



CARROLL COUNTY

2006

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
January 2006**

Comprehensive Plan

Carroll County, Ohio - 2006

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" 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

The Carroll County Sustainable Comprehensive Plan started as a public survey conducted by the Land Use Committee of the Carroll County Chamber of Commerce. The results demonstrated a need for planning for the future. The Regional Planning Commission appointed a steering committee that selected workgroup chairs, got the public involved and oversaw the project.

This sustainable comprehensive plan was made possible through the dedicated work of the many citizens of Carroll County who volunteered their time and energies over the past five years in an effort to make their community a better place for the current residents and future generations.

We are indebted to The Ohio State University Extension Service for providing technical writers under the guidance of Myra Moss and William Grunkenmeyer, Extension Specialists in Community Development. Their help made this project a reality.

The plan was funded through a grant from the Carroll County Commissioners.

-- Tom Konst, Chairperson

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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 five 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

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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.

Unlike most eastern Ohio counties, Carroll County is growing at a substantial decennial rate of 8.7%, reflecting in part the in-migration from the northwest Canton-Massillon metropolitan area as well as the attractiveness of year round living in the tourist-oriented southwest. During the decade of 1900 – 2000, the state population grew by 4.7%, making Carroll County about double the state average.

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 (2000)	
Ohio 13.3%	Carroll County 14.2%
18 and under (2000)	
Ohio 25.4%	Carroll County 25.1%

- 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 (2000)	
Ohio 83.0%	Carroll County 80.1%
Bachelor's degree or higher (2000)	
Ohio 21.1%	Carroll County 9.1%

- 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 (1999)	
Ohio \$40,956	Carroll County \$35,509
Poverty rate (1999)	
Ohio 10.6%	Carroll County 11.4%

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. 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.

Existing Conditions and Trends

Economic Structure

Population: Carroll County's (refer to Map 1) population is growing faster, by percentage increase, than the average state population growth during the past two and a half decades. The only other decade, since the 1870s, that Carroll County's population grew faster than the state average was the post-war 1940s. In the period from 1990 to 1998 Carroll County ranked 20th of Ohio's 88 counties in percent of population change with a 9.7% increase. During the period of 1950 to 1990 residents living in areas with a 2500 population or larger (urban) grew by 826 people. In the same period residents living in areas with populations under 2500 (rural) grew by 6656 persons. The greatest concentration of township population is in the northwest section of the county. Brown Township has the largest population with 5184 persons (2000), Harrison Township has 2499 persons and Augusta Township has 1599 population. These three townships account for 43% of the population living in non-incorporated areas. In 1960 62% of Carroll County's population lived in non-incorporated areas. That percentage grew to 71% in 1980. By the year 2000, 74% of Carroll County's population lived in non-incorporated areas. Table 1 shows the townships with the greatest increase in population by number of persons and percent of change. In the early 1990's the county saw a rapid increase in the number of persons migrating into the county compared to the number of persons migrating out of Carroll County. In the late 90's however, the difference began to narrow although it still remains as an increase from in migration. (Source: Ohio Rural-Urban Interface Series RU-1, OSU Extension and U.S. Census).

Because building permits are not issued in the county it is difficult to gain an actual number of newly constructed residential properties within the community.

Table 1:

Township	Number of Persons	Percent of Change
Brown	424	
Harrison	371	
Rose	251	24.2%
Washington	248	30.5%
Union		17.7%
Fox		17.4%

Housing: The total number of households, housing units, owner occupied units and persons per household have also seen significant change during the past two and a half decades. The increase indicates that population growth has led to a major shift in residential land use demand. Table 2 demonstrates theses changes. (Source: U.S. Census)

Table 2:

Census Decade	1980	1990	2000
Housing Units	10,323	11,536	13,016
Owner-occupied	82%	84%	80%
Households	8580	9667	11,126
Persons/household	2.81 (1985)	2.7	2.56

Poverty: Poverty levels can be used as statistical yardsticks to measure income levels. They do not necessarily indicate the income level that a family needs to live. During the decade of 1989 through 1999 the poverty level in Carroll County rose slightly from 11.7% of the population to 12.1%. What is significant is the fact that in 1989 Carroll County's poverty rate was below the Ohio average rate by .8%. However, in 1999 Carroll County's poverty rate exceeded the state average by 1.1%. The U.S. poverty threshold for a family of four was \$17,029 in 1999. 3,464 residents of Carroll County lived below the 1999 poverty threshold. In addition, the median income **per household for Carroll County declined during the same 10-year period**. In 1989 the county's median income was \$25,787 and ranked 55th of Ohio's 88 counties regarding median income. In 1999, although the dollar amount rose to \$35,416 the county's rank fell to 60th.

Business: Business changes also happened in Carroll County during the past two and a half decades. The total number of business establishments grew by 156 between 1982 and 2001. From 1990 to 2001 there was a net gain of 29 businesses in the county. The largest sector of growth during the past two and a half decades was in the service sector. Manufacturing, wholesale trade, FIRE

(finance, insurance, real estate) and transportation/utilities saw very modest change in number of establishments. The number of employees during that same period rose from 3615 to 5350. Again the service sector was a major contributor to the increase in employment with modest gains in other sectors. (Source: OSU Extension Data Center). The manufacturing sector employs 28.6% of persons working in the county. Educational, Health and Social Services provide employment for 16.1% and Retail Trade for 10.8%.

Wages remain highest within the manufacturing sector with an average weekly earning of \$670.52. The average weekly earnings are \$294.08 within the service sector (2000 data). Four of the eight organizations employing the largest number of persons are in the manufacturing sector; two are in the government sector, one in the service sector and one in the trade sector. (Source: Ohio Department of Development, Office of Strategic Research).

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. However, in the decade from 1990 to 2000 the number of Carroll County workers who commuted into the seven surrounding counties for work increased in each of the seven 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.

Economic Development **Comprehensive Plan**

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., Ohio Edison 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
AEP	Amsterdam (Jefferson County)	69/12KV

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Burns Cold Forge	Southeast of Minerva	
Ashland Pipeline Co.	East Township	
Carroll Co-Op	Columbiana County	
Sandy Valley	Magnolia	
Whitacre-Greer	South of Malvern	
Carroll Co-Op	Atwood	
Carroll Co-Op	Petersburg	
Carroll Co-Op	Amsterdam (Jefferson County)	
Carroll Co-Op	Mohawk Lake Region	

There are 22 transmission lines in Carroll County. Table 6 lists these lines, their location and their capacity.

Table 6:

Name	Location	Capacity
Wagenhals-Pekin	Minerva	69KV
West Minerva-Burns	SE of Minerva	69KV
Malvern-Pekin	W of Malvern	69KV
Pekin-Augusta	E of Augusta in East Twp.	23KV
Augusta-Ashland Pipeline	East Twp.	23KV
Augusta-Summitville	Columbiana County	23KV
Salineville-Summitville	Columbiana County	23KV
Tidd-Canton	Traverses County from NW sector to SE sector	345KV
Tidd-Wagenhals	Same as above	138KV
Windsor-Canton	Same as above	138KV
South Malvern-Carrollton Co-Op	S of Malvern, along Mohawk Lake	69KV
Whitacre-Greer Ext.	W of Malvern in Stark County	23KV
Waynesburg-Malvern	W of Malvern in Stark County	23KV
East Sparta-Waynesburg	Stark County W of Malvern	23KV
Kammer-South Canton	Traverses County from W of Magnolia to SE tip of Loudon Twp.	765KV
James Meter-James Coal	W center of Rose Twp.	23KV
East Dover-Carroll Co-Op	Atwood Lake Region	69KV
Bowerston-Leesville	S of Leesville into Harrison County	69KV
Conotton-Carroll Co-Op	S of Petersburg to Harrison County	69KV

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South Amsterdam-Carroll Co-Op	E of Loudon Twp. In Jefferson County	69KV
Dillonville-Amsterdam	Same as above	69KV
Carroll Co-Op-Mohawk Extension	S of Malvern parallel to Mohawk Lake	69KV

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.

