoride. The water plant is located outside of the village on Brenner Road. The system has two elevated storage tanks both with 450,000-gallon tanks. Most of the system's water lines are 6" – 12" in diameter although some 2" and 4" lines do exist. Carrollton serves water customers both inside and outside of the village limits. Water customers located outside of the village pay a 45% surcharge over those rates within the village. The village last updated the water system by constructing a new 10" transmission line from the well field to the water plant.

Village of Minerva

The Village of Minerva's water system currently serves 1,650 customers. The treatment capacity is 1,500,000 mgd while the daily usage is 700,000 gpd, leaving 800,000 gpd of excess capacity for future development. The source of Minerva's water is a well field with three wells located next to the water treatment plant at 401 Lincolnway in the Village. Minerva's water treatment plant adds chlorine and filters iron and manganese from the raw water using six sand pressure filters. They have two elevated tanks: one with a 1 million gallon capacity and the other with a 500,000-gallon capacity. Minerva's system serves one industry and several residential users outside of the village. A few years ago the Village agreed to service a modular home park outside of the municipal limits by extending 6,000 linear feet of water line. There are few water users between the park and the village so the line is not being used as effectively as it could be.

The Village council has since passed legislation requiring any utility user outside of the village to be annexed in order to receive city services. Current customers outside of the village pay a 50% surcharge on their water rates. Fire protection is provided with a system of hydrants throughout the village. In February of 2003 there was a whole block of downtown buildings that burned, and the village pumped 1,5 million gallons to control the fire without encountering major water system problems. Most of Minerva's storm water system is segregated from its sewer system, so infiltration is a problem only with heavy rainstorms. Some lines have been improved to reduce infiltration by utilizing state grant funds, and the Village plans to improve the remaining problem areas as grant funds become available.

Village of Malvern

The capacity for the Village of Malvern's water system is 1,200,000 mgd, and their daily usage is 200,000, leaving 1-million gpd excess capacity. They currently serve 602 customers, with 45 businesses and the remainder residential users.

The Village has signed a contract with Mohawk Utilities (Lake Mohawk) to provide water to the Lake Mohawk area. Under this bulk water agreement, Malvern will provide up to 400,000 gpd to Lake Mohawk residential customers. Malvern currently provides water to approximately 50 customers outside of the village and plans to extend water down SR 43 to Sandy Hill subdivision's 80 – 90 connections. The Village obtains its water from two wells located next to the water plant. They treat water through sand filters and add chlorine and iron potassium. There are hydrants throughout the Village. The largest distribution lines in the system are 12" while the remainders are 8", 6", 4" and 2", depending upon the need of the area that they serve. The Village's plans for the future are to expand out into the county if grant funds to support this expansion of service can be obtained.

Atwood Lake Region

The Atwood Regional Water and Sewer District (District) serves areas of Carroll and Tuscarawas Counties. The Villages of Dellroy and Sherrodsville, both located in Carroll County, are within the District boundaries. At the present time, all residents in the area receive their water from private residential wells. The quality of this water is poor, being high in iron and manganese and containing sulfur. The Atwood Regional Water and Sewer District operates a small water system utilizing a well and treatment system for a residential area, Sherrod Valley Subdivision in Monroe Township. This system serves seventeen residential

lots. The Muskingum Watershed Conservancy District maintains a treatment and distribution system for Atwood Lake Park and Atwood Lodge is completing a new 360,000 gpd water treatment plant. Both systems utilize Atwood Lake as the source of water. (Source: Atwood Regional Water and Sewer District Water System Preliminary Engineering Study, Civil Design Associates, Inc.)

The District has prepared a preliminary plan for a district-wide water system. These plans also include fire suppression provisions. The USDA Rural Development is presently reviewing the District's plan to determine its potential for funding.

Village of Leesville

The Village of Bowerston in Harrison County provides water to the Conotton Valley School north of the Village of Leesville by means of a water line that travels up State Route 212. The village is in the advanced planning stages for construction of a 25,000 gpd treatment plant.

Village of Magnolia

The Village of Magnolia spans two counties Stark and Carroll. The Stark County Metropolitan Sewer District provides sanitary sewer services to 981 customers in two villages. These are Waynesburg in Stark and Magnolia in Stark and Carroll. Located on Bowman St. in Stark County, the wastewater treatment plant has a maximum capacity of 330,000 gpd. At the present time this wastewater treatment plant is at capacity due to surface water infiltration into the system from the Village of Waynesburg. This is the result of an outdated and poorly maintained system. The wastewater treatment plant is also land locked and is not expandable. The Metropolitan Sewer District does not have plans at this time to address these limitations.

Sewer

Seven communities in Carroll County are served by public sewer systems – Carrollton, Minerva, Malvern, Sherrodsville, Dellroy, Magnolia and the Atwood Lake area. The remainder of the residents relies on private sewage treatment systems, most commonly individual septic systems.

Carrollton

The Village of Carrollton provides sanitary sewer to 1,500 customers. The wastewater treatment plant, located at 193 Alamo Road south of the village, has a maximum daily treatment capacity of (1,230,000) gpd.

The plant was designed to treat 500,000 gpd. Current treatment averages 400,000 gpd, leaving an excess treatment capacity of 100,000 – 880,000 gpd. This limited excess capacity could prohibit the village from serving new industries with substantial wastewater treatment demands, such as food processors. Most of the village's lines are 6" – 8" in diameter. Most of the lines are gravity feed, however, much of the new development around Carrollton has been downhill of the plant, requiring more forced main construction. The village services customers outside of its corporate boundaries, and they are required to pay a 45% surcharge on in-village rates. The storm sewer and sanitary sewer systems are not interconnected, but storm water infiltration problems still exist because of the older practice of tying in footer drains to the sewer, and because much of the pipe is vitreous clay and subject to cracking. The village has planned regular improvements to the system in order to update it. These include rehabilitation of filters (underway), then improvement to bio treatment, followed by improvements to the digesters.

Minerva

The Village of Minerva spans three counties: Stark, Columbiana, and Carroll. Sanitary sewer services are provided to 1,650 customers by the village. A very small number of village residents are still using residential septic systems. The wastewater treatment plant, located at 805 Valley Street, has treatment capacity of 1 million gpd. Current average treatment is 700,000 – 800,000 gpd, leaving an excess capacity of 200,000 – 300,000 gpd. (The treatment capacity for the Carroll County portion of Minerva is .33 mgd, while an estimated .04 mgd is treated.) Future industrial and residential growth in the village will probably necessitate an expansion of the existing wastewater treatment facility. The line width varies from 8" to 24" and is mostly gravity feed with some forced mains. Minerva serves a few residential and one industrial user outside of the village. These customers are charged a 50% surcharge on their sewer rates. As with water, the village council passed legislation requiring annexation before city services will be provided. The village currently has no plans to expand its wastewater system to other areas. Most of Minerva's storm water system is segregated from its sewer system, so infiltration is a problem only during heavy rainstorms. Some lines have been improved to reduce infiltration by utilizing state grant funds, and the Village plans to improve the remaining problem areas as grant funds become available.

Malvern

The Village of Malvern is provided sanitary sewer through the Brown Township/Malvern District. Carroll County Environmental Services is organized as a separate political subdivision under the Ohio Revised Code, and is under the

direction of the Carroll County Commissioners. Carroll County Environmental Services existing wastewater treatment facility, located within Malvern's corporate limits, has a maximum treatment capacity of 1,000,000 gpd. They are presently treating 400,000 gpd, leaving an excess capacity of 600,000 gpd. An estimated 15% of the treated 400,000 gpd is from commercial users, and the remaining 85% are residential. Off site equalization and sludge storage is located on June Road south of the village. There are two pump stations located in the village. Carroll County Environmental Services service area includes two sections: a northern section which serves the Village of Malvern, and a Southern section which serves residential customers surrounding Lake Mohawk. Carroll County Environmental Services pays for on-going infrastructure maintenance and repair with regular user fees. Major expansions of the system have been paid for with grants and loans. User fees retire debt. Plans for future expansion include two subdivisions: Valley View Acres and Sandy Hills Estates. Carroll County Environmental Services is also working with the county to provide service from Malvern south along SR 43 to SR 171 north of Carrollton. This sewer line will provide service to the county home property that has been identified for possible business/industrial use, as well as serving residential business users along this potential growth corridor.

Atwood Lake Region

The Atwood Regional Water and Sewer District provides sewer service to customers in the district. Customers include residents in the villages of Sherrodsville and Dellroy. The District's wastewater treatment plant is designed to treat 650,000 gpd, and they normally operate a year round average of about 300,000 gpd. Because of the seasonal usage of much of the housing in the district, winter flows are less, and the summer holiday flows can be much greater. The systems currently experiences problems with inflow and infiltration, mostly originating from downspouts and footer drains. The majority of the customers are residential. The Atwood Lake Resort and the Park and campgrounds account for 27% of the district's revenues. The District currently has a number of projects under construction such as a project north of Sherrodsville on Dawn Road to run a line to serve the Eastern Ohio Basketball Camp. The district also has preliminary plans for sewer service to the Village of Somerdale in Tuscarawas County and is considering service to the Leesville area. Nearly all of the planned additional service will serve residential properties. The District anticipates that major development would likely require changes to their pumping facilities but that they will not need to add sewage treatment facilities immediately. The District's user charge includes the recovery of costs for maintenance, repair and replacement of facilities. They have identified a replacement and rehabilitation project(s) for twelve of the District's nineteen pump stations. The District receives only users fees and does not receive tax

revenues. Generally they fund major projects with available grants and loans, and plan to continue to use this approach in the future.

Economic Development

The county continues to pursue funding strategies for the construction of a water and sewer corridor from the Carroll County Environmental and the Village of Malvern North up State Rte 43, to the Carroll County Commerce Park.

Rural Housing Development

Much of the new housing development in Carroll County is taking place outside of the areas served by existing municipal water and sewer systems. Private septic systems and wells are often the only available sources for water and sewer. In some areas of the county, well water is of insufficient flow and quantity. Quality is often a problem also with high iron contents in some locales. Many older residential septic systems are inefficient, often because they are not maintained properly and emptied periodically. Provisions need to be made to educate new residents regarding well development and septic system construction and maintenance. Efforts also need to be undertaken to insure that existing septic systems are properly maintained.

Goals, Objectives, and Strategies

Goal 1: To provide quality water and sewer services for all county residents

Objective 1: Define strengths and weaknesses of the existing infrastructure network

- 1.1 Develop a cooperative water and sewer plan for Carroll County;
- 1.2 Preserve, protect and upgrade existing utility systems
 - 1.2.a Analyze the potential for developing innovative wastewater treatment and management systems to serve rural area and cluster communities

Objective 2: Implement a countywide septic system tri-annual inspection program

- 2.1 Update septic system standards
- 2.2 Educate residents on septic system use and maintenance
- 2.3 Require larger minimum lot sizes for septic systems

- 2.4 Require aeration systems for commercial, industrial and multi family customers over 2 units

Objective 3: Improve storm water systems

- 3.1 Place large to small rock areas in dispersion areas at end of system to prevent erosion
- 3.2 Evaluate stream health and lake health from run-off water
- 3.3 Separate storm sewers from sanitary sewer systems in villages throughout the county

Objective 4: Protect village well fields

- 4.1 Restrict surrounding development to appropriate, non-invasive land uses.
- 4.2 Create protective buffer zones around well fields.

Objective 5: Create among Carroll residents a realization of the basic linkage between rational or “smart” growth, and development/preservation issues

- 5.1 Provide on-going land use and smart growth seminars to help Carroll County residents understand the importance of and their responsibility in maintaining the county as a place they desire to live
- 5.2 Produce and widely disseminate educational materials on land use issues and tools and smart growth approaches

Goal 2: To develop adequate standards for water, sewer, streets and other utilities

Transportation (refer to Map 5)

Summary

Access to transportation arteries, whether they are ground, water or air, have been essential to communities since settlement patterns began. Today the information age has introduced yet another system of prerequisites to areas which want to compete for opportunity. While the newer technologies have changed the shape of the developmental playing field by decentralizing economic and social activities, they have not yet rendered obsolete traditional patterns of

growth or the need for basic transportation and communication service providers.

Carroll County's organization was supported by roadway and railroad expansion. Today, both modes continue to play an integral role in the maintenance of community.

The proliferation of roadways can be viewed as either positive benefits or expensive nuisances. Highways can bring opportunity but if the opportunity is not compatible with existing values it can be seen as intrusive. New facilities can bring investment and employment but they can also put a strain on the public's ability to pay for expanded public services. Because of their high fixed costs, transportation facilities must be planned utilizing a long time-line as a frame of reference.

If the County decides to pursue a moderate or smart growth approach to its future, it should support capital projects, which will channel opportunities into areas capable of and willing to accept the challenges of development. This is exhibited most clearly in the cooperative effort to complete US Route 30 near the northern tier of County Townships. Concerted efforts have been made by a consortium of Counties to effect a major highway relocation employing US 30. Regardless of its direct impact on Carroll County, construction of enhanced highway access will inevitably lead to land-use changes. Awareness of these prospects now will reduce conflict in the future as infrastructure is introduced to areas awakened by new opportunities.

Planning Issues

Transportation issues in Carroll County include the following:

1. Enabling Carroll County residents to travel to and from employment opportunities in the Canton-Akron area to the north
2. Maintaining the rural character of existing township and identified county roads to encourage growth to occur in other more appropriate regions of the county, and to preserve the attractiveness of these roadways for tourists and residents
3. To continue to provide quality rail and roadway transportation services needed by local industry to remain competitive

4. To prepare for the possible construction of Rt. 30 across the northern tier of townships, taking into account the impact of resulting increased traffic on SRs 43, 183, 9 and other county and township roads
5. To prepare for the construction of Rt. 30 with particular emphasis on its potential impact on prime agricultural land, environmentally and historically sensitive areas and the economic/business development of this region.

Specific planning issues include:

Safety and congestion, as well as commercial, industrial and residential options, require attention to SR 43 between Carrollton and Malvern and along SR 183 between Malvern and Minerva. State Route 39 between Tuscarawas and Carroll Counties is an attractive tourist access but efficiency and safety are threatened as increasing numbers of visitors engage its winding path toward Carrollton from New Philadelphia.

In all instances safety must dominate all other considerations. Federal, State, County and Township roadways must be maintained to insure rural sustainability.

Intermodal developments such as the one in Minerva should be pursued wherever possible to maximize economies of scale.

Road, rail and air development activities should not be sited so as to place unnecessary stresses on finances and natural places.

Public transportation should focus on the needs of the elderly, handicapped and isolated persons and communities emphasizing regular access to clusters of community services or job opportunities.

Emphasis should be placed on US 30; the Malvern-Minerva and Malvern-Carrollton Corridors and targeted improvements in the Atwood/Leesville Lake areas and SR 39.

Transportation officials should work with regional planners to assess the strength of the economic forces emanating from the Wintersville area to the east and to gauge the impact on roadway facilities.

The levels of cooperation with neighboring Counties should be continued and intensified.

At one time, it was thought to be necessary for every County to maintain an airport. The era of deregulation has dashed many community hopes of commercial air service. Prospects are slim that Carroll County, given its access to Canton-Akron, will ever need to increase its current capabilities at Tolson Field. As a matter of fact the County is fortunate to have access to a major service without the high cost of operation in a stressful and competitive air service environment. The concept of using the airport as a magnet for industrial development has worked well in other jurisdictions but without a commercial provider prospects rely more on topography than more complex economic integration.

Existing Conditions and Trends

Highways

The last major highway projects in Carroll County took place in the 1970s. Since that time, a bridge replacement and curve improvements have taken place on US 43 and Rt. 9, but no other major projects have occurred. The quality of highway transportation arteries in Carroll County and the desires of county residents to preserve their rural environment present a dual and sometimes conflicting problem. County residents have clearly stated that their desire is to maintain Carroll as a bedroom community with excellent access to the employment opportunities available in the urban, industrial areas of the Akron-Canton region. At the same time, they wish to discourage additional residential development in the county so as to keep the rural/agricultural quality of life that they value so much. Tourism is exerting an ever-greater impact on the County's economy health, increasing the need to have good highways to get the visitors to the county, but also retaining the need to protect roadways for their natural beauty. All of this requires careful planning toward the sustainable balancing of competing transportation needs.

With all of these factors in mind, it is prudent to concentrate economic development along SR 43 between Carrollton and Malvern and along SR 183 from the western Carroll County line to Minerva. Both of these highways can be expanded to three or four lanes before any future building is done that would greatly increase the cost of this expansion.

Another consideration is the planned new US. 30. It is proposed to traverse the northern townships of the county from the northern boundary of Brown Township, crossing Rt 183 between the villages of Malvern and Minerva, then eastward through Augusta Township into East Township were it connects with Rt. 9 as the first phase. The second phase would take Rt 30 Eastward to SR 44. The last section to complete this corridor will be from US 44 to SR 11,

eventually connecting Atlantic City, New Jersey on the East Coast to the State of Oregon on the West Coast. If the Rt. 30 plan through Carroll County becomes a reality, the potential for residential and business development along this corridor will be intense. If the alignment chosen is the path between Minerva and Malvern, as it appears likely that it will be, the resulting increased traffic on SR 43, SR 183 and SR 9 will make it imperative that plans for 3-4 lanes on these roads be developed.

Air

Tolson Field currently serves Carroll County and is located just southeast of Carrollton. The landing strip is approximately 5,000 ft in length and is lighted. Unless Carrollton is able to attract industry that would be more dependent on air service, it is felt that there is little chance for growth in this area.

Rail

Two common carrier railways intersecting the county at three corridors currently serve Carroll County: W&LE serves Carrollton from Canton and serves Sherrodsville via their Toledo-Pittsburgh mainline. A local shortline, Ohi-Rail Corp., based out of Mechanicstown and operating out of the Minerva Yard, provides local service between it's Norfolk Southern Corp. mainline interchange at Bayard, Ohio and Minerva, Mechanicstown and Bergholz/Amsterdam. Ohi-Rail also connects and interchanges with W&LE at Minerva Junction (Oneida).

There are two factors that could impact the tonnage on the W&LE's Carrollton branch and Ohi-Rail's Piney Fork Division. They are:

1. Increased use of coal could generate more tonnage for Ohi-Rail. Recently, a new underground coal mine has opened at Bergholz and pressure should be put on the coal industry to utilize rail shipping, joint line rate should be held in check and support be given to Ohi-Rail and the Ohio Rail Development Commission toward track up-grading to handle a coal resurgence.
2. Economic development along the W&LE Carrollton Branch line: If the planned sewer line from outside Carrollton to Malvern becomes a reality, then the potential to attract industry along the Carrollton Branch line is greatly enhanced.

Bus

Until recently there was no bus service in Carroll County. With the formation of Carroll County Transit-Caravan, the county now has in place the foundation to build upon for bus service for the entire county. Carroll County Transit (CCT) is a demand responsive, curb-to-curb, advanced reservations, shared ride transportation service that is provided to Carroll County residents. It is open to the general public including persons with disabilities. CCT has no restrictions on the purpose or number of trips, which may be taken on a time-and-space available basis. Riders are required to share the vehicle with other riders who are traveling at the same time in the same direction. CCT is administered by the Carroll County Commissioners and funded in part by Carroll County, the Ohio Department of Transportation, and the Federal Transit Administration. The fares within Carrollton Village, one way, is \$1, within the county is \$3 and out-of-county is \$6 with a per mileage fee of \$.25 over 40 miles. Greater use of the Carroll County Transit-Caravan needs to be encouraged.