Existing Land Use Standards: Businesses seek to be located in areas that have zoning and other land use tools in place. Application of such tools assures that the business is meeting existing standards for development as determined by the community. In addition the business is provided some protection to assure that future development in the area will be by similar commercial or industrial operations. Such assurances help avoid future disagreements and challenges by residential or other type uses on surrounding properties.

Currently no township has zoning standards in place. Public records before 1997, indicate Brown Township voters rejected rural zoning or an equivalent. No other zoning issues have been placed before the voters in townships.

Carrollton, Malvern and Minerva have zoning standards within their municipalities. During the past four decades there have been very few annexations in Carroll County. Table 7 shows these annexations by decade.

Table 7:

Decade	Location
1960-1970	1. Brown Township to Malvern 2. Center Township to Carrollton
1970-1980	1. Annexation by Minerva 2. Annexation by

Economic Development **Comprehensive Plan**

1980-1990	1. Annexation by 2. Annexation by Minerva
1990-2000	None

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 (refer to Map 4)

The existing Carroll County Industrial Park, located at the southern boundary of Carrollton, originally had 18 acres and has taken 12 years to occupy. 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. The 2003 Carroll County Business Retention and Expansion Survey (BR&E) highlight's this note. Of the existing five companies that are considering relocating, two of the five cite land limitations as a reason for moving. The BR&E Survey indicates that of the firms visited 51% sell their products within Ohio. What is even more interesting is that 21% of the products are sold within Carroll County with another 13% sold to adjacent counties to Carroll. Carroll County has in place a Community Improvement Corporation, a key organization for planning and implementing development activities.

Agriculture and Agribusiness Development

Carroll County is an agricultural community. The central and northern townships are the primary agricultural areas of the county. Public concern is that they will continue to evolve into more residential, commercial and industrial usages (refer to Map 2). Residents value the rural character and believe that sustaining local agriculture, which is consistent with this type of environment, will help to maintain these qualities for future generations.

Agriculture and agribusiness is a major contributor to Carroll County's economic base. In 2001 crop cash receipts totaled \$44,960,000 while livestock cash receipts totaled \$11,658,000. In 1997 an average of 166 acres per farm combined for 683 farms across a total of 113,338 acres in farm use. In 2001

oats/hay generated the largest amount of crop cash receipts while dairy produced the largest amount of livestock cash receipts. In 1998, value added by the agricultural sector in Carroll County, i.e. the broad measure of income that includes employee compensation, proprietary income and other property income, was 6% of the total. Employment in the agricultural sector, including full and part-time and self-employed, was 11%, the fourth largest sector behind services, manufacturing and trade.

While cash receipts from traditional agricultural crops (soybeans, wheat oats/hay, corn) has steadily grown over the past 10 years, the growth in other crops such as nursery stock (trees), has been impressive. In 1991 the cash receipts from other crops totaled \$816,000. In 2001 it had grown to \$41,567,000, an increase of over five fold. It is by far the largest category of agricultural receipts in Carroll County.

Livestock production also contributes to the agricultural base of Carroll County. In the past 10 years dairy and hog production has decreased, while cattle and other livestock have increased. The cash receipts for all of these categories were \$11,659,000.

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 newer retail area on Route 43 North. The newer area is home to a number of national retail chains including Ponderosa, Days Inn, Wendy's, McDonald's, Pizza Hut and Speedway. One of the larger retail enterprises in the county, Ames, closed within the last 36 months, laying off 75 employees. The 44,000 sq. ft. Ames building, located on Rt. 43 north, is available for retail development.

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. The population of Carroll County is too small to support a large retail chain store. However, when surrounding counties populations are included the potential for such a facility increases. The Malvern and Minerva area seems to be able to generate such numbers.

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 such as a Ben Franklin Five and Dime, restaurants, and specialty shops that cater to residents and visitors to the area. The Village of Minerva has received a state grant that is being used to partner with building owners to make infrastructure and structural improvements to the downtown area. Available rental space that is useable for additional businesses fluctuates, but currently is very minimal. Minerva has a distinct downtown retail area with small shops, governmental facilities, restaurants and professional offices.

Shopper surveys of the downtown areas have showed that the pull of customers for the Carrollton retail center comes from the villages of Kilgore, Amsterdam, Scio and Cadiz. For Minerva and Malvern, shoppers generally travel to the larger shopping areas of Alliance and Canton.

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 (refer to Maps 11, 12 & 13)

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 working mills 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 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). A 2002 Travel and Tourism Study by the State of Ohio Department of Development indicated direct sales in Carroll County to travelers totaled \$35.3 million in 2001. Based on this sales level and the addition of circulation of dollars in the community **\$2.8 million dollars were generated in local taxes**. Over 1,000 jobs were directly or indirectly supported by tourism spending in Carroll County. \$15.5 million dollars were added to the wages of Carroll County workers by tourism dollars. During this time frame there was a substantial increase in overnight visitor expenditures. Unfortunately there was also a decrease of 45.6% in day trip expenditures by travelers. Included in the sited study was a breakdown of expenditures into the following categories: 36% on food/restaurants; 27% on retail & other; 17% on auto & local transportation; 11% on lodging; and 9% on recreation. The occupancy level at hotels, motels and resorts was 47.3% annually and 40% annually at transient private and public campgrounds. 27% of use was from out-of-state travelers with average length of stays at 2.1 days for hotels, motels and resorts and 2.3 days for campsites.

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 Three sites should be evaluated for inclusion as industrial sites within the county. Included are:
 - 1.1.a The County Home in Washington Township containing approximately 100 acres

- 1.1.b The Whitacre Greer property in Brown Township southwest of Malvern containing approximately 570 acres
- 1.1.c H&M Snyder site located in Brown Township containing approximately 27 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: Although it is probable that this method will increase the development cost for the site the social and environmental gains will far exceed the short term development cost. Placing utilities along existing highways will encourage development within highway corridors and discourage development across farmland.
- 1.4 Develop land use standards: It is very unlikely the local electorate will approve zoning standards in the near future. However, 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 Develop cooperative agreements between political jurisdictions: Current state legislation allows two or more political jurisdictions to create agreements that provide exchange of services and sharing of tax revenues when completing economic development projects. Communities can create through voter approval joint economic development districts or they can create through their individual legislative bodies cooperative agreements. It appears that the three sites identified for industrial/commercial development will require a joint effort of providing utility services, particularly water and sewer. Having cooperative agreements in place can expedite the development process and create win-win situations for each political jurisdiction involved. It is extremely important that municipalities gain access to income tax revenues from economic

development projects. Having cooperative agreements will allow the sharing of revenues to the benefit of township and municipality alike. In addition, because the municipalities in Carroll County are villages it will be some time before townships would lose their share of the property tax from annexations. However, with the rate of residential growth in Carroll County that day may soon approach. Cooperative agreements will assure continued revenues for townships even in the event of annexation of property to a city.

- 1.6 Where available and appropriate, redevelop brownfield sites for service/business park development.