Goals, Objectives, and Strategies

Goal 1: To improve Carroll County's transportation system to address existing and future traffic needs

Carroll County desires to maintain its rural character and recognizes the impact that highways have on growth. We believe we can play a role in providing an attractive, convenient and safe place for people to reside, while industrial jobs are provided in nearby counties. In order to accomplish this, roadways must be built that will conveniently and easily allow Carroll County residents to access out of county employment opportunities. Being a "bedroom community" will allow Carroll County to preserve open space and agricultural lands while also providing access for Carroll County residents to their means of employment.

Objective 1: Develop an ongoing forum for the review of economic opportunities and plan roadway development to meet these needs in a planned manner

- 1.1 Create a framework for infrastructure resource allocation, which promotes tax base expansion without intrusion upon traditional values and environmental quality
- 1.2 Emphasize long-term project need and financial feasibility as criteria for infrastructure investment
- 1.3 Require traffic impact analysis for all major new construction
- 1.4 Limit strip commercial and industrial development along roadways

- 1.5 Encourage the development of planned commercial and industrial parks with controlled access
- 1.6 Negotiate off-site transportation improvements and right-of-way dedications as part of the development review and approval process

Objective 2: Continue and expand existing structures and entities for cooperation with neighboring jurisdictions

- 2.1 Assess the impact of an upgraded US Route 30 on the northern portion of Carroll County
- 2.2 Channel infrastructure resources along the Minerva-Malvern-Carrollton triangle
- 2.3 Analyze the degree to which tourism-related development in the Atwood-Leesville area will contribute to infrastructure needs
- 2.4 Monitor developments in counties adjoining Carroll to determine long-term impacts on facilities within the County

Objective 3: Meet individual communities' needs for highways

- 3.1 Develop U.S. 30: a. from Canton to St. Rt. 9 with access in Carroll County b. Long-range: from St. Rt. 9 to St. Rt. 11 anticipating impact on Northeastern Carroll County
- 3.2 Develop St. Rt. 43 to U.S. 22
- 3.3 Develop St. Rt. 39 to New Philadelphia
- 3.4 Maintain a good working relationship with ODOT in the development of Rt. 30
- 3.5 Develop 5, 10 & 15-year plans for the construction and improvements of highways throughout the county
- 3.6 If U.S. Rt. 30 as proposed is constructed, develop plans to expand to 3 or 4 lanes SRs 183, 43 and 9 in order to accommodate increased traffic flow

- 3.7 Establish roadway level of service policies that expressly state the community's expectations concerning the quality of highway service it desires to maintain or achieve as growth and development occurs

Objective 4: Preserve and maintain all roadways in county (state, county and township)

- 4.1 Preserve rural character of roadways that promote and attract tourists
 - 4.1.a Apply to State Department of Transportation for status as a Scenic Byway for the corridor from Magnolia, south along CR 542 around Atwood Lake, then connecting with CR 212 south to Leesville, to Harrison County, connecting with the Tappan Moravian Scenic Byway
 - 4.1.b Increase set back requirements for businesses locating along roadways in regions of the county identified as having tourism potential
- 4.2 Institute Capital Improvements Programs (CIP) for the pre-planned expansion

Objective 5: Preserve, upgrade and maintain current rail system

- 5.1 Work with and support Ohio Rail Commissions in efforts to upgrade county rail systems
- 5.2 Survey existing industries to determine their current and future rail needs
- 5.3 Develop a countywide plan for projected rail improvements based upon identified user needs

Objective 6: Provide safe roads for the community

- 6.1 Improve roads in Leesville Lake area to allow for the safe passage of school busses
- 6.2 Prepare for increased traffic along the SR 43 corridor north of Carrollton to Minerva and Malvern by implementing access control policies

6.2.a Increase right of ways where possible to allow for roadway expansions

6.2.b Control the number of access points and require frontage roads

6.3 Develop adequate sight distance requirements for ingress and egress points off of all roadways

Objective 7: Preserve and maintain the county airport

7.1 Develop long range plans to provide expanded capacity for casual and business air usage

Telecommunications (refer to Map 6)

It is safe to say that during the life of this plan, information technology services will be extended to every section of Carroll County where rapid information of its dissemination is required and can be supported. Critical also is the expansion of broadcast and televised services to all communities, including rural areas dependent on information during periods of emergency. It is incumbent on emergency service and management providers to be able to communicate to and within each part of the county.

Technology is a marketable commodity. The rapidity of correct decision making requires advanced systems and a labor force trained in its use and maintenance. Access is critical to financial institutions advanced manufacturing production sites, health facilities, central knowledge facilities such as libraries and high schools. Given the comparatively low costs of some modern technologies, the competitive advantage of Carroll County can be improved measurably by exploring access to at least those areas capable of immediate benefit. In many more isolated communities in Ohio wireless technologies are being pursued.

Existing Conditions and Trends

As of the writing of this plan, two communities in Carroll County have access to high speed Internet. Time Warner services the Village of Malvern and residents can subscribe to Roadrunner, Time Warner's high-speed cable Internet access. The monthly service for Roadrunner is usually more than double the cost of dial-

up Internet service, but the improvement in access, quality of data transmission and speed is substantial.

Adelphia also serves Carroll County, and has plans to expand high-speed Internet service in various locations throughout the county. Under their two-phase plan, and in accordance with their commitment to provide small system upgrades for smaller communities within their service area, they have expanded broadband service into Carrollton, Malvern and Minerva. This upgrade will provide access to high-speed Internet service through Powerlink for customers in these areas. In the second phase of their plan, Adelphia anticipates upgrading the Leesville-Bowerston area and tying them into this high-speed Internet system in 2005.

Verizon is also providing broadband access to its customers in limited areas of the county dependent upon the capacity of their system's physical equipment.

In the recently conducted Business Retention and Expansion Program, employers throughout the county complained about the lack of access to high-speed Internet access. This situation has hampered their ability to communicate effectively with customers, other plant locations, and suppliers. It has also made any data transmission a challenge. The availability of high speed internet access will help these businesses improve their ability to compete on a more level playing field with their competition and will help to position Carroll County more effectively as a good location to do business.

Due to the topography of the region, residents have had limited choices for television signal reception: either antenna or cable (if the area was served by a provider). With the advent of satellite technologies, Carroll County is now served by Dish Network and Direct TV. The use of a home satellite system has increased information and educational access to the populace.

Goal 1: Carroll County residents and businesses have access to state-of-the-art telecommunications infrastructure

Objective 1: Promote the development of high-speed lines for home and business use comparable to other developing communities

- 1.1 Determine the feasibility of options to provide high-speed Internet access, such as DSL, cable, T1, OC 3 lines and Satellite
- 1.2 Form relationships or partnerships with high-speed Internet providers to encourage and facilitate their provision of services in Carroll County

- 1.3 Consider the feasibility of obtaining grant funds through organizations such as the Appalachian Regional Commission to set up private/public partnerships to introduce and expand broadband service throughout Carroll County
- 1.4 Work with existing employers to help develop plans to improve their Internet access

Goal 2: Carroll County residents and business operators are knowledgeable about how to use the Internet and are able to access the potential it has to offer to improve their competitiveness and quality of life

Objective 1: Carroll County residents and business employees have the skills needed to use the Internet effectively

- 1.1 Identify local educational institutions and other entities that are able to offer computer and Internet courses to the public and work with them to develop and market these classes
- 1.2 Identify local educational institutions and other entities that are able to offer computer and Internet courses to local businesses and collaborate with them to provide these courses targeted to local businesses needs
- 1.3 Inventory and then market the availability to the public of local computer facilities, such as those available through the library system, and encourage local residents to use these facilities
- 1.4 Explore the possibility of introducing an "Internet Master" Computer Assistance Program following the model of that initiated through the University of Minnesota Extension Program

Power (refer to Map 6)

Three electric service providers service Carroll County; American Electric Power, Ohio Edison and the Carroll Electric Cooperative, Inc. a member owned Buckeye Power affiliate. In the planning stages are 2 proposed gas fired power stations.

Please see the Economic Development Section for more detailed information on electric service providers in Carroll County, their facilities, service locations and capacities.

Please see the Economic Development Section for more detailed information on natural gas service providers in Carroll County.

Indicators of Achievement

Water and Sewer

Goal 1 – Provide Quality Water and Sewer Service

- a. Number of subdivisions in areas without centralized water/sewer
- b. Number of new individual homesites constructed in areas with low volume water tables and slow percolating soils
- c. Number of failing septic systems
- d. Increased lot size requirement
- e. Standards for high volume users
- f. Percent of storm water systems separated from sanitary sewer
- g. Water quality of streams, lakes and waterways
- h. Quality of groundwater resources
- i. Creation of well field protection plan

Goal 2 – Develop Adequate Standards for Utilities

- a. Development of standards directing growth

Transportation

Goal 1 – Improve the Transportation Systems to Address Existing and Future Needs

- a. Development of transportation expansion plan
- b. Percentage of roadways built to ODOT standards
- c. Amount of monies secured for roadway improvements
- d. Average time of daily commute for residents to their jobs
- e. Establishment of a scenic byway
- f. Number of accidents/injuries at railway crossings
- g. Number of railroad cars delivered to locations within the county
- h. Number of yearly airport landings and takeoffs
- i. Percent of businesses that use air service
- j. Number of passengers using Carroll County Transit System

Telecommunications

Goal 1 – Access to State-of-the-Art Telecommunications Infrastructure

- a. Number of residents with access to high speed Internet services
- b. Number of businesses with access to high speed internet services
- c. Amount of monies secured to develop high-speed Internet infrastructure
- d. Number of Internet service providers

Goal 2 – Increase Knowledge of Residents and Business to Utilize the Internet

- a. Number of courses available to teach Internet usage
- b. Number of computers available for public use
- c. Number of participants in training courses

Water and Sewage				
Goal 1: To provide quality water and sewer services for all county residents				
Objective 1: Define strengths and weaknesses of the existing infrastructure network				
#	Strategy	Action	Responsibility	Timeframe
1.1	Develop a cooperative water and sewer plan for Carroll County	a. Put together an ad hoc coordinating committee of all existing services providers b. Identify gap, weaknesses, and future needs for services c. Develop a county-wide cooperative plan to address these needs	County Commissioners Utility Service Providers Regional Planning Commission	Mid Term
1.2	Preserve, protect and upgrade existing utility systems 1.2.a Analyze the potential for developing innovative waste water treatment and management systems to serve rural area and cluster communities	a. Continue ongoing programs of operation and maintenance b. Analyze the potential for developing innovative waster water treatment and management systems to serve rural area and cluster communities	Utility Service Providers Regional Planning Commission	Mid Term

Water and Sewage – Goal 1				
Objective 2: Implement a county-wide septic system tri-annual inspection program				
#	Strategy	Action	Responsibility	Timeframe
2.1	Update septic systems standards	a. Research best practices used in other, similar size communities b. Develop standards that mirror these best practices and make sense for Carroll County	Carroll County Health Department Carroll County Community Development	Mid Term
2.2	Educate residents on septic system use and maintenance	a. Prepare educational materials and distribute them widely throughout the county b. Prepare pamphlets for new homeowners and contractors on septic system maintenance requirements and expectations in Carroll county c. Host educational seminars for homeowners on a regular basis	Carroll County Health Department Ohio State University Extension	Mid Term
2.3	Require larger minimum lot sizes for septic systems	a. Research best practices used in other, similar size communities	Carroll County Health Department	Mid Term

		b. Analyze the options of larger versus smaller lot sizes as they impact upon the issue of growth management and disbursed residential development c. Develop lot size policies that help to manage growth and discourage disbursed residential development (sprawl)	Regional Planning Commission	
2.4	Require aeration systems for commercial, industrial and multi family customers over 2 units	a. Develop septic standards for larger users b. Prepare materials to explain these standards c. Monitor larger users on a regular basis for compliance with these standards	Carroll County Health Department Regional Planning Commission	Mid Term

Water and Sewage – Goal 1				
Objective 3: Improve storm water systems				
#	Strategy	Action	Responsibility	Timeframe
3.1	Place large to small rocks in dispersion areas at end of system	a. Identify areas in the county in need of correction and improvement b. Develop plans and action strategies to address these areas	Regional Planning Commission Local utility providers	Short
3.2	Evaluate stream health and lake health from run-off water	a. Develop a system of stream and lake monitoring b. Work with local communities and system operators to segregate storm and wastewater systems c. Identify problem areas in the county and make plans to correct these problems	Ohio EPA Soil and Water Conservation District Ohio Department of Natural Resources Local utility providers	Short
3.3	Separate storm sewers from sanitary sewer systems in villages throughout the county	a. Identify areas of infiltration b. Develop plan to correct c. Seek and secure funding	Villages Local Utility Providers	Short Term

Water and Sewage – Goal 1				
Objective 4: Protect village well fields				
#	Strategy	Action	Responsibility	Timeframe
4.1	Restrict surrounding development to appropriate, non-invasive land uses	a. Identify the type of building and construction that will be allowed surrounding village well fields b. Develop policies and tools that will restrict development to that allowable	Village Administrator Village Council Village and/or Regional Planning Commission	Short Term
4.2	Create protective buffer zones around well fields	a. Develop controlled-construction buffer zones around village well fields b. Protect these buffers through local policies and tools	Village Administrator Village Council Village and/or Regional Planning Commission	Mid Term

Water and Sewage – Goal 1				
Objective 5: Create among Carroll Residents a realization of the basic linkage between rational or “smart” growth, and development/preservation issues.				
#	Strategy	Action	Responsibility	Timeframe
5.1	Provide on-going land use and smart growth seminars to help Carroll County residents understand the importance of and their responsibility in maintaining the county as a place they desire to live	a. Develop and provide a series of seminars and regular summits for Carroll County residents on land use and smart growth issues b. Collaborate with local organizations to make presentations to their memberships about smart growth and land use issues	Ohio State University Extension	Mid Term
5.2	Produce and widely disseminate educational materials on land use issues and tools and smart growth approaches	a. Write a series of fact sheets and brochures on land use tools such as zoning and smart growth issues b. Distribute these materials through local organizations and the media	Ohio State University Extension	Mid Term

Goal 2: To develop adequate standards for water, sewer, streets and other utilities				
Objective 1: Promote wise land use by limiting construction of water, sewer, roads and other utilities to areas with less agriculturally productive soils				
#	Strategy	Action	Responsibility	Timeframe
1.1	Identify soils that are desirable for agricultural usage	a. Determine a list of locally significant agricultural soils b. Prepare a map of the county identifying areas of agriculturally productive soils	Ohio State University Extension Soil and Water Conservation District Ohio Department of Natural Resources	Short Term
1.2	Protect these soils by developing construction standards that are growth-limiting 1.2.a Limit number of curb cuts onto township roads by increasing required distance between access points	a. Identify techniques and standards that other communities have used successfully to protect agriculturally significant soils b. Limit number of curb cuts onto township roads by increasing required distance between access points	Ohio State University Extension Regional Planning Commission Soil and Water Conservation District Ohio Department of Natural Resources	Mid Term

Transportation				
Goal 1: To improve Carroll County's transportation system to address existing and future traffic needs				
Objective 1: Develop an ongoing forum for the review of economic opportunities and plan roadway development to meet these needs in a planned manner				
#	Strategy	Action	Responsibility	Timeframe
1.1	Create a framework for infrastructure resource allocation	a. Identify resource allocation policies for roadways that help the local economy	Regional Planning Commission	Long Range

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	which promotes tax base expansion without intrusion upon traditional values and environmental quality	without encouraging development in unsuitable and undesirable areas b. Identify environmentally sensitive areas and through the adoption of policies steer development away from these areas c. Develop criteria for the development and improvement of roadways which will provide resources for those projects that meet community goals	Carroll County Highway Department County Commissioners	
1.2	Emphasize long-term project need and financial feasibility as criteria for infrastructure investment	a. Develop criteria that will provide resources only for those projects that have a long term benefit b. Develop criteria for financial feasibility and provide resources only for those projects that meet these criteria	Regional Planning Commission Carroll County Highway Department County Commissioners	
1.3	Require traffic impact analysis for all major new construction	a. Develop standards for impact analysis for major new road construction projects b. Obtain the assistance of the state, local or private entities to conduct traffic feasibility studies	Regional Planning Commission Carroll County Highway Department	Mid Term
1.4	Limit strip commercial and industrial development along roadways	a. Develop roadway access standards that limit curb cuts b. Require the construction of feeder roads to serve commercial and industrial development c. Institute set-back requirements for commercial development along roadways; develop business parks in suitable locations and encourage industry to locate there d. Investigate other potential tools to limit strip commercial and industrial growth along roadways	Regional Planning Commission Carroll County Highway Department Carroll County Economic Development	Mid Term – Long Range
1.5	Encourage the development of planned commercial and industrial parks with controlled access	a. Identify potential sites in suitable locations of the county b. Develop these sites with controlled access c. Analyze the feasibility of these sites d. Develop and market these sites.	Regional Planning Commission Carroll County Highway Department	Mid Term – Long Range

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			Carroll County Economic Development	
1.6	Negotiate off-site transportation improvements and right-of-way dedications as part of the development review and approval process	<p>a. Establish impact fees and/or other tools that will help to address needed off-site transportation improvements as a result of development</p> <p>b. Incorporate right-of-way dedications into development projects</p> <p>c. Include these tools as part of the review and approval of new developments</p>	<p>Regional Planning Commission</p> <p>Carroll County Highway Department</p> <p>Carroll County Economic Development</p>	Mid Term

Transportation - Goal 1				
Objective 2: Continue and expand existing structures and entities for cooperation with neighboring jurisdictions				
#	Strategy	Action	Responsibility	Timeframe
2.1	Assess the impact of an upgraded US Route 30 on the northern portion of Carroll County	<p>a. Establish an ad-hoc committee of representatives from the northern tier of townships and involved agencies</p> <p>b. Conduct an analysis of the impact of increased traffic and accessibility to these townships</p> <p>c. Consider in planning both the Canton to St. Rt. 9 section and the St. Rt. 9 to St. Rt. 11 section</p>	<p>County Commissioners</p> <p>Carroll County Highway Department</p> <p>Regional Planning Commission</p>	Long Term
2.2	Channel infrastructure resources along the Minerva-Malvern-Carrollton triangle	<p>a. Select a multi-jurisdictional coordinating committee to work with the U.S. 30 group to develop criteria for county highway and public utility investments</p> <p>b. Develop a plan to provide resources to those areas affected by the U.S 30 corridor that take into account the needs of the region as well as the political subdivisions</p>	<p>County Commissioners</p> <p>Carroll County Highway Department</p> <p>Regional Planning Commission</p> <p>Utility Service Providers</p>	Long Term
2.3	Analyze the degree to which tourism-related development in the Atwood-Leesville area will contribute to infrastructure needs	<p>a. Inventory existing water and sewer infrastructure in the Atwood-Leesville area</p> <p>b. Analyze the current need for water and sewer services and identify existing plans</p>	<p>County Commissioners</p> <p>Carroll County Highway Department</p>	Mid Term

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		for improvements in order to assess weaknesses and gaps c. Project the increased demand for services into the future d. Develop a plan to provide the needed expanded and improved services based upon the identified gaps and weaknesses e. Implement the plan	Regional Planning Commission Utility Service Providers	
2.4	Monitor developments in counties adjoining Carroll to determine long-term impacts on facilities within the County	a. Develop relationships and linkages with representatives from growth areas to the North and West b. Participate in regional planning opportunities where possible	Carroll County Commissioners Regional Planning Commission	Long Term

Transportation - Goal 1				
Objective 3: Meet individual communities' needs for highways				
#	Strategy	Action	Responsibility	Timeframe
3.1	Develop U.S. 30: a. From Canton to St. Rt. 9 with access in Carroll County b. Long-range: from St. Rt. 9 to St. Rt. 11 anticipating impact on Northeastern Carroll County	a. Establish and maintain relationships with the Ohio Department of Transportation in order to impact decisions on U.S. 30 to the best interests of Carroll County b. Develop county contingency plans to address the impact of U.S. 30 if and when it is constructed	Carroll County Commissioners Regional Planning Commission Carroll County Department of Highways	Long Term
3.2	Develop St. Rt. 43 to U.S. 22	a. Establish and maintain relationships with the Ohio Department of Transportation and Jefferson county in order to impact on improvements to St. Rt. 43 south to U.S. 22	Effected Political Subdivisions Regional Planning Commission Carroll County Department of Highways	Long Term
3.3	Develop St. Rt. 39 to New Philadelphia	a. Establish and maintain relationships with the Ohio Department of Transportation and Tuscarawas County in order to impact on improvements to St. Rt. 39 b. Consider the needs of the Atwood-	Effected Political Subdivisions Regional Planning Commission	Long Term

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		Leesville Lake Regions and develop plans to improve access while providing transportation corridors suitable for tourism	Carroll County Department of Highways	
3.4	Maintain a good working relationship with ODOT in the development of Rt. 30	a. Plan to meet and communicate with ODOT on a regular basis to assist in meeting their needs for the development of U.S.Rte. 30	Carroll County Department of Highways	Long Term
3.5	Develop 5, 10 & 15 year plans for the construction and improvements of highways throughout the county	a. Convene a transportation committee that can represent all sectors of the county in an advisory capacity b. Work with this committee to plan short, medium and long range plans for highway improvements in the county	Regional Planning Commission Carroll County Department of Highways County Commissioners Political Subdivisions	Short to Long Term
3.6	If U.S. Rt. 30 as proposed is constructed, develop plans to expand to 3 or 4 lanes SRs 183, 43 and 9 in order to accommodate increased traffic flow	a. Maintain close contact with ODOT in order to be aware of U.S. Rt. 30 plans b. Develop contingency plans for the expansion of SR's 43, 9, and 183 to prepare for addressing increased traffic and development c. Identify resources that will help to fund the expansion of roadways effected by U.S. Rt. 30	Regional Planning Commission Carroll County Department of Highways County Commissioners Political Subdivisions	Long Term
3.7	Establish roadway level of service policies that expressly state the community's expectations concerning the quality of highway service it desires to maintain or achieve as growth and development occurs	a. Convene an ad-hoc group advisory group of experienced individuals and community representatives to draft policies for roadway levels of service b. Incorporate these policies into the county's and each community's roadway planning processes	Regional Planning Commission Carroll County Department of Highways County Commissioners Political Subdivisions	Mid Term

Transportation - Goal 1				
Objective 4: Preserve and maintain all roadways in county (state, county and township)				
#	Strategy	Action	Responsibility	Timeframe

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4.1	<p>Preserve rural character of roadways that promote and attract tourists</p> <p>4.1.a Apply to State Department of Transportation for status as a Scenic Byway for the corridor from Magnolia, south along CR 542 around Atwood Lake, then connecting with CR 212 south to Leesville, to Harrison County, connecting with the Tappan Moravian Scenic Byway</p> <p>4.1.b Increase set back requirements for businesses locating along roadways in regions of the county identified as having tourism potential</p>	<p>a. Apply to State Department of Transportation for status as a Scenic Byway for the corridor from Magnolia, south along SR 542 around Atwood Lake, then connecting with SR 212 south to Leesville, to Harrison County, connecting with the Tappan Moravian Scenic Byway</p> <p>b. Increase set back requirements for businesses locating along roadways in regions of the county identified as having tourism potential</p>	<p>Carroll County Convention and Visitor's Bureau</p> <p>Carroll County Department of Highways</p> <p>Regional Planning Commission</p>	Short Term
4.2	<p>Institute Capital Improvements Programs (CIP) for the pre-planned expansion</p>	<p>a. Develop a Capital Improvements Plan to address needs and funding sources for roadways in Carroll County</p> <p>b. Include this CIP as part of and reflective of, the county's and individual community's roadway planning processes</p>	<p>Regional Planning Commission</p> <p>Carroll County Department of Highways</p> <p>County Commissioners</p> <p>Political Subdivisions</p>	Mid Term

Transportation - Goal 1				
Objective 5: Preserve, upgrade and maintain current rail system				
#	Strategy	Action	Responsibility	Timeframe
5.1	<p>Work with and support Ohio Rail Commissions in efforts to upgrade county rail system</p>	<p>a. Maintain open lines of communication with the Ohio Rail Commission</p> <p>b. Identify areas of concern in the county and share these with the Ohio Rail</p>	<p>Carroll County Economic Development Office</p>	Mid Term

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		Commission		
5.2	Survey existing industries to determine their current and future rail needs	a. Conduct a survey of existing rail users b. Compile and share with appropriate local and state agencies the results of these surveys	Carroll County Economic Development Office	Mid Term
5.3	Develop a county-wide plan for projected rail improvements based upon identified user needs	a. Conduct a county-wide strategic plan for rail service b. Identify sources of assistance to support strategies and goals emerging from the strategic plan c. Create a team of appropriate agencies and individuals to Implement the plan	Carroll County Economic Development Office	Long Term

Transportation - Goal 1				
Objective 6: Provide safe roads for the community				
#	Strategy	Action	Responsibility	Timeframe
6.1	Improve roads in Leesville Lake area to allow for the safe passage of school busses	a. Identify roads in need of repair and that are on school bus routes in Leesville area b. Develop a plan to improve and reduce safety hazards on these roadways c. Identify and set aside resources to accomplish these improvements	Carroll County Highway Department Carroll County Commissioners	Mid Term
6.2	Prepare for increased traffic along the SR 43 corridor north of Carrollton to Minerva and Malvern by implementing access control policies	a. Increase right of ways where possible to allow for roadway expansions b. Control the number of access points and require frontage roads	Carroll County Highway Department Regional Planning Commission	Mid Term
6.3	Develop adequate sight distance requirements for ingress and egress points off of all roadways	a. Develop standards for ingress and egress sight development requirements b. Identify roads that do not meet these standards c. Plan to bring all roads up to standards d. Identify sources of funding	Carroll County Highway Department Regional Planning Commission Ohio Department of Transportation	Mid Term

Transportation - Goal 1				
Objective 7: Preserve and maintain the county airport				

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#	Strategy	Action	Responsibility	Timeframe
7.1	Develop long range plans to provide expanded capacity for casual and business air usage	a. Identify consultants to update the airport improvement plan b. Identify and secure resources to support planning process and completion of plan c. Follow suggested implementation strategies	Carroll County Airport Authority	Mid Term

Telecommunications				
Goal 1: Carroll County residents and businesses have access to state-of-the-art telecommunications infrastructure				
Objective 1: Promote the development of high-speed lines for home and business use comparable to other developing communities				
#	Strategy	Action	Responsibility	Timeframe
1.1	Determine the feasibility of options to provide high speed internet access, such as DSL, cable, T1, OC 3 lines and Satellite	a. Identify and survey existing providers and determine their plans to provide high speed internet b. Examine the possible options and determine the feasibility of each option for providing high speed service c. Identify possible resources for supporting high speed internet development	County Commissioners Regional Planning Commission Service Providers	Mid Term
1.2	Form relationships or partnerships with high speed internet providers to encourage and facilitate their provision of services in Carroll County	a. Encourage relationships with providers to see what role the county can play in facilitating the expansion of services to unserved areas of the county b. Help them to identify resources that might help in this expansion of services	County Commissioners Regional Planning Commission Service Providers	Short Term
1.3	Consider the feasibility of obtaining grant funds through organizations such as the Appalachian Regional	a. Research the potential for applying for and receiving grant funds for broadband service in the county	Carroll County Economic Development Office	Mid Term

Infrastructure Comprehensive Plan

	Commission to set up private/public partnerships to introduce and expand broadband service throughout Carroll County	b. Apply for funding	Governor's Office of Appalachia	
1.4	Work with existing employers to help develop plans to improve their internet access	a. Survey existing industry and business in the county to determine their needs b. Identify resources that may help them to access improved services c. Assist them in applying for and securing these resources	Carroll County Economic Development Office	Short Term

Goal 2: Carroll County residents and business operators are knowledgeable about how to use the internet and are able to access the potential it has to offer to improve their competitiveness and quality of life				
Objective 1: Carroll County residents and business employees have the skills needed to use the internet effectively				
#	Strategy	Action	Responsibility	Timeframe
1.1	Identify local educational institutions and other entities who are able to offer computer and internet courses to the public and work with them to develop and market these classes	a. Survey Carroll County residents to ascertain the types of classes needed b. Develop curriculum and market it to the public c. Hold and evaluate the effectiveness of classes	Buckeye Career Center Stark State Local School Districts Carroll County Library System	Mid term
1.2	Identify local educational institutions and other entities who are able to offer computer and internet courses to local businesses and collaborate with them to provide these courses targeted to local businesses needs	a. Survey local businesses to determine their computer training needs b. Collaborate with appropriate educational and workforce training agencies to implement this training	Buckeye Career Center Carroll County Economic Development Office	Mid term
1.3	Inventory and then market the availability to the public of local computer facilities, such as those available through the library system, and encourage local residents to use these facilities	a. Survey local service providers to determine the facilities and services available for the public b. Market the availability of these resources to local residents c. Explore the potential of opening local public school computer labs to the public on non-school hours	Local School Districts Carroll County Library System	Mid term

1.4	Explore the possibility of introducing an "Internet Master" Computer Assistance Program following the model of that initiated through the University of Minnesota Extension Program	a. Research the Internet Master Program and find out how to implement it in Carroll County b. Locate volunteers and resource support for this program c. Implement this program	Ohio State University Extension	Long Term
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Community Facilities and Services

Summary

Community services and facilities are an important and interrelated part of the physical and social development of Carroll County. Facilities enable local governments in the county to provide adequate levels of many necessary public services to residents and local business firms. They provide for the health and safety of residents and contribute to the ability of Carroll County to attract businesses and grow the local economy. Facilities include education structures, firehouses, libraries, public governmental offices and buildings, and health care facilities. Important public services include education, fire protection, police, social services, government administration, child and elderly care, library services, and health care.

Information was gathered to address the facility needs in the county after analyzing the existing facilities. In general, most agencies felt that there was a definite need to increase space and update facilities to meet the growing need for technology and additional programs throughout the county. The county has been working with bare minimums for many years and could provide better services with the assistance of more adequate facilities.

This section of the plan presents an inventory of the various community facilities within Carroll County as well as a listing and description of the types of community services available to county residents (refer to Map 7). This information will help determine the quality of existing facilities and services and the need for additional facilities and services. The primary source of this information on facilities was phone and personal contact surveys.

Planning Issues

Existing Conditions and Trends

Public Education Facilities and Services

Existing K – 12 School Facilities

Carroll County is presently served by eight local school districts: Carrollton Exempted Village, Brown Local, Minerva Local, Conotton Valley Local, Southern Local, Edison Local, Harrison City, and Sandy Valley Local. Only Carrollton E.V. and Brown Local's school facilities lie completely within the county. Conotton Valley School District has two buildings within the county, but they are part of

Community Facilities and Services Comprehensive Plan

the Harrison County School System. Carroll Hills School and Carroll Hills Workshop, which are operated by the Carroll County MRDD, are also located within Carroll County.

The Carrollton E.V. School District is the largest educational system in the county, as it operates five of the county's school buildings.

Carrollton Exempted Village School District

The Ohio Schools Facilities Commission has made an inspection of all of the buildings in the Carrollton Exempted Village School District and has determined that all of the buildings are in need of major renovation or replacement.

Brown Local School District

Brown Local is also working with the Ohio Schools Facilities Commission to address the needs of their school facilities.

Conotton Valley Union School District

Conotton Valley Union is also working with the Ohio Schools Facilities Commission to address the needs of their school facilities.

Condition of Public School Facilities Carroll County 2003

<u>Facility</u>	<u>Date Constructed</u>	<u>Additions</u>	<u>General Condition</u>
<u>Carrollton E.V.</u>			
Augusta Elementary	1928	None	poor
Carrollton Elementary	1913	1926/1989	poor
Dellroy Elementary	1926	1958/1985	fair/poor
Bell Herron Middle School	1927	1937/1949/2000	poor
Carrollton High School	1956	1963/1984/2000	fair
Bus Garage	1982	none	good
Special Services House	pre 1950	none	poor
Learning/Technology House	pre 1950	none	poor
Administrative House	1872	none	fair
Scio Road Building	1978	none	good
 <u>Brown Local</u>			
Malvern H.S./M.S./Elem.	1927	1953/1970/1973 1976/1995	fair/poor

Community Facilities and Services Comprehensive Plan

Conotton Valley Union

Sherrodsville Elem	1911	1928/1961	Poor
Conotton Valley Union Jr-Sr High	1952	1961	Fair
Carroll Hills	1985		Excellent

Educational Services

K- 12:

Public school educational services are mixed in Carroll County; some indicators of success are positive while others need attention. Carrollton and Brown Village Districts, the two largest school systems in the County, have graduation rates much higher than the State average. Carrollton Village schools have higher scores on the State's proficiency tests in all grades than either Brown or the State of Ohio.

There are a number of private K-12 schools in Carroll County, including Amish schools that provide education through grade 8, and a Christian Academy.

Post-Secondary Education:

Stark State University has a branch in Carrollton where students can take advantage of dual enrollment. Students are able to take college courses in high school, which gives them an opportunity to obtain up to 60 hours of college work prior to high school graduation. In addition, branches of Kent State University are located within easy commuting distance. KSU-New Philadelphia is approximately 30 miles to the West from Carrollton in Tuscarawas County and KSU-East Liverpool is approximately 32 miles to the East in Columbiana County. KSU in New Philadelphia offers associate's degrees, as well as all coursework for the following bachelor's degrees: business management, general studies, justice studies, industrial technology, nursing and technology 2+2. In addition to the undergraduate coursework, the Tuscarawas Campus offers all coursework for a master's degree in Technology. The campus' newly constructed Science and Advanced Technology Center provides over 50,000-square-foot of laboratory and classroom space for nursing, continuing studies and workforce development. The East Liverpool campus offers eight associate's degrees in such areas as nursing, technology, accounting, criminal justice, legal assistance and occupational therapy. They also offer an associate's degree in Arts and Sciences.

Carroll County students who desire to pursue the skilled trades and technical education have access to Buckeye Career Center, an accredited two year vocational technical high school which offers training and experience in modern work oriented areas. Programs offered include School to Work, Career Development, and Adult Education. They have Articulation Agreements with many surrounding colleges, including KSU – Tuscarawas Campus and the Ohio

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State University Agricultural Technical Institute in Wooster, enabling graduates to transition directly into higher education.

Statement from Stark State College:

We at Stark State College are delighted to respond to and collaborate with the community leaders in Carroll County to bring higher education opportunities to the region. The leadership paved the way for the college to rapidly connect with interested individuals to inform them of the possible courses we could deliver locally by publicly announcing information meetings, discussing local needs, and providing suitable instructional space. We look forward to a continuing relationship and to making increasing opportunities available to the residents of the region. Together we look to identifying strategies to assist in preparing individuals for higher wage jobs by providing the education and training necessary to become qualified for those positions.

Fire and Emergency Facilities and Services

Emergency Management Services

The way counties contend with their emergency response needs and the types of training and expertise that is expected from police, sheriff and fire departments at the local level has changed markedly since 9/11. Each county throughout Ohio is now expected to be able to deal effectively and directly with a whole range of disasters and threats that were not even in the local imagination only a few years ago. Carroll County, like all other counties in Ohio and throughout the nation, is in the midst of intensive planning so that gaps in resources and personnel can be identified, and measures can be taken to address these gaps. The age of Homeland Security is having a profound impact upon agencies at the local level.

Carroll County Emergency Management services is the County's point of contact for all county first responders (fire, sheriff, police), appropriate state agencies and appropriate federal agencies including the State Emergency Management Services, Office of Disaster Preparedness and Homeland Security. The EMS is also the clearinghouse for state and federal agencies regarding Homeland Security funding and issues and is the point of contact for the Weapons of Mass Destruction Board. The EMS has a countywide Advisory Board whose responsibility it is to develop and implement a strategic plan for the county and to insure that gaps in services and resources are filled over the coming years. The first step was an in-depth assessment of the resources currently available through the first responders, including an inventory of all of the equipment and facilities that were available throughout the county. This assessment has been completed and an inventory prepared. The next step was to evaluate the

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responder capabilities, and identify the “backfill” needs, or gaps, between what is available locally and what should be available locally so that Carroll County can be self-reliant. These backfill needs have been identified, the Advisory Board has prioritized them, and funding has been secured to meet the most critical of these needs. The Advisory Board will continue to seek funding to meet as many of the needs as possible over the coming years. Oil and Gas development in the area since 2011 will impact the need for additional available services. The extent to which will be ongoing evaluation.

Fire

There are 11 separate fire departments located in Carroll County. These departments and their location are as follows: Augusta (Augusta), Great Trail (Malvern), Carroll County (site outside of Carrollton), Carrollton (Carrollton), Dellroy (Dellroy), Fox Township (Mechanicstown), Leesville (Leesville), Loudon Township (Kilgore), Malvern (Malvern), Perry Township (Perrysville), Sherrodsville (Sherrodsville) and Sherrodsville (private).

Fire Department Facility Conditions Carroll County 2014

<u>Department</u>	<u>Age of Station</u>	<u>General Condition</u>
Augusta	75+ yrs.	Fair
Carroll County	21 yrs.	Good
Carrollton	23 yrs.	Good
Dellroy	60+yrs.	Fair
Fox Township	60 +yrs.	Excellent
Great Trail	35+ yrs.	Good
Leesville	60 +yrs.	Fair
Loudon Township	40 yrs.	Fair
Perry Township	53 yrs.	Fair
Sherrodsville	60+yrs.	Fair
Sherrodsville Vol.	14 yrs.	Good

Of the 11 fire departments in Carroll County, 8 have facilities that are 30 years or older. Six of the 11 departments were given a rating of only “fair.”

The survey also revealed that, for those departments that responded, two would like to have more space, two have a need for equipment, one a paved parking lot and one needs indoor plumbing.

Fire Departments

<u>Department</u>	<u>Needs</u>
Augusta	None
Carrollton	None
Carroll County	Paved parking lot
Dellroy	N/R
Fox	Turnout Gear/Tanker
Great Trail	None
Leesville	None
Loudon	N/R
Perry	Indoor Plumbing/More Space
Sherrodsville	None
Sherrodsville	More space/equipment

In terms of fire suppression systems, only the villages of Carrollton, Great Trail and Minerva currently have a community-wide system of hydrants. The village of Dellroy, served by the Lake Atwood Regional Water and Sewer District, does not yet have a water system. There are a few dry hydrants that have been installed using water from Lake Atwood and other smaller lakes, but those few hydrants are the only ones currently available.

Fire Fighting Services

The quality of fire fighting services, as measured by number of paid FTEs, type and condition of available firefighting equipment and vehicles, average response time, range of services, qualification and training of personnel, and fire fighting resources in the community (hydrants, water pressure, volume and quantity) directly impacts upon the health and safety of community residents.