Objective 2: Create a Port Authority to Implement Development Activities

- 2.1 Create a Carroll County Port Authority: The creation of a Carroll County Port Authority allows the joint action of various political subdivisions regarding an economic activity. Such a group allows for more expedient response to economic development opportunities. It also encourages continued collaboration and coordination of economic activities jointly by a central group representative of participating political entities. Port Authorities are legal entities authorized under the Ohio Revised Code (see ORC 4582). They have the authority to “acquire, construct, furnish, equip, maintain, repair, sell, exchange, lease to or from, or lease with an option to purchase, convey other interests in real or personal property, or any combination thereof, related to, useful for, or in furtherance of any authorized purpose and operate any property in connection with transportation, recreational, governmental operations, or cultural activities. Port Authorities were originally intended to operate transportation facilities for local governments. Since those early activities port authorities have expanded into a number of development functions and activities. Included is the function of obtaining land and making improvements for development projects. They also have the ability to request a tax levy approval from voters for the operation of economic development activities, so they can raise their own funding.

In addition to Economic Development, the Port Authority can also provide leadership and support for the development of technology infrastructure in Carroll County. The Technology Committee to be created through this Comprehensive Plan can become affiliated with the Port Authority, perhaps as a subcommittee.

Objective 3: Improve High Speed Internet Access and Service in the Community

- 3.1 Improve telecommunication infrastructure and create a technology committee to explore possibilities for growth: The 2003 BR&E Survey indicated businesses surveyed rated the access of high speed internet service as average but approaching poor service. In a knowledge based economy the ability to exchange information quickly and accurately is a necessary component of doing business. Improving infrastructure to meet high-speed demand will assist existing business. 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.
- 3.2 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 4: Explore the Potential of Developing a Value-Added Development Emphasis

- 4.1 Connect product lines to area industries: Information from the BR&E Survey indicates firms in Carroll County are centered on the regional economy (51%). With another 17% of product being sold in Ohio it appears that firms in the county are part of a link that adds value along the various phases of production. Certainly efforts to attract firms that sell more globally should not be abandon, yet an equal emphasis on discovering ways to build a value-added supply chain may lead to greater short-term success. Such a strategy may also provide opportunities to current home-based business to increase their market and expand into new facilities.

Objective 5: Concentrate Retail and Service Development

- 5.1 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.
- 5.2 Encourage retail and service development around existing areas of population concentrations: Create “growth halos” around villages in accordance with subdivision regulations (ORC 711.09) allowing villages to oversee development within 1.5 miles of their corporate limits. Promote service and retail growth within these areas and encourage the provision of infrastructure development that is supportive of this economic growth.
- 5.3 Provide retail access in municipalities: The concentration of retail businesses in these four areas will help preserve farmland and the rural nature of Carroll County. 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.
- 5.4 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. Such businesses should be encouraged to locate first within the current incorporated area or next within the 1.5 mile “growth halo”. However, if these businesses select to locate outside these areas there will be minimal loss of farmland since their demand for acreage will be small.
- 5.5 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.

- 5.6 Plan for highway growth: The clustering of businesses along State Routes 43 and 183 will in the future place stress on traffic flow along these routes. 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.
- 5.7 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 that connect municipalities, attractions and neighborhoods.
 - a. Development of Great Trail/Sandy Beaver Canal Corridor

Objective 2: Development of Agricultural and Natural Resources Businesses

The nearly one hundred participants in the creation of this Carroll County Comprehensive Plan have envisioned their community as a rural area with open space and preservation of natural resources. Based solely on an economic development view those businesses that are agricultural and natural resource based are primary custodians of preservation of this type of land use. Carroll County has a number of diversified crop and livestock farms as well as a number of natural resource based farms growing conifers for Christmas tree as well as balled & burlap sales. The following land use activities will assist in maintaining

the financial base necessary for the continuation of the agricultural and natural resource industries:

- 2.1 Direct Marketing: Creating and maintaining space for direct marketing of locally grown agricultural and natural resource products through storefronts and farm markets.
- 2.2 Traffic controlling methods: that respect and enhance the ability of producers to get their products directly to customers will assist.
 - 2.2.a Maintaining lower speed limits along county and township roads slows non-agricultural traffic allowing transportation safety for producer vehicles.
 - 2.2.b Maintenance of wider roads that allow safer and efficient passage of vehicles also should assist.
- 2.3 Off Farm Employment: Providing employment opportunities for off-farm work which allows supplemental income, health benefits and spouse employment.

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

Economic Development Comprehensive Plan

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	Three 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)

Economic Development Comprehensive Plan

			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 2: Create a Port Authority to Implement Development Activities				
#	Strategy	Action	Responsibility	Timeframe
2.1	Create a Carroll County Port Authority	a. Hold meetings to explore and learn operations of a port authority b. Write enabling legislation c. Enact enabling legislation	1. Carroll County Economic Development Office 2. Carroll County Commissioners 3. Carroll County Villages 4. Carroll County Utilities 5. Carroll County Townships 6. Educational assistance from Ohio State University Extension, Carroll County Office 7. Legal assistance from Carroll County Prosecutors Office	Short 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	1. Carroll County Economic Development Office 2. Appropriate local unit of government by political jurisdiction	Short Term Ongoing

Economic Development Comprehensive Plan

		c. Work with Appalachian Regional Commission for funding d. Create public systems to build customer base to attract more private investment		
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				
Objective 4: Explore the Potential of Developing a Value-Added Development Emphasis				
#	Strategy	Action	Responsibility	Timeframe
4.1	Connect product lines to area industries	a. Identify linkages of products through BR&E information b. Visit potential firms for expansion of product line or location in industrial parks c. Create incentive packages for value added industries, particularly ag based	1. Carroll County Economic Development Office 2. Carroll County Farm Producer Organizations 3. Governor's Office of Economic Development 4. Ohio Office of Appalachia	Short Term Ongoing

Goal 1				
Objective 5: Concentrate Retail/Service Development				
#	Strategy	Action	Responsibility	Timeframe
5.1	Concentrate retail and service development along selected corridors	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	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	Item a: Short Term Items b-c: Mid Term Items d-e: Long Term

Economic Development Comprehensive Plan

5.2	Encourage retail and service development in population concentration areas	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	a. Develop municipal incentives	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	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	1. Carroll County Chambers 2. Villages governments	Short Term Long Term
5.5	Develop one or more service business incubators in the larger villages	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	1. Carroll County Economic Development Office 2. Carroll County Historical Society	Long Term
5.6	Plan for highway growth	a. Perform a future traffic use study b. Identify highway specifications c. Create appropriate funding sources from developers	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	Mid Term Long Term
5.7	Communicate with Amish population	a. Discuss transportation needs b. Review safety signage issues c. Construct wider berms for buggy traffic	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	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	1. Carroll County Convention & Visitors Bureau 2. Chambers of Commerce	Short Term
1.2	Identify and adopt State Scenic Byway Corridor	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	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 of day trip tourism	a. Identify heritage tourism activities b. Explore potentials presented by natural resources recommendation in the comp plan	1. Carroll County Convention & Visitors Bureau 2. Chambers of Commerce	Short Term 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

Economic Development
Comprehensive Plan

Goal 2				
Objective 2: Development of Agricultural and Natural Resources Businesses				
#	Strategy	Action	Responsibility	Timeframe
2.1	Direct Marketing	a. Identify direct marketing opportunities b. Identify space needs for direct marketing and then create a regional center c. Work with local merchants to provide shelf space for locally grown products d. Identify arts and crafts items locally produced e. Develop joint promotional activities	1. Chambers of Commerce 2. Carroll County Convention and Visitors Bureau 3. Farm Producer Organizations 4. Carroll County Commissioners	Short term Ongoing
2.2	Traffic controlling methods	a. Maintaining lower speed limits along county and township roads slows non-agricultural traffic allowing transportation safety for producer vehicles b. Maintenance of wider roads that allow safer and efficient passage of vehicles also should assist	1. Carroll County Townships 2. Carroll county engineers Office 3. Carroll County Commissioners 4. Carroll County Sheriff's Office	Ongoing
2.3	Off Farm employment	a. Develop a master plan for connecting farm families to area work places	1. Carroll County Economic Development Office 2. Ohio Department of Job and Family Services	Ongoing

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

Economic Development Comprehensive Plan

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 3. Village governments 4. Local telecommunication providers	Short Term
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

Ohio is divided for administrative purposes into 88 counties. At one time, this division of responsibilities made good sense and even today most public obligations can be met by using the traditional County administrative system. A type of pathology begins to emerge with symptoms such as resource depletion, uneven distribution of goods and services, out-migration of young people from old families, in-migration of new families with new service demands and increasing unwillingness of people to confront reality.