A Cooperation Agreement exists among the 11 fire departments throughout Carroll County that they will assist each other and provide backup in the event of an emergency that is beyond the capacity of one department to effectively handle. Also, in relation to Homeland Security and the EMS, the cooperation agreement identifies the specific expertise and/or equipment available in each department to address specific disasters and events, and identifies certain first responders as the lead for dealing with these disasters. So, if there were a hazardous chemical spill anywhere in the County, the trained and specially equipped Haz Mat team housed in the Carrollton Fire Department would be called upon to address this event.

Police and Safety

There are two full time law enforcement agencies in Carroll County: the Carrollton Village Police Department and the Carroll County Sheriff's Department.

Carrollton's department staff includes a Chief of Police and full time staff officers. The department operates strictly within the corporate limits and provides protection 24 hours a day, 7 days a week.

The Carroll County Sheriff's Department serves the entire county, including incorporated and unincorporated areas.

The Village of Minerva has a full time police department located in the Stark County portion of the community. The other villages do not have law enforcement departments and rely on the County Sheriff's Department for coverage.

The County Jail, which can accommodate about 28 prisoners at one time, was constructed in 1975. There are no current plans to expand this facility, although if funds were available, it would become a desired action. The jail serves all of Carroll County and does take prisoners from outside of the county.

Carroll County recently implemented a 911 system. They are also planning to merge the 911 software with the County's GIS system, which is 90% complete, in order to effectively locate the point of origin of 911 calls made on land lines and received by the county. Under this merged system, a 911 call that comes into the county will interface with the GIS system so that the origin of the call can be pinpointed, a map produced, and this information provided to the emergency responder

Health and Medical Care

Access to health care and the affordability of such care is a major challenge and therefore a major issue for individuals and families in Carroll County. Carroll County does not have a hospital and the closest facilities are located in Dennison, Dover and Canton. Emergency care can therefore take valuable time to access.

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There are two urgent care facilities in Carroll County, both in the Village of Carrollton. One is the Aultman Center, affiliated with Aultman Hospital in Canton, and the other is the Mercy Center, affiliated with the Mercy Hospital, also in Canton. Both facilities are staffed with emergency physicians and specialists and provide stat care, including radiology, basic first aid and emergency services. Both facilities are able to stabilize emergency patients for transport to their affiliated hospitals in Canton, an ambulance ride of approximately 30 minutes. Both facilities have been in the community for some time. There are also two women's clinics in the county, one at Aultman and the other available through a private provider in Carrollton.

The county has private ambulance services that transport patients to the hospitals in Canton and other locations. From Carrollton to the Canton Hospitals is approximately a thirty-minute ride.

There are four long-term health care facilities that serve residents of Carroll County. They are located in Minerva, Carrollton, Bowerston and Kensington. The two largest (in Carrollton and Minerva) have approximately 100 beds each, and the remaining two have 25 beds each. All four of these facilities are Medicare and Medicaid certified. One of the smaller facilities serves mostly MRDD clients. There are two group homes available specifically for MRDD clients. These are the Sister's Group home and the Group Home operated by the VOCA Corporation. The County Home, located north of Carrollton on Rt. 9, provides long-term care for the elderly and indigent in Carroll County.

Child Care Facilities and Services

According to the needs assessment conducted by the Family and Children First Council, affordable, quality day care services in Carroll County, especially for infants and after-school age children, are difficult to obtain and present a critical underserved need for families with children. Many parents rely on family members to care for their young children, but if this is by necessity or desire is not clear and could be a result of the limited accessibility to quality, affordable day care programs.

Library Facilities

The Carroll County District Public Library system serves the needs of Carroll County residents. Its main building is in Carrollton and it has a branch building in Malvern. It also has a bookmobile that travels throughout the county. Below are some pertinent statistics on the Carroll County District Public Library.

Library Services

The Carroll County District Library System includes a full range of services. The District offers a number of programs for children. Internet access is also available and the library provides free computer training classes.

Future facility needs: The Carroll County Public Library anticipates future facility needs in additional space and additional parking. Because of recent demands for additional technology, programs, and reference materials, it has become evident that additional space will be necessary in the near future.

Because the Malvern Public Library is a new facility there are currently no specific needs, however, if circulation and programming increases dramatically a need for additional space may develop in the future.

Services for the Elderly

Carroll County's elderly population is growing. The future needs of this demographic group will need to be assessed and planned for. Facilities and services now available for older persons in Carroll County include:

- The Carrollton Senior Center, open Monday through Friday, provides lunches and programs for seniors. Meals on Wheels also operates out of this facility
- The Minerva Senior Center serves lunch on Monday through Friday and provides programs for seniors
- The Lion's Club in Sherrodsville operates a senior nutrition site.
- The Carroll County Council on Aging provides planning and coordination for senior issues and programs throughout the county

Although there is no exclusively senior housing in Carroll County, there are four existing housing complexes with income-eligibility requirements, and many of their residents are elderly who live on fixed incomes. There are no assisted living facilities in Carroll County, and there is a growing need for these housing options. There are four extended care facilities that accept both Medicare and Medicaid (for more information, see Medical Facilities section of this chapter).

Solid Waste Management

(Refer also to Natural Resources section of plan).

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Carroll County is part of a three county Solid Waste Management District, which includes Carroll, Harrison and Columbiana Counties. There are a number of programs that are housed in the Solid Waste Management District including Litter Control, Adopt a Highway, Solid Waste Management and Recycling.

The County has a Recycling Program with 11 sites throughout the County. Two of the sites contain bins, located in Carrollton and Malvern, that are available 24/7. The Ohio EPA is encouraging communities to increase their percentage of recyclables by expanding customer access and this trend will continue in the future.

Carroll County also has a Litter Collection program supported through a grant from the Ohio Department of Natural Resources. Through this grant they have been able to hire a part-time coordinator who supervises the collection of litter by County jail inmates along the roadways.

Public Governmental Facilities

Village Facilities

Village	Room Size	Yr Built	Condition	Bldg Use (Capacity)
Carrollton				
Municipal	30x30	1948	Excellent	Council (33)
Safety	40x40	1991	Excellent	Fire Dept (60) Police Dept

The Village also operates 3 park facilities (Ann Green, Vets and Kiddie Land)

Dellroy	30x40	1920	Excellent	Council (50) Ruritans
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Malvern	25x30	1853	Poor	Council (40) Park Bd/Scouts
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The Village also operates a 30 acre well equipped and maintained park facility/w shelters (3)

Sherrodsville	16x32	1941	Fair	Boy Scouts
		1953	Fair	Fire Dept
	24x32 (Pavilion)	1992	Good	Community

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Township Facilities

Selected townships offer facilities for public use such as meetings, social gatherings and other small group events. Some of these facilities are combined with local fire and police stations.

Twp	Room Size	Yr Built	Condition	Bldg Use (Capacity)
Augusta	20x30	1930	Fair	Trustees Mtg (30)
Center	24x28	2003	Excellent	Trustees Mtg (60) Voting/4H
East	20x30	1958	Good	Trustees Mtg (50) 4H/Ball Grps
Fox	10x20 20x30		Good Excellent	Trustees Mtg (10) Fire Dept
Harrison	15x20	1974	Good	Trustees Mtg (20)
Lee	32x60	1884	Good	Trustees Mtg (200) Scouts/4H
Loudon	Trustees meet in Fire Dept facility 50x75		1976 Excellent	Fire Dept (180)
Monroe	24x28	1965	Good	Trustees Mtg (25)
Perry	32x65	1918	Fair	Trustees Mtg (150) Voting/4H Fire Dept
Union	16x30	1983	Good	Trustees Mtg (40) 4H
Washington	24x40	1995	Excellent	Trustees Mtg (50) Voting

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County Facilities

This section presents the various facilities maintained and operated by Carroll County or designed to serve and fulfill the needs of the entire county rather than a particular local area.

<u>Facility</u>	<u>Age</u>	<u>General Condition</u>
Carroll County Park District		
Bluebird Farm Park	200+ years	Fair
Carroll Community Park	200+ years	Good
Court House	200+ yrs.	Fair
County Home	60+	Fair
Sheriff's Department	28 yrs.	Good
Fairgrounds	N/A	Fair
Airport	N/A	Good
Bureau of Support	75+	Fair
D.J.F.S. (old)	50+	Fair
D.J.F.S. (new)	?	Good
Carroll Hills School	18 yrs.	Excellent
Brown/Malvern Sewer Dept.	N/A	?
Highway Dept.	?	?
Dog Pound	?	?
Apt. Building	?	?

Other Community Facilities

	Room Size	Yr Built	Condition	Bldg Use (Capacity)
Bluebird Farm Park				
Hannon Hall	30X20	1998	Good	50
Garden Room	30X15	1998	Good	30
Toy Museum		1999	Good	50
Restaurant		1989	Fair	75
Amphitheater		2007	Good	2,000
Carroll Community Park				
Large Pavilion		2007	Good	150
Senior Citizens	40x40	1980	Excellent	Sr Citizens (80)
Friendship Center	40x60	2001	Excellent	Stark State (110) Athletic Boosters 4H/Line Dancers

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Dellroy Community Hall	50x96	1997	Excellent	Community & Social Events (160)
Carroll County Commission for the Advancement of the Arts	40x60 Two Floors ADA Accessible	2000	Excellent	Bd Mtgs (160) Music Club Creative Writers
Carroll County Genealogical Soc.	15x30		Fair	Bd Mtgs (20)
Carroll County Humane Society				
Carroll County Historical Society		1939 1923	Good Good	Bd Mtgs (200) Spinners&Weavers
VFW/Am Legion				
Fairgrounds		2013	New Barn	Proposed Community Center/Meetings

Goals, Objectives, and Strategies

Goal 1: Insure that Carroll County residents have access to adequate community facilities and services within designated service districts

Objective 1: Provide a central location for Carroll County residents to access needed public services.

- 1.1 Conduct an in-depth analysis to determine the feasibility of developing a central location to house the Department of Jobs and Family services and other social service providers such as MRDD, Health Department, Early Childhood Services, and other Family and Children First Council member organizations. This could be a Health and Family Services facility structured in a similar manner as the Mercy Medical facility and Aultman Medical facility
- 1.2 Convene the different agencies and organizations to plan the types of supportive services that could be offered through this facility, for instance, job training, childcare to assist those families who are

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utilizing the services provided, transportation, and other supportive efforts

- 1.3 Survey community residents to gather data to help determine the facility needs
- 1.4 Identify various sources of funding and revenue that can be used to construct such a facility

Objective 2: Examine and plan for effective space and facilities for county offices and departments such as the Sheriff's offices, County Jail and Highway Department.

- 2.1 Give consideration to constructing a new county jail and Sheriff's Offices on the County Home property on Route 9. Allow the vacated Sheriff Offices and jail for additional offices for county agencies
- 2.2 Give consideration to moving the Highway Department along with the Sheriff Offices to the County Home property and allowing additional space for the Highway Department operations

Objective 3: Examine the technological needs of various public offices and agencies to see if capital or equipment improvements need to be made

- 3.1 Assist the Carroll County District Library's Carrollton facility in planning for additional needed space and equipment to provide for technological advances
- 3.2 Survey other public offices and agencies to determine their technological needs

Goal 2: Provide adequate funding for needed community facilities and services

Objective 1: Identify and secure sources of funds to support the construction and remodeling of community facilities

- 1.1 Institute Capital Improvements Programming to plan for the financing and construction of community facilities

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- 1.2 Seek sources of local, state and federal dollars for the construction of facilities and the provision of needed services

Objective 2: Assist community facilities in planning for the technology needs and resulting increased space requirements needed for future use

- 1.1 Work with Carroll County District Library in planning for future programming needs
- 1.2 Work with the Carroll County Agricultural Society to promote greater utilization of the County Fairgrounds.

Goal 3: Recognizing that the population of Carroll County is aging, take steps and institute measures to meet the increasing needs of the senior population.

Objective 1: Determine the needs of Carroll County senior citizens

- 1.1 Conduct a countywide assessment to determine the needs of Senior citizens
- 1.2 Obtain the thoughts, feelings and input of Carroll county seniors through a variety of methods including surveys and focus groups

Objective 2: Conduct a strategic plan, based on the needs assessment, to provide programs and services targeted to Carroll County's senior citizen population

- 2.1 Bring all agencies with a stake in meeting the needs of seniors into meaningful participation in conducting and implementing this plan
- 2.2 Conduct a needs assessment feasibility analysis on the possibility of developing an assisted care facility for seniors in Carroll County

Goal 4: Insure that all Carroll County families have access to affordable, quality day care for infants, toddlers, pre-school and school age children

Objective 1: Expand after-school, vacation and summer programs for school age children

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- 1.1 Survey parents of school age children to determine the need for after school programming
- 1.2 Seek sources of assistance to expand after school programs throughout the County

Objective 2: Determine the need for additional accessible, quality day care in Carroll County for infants, toddlers and pre-school age children

- 2.1 Conduct a needs analysis of families in Carroll County to determine the need for additional day care services, identify the types (full-time, part-time, income eligible or full pay, sick child care, 24 hr. care, infants, etc.) of services needed, and develop a plan to fill these gaps
- 2.2 Implement efforts to market the availability of existing day care programs to families in Carroll County
- 2.3 Explore opportunities to pursue funding from state and federal sources to assist in training childcare providers and subsidize childcare costs

Goal 5: To provide all Carroll County residents of all ages and incomes with easy and affordable access to a full range of quality health care options and services

Objective 1: Determine the need for accessible and affordable health care services in a full range of options

- 1.1 Convene a taskforce of health care providers, parents and other representatives to prioritize the health care needs and develop a strategy for improving access and affordability
- 1.2 Consider the feasibility of developing an ongoing community health care education program to provide information and assistance in preventive health approaches
- 1.3 Examine the possibility of developing a 24 hour, 7 day a week Critical Care facility in a central point in Carroll County

Goal 6: Develop local capacity among first responders in Carroll County to effectively handle emergencies, disasters, and security issues and events.

Objective 1: Support the efforts of the Emergency Management Services in Carroll County to develop county-wide plans and strategies for dealing with emergency situations and security events

- 1.1 Assist the EMS and its Advisory Group to identify sources of funding to meet the equipment and training needs of the county's first responders. Explore additional sources in the community for support with gas/oil industry emergency responders (2011 forward).
- 1.2 Maintain communications between the county EMS and the Offices of Homeland Security, Offices of Disaster Preparedness, and other appropriate organizations at the state and federal level
- 1.3 Keep up to date on emerging technologies to deal with disasters and security events

Objective 2: Enhance the collaboration among first responders in Carroll County.

- 2.1 Effectively utilize limited resources by identifying key first responders who can provide specific services countywide, and further enhance their capabilities.

Goal 7: Carroll County children and youth receive a quality K-12 education, through public and private systems

Objective 1: Carroll County schools are adequately funded

- 1.1 Carroll County residents fund their local schools through taxes
- 1.2 Schools are able to attract grant dollars from state and federal sources to enhance local educational programs

Objective 2: Carroll County students score well on state proficiency tests

- 2.1 Students pass all sections of the proficiency test

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- 2.2 Students score higher than the averages for the State of Ohio

Objective 3: Carroll County school buildings are up-to-date and in excellent condition

- 3.1 Adequate funding is received to rehab existing school buildings and build new in accordance with state guidelines and local needs
- 3.2 Carroll County students have access to up-to-date technology in their schools

Goal 8: Availability of Post-secondary Education Opportunities for all Residents

Objective 1: All residents to have a minimum of GED equivalency

- 1.1 Opportunities for adults to participate in GED programs

Objective 2: Post-secondary programs to be available in county

- 1.1 Various types of educational programs (technical, trades, college) to be offered
- 1.2 Programs available for low income residents
- 1.3 Work co-operatively with a post-secondary educational institution to offer programs

Indicators of Achievement

Goal 1 - Access to Adequate Community Facilities and Services Within Designated Service Districts

- a. Creation of central location for access to public services, "one stop shopping"
- b. Percent of population without access to services

Goal 2 – Provide Adequate Funding for Facilities and Services

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- a. Amount of monies secured from all sources
- b. Development of a facility use and future needs assessment plan

Goal 3 – Conduct a Strategic Plan for Senior Citizen Needs Programming and Services

- a. Completed needs assessment
- b. Percent of low income seniors having access to nutritious meals
- c. Number of seniors participating in senior programming
- d. Percent of seniors living in decent, safe and sanitary housing
- e. Number of seniors who live independently
- f. Number of seniors requiring assisted living facilities
- g. Number of seniors using nursing home facilities
- h. Number of families seeking senior day care
- i. Number and types of senior housing available
- j. Percent of available job openings available to seniors

Goal 4 – Access to Affordable, Quality Day Care for Infants, Toddlers, Pre-school and School Age Children

- a. Number of day care facilities available
- b. Number of families seeking day care
- c. Number of children enrolled in day care
- d. Number of programs for low income families
- e. Annual percent of children arriving at school with age-appropriate literacy skills

Goal 5 - Easy and Affordable Access to Quality Health Care Options and Services

- a. Completion of healthcare profile of county citizens
- b. Amount of time it takes to receive emergency care
- c. Annual percent of children with access to comprehensive health care
- d. Number of persons utilizing Health Dept. services on a yearly basis
- e. Annual percent of children receiving complete immunization series by age two
- f. Number of participants in community based health care education programs

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Goal 6 – Develop Capacity of First Responders to Effectively Handle Emergencies, Disasters, Security Issues, and Events

- a. Average response time of emergency services
- b. Amount of training held by emergency services workers
- c. Number of personnel participating in training exercises
- d. Development of specialized response (haz mat, terrorist, etc) groups
- e. Amount of specialized emergency equipment secured

Goal 7 – Children, Youth and Teens to Receive A Quality K-12 Education through Public and Private Systems

- a. Percent of school levies passed
- b. Annual percent of students passing all sections of state proficiency tests
- c. Annual graduation rates
- d. Annual percent of students with 95% attendance rate or better
- e. Annual percent of students reporting parental involvement with their education
- f. Percent of computers under 5 years of age
- g. Ratio of students per computer
- h. Physical condition of school buildings
- i. Development of building improvement plan
- j. Amount of monies secured to build new buildings

Goal 8 – Availability of Post–secondary Education Opportunities for All Residents

- a. List of programming opportunities available
- b. Amount of programming available to low income residents
- c. Establishment of a satellite branch of post-secondary educational institution
- d. Number of adults participating in GED programs
- e. Number of residents participating in post-secondary programs

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Growth Management and Land Use

Summary

Where it is appropriate the Carroll County community desires to encourage and provide for development that respects our commitment to enhance the character of our rural setting. We believe a development policy that is managed wisely can be good for existing residents and serve to maintain the reason people live and operate businesses in our community. Priority should be placed on supporting business development that increases the quality of life of our residents while sustaining the natural resources that define our community. Directing development toward designated retail, industrial and residential growth areas surrounding existing population centers will sustain Carroll County by helping to support existing infrastructure at a more reasonable economic cost per user. Likewise, by focusing planning area development on areas where infrastructure already exists, agricultural, open space and natural environments will be protected. Managed development should serve to increase the income of existing and future residents raising their standard of living. Our schools should benefit by increased funding resulting in a competitive educational experience. In addition the wise use of our natural resources will assure an opportunity for not only today's citizens but for future generations the availability of opportunities to meet their needs and desires. Reaching the vision we described will require the establishment of a land use strategy that is truly based on sustainable development practices.