At some point, these concerns of helplessness, uncertainty, loss of community consciousness come to an intersection where conflict is inevitable. Carroll County with its many facets, unique character and keen sense of observation has come to this self-realization.

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 1,676 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 storage tanks, one elevated tank with 300,000 gallons and one underground tank with 300,000 gallons. 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 20% 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 current cost for water for residential customers is a flat fee of \$23 per month in the village limits, and

double that, or \$46 per month, outside of the village. 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. 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.

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 1,400 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 is 25 years old and 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 20% 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 total number of customers in the Carroll County portion of Minerva is 132. 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. BTM is organized as a separate political subdivision under the Ohio Revised Code, and is under the direction of the Carroll County Commissioners. BTM's 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. BTM's 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. BTM 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. BTM 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 1,200 customers (1,775 + equivalents) 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 District has no industrial users and only about sixty commercial connections. 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 hired Quicksall and Associates, engineering consultants from nearby Tuscarawas County, to prepare a feasibility plan for extending water from the Village of Malvern and sewer from the County's BTM system southeastward along SR 43 toward Carrollton and to the proposed County Industrial Site at the County Home on Rt. 9 (see Economic Development section). The feasibility analysis concluded that because of the scope of this project, it would be preferable to accomplish the utility extensions in stages over the next ten to fifteen years. As an additional strategy, the County is approaching the Village of Carrollton to discuss the possibility of bringing water and sewer out from the village northward on CR 9 to the proposed industrial site. This project will be much faster to implement. The County intends to pursue both of these approaches to providing water and sewer to the County Home industrial site.

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

Objective 1: Promote wise land use by limiting construction of water, sewer, roads and other utilities to areas with less agriculturally productive soils

- 1.1 Identify soils that are desirable for agricultural usage
- 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
 - 1.2.b Discourage the construction of water and sewer lines through areas identified as having agriculturally productive soils by implementing growth management tools and standards to increase the cost of such construction. Examples include property assessments premiums on top of fees to discourage development

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 where 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. Perhaps a small industrial park located on the south side of the airport would be helpful in developing greater use of this facility.

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. CCCT 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

7.2 Examine the feasibility of developing a light industrial/business site on the south side of the airport to provide an opportunity to attract appropriate business to the county

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.

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
- b. Number of subdivisions and individual homesites constructed in designated areas

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 waste 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 1.2.b Discourage the construction of water and sewer lines through areas identified as having agriculturally productive soils by implementing growth management tools and standards to increase the cost of such construction. Examples include property assessment premiums on top fees to discourage development	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 c. Discourage the construction of water and sewer lines through areas identified as having agriculturally productive soils by implementing growth management tools and standards to increase the cost of such construction. Examples include property assessment premiums on top fees to discourage development	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 which promotes tax base expansion without intrusion upon traditional values and environmental quality	a. Identify resource allocation policies for roadways that help the local economy 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	Regional Planning Commission Carroll County Highway Department County Commissioners	Long Range
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	Regional Planning Commission Carroll County Highway Department Carroll County Economic Development	Mid Term – Long Range

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		strip commercial and industrial growth along roadways		
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 Carroll County Economic Development	Mid Term – Long Range
1.6	Negotiate off-site transportation improvements and right-of-way dedications as part of the development review and approval process	a. Establish impact fees and/or other tools that will help to address needed off-site transportation improvements as a result of development b. Incorporate right-of-way dedications into development projects c. Include these tools as part of the review and approval of new developments	Regional Planning Commission Carroll County Highway Department Carroll County Economic Development	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	a. Establish an ad-hoc committee of representatives from the northern tier of townships and involved agencies b. Conduct an analysis of the impact of increased traffic and accessibility to these townships c. Consider in planning both the Canton to St. Rt. 9 section and the St. Rt. 9 to St. Rt. 11 section	County Commissioners Carroll County Highway Department Regional Planning Commission	Long Term
2.2	Channel infrastructure resources along the Minerva-Malvern-Carrollton triangle	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 b. Develop a plan to provide resources to	County Commissioners Carroll County Highway Department	Long Term

Infrastructure Comprehensive Plan

		those areas affected by the U.S 30 corridor that take into account the needs of the region as well as the political subdivisions	Regional Planning Commission Utility Service Providers	
2.3	Analyze the degree to which tourism-related development in the Atwood-Leesville area will contribute to infrastructure needs	a. Inventory existing water and sewer infrastructure in the Atwood-Leesville area b. Analyze the current need for water and sewer services and identify existing plans 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	County Commissioners Carroll County Highway Department Regional Planning Commission Utility Service Providers	Mid Term
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	Long Term

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			Carroll County Department of Highways	
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-Leesville Lake Regions and develop plans to improve access while providing transportation corridors suitable for tourism	Effectuated Political Subdivisions Regional Planning Commission Carroll County Department of Highways	Long Term
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	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	Regional Planning Commission Carroll County Department of Highways	Mid Term

	achieve as growth and development occurs	planning processes	County Commissioners Political Subdivisions	
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Transportation - Goal 1				
Objective 4: Preserve and maintain all roadways in county (state, county and township)				
#	Strategy	Action	Responsibility	Timeframe
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	Institute Capital Improvements Programs (CIP) for the pre-planned expansion	<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	Work with and support Ohio Rail Commissions in efforts to upgrade county rail system	a. Maintain open lines of communication with the Ohio Rail Commission b. Identify areas of concern in the county and share these with the Ohio Rail Commission	Carroll County Economic Development Office	Mid Term
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	a. Develop standards for ingress and egress sight development requirements	Carroll County Highway Department	Mid Term

	points off of all roadways	b. Identify roads that do not meet these standards c. Plan to bring all roads up to standards d. Identify sources of funding	Regional Planning Commission Ohio Department of Transportation	
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Transportation - Goal 1				
Objective 7: Preserve and maintain the county airport				
#	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
7.2	Examine the feasibility of developing a light industrial/business site on the south side of the airport to provide an opportunity to attract appropriate business to the county	a. Conduct a feasibility analysis for the development of an industrial/business park on the airport site b. Prepare a marketing plan to promote the site	Carroll County Airport Authority Carroll County Economic Development Office	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

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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 Commission to set up private/public partnerships to introduce and expand broadband service throughout Carroll County	a. Research the potential for applying for and receiving grant funds for broadband service in the county b. Apply for funding	Carroll County Economic Development Office Governor's Office of Appalachia	Mid Term
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	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

Infrastructure **Comprehensive Plan**

	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	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

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. Information was also collected from a prior Carroll County community facilities plan prepared by Hurley, Schnauffer & Associates of Columbus, Ohio. Although portions of this data were outdated, much of the information could still be utilized. In terms of services, the primary sources of information include the Carroll County Community Needs Assessment conducted in 2002 by Carroll County Families and Children First Council with the Institute of Local Government and Rural Development at Ohio University, U. S. Census Data, and Carroll County's Resource Guide.

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 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 eight of the county's thirteen school buildings. Carrollton School District's enrollment for the 2003-2004 school year was 2,829 students, which includes the 157 students who attend Buckeye Career Center. Brown Local's enrollment was 900 students (which includes 45 students who attend RG Drage Career Center); Conotton Valley Union's enrollment was 545 students (which includes 24 students who attend Buckeye Career Center). Approximately 60% of this enrollment lives in Carroll County. Carroll Hills enrollment was 21 students while the Carroll Hills Workshop provides job opportunities for 90 adults.

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. This study has estimated that the cost for the building replacements and renovations will total approximately 60 million dollars. The district has recently received information from the Ohio School Facilities Commission that Carrollton Schools is eligible to receive 64%(approx. \$38.4 million) of this amount from state funding if the district can pass a bond issue for the remaining 36% (approx. \$21.6 million).

The school district is in the process of sharing this information and developing plans with the community. There has already been a survey completed and

Community Facilities and Services **Comprehensive Plan**

community meetings are being scheduled throughout the county to discuss this issue and receive input from interested community members.

Brown Local School District

Brown Local is also working with the Ohio Schools Facilities Commission to address the needs of their school facilities. It has been estimated that the replacement of their current facility will cost approximately 19.1 million dollars. The state will pay for approximately 54% of the cost if the district can raise the remaining funds. Brown Local is in the early stages of developing their facilities plan with their community.

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. It has been estimated that the replacement of their current facility will cost approximately 14.1 million dollars. The state will pay for approximately 49% of the cost if the district can raise the remaining funds. Conotton Valley Union is in the early stages of developing their facilities plan with their community.

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
Harlem Springs Elementary	1933	None	poor
Kilgore Elementary	1923	1985	poor
Willis Elementary	1960	1984	fair
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

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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. Brown is higher than the state in the fourth and sixth grade, but below the state in the ninth and twelfth grades. Overall attendance is slightly higher for both districts than for the state. While the statewide average spending per pupil is \$7,602, Carrollton and Brown are considerably lower at \$5,409 and \$6,100 respectively. Students going on to college are much lower in the two Carroll County districts than for Appalachian Ohio, the state and the national level. Although Carrollton and Brown have higher graduation rates than the state, in 1999 only 36% of graduates went on to college, compared to 39% in Appalachia, 46% in the state, and 63% nationally.

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

Post-Secondary Education:

Although there are no post-secondary schools in Carroll County, 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 18 associate's degrees, as well as all coursework for the following 6 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.

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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. Buckeye Career Center is located in New Philadelphia with eleven satellite programs, one of which is located in Carrollton. They have Articulation Agreements with many surrounding colleges, including KSU – Tuscarawas Campus and the Ohio 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

Community Facilities and Services

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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 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.

Fire

There are 18 separate fire departments located in Carroll County. These departments and their location are as follows: Augusta (Augusta), Brown Township (Malvern), Carroll County (at the county fairgrounds 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 2003

<u>Department</u>	<u>Age of Station</u>	<u>General Condition</u>
Augusta	75+ yrs.	Fair
Brown Township	35+ yrs.	Good
Carroll County	6 yrs.	Excellent
Carrollton	12 yrs.	Excellent
Dellroy	50+yrs.	Good
Fox Township	50 +yrs.	Fair
Leesville	50 +yrs.	Fair
Loudon Township	40 yrs.	Fair
Malvern	5 yrs.	Excellent
Perry Township	40 yrs.	Good
Sherrodsville	50+yrs.	Fair

Community Facilities and Services **Comprehensive Plan**

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

The survey also revealed that, for those departments that responded, only two anticipated the need for additional space in the future, and four indicated that no new space needs were foreseen. Two of the Fire Departments were considering consolidation with adjoining departments in order to provide more efficient services and maximize available resources.

Fire Departments

<u>Department</u>	<u>Needs</u>
Augusta:	None
Brown:	Will need more space in the future. Explore consolidation with Malvern Fire Department
Carrollton	None at this time
Carroll County	N/R
Dellroy	N/R
Fox	N/R
Leesville	None
Loudon	N/R
Malvern	May need more space in future. Explore consolidation with Brown
Perry	N/R
Sherrodsville	None

(N/R indicates no response)

In terms of fire suppression systems, only the villages of Carrollton, Malvern 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. The District is planning to construct a district-wide water system with hydrants installed throughout the system. The villages of Dellroy and Sherrodsville are within the district boundaries.

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. It also

Community Facilities and Services

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impacts directly upon Carroll County's ability to attract new industry and business by helping to establish Highly Protective Risk ratings which directly result in the annual cost of insurance for local businesses. Lower P. C. ratings mean substantially lower annual costs for insurance. A community with lower ratings is more competitive as a location for industry than is a community with higher ratings simply because of the difference in cost of operations.

The fire ratings for the major villages in Carroll County are listed on the chart below. The lowest score that can possibly be awarded is 1, and would be usually given to larger metropolitan areas with extensive fire fighting capabilities.

Insurance Ratings for Fire Services Carroll County

Village	Fire Rating
Carrollton (and some surrounding area)	P. C. 6
Malvern	P. C. 6
Minerva (Village and some surrounding area)	P. C. 5
Dellroy (Village and within 5 mi. excluding Harrison Twp.	P. C. 7
Magnolia	P. C. 6
Lake Mohawk Development (Brown Twp.)	P. C. 6
Amsterdam Village	P. C. 7
Balance of County	Mostly P. C. 9 with some small pockets of P. C. 10

(Note: Since Carroll County is a rural area, fire insurance ratings generally must be determined on a case-by-case evaluation using locations and fire service availability in each township.)

A Cooperation Agreement exists among the 18 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.

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Carrollton's department staff includes a Chief of Police and eight 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 with 18 full time jail, dispatch and road employees.

The Village of Minerva has a full time police department located in the Stark County portion of the community. The Village of Malvern has a part time law enforcement department, and the County Sheriff's office provides additional and back up coverage. 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. Funding requests for this enhancement is contained in grants that have been approved by the funding agencies, so the likelihood that support for the merger will be available in the near future is highly likely. The County Sheriff's Department is also hoping to obtain cutting edge technology that will allow for the location of 911 calls made from cell phones. At the present time, only landline and not cell phone calls can be located through the GIS merger.

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. Although there are six dentists and fourteen physicians in Carroll County, the county lacks some critical and basic services that can only be accessed by driving to neighboring counties. Carroll County does not have a hospital and the closest facilities are located in New Philadelphia and Canton. Emergency care can therefore take valuable time to access. There are no pediatricians in the county

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and care in general by doctors and dentists is difficult for lower income residents to secure because many will not take medical cards. Approximately 10% of the county's residents are uninsured, usually because they cannot afford it. Even those persons who are working cannot afford health coverage after meeting their basic housing needs.

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 from 7:00 a.m. until 10:00 p.m., 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; Aultman for six years and Mercy for 10. 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 six 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.

Carroll County has five pharmacies in various parts of the county. These pharmacies are all privately owned and operated, some as national chains and others are local single location businesses. They maintain normal business hours.

Child Care Facilities and Services

According to the Ohio Department of Job and Family Services Child Care Center directory, Carroll County has seven child care centers.