Contained in this section are the land use objectives, strategies and actions recommended to implement the Carroll County Comprehensive Land Use Plan. Focus is placed on directing future development towards villages and subdivisions with central water and sanitary sewer systems. Basic to this planning strategy is to discourage inappropriate use of current agricultural and green space. Where it is necessary to establish large-lot single-family homesites, they should be developed in a manner that sustains natural resources and incorporate water and wastewater systems that meet established health standards.

This Land Use section establishes a different direction from the current development trends. **The plan supports the grouping together of residential, business and industrial uses into planning areas.** Where possible we desire to slow the increase in number of family households to a more manageable rate that protects our ability to economically and fairly deliver community services.

Planning Issues

This overview uses information gathered in the report entitled: Carroll County Comprehensive Planning Committee: Indicator Development Sessions.

Central to the community's desire to manage development is a conscious desire to retain the current percentage of land that remains rural in character. Four key elements are essential to the current definition of rural character:

1. Agriculture as a primary contributor to the area economy
2. The importance of natural resources in defining the character of the community as well as contributing to the tourist based nature of the local economy
3. Stress from the ever increasing spillover of residential home expansion from larger urban areas such as the Canton area
4. The value of protecting through new reuse strategies the historical significant structure and open spaces of the community

Carroll County residents clearly value the protection of individual rights as each person determines the best use of their land for reaching their particular dreams and definitions of quality of life. The county health department and regional planning commission are responsible for what few corporate management practices exist in the community. The health department's focus is currently targeted to adequate water and wastewater management practices on single-family lots. The regional planning commission has established and manages subdivision regulations for residential development.

Strategies and actions identified in this Land Use Section, therefore, reflect the current community philosophy by placing an emphasis on incentives to encourage cluster (concentrated) development in designated areas while raising awareness regarding the unique visual and quality experiences provided by wise natural resource management practices. The Land Use Section also considers educational opportunities to raise the understanding of residents regarding additional corporate strategies in Land Use Management.

Existing Conditions and Trends

Population Change

Source: U.S. Census Information 2010 Census and County Profile prepared by Ohio Department of Development.

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The population of Carroll County showed no growth between 2000 and 2010, while the population in the State of Ohio increased by 1.6%. The 2010 Ohio County Profile indicated that nearly 25% of workers, 16 years and over traveled more than 45 minutes each way to work every day.

Land Use

Retail development has concentrated near villages, particularly Carrollton. Route 43 just north of Carrollton has attracted new retail centers around national chain franchisees. The Carrollton downtown area continues to attract local entrepreneurs and is enhanced by the streetscape improvements by the village in 2003. Route 183 as it enters Malvern and progresses into Minerva has also experienced retail development. The Carrollton Industrial Park has developed most of the available acreage.

Agriculture and natural resource development has also provided economic and scenic benefit to the community as well as driven increased desire by urbanites to live in this tranquil setting. In addition to traditional agricultural crops and livestock, the county has a number of acres devoted to nursery stock. The value of the natural resources has created a number of recreational camps that contribute significantly to the community's economy.

Land Use Regulatory Tools

No townships in Carroll County have zoning regulations.

Planning Areas

There appears to be some similarities between certain groupings of townships as they relate to land use planning. Therefore, **this land use plan has established four planning areas based on the level of current land use. These groupings are determined based on forested land, agricultural land, lakes and wetlands, and urban expansion pressures** (refer to Map 2). Therefore, the groupings identify and reflect the crucial land use issues facing the county. Since county-wide residential development is the primary stress placed on current land use patterns in Carroll County it is very difficult to group together townships geographically. Many townships will fall into more than one grouping.

Planning Area One: Urban Expansion Pressures

Six of Carroll County's fourteen townships face population and retail development growth issues related to urban areas. These townships are Brown, Rose,

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Harrison, Washington, Augusta and Monroe. Five of the townships are in the northern part of the county with the three townships in the northwest quadrant of the county facing the most recent largest increases in population.

Crucial Planning Issues for urban expansion townships include:

- Future development of U.S. Route 30
Regardless of whether U.S. Route 30 four lane expansion is located in northern Carroll County or southern Stark County the decrease in commuting time this highway will offer will put increasing pressure on northern Carroll County for residential and retail development.
- Increased pressure for use of existing agricultural land for alternative land uses particularly by large lot single-family development. Augusta Township is currently the second highest township in terms of land used for farmland.
- Industrial & Retail Development
Two of the potential three sites for new industrial development are located in these townships. In addition, Route 183 through Malvern and Minerva are current retail development areas. Route 43 as it travels north from Carrollton is currently a strong retail development area. Western Harrison Township would be the next area likely to face growth pressures along this retail development route.

Planning Area Two: Agricultural Use

Six of Carroll County's fourteen townships have more than 45% of their land use in currently classified as farmland. In order from highest are East, Augusta, Washington, Center, Harrison and Loudon.

Crucial Planning Issues for agricultural use townships include:

- As Carroll County focuses their goal of preserving farmland these six townships would seem to be primary areas for providing incentives to agricultural land use patterns.
- Harrison, Washington and Center Townships are within the potential development path of Carrollton Village as growth follows Route 43 and Route 9.
- Augusta and East Townships are in the potential path of U.S. Rt. 30 should that project go forward.
- Loudon Township is located in the southeastern corner of Carroll County. Although this section of the county is not facing urban expansion issues

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- for residential development the township still is one of the more urban populated townships and should not be ignored.
- Groundwater supply issues in terms of quantity and quality also are present in these areas

Planning Area Three: Forested Land

Nine of Carroll County's fourteen townships have more than 50% of their land use currently in forested land. Five of these nine townships currently have 60% or more of their land use in forested land. These townships are primarily in the southern section of the county. Geographically this high concentration of forested land forms a section running from the Fox and Lee Townships in the east, moving to the west in Union and Monroe Townships and dropping to the southwest to capture Orange Township.

Crucial Planning Issues for forested land townships include:

- Forested land is of particular value for recreational and tourism development as well as attractive for residential development. It also may be more difficult to create planning area development projects.
- Sanitary sewer issues are present, particularly in Leesville and Orange Township
- Water in the southeastern section is supplied from sources outside Carroll County
- These forested areas provide opportunities for nature conservancy activities and additional natural parkland development for recreational and tourism activities
- Economic value of best management practices on forestry and nurseries

Planning Area Four: Lakes and Wetlands

The western section of Carroll County is blessed with lakes and wetland areas. Included in this area are Monroe, Orange, Union, Perry, Brown and Rose Townships. Many of these townships are also forested land use.

Crucial Planning Issues for lake and wetland townships include:

- Atwood Lake and Leesville Lake provide recreational, tourism and nature activities
- Atwood Lake attracts individuals interested in recreational home use
- These areas are currently developing plans for expansions and improvements to water and waste water systems

- Mohawk Lake attracts residential development from urban areas and has water and sewer services
- Flood control, especially in the 100 year flood plan which encompasses portions of Dellroy an Sherrodsville
- Stewardship of Wildlife
- Groundwater recharge

Goals, Objectives and Strategies

The Land Use Section is the part of The Carroll County Comprehensive Land Use Plan that blends together the various goals, objectives and strategies from the other sections of this document to create a truly sustainable development policy that finds equity between the economic, social and environmental sectors of our community. In this section we desire to reflect how we plan to reach the goal set by this community:

Goal 1: Carroll County residents value their open spaces, agricultural lands and natural areas. They wish to sustain these vital areas that are historically the foundation of the community's quality of life and economic base. Where it is appropriate the Carroll County community desires to encourage and provide for development that respects our commitment to enhance the character of our rural setting.

Objective 1: Intentionally create a development pattern that links together the community's economic, social and environmental goals

- 1.1 Encourage development into concentrated planning areas around existing infrastructure (refer to Map 8)
 - 1.1 a. Encourage villages to develop and adopt plans consistent with the goals of the County's Comprehensive plan for transportation and public grounds in order to meet the requirements of ORC 711.09
- 1.2 To manage development through public infrastructure, not based solely on cost.
- 1.3 Encourage higher density infill development through financial, tax, loan and grant incentives for development occurring in existing development areas using existing buildings; new buildings should be developed to reflect the character of the area
- 1.4 Establish identified acceptable growth sites and direct new development not conducive to infill into these areas

Objective 2: Residential Development that encourages higher density development

- 2.1 Establish subdivision standards that reward residential planning area development centered around common green space by:
 - 2.1.a Decreasing the required lot size for each housing unit while keeping the overall minimum required acreage for septic in the overall design
 - 2.1.b Use of tax increment financing techniques or other creative public financing methods to lower the infrastructure cost for public utility construction

- 2.2 Provide technical assistance through county offices to assist developers explore alternative site development approaches that encourages planning area green space development following Regional Planning Commission guidelines and Village ordinances.

Objective 3: Enforce and update existing development regulations as a first step in implementing the Carroll County Comprehensive Land Use Plan

- 3.1 Local authorities to enforce existing regulations
 - 3.1.a. Review nuisance laws, particularly abandoned vehicles, mobile homes, refuse/litter, and junkyard standards
 - 3.1.b All properties to meet existing sanitary standards at the time of transfer of ownership

- 3.2 Expand and update existing health department standards regarding on-site wastewater and water systems. Require the attachment of a legal lot description to application for water or wastewater permits.

Objective 4: Provide educational workshops for residents and elected officials regarding zoning and building standards

Objective 5: Plan for future highway traffic demands

- 5.1 Identify key traffic routes for future development areas to assure adequate sizing for future traffic flow. Key existing routes include:

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- 5.1.a. State Route 43 from Carrollton north to county line
- 5.1.b. State Route 183
- 5.1.c. State Route 39 from Carrollton west to county line

- 5.2 Establish regulations to plan for future traffic demands to assure efficient travel flows by limiting access points and establishing building setback standards for future development of frontage roads where needed

Objective 6: Encourage investment from governments, agencies and businesses from outside Carroll County to implement environmental based activities that will implement the strategies of the Carroll County Comprehensive Land Use Plan

- 6.1 Enforce “no build” compliance in flood plain areas.

Objective 7: Establish a new fund through the Carroll County Regional Planning Commission to provide incentives for land use strategies that implement the Carroll County Comprehensive Land Use Plan

- 7.1 Provide estate planning educational seminars for residents and absentee owners/descendents of Carroll County/and parcels

The Land Use Strategy

Strategic Emphasis

The strategy used as the base of the Carroll County Comprehensive Land Use Plan is to move development away from scattered individual lots and into concentrated development areas.

In an effort to encourage concentrated development while sustaining the existing use of the land, four planning areas were identified:

Planning Area One: Urban Expansion Pressures: These communities are targeted as appropriate areas to direct retail, commercial and industrial development, In addition the goal is to identify agricultural areas that are at high risk of being converted to new uses so that priority can be placed on sustaining these areas through incentive activities.

Planning Area Two: Agricultural Use: These communities are identified as areas where emphasis should be placed on limiting large lot development

and encouraging incentives for planning area development with green space if development must take place.

Planning Area Three: Forested Land: These communities are identified as areas vital to applying policies and incentives to maintain forest based activities. Crucial to the development in these areas is the applications of tourism development; residential camps and forest based agricultural businesses.

Planning Area Four: Lakes and Wetlands: These communities are much like the forested areas in Planning Area Three where sustainable natural resource activities are the primary emphasis. However, these areas are already developing as residential homes, campsites and recreational centers. The establishment of sound infrastructure placement has the potential to concentrate this development in a unified manner that respects and sustains the natural areas. Development toward recreational and natural uses should be encouraged in those areas.

Concentration of Development

As indicated in the Strategic Emphasis paragraphs of this Land Use Section, there is a priority on managing development through concentrated planning areas. The three main concentrations are:

Business Corridors

Strategy: To direct development of retail, commercial and industrial uses along state routes that connect the villages of Malvern, Minerva and Carrollton.

By directing concentration in these areas developers reach their goal of planning area services to attract customers from the region. In addition the concept is to place less demand on other corridors in the county so transportation funds for road expansion can be used in these designated corridors, which will keep congestion minimal.

Industrial Areas

Strategy: To focus industrial and business park development into three locations in the county (refer to Map 4).

Industrial and business park development is an ever increasingly competitive venture. The economic benefits, however, are extremely important to funding municipal government through income taxes as well as school funding through

property taxes. To be competitive quality sites with infrastructure capable of meeting growth potential are paramount. Quality of life factors have emerged as factors of equal importance to traditional development criteria. Public support of development within these three concentrated areas will enhance not only the economic conditions of the community, but also prevent a scattered acquisition of property.

Residential Subdivisions

Strategy: To provide the natural beauty and rural amenities that attract people to live in Carroll County while decreasing the acreage transferred from agricultural and natural resources to residential use.

Cluster residential development within subdivisions that provide the amenities of an urban setting including adequate public infrastructure with the beauty of a rural landscape on smaller lots within a large tract that demand less time in care and maintenance by the owner is one of the targeted methods of managing the landscape. A second method for those owners who wish to continue to pursue large lot individual residential sites is to increase the attractiveness of using the property for agricultural and/or natural resource activities.

Defining Rural

The concepts presented in this plan help the residents and public officials define what is rural about Carroll County. Emphasis is placed on the value of agriculture and natural resources in what makes the community rural. The implementation actions also recognize that to simply protect existing conditions is not a sustainable approach to maintaining a rural landscape. Managing growth through methods chosen to wisely incorporate practices that apply equitable management of resources in a way that sustains availability for future generations is a preferred method for defining the rural landscape.

Incentives

Implementation actions move the community into creative ways of creating partnerships between developers, farmers, ecologists and social entrepreneurs. By finding incentives that share the management responsibility of the landscape each group will discover ways to create new standards for working as a community.

Education

An importance is placed on the value of providing learning environments where residents and public officials can discover new methods of setting standards for managing development. As each individual and group move into learning environments that focus conversations about potential applications, new policies will emerge. Opportunities and time for such conversations are included in the implementation phase.

Funding

Present in the implementation phase is the realization that new sources of revenues are needed to fund the suggested actions and strategies. The Carroll County Comprehensive Land Use Plan urges residents, developers and public officials to place priority on funding initiatives that bring return through economic, environmental and social enhancement. Clearly to implement a number of the suggested strategies dollars will be needed to fund personnel and technology needed to manage development that sustains a rural character.

Indicators of Achievement

Objective 1 – Creation of Development Patterns to Link Economic, Social and Environmental Goals

Objective 2 - Encourage High Density Development

Objective 3 – Enforce and Update Existing Land Use Standards

- a. Number of septic systems not meeting current standards requiring repair

Objective 4 – Conduct Educational Workshops Land Use Tools

- a. Number of resident and elected officials attending workshops

Objective 5 – Plan for Future Traffic Demands

- a. List of key highways for future development

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Objective 6 – Encouragement of Out-of-County Investment for Environmental Based Activities

- a. Amount of monies secured for development projects incorporating sustainable practices
- b. Number of developments restricted from flood plain areas

Objective 7 – Funding for Land Use Strategies Incorporating the Comprehensive Land Use Plan

- a. Amount of monies secured for plan implementation
- b. Number of acres purchased through conservation/agricultural/historical easements and development rights

Agriculture and Rural Character

Summary

The importance of agriculture and natural resources to the overall economy of Carroll County is undeniable. Additional economic activity and revenue is generated by agribusinesses and agricultural support and service businesses located in the county. In addition to this economic importance, Carroll County residents value the aesthetic and rural tourism benefits of agriculture in Carroll County.

Planning Issues

The agriculture and natural resources segment of Carroll County's economy is one of the few segments, which has engaged itself in strategic planning during the past several years.

While historically healthy, Carroll County's agricultural economy is currently being tested by increased residential development taking place in the county, and by structural changes such as specialization and expansion currently taking place in agriculture in the US and Ohio (refer to Map 2).

Carroll County's landscape of traditional farms is one of the factors, which has made the county so attractive to new residents and tourists. Ironically, it is the development patterns of these new residents, which threaten the future of some farming operations in the county.

Existing Conditions and Trends

Several local and global issues are currently affecting agriculture in Carroll County, including:

Development- the trend of increased development for rural residences has driven up the cost which farm operators must pay to purchase and rent land for farming, and increased population density in rural areas is making

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it more difficult for farmers to farm utilizing accepted best management practices (refer to Map 8)

Agricultural expansion - like other industries, agriculture is currently undergoing structural changes designed to reduce the cost of production. Many of these changes involve expansion of farm enterprises, many of which are incompatible with the topography and natural resources of the county, as well as incompatible with the objectives of many current farm operators in the county (refer to Maps 9 & 10)

Customer and product focus- Carroll County farms have traditionally produced commodities such as fluid milk, feeder cattle, and grain. Current agricultural trends point toward financial incentives for farmers who add value to products which they produce and/or market their products directly to the consumer

Alternative agricultural enterprises - many alternative agricultural and natural resource-based enterprises are returning greater profits than enterprises traditionally operated by Carroll County farmers.

Goals, Strategies, and Objectives

Objective 1: Utilize agriculture as an economic development tool in Carroll County

- 1.1 Reactivate the Carroll County Chamber of Commerce's Agriculture Committee - Agriculture and natural resources such as forestry must become part of the business and economic "culture" of business in Carroll County. A functioning Agriculture & Natural Resources Committee on the Carroll County Chamber of Commerce could help farms and other agriculture businesses and could also develop linkages between non-farm and farm businesses. Such linkages could add value to the agricultural commodities produced in the county and to non-agricultural products produced in the county.
- 1.2 Direct efforts of local economic development towards attracting new agricultural development and retaining and expanding existing

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agricultural operations - Economic development efforts in Carroll County should include agriculture and natural resources as a major focus of all efforts, including attraction of new business and retention of existing business. While agriculture is Carroll County's largest economic sector, generating \$54.3 million in cash receipts in 2002, it is rarely recognized for its potential as an engine for economic growth in the county.

- 1.3 Attract new industry, which adds value to agricultural commodities produced locally - Local economic development practitioners should work with local agricultural businesses to identify methods for adding value to, and developing products from, commodities produced on Carroll County farms and woodlands. Business attraction efforts of local economic development practitioners should then be focused on businesses and industries, which produce such products. Examples of such businesses include meat processing, wood product industries, food processing, cheese production, etc.

Objective 2: Make agriculture more profitable in Carroll County

- 2.1 Promote alternative enterprises, production systems, and marketing systems - Carroll County farmers should be encouraged to adopt alternative agricultural and natural resource-based enterprises, alternative production systems (such as managed grazing, no-till, organic, etc.), and direct marketing systems. Existing educational programs such as Country Living Field Day and Carroll County Farmers Markets should be continued and expanded to assist farmers in making the transition to alternative enterprises, production systems, and marketing systems. Efforts to promote agri-tourism in Carroll County should also be expanded. Maintain a strong extension office in the county in order to remain competitive and profitable.