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Child Care Centers Carroll County

Location	Name	Center Type	Limits	Eligibility
Carrollton	Growing Tree Day Care	Full-Time	Infants: 8 Toddlers: 9 Pre-Schl: 30 Schl: 18	
Malvern	Harcatus Head Start	Head Start	Infants: 0 Toddlers: 0 Pre-Schl: 25 Schl: 0	Income limits; 3-5 years old
Malvern	Hilltop Learning Center	Full-Time	Infants: 5 Toddlers: 4 Pre-Schl: 24 Schl: 18	
Malvern	YMCA Child Care	Part-Time	Infants: 0 Toddlers: 0 Pre-Schl: 0 Schl: 18	After school program
Carrollton	Harcatus Head Start-Carroll Hills	Head Start	Infants: 0 Toddlers: 0 Pre-Schl: 17 Schl: 0	Income limits; 3-5 years old
Carrollton	Harcatus Tri-Co. Head Start-Carrollton	Head Start	Infants: 0 Toddlers: 0 Pre-Schl: 29 Schl: 0	Income limits; 3-5 years old
Carrollton	Open Door Nursery School	Part-Time	Infants: 0 Toddlers: 0 Pre-Schl: 24 Schl: 5	

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.

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Carroll County Public Libraries Existing Facilities 2003

	Volumes (Capacity)	Circulation*	Bldg Size (Sq Ft)	Yr Built	Community Rm
Carrollton (main)	69,000	233,000	17482	1994	75
Malvern (branch)	10,000	67,000	3500	2000	None

- Material distributed on an annual basis (15,000 registered borrowers)

Library Services

The Carroll County District Library System includes a full range of services. The library operates a bookmobile that visits, on a regular daily schedule, local schools throughout the county, day care, Head Start and early childhood centers, residential facilities and the center for seniors, private schools and academies including religious and Amish schools, and various communities and housing developments. When school is out for the summer they stop at playgrounds and other locations, including the county fair and local festivals, where residents might use their 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:

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- 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).

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.

Carroll County has a number of independent haulers who provide trash removal services to residents. The Village of Carrollton contracts with J&J, who also provides curbside recycling and separates recyclables at their transfer station in Canton. There currently is no landfill in Carroll County. The one existing facility was closed in the late 1980's or early 1990's. There are two landfills that accept Carroll County waste, one in Stark County and the other in Tuscarawas County. There is a generation fee of \$2.50 per ton which the landfills send to the District to support programs. The Solid Waste Management District is currently working toward closing out the old Carroll County landfill, seeking grant funds for cleanup and monitoring wells.

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 remaining sites consist of trailers, which serve other population concentrations throughout the county on a periodic basis. The Recycling Program is currently working on a plan to increase access to recycling facilities by providing more permanent bins that are available 24/7. The Ohio EPA is

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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. Carroll County Adopt a Highway has been in existence for over 10 years and provides bags and T-shirts to volunteers who pick up litter along roadways and around Leesville and Atwood Lakes. This successful program has seen the adoption of 32 highway miles by 17 local groups of volunteers.

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)

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

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.

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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) Voting/4H
Washington	24x40	1995	Excellent	Trustees Mtg (50) Voting

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>
Court House	200+ yrs.	Fair
County Home	60+	Fair
Sheriff's Department	28 yrs.	Good

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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)
Senior Citizens	40x40	1980	Excellent	Sr Citizens (80)
Friendship Center	40x60	2001	Excellent	Stark State (110) Athletic Boosters 4H/Line Dancers
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				

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 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

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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
- 1.2 Seek sources of local, state and federal dollars for the construction of facilities and the provision of needed services
- 1.3 Establish or utilize special taxing districts to provide revenues for certain specific community facility and service needs for exclusively defined areas

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

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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

- 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.

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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

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- 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
- 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

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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

- 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

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- 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

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

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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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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 services.				
#	Strategy	Action	Responsibility	Timeframe
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	a. Form an Ad Hoc Committee of Carroll County service providers and clientele b. Analyze the feasibility of developing a "one stop" center for social services in Carroll County c. Identify resources needed to accomplish this project	Carroll County Coordinating Council Social Service Agencies County Commissioners	Mid Term
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, child care to assist those families who are utilizing the services provided, transportation, and other supportive efforts	a. Form an Ad Hoc Committee of Carroll County service providers and clientele b. Identify client needs, existing resources, resource gaps, and develop a plan to provide a wide range of direct and indirect services through this "one stop" center c. Implement the plan	Carroll County Coordinating Council Social Service Agencies County Commissioners	Mid Term
1.3	Survey community residents to gather data to help determine the facility needs.	a. Conduct an in depth survey of clientele needs b. Conduct focus groups to determine clientele needs c. Use existing needs assessments to obtain data d. Prepare a report on facility needs	Social Service Agencies Ohio State University Extension	Short Term

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1.4	Identify various sources of funding and revenue that can be used to construct such a facility	a. Research funding sources for this "one stop" center from local resources, state agencies, and federal programs b. Design a plan that will enable the facility to be self-supporting	County Commissioners Carroll County Coordinating Council OSU Extension	
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Goal 1				
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.				
#	Strategy	Action	Responsibility	Timeframe
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	a. Form an Ad Hoc committee of stakeholders b. Prepare a feasibility report c. Present this report to the County Commissioners	Carroll County Law Enforcement Agencies County Commissioners	Long Term
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	a. Form an Ad Hoc committee of stakeholders b. Prepare a feasibility report c. Present this report to the County Commissioners	Carroll County Highway Department County Commissioners	Long Term

Goal 1				
Objective 3: Examine the technological needs of various public offices and agencies to see if capital or equipment improvements need to be made				
#	Strategy	Action	Responsibility	Timeframe
3.1	Assist the Carroll County District Library's Carrollton facility in planning for additional needed space and equipment to provide for technological advances	a. Form an Ad Hoc committee of stakeholders b. Develop a plan for needed space and technology c. Identify local, state and federal resources d. Prepare applications to obtain support for this plan	Carroll County District Library Local Educational Institutions	Mid Term

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3.2	Survey other public offices and agencies to determine their technological needs	a. Identify types of assistance needed b. Develop a plan for needed space and technology c. Identify local, state and federal resources d. Prepare applications to obtain support for this plan	Public offices and agencies County Commissioners	Mid Term
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Goal 2: Provide adequate funding for needed community facilities and services				
Objective 1: Identify and secure sources of funds to support the construction, remodeling of community facilities				
#	Strategy	Action	Responsibility	Timeframe
1.1	Institute Capital Improvements Programming to plan for the financing and construction of community facilities	a. Identify the need in Carroll County for Community facilities improvements and expansions b. Develop a long-range CIP to identify and provide resources needed to accomplish these projects	Regional Planning Commission Political Subdivisions Carroll County Commissioners	Long Term
1.2	Seek sources of local, state and federal dollars for the construction of facilities and the provision of needed services	a. Develop relationships with funding agencies to determine the applicability of their programs and their funding cycles b. Prepare grant applications as needed	Regional Planning Commission Ohio Department of Development Regional Community Development Representative	Long Term
1.3	Establish or utilize special taxing districts to provide revenues for certain specific community facility and service needs for exclusively defined areas	a. Research possible structures and approaches that can be implemented at the local level b. Prepare a plan for these special arrangements	Regional Planning Commission Political Subdivisions	Long Term

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Goal 2				
Objective 2: Assist community facilities in planning for the technology needs and resulting increased space requirements for future use.				
#	Strategy	Action	Responsibility	Timeframe
1.1	Work with Carroll County District Library in planning for future programming needs	a. Develop plan for future programming	Library Board	Long term
1.2	Work with the Carroll County Agricultural Society to promote greater utilization of the County Fairgrounds	a. Inventory facility needs b. Develop utilization plan c. Develop future use plan d. Implement plans	Carroll County Agricultural Society County Commissioners	Mid term Long term

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				
#	Strategy	Action	Responsibility	Timeframe
1.1	Conduct a county-wide assessment to determine the needs of senior citizens	a. Form an Ad Hoc Committee of stakeholders b. Prepare and distribute a survey to seniors throughout the county c. Present the results in a report to affected agencies and the public	Carroll County Senior Center Ohio State University Extension	Mid Term
1.2	Obtain the thoughts, feelings and input of Carroll County seniors through a variety of methods including surveys and focus groups	a. Coordinate and hold focus groups to determine senior's needs b. Present the results of these sessions to affected agencies and the public	Carroll County Senior Center Ohio State University Extension	Mid Term

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Goal 3				
Objective 2: Conduct a strategic plan, based on the needs assessment, to provide programs and services targeted to Carroll County's senior citizen population				
#	Strategy	Action	Responsibility	Timeframe
2.1	Bring all agencies with a stake in meeting the needs of seniors into meaningful participation in conducting and implementing this plan	a. Using the data gathered through the survey and focus groups, convene a summit of those programs, individuals and agencies serving seniors in Carroll county b. Prepare a strategic plan to address senior's needs	Carroll County Senior Center Ohio State University Extension Social Service Providers	Mid Term
2.2	Conduct a needs assessment feasibility analysis on the possibility of developing an assisted care facility for seniors in Carroll county	a. Conduct a needs assessment to determine the demand for an assisted care facility in Carroll County b. Locate developers of such facilities and partner with them on developing a plan of action	Carroll County Senior Center	Long Term

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				
#	Strategy	Action	Responsibility	Timeframe
1.1	Survey parents of school age children to determine the need for after school programming	a. Conduct a needs assessment of parent's needs for after school programs b. Develop a plan	Carroll County Schools	Mid Term
1.2	Seek sources of assistance to expand after school programs throughout the County	a. Identify sources of financial assistance to support these programs	Carroll County Schools	Mid Term

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Goal 4				
Objective 2: Determine the need for additional accessible, quality day care in Carroll County for infants, toddlers and pre-school age children				
#	Strategy	Action	Responsibility	Timeframe
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	a. Survey families regarding their day care needs b. Identify types of services needed	Carroll County Jobs and Family Services	Mid Term
2.2	Implement efforts to market the availability of existing day care Programs to families in Carroll County	a. Prepare and distribute marketing materials	Carroll County Jobs and Family Services	Mid Term
2.3	Explore opportunities to pursue funding from state and federal sources to assist in training child care providers and subsidize child care costs	a. Identify needs b. Identify sources of funding c. Develop a plan to secure needed resources	CC DJFS Day Care Providers CC School Districts	Mid Term

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				
#	Strategy	Action	Responsibility	Timeframe
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	a. Establish Task Force b. Conduct a strategic plan for health care access and affordability	Carroll County Health Department	Long Term

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1.2	Consider the feasibility of developing an ongoing community health care education program to provide information and assistance in preventive health approaches	a. Determine feasibility b. Design educational program c. Deliver program	Ohio State University Extension Carroll County Health Department Local Service Providers	Mid Term
1.3	Examine the possibility of developing a 24 hour, 7 day a week Critical Care facility in a central point in Carroll County	a. Determine feasibility of 24/7 critical care b. Develop partnerships with service providers c. Secure funding as needed	Health Care Providers Carroll County Health Department	Long Term

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

#	Strategy	Action	Responsibility	Timeframe
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	a. Identify sources of funding b. Support EMS and first responders requests for funding c. Develop effective partnerships to share resources among first responders	Emergency Management Services Sheriff's Department First Responders County Commissioners	Short Term
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	a. Facilitate and enhance lines of communications b. Maintain communications	Carroll County Commissioners Emergency Management Services	Short Term
1.3	Keep up to date on emerging technologies to deal with disasters and security events	a. Identify methods of obtaining up-to-date information b. Monitor information on an ongoing basis	Emergency Management Services	Short Term

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Goal 6				
Objective 2: Enhance the collaboration among first responders in Carroll County				
#	Strategy	Action	Responsibility	Timeframe
2.1	Effectively utilize limited resources by identifying key first responders who can provide specific services county-wide, and further enhance their capabilities	a. Identify key agencies b. Inventory available equipment and personnel c. Develop collaboration and share equipment and expertise	Emergency Management Services First Responders	Short Term

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				
#	Strategy	Action	Responsibility	Timeframe
1.1	Carroll county residents fund their local schools through taxes	a. Identify future needs for tax funding b. Develop plan to share information with voters	Carroll County School Districts	Mid Term
1.2	Schools are able to attract grant dollars from state and federal sources to enhance local educational programs	a. Identify sources of funding for schools b. Apply for appropriate programs	Carroll County School Districts	Short Term

Goal 7				
Objective 2: Carroll County students score well on state proficiency tests				
#	Strategy	Action	Responsibility	Timeframe
2.1	Students pass all sections of the proficiency test	a. Monitor statistics b. Improve instructions in non-compliant areas	Carroll County School Districts Board of Education	Short Term
2.2	Students score higher than the averages for the State of Ohio	a. Monitor statistics b. Improve instruction as needed	Carroll County School Districts Board of Education	Short Term

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Goal 7				
Objective 3: Carroll County school buildings are up-to-date and in excellent condition				
#	Strategy	Action	Responsibility	Timeframe
3.1	Adequate funding is received to rehab existing school buildings and build new in accordance with state guidelines and local needs	a. Identify sources of local state and federal funding b. Identify needs c. Develop plan to meets needs	Carroll County School Districts Board of Education	Mid to Long term
3.2	Carroll County students have access to up-to-date technology in their schools	a. Identify needed technologies b. Develop plan to address these needs	Carroll County School Districts Board of Education	Mid Term

Goal 8: Availability of Post-secondary Education Opportunities for all Residents				
Objective 1: All residents have minimum of a GED equivalency				
#	Strategy	Action	Responsibility	Timeframe
1.1	Opportunities for adults to participate in GED programs	a. Develop plan for GED programs across the county b. Secure staff to teach programs c. Implement Plan	Carroll County School Districts Board of Education Chambers of Commerce	Mid to Long Term
Goal 8				
Objective 2: Post-secondary programs to be available in county				
#	Strategy	Action	Responsibility	Timeframe
2.1	Various types of educational programs (technical, trades, college) to be offered	a. Develop programming b .Implement	Carroll County School Districts Board of Education	Short Term
2.2	Programming to be available for low income residents	a. Utilize loan/grant programs b. Secure sponsors	Carroll County School Districts Board of Education Chambers of Commerce Carroll County Commissioners	Short to Mid Term

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2.3	Work co-operatively with a post-secondary educational institution to offer programs	a. Open talks with technical schools, trade schools, community and state colleges b. Secure facility for classes	Carroll County School Districts Board of Education Chambers of Commerce Carroll County Commissioners	Short Term
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Growth Management and Land Use

Summary

Carroll County residents value their open spaces, agricultural lands and natural areas. They wish to preserve these vital areas that are historically the foundation of the community's quality of life and economic base. Therefore, the Carroll County Comprehensive Land Use Plan is development based on sustainable development practices. Preservation has the potential of encouraging leaving things as they are today. Sustainability however encourages the desire of preservation activities to protect natural resources but from a perspective that makes difficult choices about best use. Sustainable management applies an art and science approach to the use of natural resources to assure benefit without destroying the natural resource. The United Nations Brundtland Commission in 1987 defined sustainable development as development that meets the needs of the present without compromising the ability of future generations to meet their own needs. **Sustainability through wise development activities is the philosophy of this Carroll County Land Use Section.**

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

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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 2000 Census and Ohio ExUrban Exchange Project of Ohio State University Extension and The Ohio State University Data Center

The population of Carroll County increased 8.7% between 1990 and 2000 while the State of Ohio increase was 4.7%. Every township, except Center Township saw a population increase. Since Carroll County's municipalities are classified as villages, their populations are included in the township totals. However, when you remove the village population changes and simply consider population increases in non-municipal areas the percent increase in population raises to 11.7%. This means the greatest growth in population has happen in unincorporated areas of the county. **The five townships with the highest increase in numbers of new population were in the northwest and north central parts of the county.** Those fives townships accounted for 1524 of the 2241 in township population increases. Population growth projections for Carroll County estimated an increase from the current population of 28,836 to the projected population of 35,716 by 2030.