Indicators of Achievement

Objective 1 – Utilize Agriculture as an Economic Development Tool

- a. Number and diversity of farms in county
- b. Acreage devoted to farming
- c. Per cent of gross receipts attributed to agriculture
- d. Number of parcels in CAUV/Forestry plans
- e. Number of new business start ups related to agriculture

Objective 2 – Make Agriculture More Profitable

- a. Number of participants in Farmer's Market
- b. Number of participants in educational programs on marketing, production, alternative enterprises

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Objective 1: Utilize Agriculture As An Economic Development Tool				
#	Strategy	Action	Responsibility	Timeframe
1.1	Reactivate the Carroll County Chamber of Commerce Agriculture Committee	Request reactivation of agriculture committee	Carroll County Chamber of Commerce Board of Directors	One Year
1.2	Direct local economic development efforts toward expanding and retaining agriculture	Develop plan for attracting new agricultural development and retaining existing agricultural enterprises	Carroll County Office of Economic Development	One Year
1.3	Attract new industry which adds value to agricultural commodities produced locally	Develop plan for attracting industries which add value to agricultural commodities produced locally	Carroll County Office of Economic Development	2 - 3 Years

Objective 2 - Make Agriculture More Profitable In Carroll County				
#	Strategy	Action	Responsibility	Timeframe
.1	Promote alternative agricultural and natural resource-based enterprises, alternative production system, and alternative marketing systems	Continue and expand Carroll County Farmers Markets	OSU Extension Carroll County Farm Marketing Association	Ongoing
		Continue and expand Country Living Field Day to teach farmers about agricultural alternatives	OSU Extension	Ongoing
		Promote agri-tourism in Carroll County		
		Continue and expand other educational programs which help farm families transition into alternative enterprises, production systems, and marketing systems	Carroll County Convention and Visitors Bureau OSU Extension	Ongoing Ongoing

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			OSU Extension	
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Natural Resources

Summary

Carroll County is fortunate to have an abundance of natural resources that help to define its rural landscape. Large, contiguous tracts of land in both public and private ownership have provided an opportunity for species like the white tailed deer, wild turkey, beaver and even an occasional black bear to take up residence here. Limited industrial development and historically good agricultural practices on family owned farms have helped to leave the county's soil, air and water clean by Ohio standards.

Continued unplanned development threatens Carroll County's human and other natural resources. By rationalizing the interests of the residents through this Comprehensive Plan, we can work toward maintaining a healthy environment and beautiful place to live for generations to come.

Planning Issues

With facts about our current resources and their economic and health values, residents, businesses and other interested parties will be able to make the right long-term decisions for Carroll County's growth.

Existing Conditions and Trends

History and Land Use

Carroll County's geology and topology has driven much of the historical land use both positive and negative. Like most of Ohio, the primarily rolling hills of the County were covered with mixed hardwood forests prior to the arrival of the settlers. Many early settlers cleared the land for farming and pasture uses; however, because of the County's severe slopes and fairly limited prime agricultural soil types, many farming efforts were abandoned in the first-half of the 1900's. Alternative uses for the existing natural resources within the land began to be explored, and sometimes exploited, instead. Some of the more positive uses included: watershed development for flood control, habitat preservation, fishing and recreational use; public and private camping; public and private hunting; and just as importantly, evergreen tree plantations.

Though not generally native to Ohio, Carroll County's soils are ideal for commercially growing many species of pine tree. Initially the government, and then later private individuals, planted many of the poorer soils and steep slopes with pine trees. In 2001, nursery and cut tree operations accounted for

approximately \$40 million agricultural revenue for the county. In addition to their important economic value, these tree farms help to provide needed habitat for game and non-game species and help to reduce soil erosion. Tree farms are an excellent example how economic value can be derived with a generally positive environmental impact.

Mining

The County is also home to a number of sand and gravel mines which in some cases, if can become excellent lakes for either high-end housing development or used as part of a nature preserve. Coal, oil and gas extraction has enhanced the economic impact within the county.

Surface Water

Carroll County's surface water is a major source of economic value as part of the recreation and tourism sectors. It is absolutely critical that the County's government, businesses and residents work to protect or improve the quality of surface water through responsible development and land use.

Goals, Objectives, and Strategies

Goal 1: Preserve the quality and quantity of Carroll County's water resources

Objective 1: Maintain or improve surface and subsurface water quality.

Goal 2: Preserve the quality of Carroll County's air.

Objective 1: Maintain or improve air quality.

Goal 3: Preserve and rebuild topsoil

Objective 1: Maintain or improve topsoil

Parks, Recreation and Open Space

Summary

Carroll County is fortunate to have a variety of landforms and open spaces in the community. Located at the boundary of the Appalachian Plateau and the glacial plains, Carroll County is in an area of geological transition between the glaciated north and the hills and valleys of the south. The rolling lands have historically been used for agriculture and resulted in a mixture of open space and wooded landscapes. The formation of a county park district offers added incentives to preserve, protect, and develop the lands of Carroll County.

Planning Issues

The Carroll County Park District has identified the following needs which must be addressed as part of an overall parks and recreation strategy for the community. Variations of these themes will also be found in the Goals, Objectives and Strategies section.

The Carroll County Park District has the following overall mission: "To create, develop and maintain a comprehensive county wide park system that will preserve and conserve our natural, historical and cultural heritage as well as provide comprehensive recreation and outdoor education opportunities for the residents of Carroll County." Several issues have been identified as necessary for a solid park district operation to successfully carry out the mission.

- Funding options including an adequate county government allocation, grants, private, corporate, and foundation contributions, recreation use taxes, and multiple forms of park generated revenues is essential.
- Acquiring property for the park system including gifts, bequeaths, life estates, leases, conservation easements, land trusts, purchase, open space requirements for commercial and residential developments, and mitigation.
- Improve existing parks and playgrounds based on funding availability. Focusing on improving the Bluebird Farm Park and Carroll Community Park, as well as maintaining the Vet Club Upper Field.
- Support a countywide park system consistent with community needs by identifying and securing funding for operations, programs and capital expenditures.

Parks, Recreation and Open Space **Comprehensive Plan**

- Partnering with villages, townships, school districts, other governmental agencies and non-profit organizations to improve delivery of services.
- Develop a long-range park plan based on an inventory of existing private, public parks and recreation facilities then assessing park and recreation needs of the community.
- Develop a self-sustaining parks and recreation program.
- Partner with historical, cultural and educational agencies and assist in the preservation of the human, natural, and cultural history of Carroll County.
- Create a land management plan to ensure that all properties and resources of the County and Carroll Community Park District are managed according to accepted management practices.
- Develop a comprehensive public information system for all county wide park and recreational activities.
- Partner with outdoor oriented businesses for the purpose of generating income for the park system and business partners.
- Develop a comprehensive trail system incorporating historical routes and points of interest, connecting communities and other trail systems.

Existing Conditions and Trends

Carroll County is relatively undeveloped rural area with a tremendous amount of acreage engaged in farming; forestation and water recreation (refer to Map2). In 2010, approximately 29,000 people lived in Carroll County. This is interpreted to mean that Carroll County has quality of life issues: open space, clean air and water, reasonable cost of living, affordable properties that are attractive to prospective new residents, etc. As the population grows, open space and recreation opportunities must grow with the community. We are at a perfect place in time to assure that there is sufficient land and facilities for our future generations to enjoy. The Carroll County Park District will take a leading role to inventory and assess the needs to develop a long range park and recreation plan.

Carroll County currently has a large number of conservation organizations, parks, and small community recreational programs serving its residents and visitors. Acreage is set aside for recreation, preservation and conservation of our natural resources. There are individual public and private entities that are without professional staff to manage and develop the programs and facilities to their fullest effectiveness. The Carroll County Park District will coordinate with these entities to assess, protect and map existing resources including the county's geology, hydrology including recreational water resources, wetlands,

Parks, Recreation and Open Space Comprehensive Plan

and potable water resources, flora and fauna, and unique natural features and areas. The park district will make recommendations regarding open space needs for the future of the county and projected population, tourism and recreation using the best practices available. The park district will insure proper utilization of present and future park and recreational facilities, minimizing the duplication of services and programming. In addition, the park district will work cooperatively with all agencies regarding maintenance issues and facility development. This will result in an "Open Space and Outdoor Recreation Study" for the county with the assistance of the other county groups and agencies.

Goals, Objectives, and Strategies

Goal 1: A parks and recreation system for Carroll County has been created and will provide a comprehensive mixture of active and passive activities, recognize and preserve the unique historical, natural, and cultural resources of the county, build on the existing base of facilities and services available in the county, and develop an adequate financial base to maintain and expand services.

The residents of Carroll County value the scenic beauty and recreational opportunities that each community has to offer. Public parks contribute meaningfully to a community's quality of life and help to support a community's sustainability. A countywide system of parks consistent with the needs of each community and sensitive to the environment will make Carroll County a more attractive place for families and individuals to live and or visit. Parks should support the uniqueness of Carroll County historic and cultural resources by protecting archeological resources and considering historic themes and resources. A variety of alternatives including streams and bikeways will help to meet recreational and relaxation needs, helping to maintain our existing population while also encouraging managed residential growth. Such stability and growth will enhance property values, generating increased revenues to meet resident's service needs, and encouraging the emergence of new ideas in the community. The quality of life evidenced through a countywide system of parks also helps to promote Carroll County as a place where businesses choose to locate. With increased beauty and pride in our community, residents have a vested interest in maintaining this quality of life and will be more likely to recycle and engage in responsible waste management strategies.

Objective 1 – Assess current park and recreation facilities and recreation programs countywide.

- 1.1 Complete current assessment of public and private facilities.

Parks, Recreation and Open Space Comprehensive Plan

- 1.2 Update assessment of public and private facilities.

Objective 2 – Develop short term park plan

- 2.1 Explore additional land acquisition
- 2.2 Monitor progress of current park land developments
- 2.3 Develop a high profile public relations plan to educate citizens on benefits of a park system

Objective 3 – Develop long term park plan

- 3.1 Use best practices from planning sources to determine facilities and acreage needs
- 3.2 Establish a presence in each of the townships
- 3.3 Fully develop and maintain the Bluebird Farm Park and Carroll County Community Park which are near the center of the county to serve all county residents

Objective 4 – Identify and seek funding sources

- 4.1 Determine appropriate local, county, state and federal funding sources as well as through corporate gifts.
- 4.2 Secure funds for general operating expenses from the county and other sources such as recreation tax, property tax and building assessments.
- 4.3 Develop 501c3 organization for private, tax deductible contributions.

Objective 5 – Establish partnerships with agencies and units of government to leverage limited local funds and resources

- 5.1 Explore partnerships with local units of government, schools, non-profits, Muskingum Watershed District, ODNR, utilities and other state and federal agencies.

Parks, Recreation and Open Space Plan

To create a successful park system for Carroll County residents the Carroll County Park District, governmental agencies and other stakeholders need to educate the citizens of the county of the need for and the benefit of supporting parks and recreation activities in the county. Establishing this support will enable the county to successfully incorporate existing recreational programs, plan for future park facilities, activities and land acquisition for the county. The development of professional staff is an important step in the successful development of a more comprehensive parks and recreation system for the county.

The parks and recreation system will incorporate both active and passive recreation. The county park district can help to coordinate county wide sports activities, provide assistance to those organizations wishing to develop team sport programs in their communities, train and insure volunteers to manage local team sports, and develop and promote area sport tournaments. It will work on developing passive recreation through the development of multi purpose trails, picnic areas, playgrounds and natural area.

Partnering with existing municipal, educational, recreational, historical, cultural and conservational agencies and other stakeholders is essential to work with and embrace those groups in forming networks that will serve and benefit all residents of the county. Partnering will allow us to insure that the existing facilities, personnel and materials are being utilized to their fullest and minimize duplication of services and expenses. The park system can then direct their energies and resources to those areas of noted deficiency.

As support is being cultivated, the park district will continue its efforts to develop a comprehensive park development plan. This document is a working document. It will never be completed. It will constantly change as our population grows and land use changes. The plan will include land and water management, facilities development, transportation, the development of interpretive and historical trails/routes, and the preservation and conservation of cultural, historical and natural areas. The plan is designed to be a cooperative venture between all School districts, all government agencies, associated non-profits, conservation agencies and adjacent metro parks.

Goal 2: Future development of any subdivision needs to assure adequate open space for the use and enjoyment of the residents and workers of Carroll County.

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Major subdivisions including business development and corridors are increasing the number of people who work and live in Carroll County. Developers must create common open spaces for esthetics or recreational use by the residents and or workers. Subdivisions with adequate open space have proven to be more desirable and valuable in the marketplace. Funding for park district land acquisition should be required in lieu of open space development.

Objective 1 – Establish guidelines within the subdivision regulations requiring the development or set aside of open space for all major subdivisions.

- 1.1 Regional Planning Commission to establish regulations for open space development, with Carroll County Park District Board approval input.

Indicators of Achievement

Goal 1 – Create a parks and recreation system

- a. Number of acres devoted to park space
- b. Inventory of square feet of community indoor recreation facilities
- c. Number of people using facilities
- d. Number of volunteer hours used to maintain facilities
- e. Number of paid employee hours
- f. Amount of funding received via grants, County, state and federal sources.
- g. Amount of funding supplied by the County.
- h. Amount of funding contributed by local sources (business, civic organizations, individuals)
- i. Amount of money expended on equipment
- j. Number of parks connected to area camps and activities
- k. Inventory of programs provided
- l. Number of paid patrons
- m. Survey of user satisfaction of facilities and use

Goal 2 - Adequate open space in major subdivisions, business developments and corridors

- a. List of regulations for establishment of open space

**Parks, Recreation and Open Space
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Goal 1: A parks and recreation system for Carroll County will be created that provides a comprehensive mixture of active and passive activities, recognizes and preserves the unique historical, natural, and cultural resources of the county, builds on the existing base of facilities and services available in the county, and develops an adequate financial base to maintain and expand services				
Objective 1: Assess current park and recreation facilities and recreation programs county-wide				
#	Strategy	Action	Responsibility	Timeframe
1.1	Complete current assessment of public and private facilities and programs	a. Inventory existing facilities and programs	Carroll County Park District, Townships Villages and School Districts Private Recreation and Conservation Organizations	Short Term
1.2	Update assessment of public and private facilities and programs	a. Complete an assessment every 3 years	Carroll County Park District, Townships Villages and School Districts Private Recreation and Conservation Organizations	Mid Term Ongoing

Goal 1				
Objective 2: Develop Short Term Park Plan				
#	Strategy	Action	Responsibility	Timeframe
2.1	Explore additional land acquisition	a. Identify properties appropriate for immediate park development b. Analyze the feasibility of purchasing and developing these properties	Carroll County Park District, Citizens for Parks, County Commissioners/Residents	Short Term
2.2	Monitor progress of current park land developments	a. Identify plan goals and strategies b. Evaluate progress	Carroll County Park District	Mid Term

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		toward reaching goals		
2.3	Develop a high profile public relations plan to educate citizens on benefits of a park system	a. Create an Ad Hoc Marketing Committee b. Prepare a marketing plan c. Implement Plan	Carroll County Park District, Citizens for parks	Mid Term

Goal 1				
Objective 3: Develop long term park plan				
#	Strategy	Action	Responsibility	Timeframe
3.1	Use best practice guidelines to determine facilities and acreage needed	a. Obtain guidelines b. Apply guidelines	Carroll County Park District, Citizens for Parks	Short Term
3.2	Establish a presence in each of the townships	a. Identify townships that do not have parks b. Identify properties that are suitable for park development c. Assist by improving existing township parks	Carroll County Park District	Mid Term
3.3	Fully develop and maintain the Bluebird Farm Park and Carroll Community Park which are near the center of the county to serve all county residents	a. Formulate a plan to develop these county-wide parks	Carroll County Park District	Mid Terms

Goal 1				
Objective 4: Identify and Seek Funding Sources				
#	Strategy	Action	Responsibility	Timeframe
4.1	Determine appropriate local, state, and federal funding sources	a. Research potential resources of funding b. Prepare applications for appropriate funding	Carroll County Park District, Citizens for Parks	Mid Term

Goal 1				
Objective 5: Establish partnerships with agencies and units of government to leverage limited local funds and resources				
#	Strategy	Action	Responsibility	Timeframe
5.1	Explore partnerships with local units of governments, schools, Muskingum Watershed District, ODNR, utilities and other state and federal agencies	a. Outreach to potential partners b. Develop partnership understandings	Carroll County Park District, Townships, Villages and School Districts	Mid Term
Goal 2: Future development of any subdivision needs to assure adequate open space for the use and enjoyment of its residents.				
Objective 1: Establish guidelines within the subdivision regulations requiring the development or set aside of open space for all major subdivisions.				
#	Strategy	Action	Responsibility	Timeframe
1.1	Regional Planning Commission and Park Board to establish regulations for open space development	a. Establish task force including the park district to draw up regulations	Carroll County Regional Planning Commission with Park Board approval	Mid Term

Historical and Cultural Preservation

Summary

Historical and cultural preservation of the community is one of the numerous factors that help to keep the quality of life high. Preservation of historical buildings and sites encourage wise use of resources and provide a point of pride for community residents. Unique cultural events provide the community with unique activities and skills to celebrate, respect, and develop. Wise use would suggest avoiding incompatible land uses near historically or culturally sensitive areas.

The Carroll County Historical Society owns and operates the 75 acre Algonquin Mill Farm Complex in Petersburg. Their annual fall festival draws thousands of people from Ohio and surrounding states into the county every second weekend in October. The proceeds from the festival benefit not only the Historical Society, but also the numerous community and civic groups that operate different venues at the festival. Since 1981 the Society has managed and operated the McCook House Civil War Museum under contract with the Ohio Historical Society.

Planning Issues

Carroll County's attractiveness for current and future residents is directly related to historical and cultural preservation issues. Historical sensitivity will be important as the community and individual property owners make the complex decisions to rebuild, renovate, remodel, restore, or replace older and existing buildings. The decisions made here will create an atmosphere in the community regarding the degree of sensitivity held toward preserving and restoring existing structures.

As county population increases, the desirability of culturally attractive activities will increase. Funding will be an issue as demands are placed on existing facilities and programs and resources will be stretched. Alternative funding will be increasingly important.

Existing Conditions and Trends

Carroll County residents are proud of their rich history and culture, and value existing historic buildings and structures for the contribution they make to present and future generations. It is important for residents to be knowledgeable about county history and for our children to be able to pass on this knowledge

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and pride to their children. Historic structures that can be preserved, and therefore maintain their economic viability, serve to strengthen the economic base of the community by providing a focal point for tourism, business retention and new business growth. The rehabilitation and preservation of existing historic properties maintains their usefulness and economic viability, providing a favorable alternative to greenfield and open space development. The effective reuse of underutilized existing structures lessens the demand upon undeveloped land. This development also expands the tax base, bringing in additional revenues to maintain needed infrastructure for businesses and residences.

Carroll County is rich with historical and archaeological resources. Buildings and sites provide tangible evidence of the county's history and are valued as such. These sites also nurture intangible feelings of pride and create a unique cultural identity. It is important for Carroll County youth to be knowledgeable of these resources and understand and value their unique resources. Preserving these resources can also be a base to grow and develop tourism for the county and for the region. Tourism provides new employment opportunities and income, resulting in the inflow of increased revenues to protect these valuable resources. Adaptive reuse of historic structures can therefore both preserve the unique historical and cultural attributes of the community and also aid in economic development efforts.

As residents of Carroll County take pride in and wish to preserve their unique historical, archaeological and cultural sites, the community supports rules and regulations that minimize damage to the environment caused by new construction. Economic development activities within historically sensitive areas must be undertaken in a manner that is not detrimental to telling our history, but actually helps in supporting preservation. When it is deemed that development is in the best overall interest of the community, then the conditions of the area to be developed must be properly documented and photographed to preserve a record of what existed for future generations.

Considerable work has already been done on historical sites and buildings in the county. The State of Ohio's Office of Historic Preservation, over the past thirty years, has collected several hundred inventories of existing or former buildings in the county. These inventories have been copied and are stored at the County Genealogical Society Office. Through the work of local residents, ten structures, five in Carrollton, two in Mechanicstown, and one each in Oneida, Waynesburg, and Minerva have been accepted into the National Register of Historic Places.

Despite the work that has been accomplished, much needs to be done to assure that future development remains respectful of existing buildings and areas that are potentially eligible for inclusion in historic districts or on the National

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Register. With development occurring around the Village of Carrollton, the community needs to look both at the consequences of the conversion of rural/farm lands to commercial use, and at the added strains the development puts on the continued viability of commercial units located within the downtown area.

Goals, Objectives, and Strategies

Goal 1: Historic Preservation - Encourage preservation and rehabilitation of buildings and structures of historic significance.

Objective 1: Determine buildings and areas of possible historic interest.

- 1.1 Review existing inventory of buildings maintained by Ohio Historic Preservation Office
- 1.2 Determine buildings or areas eligible for dedication as historic sites or buildings.
- 1.3 Involve the existing historical societies of the county in this review process.

Goal 2: Historic Preservation - Continue to support all county historical societies in the efforts to inventory, preserve and protect historical/archaeological resources.

Objective 1: Find ways to support the existing societies both with manpower and financial resources.

- 1.1 Determine need to supplement existing inventory of sites with additional sites in the county.
- 1.2 Review existing financial support for the societies and explore additional support means.
- 1.3 Facilitate annual meeting of all historical groups in the county.

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Goal 3: Historic and Cultural Preservation - Discourage development that would be detrimental to the County's historical, archaeological and cultural sites and communities.

Objective 1: Minimize possible negative effects that new development could have on the existing historical structures in the community.

- 1.1 Encourage the adaptive re-use of historic structures for business purposes
- 1.2 Require full documentation of historical sites or areas removed for new construction.
- 1.3 Support continued studies on the economic impact of tourism for the county.

Goal 4: Cultural Preservation - Promote appreciation and knowledge of the arts in Carroll County.

Objective 1: Strengthen the ability of existing arts and related organizations to expand opportunities for Carroll County residents to participate in and enjoy the arts.

- 1.1 Provide adequate funding for arts organizations
- 1.2 Promote the activities and events of the arts organizations to county residents
- 1.3 Conduct a feasibility plan for the development of community performing arts center
- 1.4 Encourage joint arts programming between arts organizations and the local schools
- 1.5 Encourage cooperative programming between the arts organizations and the villages and townships, other non-profit organizations and interested businesses
- 1.6 Expand arts classes to meet local needs

Historical and Cultural Preservation Plan

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The preservation of the historical and cultural resources of Carroll County is important in maintaining and improving the high quality of life standards currently found in the county. The protection of historical sites and areas and the cultivation of cultural activities and events provide a source of pride for county residents and make the county a place that non-residents enjoy visiting.

Historic Resources

Carroll County has active historical societies in Carrollton, Minerva, and Malvern who advocate for preservation within the county. The county has 10 sites currently listed on the National Register of Historic Places located in various areas around the county including Carrollton, Mechanicstown, Oneida, Waynesburg, and Minerva. Support should continue to the various groups working on historic preservation and encouragement for the groups to join forces to work together on all appropriate projects. The County should support the efforts of the various groups by:

- Advocating for nominations of additional sites and buildings to the National Register of Historic Places.
- Considering the development of historic rural districts within the villages and townships as appropriate.
- Educating the public on the National Register by noting that placement on the register does not affect a property owner's control of a historic property unless federal funds are used to rehabilitate, renovate or demolish the structure.
- The county should consult with the local Historical Societies and Ohio Historic Preservation Office (OHPO) on all public construction actions including new construction, renovation projects, demolitions, and environmental reviews for the above actions.
- Where practical, the County should be encouraged to reuse and renovate existing buildings as opposed to new construction.
- The county should look at various land use tools that can help in historical preservation including purchase of development rights, historic preservation easements, land trusts, conservation districts, green belts, and the formation of agricultural districts. Depending on which of these tools would be used, the implementing agency could be township, municipal, or county government or the historical societies.

Cultural Resources

Although the arts and cultural aspects of the community are important, like many counties, Carroll County struggles to provide the groups engaging in these

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activities with adequate funding. Public and private funding sources should be considered with countywide support and corporate funding sponsorships. To support the arts and cultural heritage of the county the following steps should be taken:

- To preserve the rural character of the community the various land use tools listed under preservation of historical resources should be studied for use in Carroll Co.
- Existing sites and events such as the Court House, McCook House, Minerva Railroad Station and events such as the Algonquin Mill Festival and the Carroll County Fair should be nurtured and strengthened
- Development that could be detrimental to historically and culturally significant sites should be discouraged and any negative impacts mitigated.
- Programs that promote historical and cultural events should be continued in the schools.
- Organizations such as the Carroll County Commission for the Advancement of the Arts should be expanded and enabled to offer additional programs
- Residents should gain an appreciation of the arts by participating in and experiencing various forms of artistic events

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Goal 1: Historic Preservation - Encourage preservation and rehabilitation of buildings and structures of historic significance				
Objective 1: Determine building and areas of possible historic interest				
#	Strategy	Action	Responsibility	Timeframe
1.1	Review existing inventory of buildings maintained by the Ohio Historic Preservation Office (OHPO)	<ul style="list-style-type: none"> a. Copy inventory forms maintained by OHPO in Columbus b. Develop a record keeping system of historic properties 	County Historical Societies	Short Term
1.2	Determine buildings or areas eligible for dedication as historic sites or buildings	<ul style="list-style-type: none"> a. Identify potentially eligible properties b. Develop a plan to dedicate these properties 	County Historical Societies	Short Term
1.3	Involve the existing historical societies in this review process	<ul style="list-style-type: none"> a. Convene an Ad Hoc committee of county historical societies b. Have this committee review the inventory of existing and potential properties c. Implement plan to dedicate selected properties 	County Commissioners	Ongoing

Goal 2: Historic Preservation - Continue to support all county historical societies in the efforts to inventory preserve and protect historical/archaeological resources by:				
Objective 1: Find ways to support the existing societies both with manpower and financial resources				
#	Strategy	Action	Responsibility	Timeframe
1.1	Determine need to supplement existing inventory of site with additional sites in the county	<ul style="list-style-type: none"> a. Canvass county for additional sites b. Prioritize sites with the greatest impact and potential 	County Historical Societies	Short Term
1.2	Review existing financial support for historical societies and explore additional means of support	<ul style="list-style-type: none"> a. Research and identify potential funding sources b. Develop a plan to obtain funding 	County Historical Societies County Commissioners	Mid Term Ongoing

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1.3	Facilitate annual meeting of all historical group in the county	a. Secure location, develop program and hold meeting	County Commissioners Regional Planning Commission Historical Societies	Ongoing
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Goal 3: Historic and Cultural Preservation - Discourage possible negative effects that would be detrimental to the County's historical, archaeological, and cultural sites and communities

Objective 1: Minimize possible negative effects that new development could have on the existing historical structures in the community

#	Strategy	Action	Responsibility	Timeframe
1.1	Encourage the adaptive reuse of historic structures for business purposes	a. Identify at-risk properties b. Develop incentives for their adaptive re-use and disincentives for demolition	Carroll County Convention & Visitors Bureau Regional Planning Committee	Ongoing
1.2	Require full documentation of historical sites or areas removed for new construction	c. Identify sites and structures d. Document sites and structure	Regional Planning Committee	Ongoing
1.3	Support studies on the economic impact of tourism for the county	a. Develop a method and sources of funding to measure tourism impact b. Measure and report economic impact of tourism	Carroll County Convention & Visitors Bureau Regional Planning Committee	Ongoing

Goal 4: Cultural Preservation – Promote appreciation and knowledge of the arts in Carroll County

Objective 1: Strengthen the ability of existing arts and related organizations to expand opportunities for Carroll County residents to participate in and enjoy the arts

#	Strategy	Action	Responsibility	Timeframe
1.1	Provide adequate funding for arts organizations	a. Identify sources of local, state and federal funding for the arts	CCCAA	Mid term

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		b. Apply for and receive grant dollars to enhance programming for the arts	County Commissioners	
1.2	Promote the activities and events of the arts organizations to county residents	a. Develop and distribute promotional brochures about art programs b. Develop relationships with local media to promote activities and events	CCCAA Local schools Local Media	Short term
1.3	Conduct a feasibility plan for the development of community performing arts center	a. Identify sources of local, state and federal funding for the development of an arts center b. Survey county residents regarding the types of services they would use and events they would attend	CCCAA	Mid term
1.4	Encourage joint arts programming between arts organizations and the local schools	a. Identify and develop arts programs that can be brought into the schools b. Continue to provide these cooperative programs on a regular basis to students	CCCAA Carroll County schools	Mid term
1.5	Encourage cooperative programming between the arts organizations and the villages and townships, other non-profit organizations and interested businesses	a. Identify and develop arts programs that can be brought into public sites and private locations	CCCAA	Mid term
1.6	Expand arts classes to meet local needs	a. Gauge the demand for arts classes by the type of class b. Target the activities most in demand and offer them to the public c. Continue to evaluate the demand and effectiveness of arts programming	CCCAA	Mid term

Housing Section

Summary

Carroll County is experiencing land development pressures from new residential housing growth. The amount and choice of location for new housing construction in Carroll County is having an impact upon current and projected county land use patterns. Appropriate strategies must be chosen to control unmanaged, disbursed growth in the County, especially in prime agricultural and environmentally sensitive areas. In addition, the quality and condition of the existing housing stock in Carroll County is an issue that must be addressed. Appropriate and consistently enforced housing standards for both new and existing structures serve to correct and address health and safety issues in the county. Another issue in Carroll County is the lack of affordable owner-occupied and rental housing. In order to provide for the housing needs of existing and future Carroll County residents of all income groups and family sizes the comprehensive plan must address the need for the full range of housing types and affordability. The availability of a variety of moderately priced, quality housing choices supports and helps to promote effective economic development by providing housing for the existing and potential workforce. Finally, housing development, both new and rehabilitation of existing structures, must remain sensitive to and supportive of historically/culturally significant properties.

Planning Issues

Carroll County is one of the few counties in the State of Ohio to be experiencing an increase in population. In order for the county to provide for the current and future needs of its existing and potential residents, considerations of housing availability, quality, location, sensitivity to historic properties, and affordability must be addressed through this plan.

The housing growth brought upon by population increases must be channeled to appropriate areas in the county (refer to Map 14). As a land use tool, new housing development can be directed to locations providing services capable of accommodating this residential growth while, at the same time, channeling this development away from areas of natural or agricultural desirability in order to support their preservation. Housing standards should promote wise land use, encouraging the development of water and sewer lines through areas with less productive soils, thus preserving the county's more productive land for agricultural usage. These same land use standards should be designed to limit sprawl.

Affordable and suitable housing for families and individuals, including the growing elderly population in Carroll County, is a primary concern. There is a lack of new multi- and single family housing both in the rental and ownership markets. New housing development for low- and moderate-income populations should be developed in appropriate areas of the county to serve these populations. The price of housing has increased markedly in the past few years in Carroll County, impacting negatively upon the low and moderate income person's abilities to own and affordably rent suitable housing.

Economic development, whether it is industrial, light manufacturing, retail, or service based, requires housing for its work force. The availability of housing that will meet the needs of those who are concerned with affordability as well as housing that will appeal to professionals and managers will enhance Carroll County's ability to attract new industry.

Additional considerations that must be addressed when planning for these key issues are the provision of housing that meets health and safety standards. If housing is built to appropriate standards it will be less costly for residents to maintain an adequate standard of living. These standards should promote occupant safety, improved housing values, energy efficiency and cost effectiveness, the protection and preservation of structures of historic significance, and the extended useful life and quality of infrastructure.

Vacation/Recreational Housing

The majority of vacation/recreational housing development in Carroll County is in the Leesville and Atwood Lake regions.

There seems to be sufficient room for new construction of year-round and recreational structures in the Atwood, Leesville and Stoney Lake areas of Carroll County. However, the larger concern is the lack of existing water and sewer infrastructure, resulting in the primary reliance on private wells and septic systems. In some areas, existing older septic systems that have not been properly maintained are creating health and safety concerns for nearby residents. Also, serious water quality problems can become an issue for these recreational lakes if nearby septic systems are not maintained properly or if they are no longer functioning effectively.

Community Housing Improvement Strategy (CHIS)

Carroll County Department of Community Development no longer exists and here is a need for some entity to develop and oversee the County's overall housing

strategy and programs. The Regional Planning Commission should be considered to fill this role.

Goals, Objectives, and Strategies

In order for the housing section of this Comprehensive Plan to be implemented, local housing policies will need to be adopted. This section presents the overall Housing Goal and the objectives that should be pursued to accomplish this goal. Finally, the implementation section of this plan outlines actions for each of the objectives.

Goal 1: Reduce the pressure of new housing development in Carroll County.

Objective 1: Encourage new construction in areas where appropriate and adequate infrastructure exists.

- 1.1 To reduce the development of new housing in areas that do not have public infrastructure
- 1.2 Implement countywide land use policies that will channel new housing development to buildable and desirable areas of the county
- 1.3 Encourage land use standards that will direct development into areas of less productive soils, preserving better soils for agricultural usage
- 1.4 Develop land use standards that will divert housing development away from environmentally sensitive areas
- 1.5 Develop local land use policies that will encourage development in areas where sufficient infrastructure exists
- 1.6 Preserve open space by facilitating denser residential growth areas through the development of standards for alternate housing designs such as Planned Unit Developments or cluster housing

Objective 2 – Variety and Affordability - The development of rental and owner occupied units for all income levels and family sizes.

- 2.1 Identify developers of quality affordable rental housing and provide inducements for the construction of new rental housing
- 2.2 Develop public sector and private sector programs and resources to provide financial assistance for homebuyers
- 2.3 Identify and provide programs that provide housing rental assistance for low income families
- 2.4 Encourage developers to construct multi-family housing by targeting local incentives toward these developments

Goal 2: Insure that all Carroll County housing, including new construction, and existing housing, is safe, energy efficient and of good quality.

Objective 1 – Quality – The rehabilitation of existing residential structures and construction of new residential structures to provide decent, safe and sanitary housing that complies with local and state requirements

- 1.1 Provide assistance to homeowners for housing rehabilitation
- 1.2 Make residents aware of opportunities for participation in the Comprehensive Housing Improvement Program (CHIP) and other similar programs
- 1.3 Educate residents regarding local and state regulations so they are compliant

Objective 2 – Historic/cultural Preservation – The preservation of historically/culturally significant structures and sites

- 2.1 Identify existing and potential historic residential structures throughout the county and target housing rehabilitation assistance toward the preservation of these historic structures
- 2.2 Identify culturally significant sites throughout the county and divert new housing development away from these sensitive sites
- 2.3 Identify areas of historic residential properties in the county and examine the possibility of creating historic districts

- 2.4 Insure the protection and preservation of structures of historic significance

Goal 3: Develop adequate standards for water, sewer, construction, streets, housing and related utilities

Objective 1: To offer a variety of housing choices that is necessary in order to promote economic development and managed growth

- 1.1 Identify and provide incentives to developers who will provide single and multi-family housing, rental and homeowner properties, all in the full range of income levels.

Objective 2: To establish appropriate county-wide housing standards

- 2.1 Identify existing and potential historic residential structures throughout the county and target housing rehabilitation assistance toward the preservation of these historic structures.

Housing Plan

The pressure on Carroll County is in the area of new housing development. This development is not occurring in subdivisions as can be seen by the small number of plans coming before the Regional Planning Commission in the past five years. New housing construction is occurring on individual lots in areas where public water and sewer does not exist. This disbursed development is creating sprawl and unmanaged land use, particularly in the northwest townships of the county. This unplanned growth impacts in a negative way upon prime agricultural land, natural areas, and the local infrastructure.

Important issues for Carroll County include the need to channel new housing construction toward non-environmentally and agriculturally sensitive areas where sufficient infrastructure is present, the desire to create standards for new construction and rehabilitation that will lead to decent, safe and sanitary housing, and the facilitation of housing rehabilitation to improve existing structures while being aware of historic and cultural features. The County's housing plan will address these concerns and make recommendations and suggestions for policies and programs that can offer a variety of housing types and strategies that will enhance the county's overall land use objectives.

Community Housing Improvement Program

Carroll County has a Community Housing Improvement Program and Community Housing Improvement Strategy (CHIS). These plans, which identify housing needs and present a five-year strategy to meet these needs, have resulted from input by the Carroll County Housing Advisory Committee, appointed by the County Commissioners, and the Carroll County Community Development Office. The CHIS covers the following topics:

- Overview of the CHIS Planning Process and Housing Advisory Committee Contacts
- Community Housing Market and Inventory:
 - Areas of minority and LMI (low and moderate income) concentration
 - Housing in need of rehabilitation
 - Lead based paint
 - Assisted housing
 - Community housing market and inventory
- Housing and Related Needs
 - Owner needs
 - Renter needs
 - Special needs
 - Target area needs
- CHIS Strategies and Analysis of Impediments

Both the CHIP and CHIS documents must be taken into consideration and incorporated into the County's comprehensive plan section on housing.

Indicators of Attainment

Goal 1 – Reduce pressure of new housing development

- a. Number of new subdivisions and other residential development in areas lacking infrastructure (water, sewer, power, roads, etc.)
- b. Vacancy rates for rental housing
- c. Number of owner occupied houses on the market
- d. Average number of homes for sale per calendar year
- e. Inventory of types of housing available

Goal 2 – Insure new construction is safe, energy efficient and good quality

- a. Percent of housing units that are safe and sanitary
- b. Number of unsafe structures in the county
- c. Number of housing units built in area serviced by public utilities
- d. Number of injuries/deaths per year due to house & other building fires
- e. Number of historic structures that are maintained and preserved as historic properties

Goal 3 – Develop standards for building construction and infrastructure

- a. List of new standards
- b. Number of private well water systems found bacteriologically safe
- c. Number of septic systems complying with tri-annual inspection and maintenance program
- d. Percent of roadways built to county and/or state standards
- e. Number of homes constructed to standards

Goal 1: Reduce the pressure of new housing development in Carroll County				
Objective 1: Encourage new construction in areas where appropriate and adequate infrastructure exists				
#	Strategy	Action	Responsibility	Timeframe
1.1	To reduce the development of new housing in areas that do not have public infrastructure	a. Identify existing infrastructure systems throughout the county b. Evaluate the capacity of each system to accommodate growth c. Work through contractors and developers to promote areas capable of accommodating development d. Charge developer impact fees to cover the costs of water, sewer and road construction for areas where infrastructure does not exist e. Educate the public regarding the need to build on existing infrastructure systems	Carroll County Department of Community Development Regional Planning Commission Utility Providers	Short term Mid term
1.2	Implement county-wide land use policies that will channel new housing development to buildable and desirable areas of the county	a. Revise subdivision regulations for Carroll County to identify those areas desirable for new housing development b. Develop and adopt new subdivision regulations that will provide disincentives for new development in unsuitable areas c. Identify and implement land use policies that discourage unmanaged, disbursed housing development throughout the county	Carroll County Commissioners Regional Planning Commission	Short term – Mid term
1.3	Encourage land use standards that will direct development into areas of less productive soils, preserving better soils for agricultural usage	a. Identify areas in county with agriculturally significant soils b. Formulate and implement land use policies and tools that discourage new housing construction in prime agricultural areas	O S U Extension Health Dept. - SWCD Regional Planning Commission Carroll County Commissioners	Mid term
1.4	Develop land use standards that will divert housing development away from	a. Identify areas in county with environmentally sensitive features	Regional Planning Commission	Mid term

	environmentally sensitive areas	<p>b. Identify wildlife corridors throughout the county</p> <p>c. Formulate and implement land use policies and tools that discourage new housing construction in environmentally sensitive areas and along wildlife corridors</p>	Carroll County Commissioners	
1.5	Develop local land use policies that will encourage development in areas where sufficient infrastructure exists	<p>a. Identify and map all existing water, sewer and major roadways in the county</p> <p>b. Charge developer impact fees to cover the costs of water, sewer and road construction for areas where infrastructure does not exist</p>	<p>Regional Planning Commission</p> <p>Carroll County Commissioners</p> <p>Carroll County Health Department</p>	Short and Mid term
1.6	Preserve open space by facilitating denser residential growth areas through the development of standards for alternate housing designs such as Planned Unit Developments or cluster housing	<p>a. Develop standards for alternate housing designs such as Planned Unit Developments or cluster housing</p> <p>b. Revise existing County housing standards to allow for denser housing concentrations in subdivisions in return for a set aside of common open spaces/parks/recreational areas</p>	Regional Planning Commission	Mid Term

Goal 1				
Objective 2: Variety and affordability – The development of rental and owner occupied units for all income levels and family sizes				
#	Strategy	Action	Responsibility	Timeframe
2.1	Identify developers of quality affordable rental housing and provide inducements for the construction of new rental housing	a. Survey developers to assess their interest in providing quality rental housing for low- and moderate-income persons b. Identify sources of low-cost financing, tax incentive programs and other inducements to assist interested developers of this housing c. Identify areas of the county where housing of this type is d. Implement CHIS strategies	Regional Planning Commission Carroll County Housing Advisory Committee	Mid term
2.2	Develop public sector and private sector programs and resources to provide financial assistance for homebuyers	a. Seek ways to expand relationships with organizations such as the Habitat for Humanity to construct affordable housing for low income families b. Seek ways to expand existing County programs to construct or rehab and sell homes to income eligible, bankable families c. Develop programs with local financial institutions that will provide financial assistance to first time home buyers d. Implement CHIS strategies	Carroll County Commissioners Carroll County Housing Advisory Committee	Mid term
2.3	Identify and provide programs that provide housing rental assistance for low income families	a. Identify sources of rental assistance from state and federal programs that can be used in Carroll County to help low income persons	Carroll County Commissioners	Long Term

		and families b. Provide educational opportunities for low income renters in energy conservation and home maintenance c. Implement CHIS strategies	Carroll County Housing Advisory Committee	
2.4	Encourage developers to construct multi-family housing by targeting local incentives toward these developments	a. Research and identify various local programs that can be implemented, such as low cost financing or property tax incentives, to induce developers to construct multi-family housing b. Implement and adopt the incentives that appear to be most effective c. Implement CHIS strategies	Carroll County Commissioners Regional Planning Commission Carroll County Housing Advisory Committee	Mid Term

Goal 2: Insure that all Carroll County housing, including new construction, and existing housing, is safe, energy efficient and of good quality				
Objective 1: Quality – The rehabilitation of existing residential structures and construction of new residential structures to provide decent, safe, and sanitary housing that complies with local and state requirements				
#	Strategy	Action	Responsibility	Timeframe
1.1	Provide assistance to homeowners for housing rehabilitation	a. Expand the emergency home repair program now available through the county b. Examine state and federal sources of housing rehabilitation assistance to determine their usefulness for the county c. Implement CHIS strategies	Carroll County Commissioners Carroll County Housing Advisory Committee	

1.2	Make residents aware of opportunities for participation in the CHIP/CHIS program and other similar housing assistance programs	a. Develop written promotional materials that can be distributed to banks, social service agencies, utility and other public offices, and other locations to inform residents of the programs available through CHIP b. Solicit support for program promotion from the local media	Ohio State University Extension Carroll County Housing Advisory Committee	Mid term
1.4	Educate residents regarding local and state housing regulations so that they are compliant	a. Prepare and distribute to realtors, developers and banks a pamphlet for homeowners in Carroll County listing local and state guidelines and what is needed to comply	Carroll County Health Department Ohio State University Extension	Mid term

Goal 2				
Objective 2: Historic/cultural Preservation – The preservation of historically/culturally significant structures and sites				
#	Strategy	Action	Responsibility	Timeframe
2.1	Identify existing and potential historic residential structures throughout the county and target housing rehabilitation assistance toward the preservation of these historic structures	a. Identify properties of historic significance through the Ohio Historic Preservation Office b. Survey local historical societies and groups to identify properties of potential significance c. Identify existing sources of financial assistance to preserve these structures d. Assist homeowners in seeking historic designation for their structures e. Assist homeowners in obtaining financial assistance and identifying incentives at the state and federal level to preserve these structures	Carroll County Historical Groups	Mid to Long Term
2.2	Identify culturally significant sites	a. Prepare maps for the entire county	Carroll County	

	throughout the county and divert new housing development away from these sensitive sites	with areas of cultural significance identified b. Develop disincentives such as special assessments, impact fees or other tools to discourage development in these areas c. Educate developers and realtors regarding culturally sensitive areas of the county and encourage them to build elsewhere d. Educate county residents regarding the unique, culturally sensitive areas of the county and stress the importance of preserving these resources for future generations	Historical Society Regional Planning Commission	
2.3	Identify areas of historic residential properties in the county and examine the possibility of creating historic districts	a. Locate areas of the county with clusters of historic and potentially historic structures b. Seek assistance and guidance from the Ohio State Historic Preservation Office to create historic districts around these clusters c. Educate residents as to the importance of preserving these properties d. Explore the potential of these clusters as tourist draws	Carroll County Historical Society Regional Planning Commission	Long Term
2.4	Insure the protection and preservation of structures of historic significance	a. Identify properties of historic significance b. Place these properties on the Historic Register c. Identify programs that provide incentives for historic preservation d. Provide information to property owners and/or developers regarding these incentive programs	Carroll County Historical Society Regional Planning Commission	Long Term

Goal 3: Develop adequate standards for water, sewer, construction, streets, housing and related utilities				
Objective 1: Offer a variety of quality housing choices that are necessary in order to promote economic development and managed growth				
#	Strategy	Action	Responsibility	Timeframe
1.1	Identify and provide incentives to developers who will provide single and multi-family housing, rental and homeowner properties, all in the full range of income levels.	a. Survey developers to determine their willingness to build quality affordable housing. b. Develop incentives that will encourage these builders to build in compliance with Carroll County's goals, including expedited permitting, and reductions in impact fees	Regional Planning Commission Carroll County Health Department	Long Term

Goal 3				
Objective 2: Establish appropriate county-wide housing standards				
#	Strategy	Action	Responsibility	Timeframe
2.1	Develop housing standards that promote occupant safety and improved property values	a. Develop county-wide housing standards that include compliance with safety considerations and promote quality construction b. Identify a county agency to be responsible for insuring compliance with these standards c. Implement a housing permit fee that will cover the cost of monitoring compliance d. Inform developers, realtors and county residents of these housing standards	County Commissioners Regional Planning Commission Carroll County Health Department	Long Term

Glossary

A

Acre: A parcel of land measuring 43,560 square feet (about 208 feet by 208 feet); also equivalent to about 4,840 square yards, 160 square rods, 0.405 hectares, or 4,047 square meters.

Ad Hoc: Formed for or concerned with one specific purpose.

Agricultural conservation easement: Conservation easements that specifically restrict farmland from development and give farmers income, property, and estate tax reductions.

Agricultural district: A legal designation that allows qualifying farmers to defer utility assessments if farming is continued on the land.

Agricultural economic development: The creation and stimulation of new marketing strategies to improve the sales and profitability of agricultural products promote the goal of farmland preservation.

Agricultural values: Based upon soil type and the market for the commodity produced from agricultural lands.

Agriculture: The use of land for farming, dairying, pasturage, apiculture (bees), aquaculture (fish, mussels), horticulture, floriculture, viticulture (grapes), and animal and poultry husbandry; includes the necessary accessory uses for packing, treating, or storing the produce from these activities.

Amenity: An accessory use, structure, or feature in a home or development that is in excess of functional or utilitarian need.

Annexation: The process by which an area of land in a township is incorporated as a part of a municipality.

Aquifer: A geologic formation that carries water in sufficient quantity to supply water for drinking and other uses. Aquifers usually are comprised of saturated sands, gravel and cavernous and vesicular rock.

Assessment: A levy upon property to defray costs of improvements or service.

B

Best management practices (BMPs): Pollution prevention measures to reduce runoff and other detrimental effects from storm water, soil erosion, animal wastes, and other discharges, prescribed by *Rainwater and Land Development, Ohio's Standards for Storm Water Management, Land Development, and Urban Stream Protection*, Ohio Department of Natural Resources; Contact: Dan Mecklenburg, Tel: 614-265-6610

Brownfield: Lands contaminated by spills or leaks of either hazardous materials or petroleum. Ohio's Voluntary Action Program focuses on restoring brownfields, thereby reducing sprawl, retaining jobs for inner cities and slowing industrial development of farmland and sensitive natural areas.

C

Capital improvement: programming:

The scheduling of budgetary expenditures for infrastructure, thereby guiding and pacing development.

City: An incorporated municipality with a population of 5,000 or more as determined by most recent federal census.

Cluster development: Grouping or concentrating physical structures (buildings) on lots smaller than permitted by the existing zoning to preserve open space without increasing the allowable density of the development.

Clustering: Concentrating the total allowable dwelling units on a tract of land into higher densities on a smaller portion of the tract, leaving the remaining land as open space, e.g., in a five-acre minimum lot zoned areas, 10 units could be constructed on 50 acres; but, by clustering, 10 units could be constructed on, say 20 acres (thereby increasing the density by allowing minimum two-acre lots), while leaving the remaining 30 acres as common open space for all to share. The total number of dwelling units remains unchanged.

Code: The written zoning code, enabled by the state's legislation that is organized by numbered sections. The code regulates the use of buildings, public facilities, population densities, sets building standards, and establishes many other terms that govern land use.

Commercial district: That zoning area designated for community services,

general business, interchange of services, and commercial recreation.

Common property: Land and/or facilities owned and maintained by a property owners association or with ownership in common by a condominium association in which members of the association have certain rights of usage.

Conservation development zoning: A type of cluster development which emphasizes a planned unite development for preserving open space, wetlands, natural landscaping, floodplains and other prioritized resources, as well as for preventing storm water runoff.

Conservation easement: A legal agreement between a landowner and a qualified conservation agency that transfers development rights from the owner to the agency to protect natural or historic features in perpetuity.

Covenant: An agreement to a deed restricting certain actions and/or requiring others by the owner of the deed.

Current agricultural use value: A program that calculates farmland value based on soil type and product markets rather than on development values, thereby reducing taxes on agricultural land.

D

Density: The number of dwelling units or population per acre of land areas; net density – the number of dwelling units or persons per net acre covering only the land devoted to building lots.

E

Easement: A right of use or privilege –in land- acquired from an owner without purchase, which at the same time restricts the rights of use or privilege of the owner.

Ecosystem: A community of plant and animal populations, the physical and chemical components of that community and the interrelationships among these living and non-living parts.

Enabling legislation: State or federal legislation that provides the authority for local government to enact ordinances, rules, and/or regulations to control local activities.

Environment: The sum of all external conditions affecting a person, location, or object.

Erosion: The wearing of a surface by natural forces (wind, water.)

Exempted: In reference to school districts, “exempted” districts are those which are free of supervision by the county government, which supervises and provides state-mandated services to the county’s school districts.

F

Flood plain: Areas adjacent to watercourses which may be inundated during a 100-year flood, or base flood, as designated by the U.S. Department of Housing and Urban Development’s “Flood Boundary and Floodway Map.”

G

Geographic Information System

(GIS): Annexation: The process by which an area of land in a township is incorporated as a part of a municipality.

Grading – The activity of moving and shaping the land surface to suit desired uses.

Ground water: The water flowing beneath the land surface, either in the precious rock strata or in pools.

Growth management: Pacing the rate of development or controlling the location of development so that laws can be passed on a very selective basis to manage a community’s growth.

H

Habitat: The total requirement of plants and animals to sustain their species, including food, light, heat cover, water and opportunities for breeding replacement individuals of the population. The term usually describes a region and its characteristics with respect to a single population, whether plant or animal.

Historic area: A district or zone designated by a local, state, or federal authority within which the buildings or places are important because of their association with history; their unique architecture; their relationship to a related park or square to be preserved; and/or those areas developed according to a fixed plan based on cultural, historic or architectural purposes.

I

Improvement costs – The cost attributable to preparing lots for the placement of structure, including street access, utilities, grading, etc.

Improvements: The actions taken to prepare undeveloped land for occupancy or developed land for a different use. These actions can include clearing the land; building infrastructure, such as roads and waterlines; constructing homes or industrial and commercial buildings; and adding recreational facilities and other amenities.

Infill – New construction that occurs in pockets available in already developed areas. Uses these areas for new growth as opposed to using green field areas.

Infrastructure – The basic utilities and services necessary to support development, i.e., sewer, water, roads, etc.

L

Land trust: A private, nonprofit organization that protects natural and cultural resources through conservation easements, land acquisition, and education.

Large Lot Zoning: 5 acres or more

Lot – The smallest subdivision of land for sale or development. Minimum lot size may vary between localities or within a locality.

M

Mitigation: The process of offsetting damages, often to the environment, from destruction or contamination. Mitigation can include repair, replacement, cleanup, reconstruction, or other methods to restore conditions to their previous undisturbed state.

Municipality – A town, city, or other district having powers of local self-government.

N

Neighborhood – An identifiable geographic area of relatively small size; a collection of units and other land uses that provide a relationship between dwellings, school, religious facilities, minor retail and/or other local facilities.

Nuisance – An interference with the enjoyment and use of property or a source of discomfort to people in the use and possession of their property.

O

Official map – A document adopted by the local legislative body that locates future public and private improvements and land uses.

Open space – That portion of the land surface left open to the elements.

Open space development – Developments with planned public open space integrated into the overall land-use pattern.

Ordinance – A law set forth by governmental authority; a municipal regulation adopted by the legislative branch of the locality.

P

Plan – A method of carrying out a design; a goal.

Plat: A map of a lot, parcel, subdivision, or development area on which the lines of each physical unit are shown by accurate distances and bearings.

Port Authority: A local government entity That oversees and manages airports, bridges, tunnels, bus terminals and other such facilities

Preservation: Leaving a resource undisturbed and free from harm or damage, such as preserving wetlands by forbidding development on or near them. While preservation is often used interchangeably with “conservation,” the latter differs by implying the prudent use of a resource.

Prime farmland: Farmland classified by the Natural Resources Conservation Service as best for row, forage, and fiber crop production. Factors include level of topography, drainage, moisture supply, soil texture and depth, and susceptibility to erosion and runoff. Essentially, prime farmland also allows least cost to the farmer and least cost to the natural resources. For the USDA’s specifications for prime farmland, see its document, *USDA-SCS, 1982 NRI*, available through the USDA Web Site: <<http://www.usda.gov>>.

R

Right-of-way – Usually an easement granted or acquired for roads and/or utilities in excess of actual roadway or transit way, or for future location of same.

Riparian areas: The banks of riverbeds, wetlands, ponds, and lakes, defined by varying distances from the water. As of 1999, the U.S. Army Corps of Engineers is developing specific scientific criteria relating to soil type, bank cover, slope, and other factors to help planning agencies develop riparian areas regulations that will withstand legal challenges.

Runoff – The water traveling across the land surface or through pipes from a site that is not evaporated or does not percolate into the soil.

S

Scenic: A view of landscape that is visually attractive.

Sediment – The residual soil or other debris carried by water that settles and is deposited in the flow course.

Set back: The minimum distance by which any building or structure can be separated from a lot line.

Site plan review – A review of the overall development plan for conformance with adopted regulations and standards.

Smart growth: A long-range, state government coordinated plan that documents development of an incentive-based state investment program that

targets growth-related expenditures to locally designated compact growth areas. (Compare "sustainability")

Street – A public way providing access to and from properties and/or structures; the paved surface for vehicular traffic.

Street classification –

Arterial – designed to provide fast efficient access between major activity centers and to major highway systems, including the interstates – average daily traffic (ADT) in excess of 3,000.

Collector – designed primarily to provide efficient access to arterial streets and to minor activity centers – ADT 1,001 to 3,000

Lane – designed to provide access to dwelling units with little or no through traffic – usually a short branching street or a cul de sac –ADT 76 to 200.

Place – Short cul de sac, street, or court with no through traffic, designed to provide direct access to dwelling units – ADT 75 or less.

Sub-collector – Designed primarily to pick up traffic from local streets and to provide access between minor centers of activity – ADT 201-1,000.

Subdivision – The division of a parcel of land into two or more lots for the purpose of sale or development. A parcel of land that has been divided as above.

Sustainability: "Sustainable development is one of those rare ideas that could

dramatically change the way we look at 'what is' and 'what could be.' It is about doing things in ways that work for the long run because they are better from every point of view- better economically, environmentally, and socially. Sustainable development challenges us to envision a society superior to today's society, and to make it a reality for our children and grandchildren." (President's Council on Sustainable Development)

T

Township: All land areas in a county not incorporated into municipalities (cities and villages). Township governing powers granted under the Ohio Constitution include levying taxes, suing and being sued, maintaining roads and cemeteries, provision of police and fire protection, etc. In September 1991, township Home Rule, or "limited self-government," became law in Ohio, granting townships additional governing powers. By special provision under Ohio law, townships of 25,000 residents may incorporate as cities even if they are within three miles of an existing municipality.

Tract: An indefinite stretch or a bounded piece of land. In subdivisions, a tract is often divided into individual "lots."

Transfer of development rights: A technique for guiding growth away from sensitive resources and toward controlled development centers through the transfer of development rights from one area to another.

V

Viewshed – An area noted for its intrinsic beauty, or view.

Village: An incorporated area with a population under 5,000 as determined by the most recent federal census. New villages may be formed (incorporated) by the majority of landowners' successful petition to the county commissioners. Such a proposed village must not be within three miles of an existing municipality, and the proposed area must be at least two square miles in size, with a population of 600 people per square mile and an assessed property value of at least \$2,000 per person. Villages automatically become cities upon reaching a population of 5,000 or more. Villages may dissolve as incorporated areas through the petition and election process.

Watershed: An area where precipitation falls and then drains to a common body of water, such as a river system, wetland, or lake.

Wetlands: Wetlands are of two major types, coastal (estuarine) and freshwater. Some familiar kinds within those categories are marshes, swamps, fens, bogs, tidal marshes, and prairie potholes. Some are permanently flooded or saturated, while others may experience a range of flooding or saturation that may be described from "regularly" to "irregularly" inundated or saturated. Water sources for wetlands may be lakes, ponds, groundwater, tides, rain and runoff. Wetlands are key to biological diversity because they are the breeding grounds and homes for an immensely diverse number of plants and animals.

They also help control floodwaters, provide recreational facilities, and help improve water quality by concentrating harmful chemicals or removing excessive nutrients from polluted waters.

Z

Zero lot line – The practice of placing the building on one of the side lot lines in order to increase the usable side yard space by combining the required spaces into one.

Zoning – The legislative division of a community into segments reserved for specific uses and also the minimum required size for such use.

Source:
National Association of Home Builders,
Land Development Manual. Washington
D.C.: The Association, 1974