During the last decade the number of housing units in Carroll County increased 1,480 units. Houses built between 1990 and March 2000 make up 16.7% of the community's housing units. Housing units built since 1970 make up 48.4% of the county's housing units. **In 1960 62% of Carroll County residents lived in unincorporated areas; by 2000 that percent rose to 74%.** Carroll County is 399 square miles in land area of which 395 square miles is unincorporated area. The number of people per square mile living in unincorporated areas has risen to 55 people from 32.6 people in 1960.

The connection of Carroll County's workforce to the Canton-Massillon (Stark County) Metropolitan Statistical Area is very clear when commuting to work statistics are considered. **The 2000 U.S. Census indicated that 5125 persons travel into Stark County from Carroll County to work.** That is an increase of 1269 persons in the last decade. In addition the number of persons traveling into Carroll County to work from Stark County increased 193 people.

As metropolitan growth continues to be concentrated in suburban areas this expansion will create ever increasing demand on land use pressure for residential housing needs in Carroll County.

Land Use

Current land coverage in Carroll County can be classified as urban, forest, crop, pasture and waterways. From 1982 to 1997 there were small increases in land coverage in urban, forest and pasture classification with a larger increase in cropland use. Wetlands and waterways also make up significant land coverage from Atwood Lake and Leesville Lake.

Development activities have been predominately from residential construction. The northwest sections of the county have seen the greatest residential development; however there has been residential development throughout the county. The smallest percent increase in population growth during the last decade was in Fox Township at 4.1%, which still nearly equals the state average of 4.7% increase. Subdivision development has also increased. Additional public housing projects have improved the availability and quality of housing around the Carrollton area. Recreational housing is also a development pressure around the Atwood and Leesville Lake region.

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. An election was held to enact zoning in Brown Township, but was defeated. In 1995 a possible county zoning plan was prepared but never enacted. The three villages of Carrollton,

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Malvern and Minerva, which have historically been the focus of residential and business development activity, have existing zoning ordinances. At the current time zoning is regarded negatively as a potential tool to manage development in Carroll County.

Villages are provided the authority under 711.09 of the Ohio Revised Code to approve plats for subdivisions within 1.5 miles of their corporate limits (refer to Map 14) if they meet the following condition: the Village must have adopted a plan for the major streets or thoroughfares and for the parks and other public grounds of their village or any part of it. When this condition is met, the village planning commission, if one exists, or the legislative authority reviews the plat for compliance with their local plan and signs off on it before it can be developed. There are no villages currently exercising this authority.

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, 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.

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- 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 at 60.4 %.
- 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 (62.7%), Augusta (60.4%), Washington (52.2%), Center (50.8%), Harrison (44.6%) and Loudon (45.9%).

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 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

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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 and 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. Direct new development within a 1.5 mile radius of the existing corporate limits of incorporated villages
 - 1.1.b. 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
 - 1.1.c. Encourage villages to limit public infrastructure investment and development to within 1.5 miles of their corporate limits
- 1.2 Manage development through public infrastructure development that is based on wise land use and not simply least 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
 - 2.1.c Create impact fees to cover the cost of infrastructure development in areas not served by public facilities
- 2.2 Provide technical assistance through county offices to assist developers explore alternative site development approaches that encourages planning area green space development

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
 - 3.2.a. Revise current policy to create a 3 to 5 year inspection program for private wastewater systems
 - 3.2.b. Review current fees and adjust to reflect actual cost to support funding needed by health department to operate an efficient program
 - 3.2.c. Require a dwelling occupancy permit to assure all health department standards have been met before residential homes or commercial buildings are inhabited
 - 3.2.d. Require the attachment of a legal lot description to application for water or wastewater permits
- 3.3 Require an environmental assessment for new development including sub-divisions, individual building sites and property splits

- 3.4 Require licensing of contractors in the county to create an opportunity to educate contractors on existing standards
- 3.5 Require building permits and inspections to meet state minimum standards on inhabited and commercial buildings

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

- 4.1 Prepare a model zoning resolution by reviewing and updating the one prepared in 1995 for use as an educational piece
- 4.2 Provide educational workshops for elected officials and residents using the model zoning ordinance
- 4.3 Provide educational workshops for elected officials and residents regarding a village's ability to oversee subdivision regulations within 1.5 miles of their corporation limits in accordance with ORC 711.09
- 4.4 Provide educational workshops for elected officials and residents regarding building standards
- 4.5 Provide facilitation and technical assistance to local units of governments interested in adopting zoning resolutions or building standards by referendum
- 4.6 Provide educational and facilitation assistance to villages with existing zoning and/or building regulations to revise those regulations in keeping with the implementation strategies of the Carroll County Comprehensive Land Use Plan

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:
 - 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

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- 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
- 5.3 Establish Scenic Byway Corridors as designated by Ohio Department of Transportation to provide standards for road maintenance and view shed standards
- 5.4 Expand Great Trail Bikeway into Carroll County with additional creation of local bikeway connecting arteries

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 Encourage the development of wetlands from development projects outside Carroll County by making available land for wetland restoration activities within Carroll County
- 6.2 Seek grants and donations from government agencies, foundations and individuals to provide matching grants and loans for development projects that incorporate sustainable practices
- 6.3 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 A fund should be established that provides funding through matching grants and loans to development that incorporates the implementation strategies of this plan. Three primary uses for these funds should include:
 - 7.1.a Purchasing conservation/agricultural/historical easements, development rights, transfer of development rights or key natural resources for public and nature preserves and recreation areas
 - 7.1.b Providing support for planning and infrastructure development to developers and individuals who wish to participate in development strategies contained in the Carroll County Comprehensive Plan

- 7.1.c Purchasing sites/areas or easement rights of historical significance
- 7.2 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. The primary tool used to encourage concentrated development patterns are expansion of existing local regulations combined with incentives. Over time as Carroll County residents and elected officials encounter greater development pressure the community will need to move towards creation of land management regulations such as zoning and building standards. To facilitate a quicker and more cohesive response to establishment of these new management strategies an ongoing educational activity is provided within the plan; including the use of tools to encourage more green space development by concentrating and reducing buildable areas within planned developments. This allows builders to capture development cost within a smaller area since infrastructure costs will decrease dramatically is offset by a benefit of retaining more green space. In addition strategies to increase the cost of developing large lot individual sites should increase the quality of those developments, as they too become stewards of the land. Hopefully, both residential development strategies will encourage new relationships with the agricultural community as farming, nursery businesses, and tree farming are seen by property owners as viable methods for maintaining open space and reducing their development costs.

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.

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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).

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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.

Implementation

The following tables are presented as a method to organize the actions necessary to move to the implementation of a land use policy. Each Land Use Objective is identified followed by a table that states each strategy listed for the objective combined with actions to be taken, who carries responsibility to implement the actions and a suggested timeframe for beginning the implementation phase.

Central to implementing a Land Use Policy that is sustainable in Carroll County are a number of considerations present within the implementation section. These considerations, when addressed collectively, intertwine the potential of an implementation policy that is culminated in a sustainable rural landscape for the community.

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

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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.

Existing Development Regulations

The implementation phase of the Carroll County Comprehensive Land Use Plan begins with an approach based on the gentle enhancement of existing regulations. Currently the Carroll County Health Department, the County Regional Planning Commission and Ohio State University Extension are the key organizations in managing the rural landscape. Expanded regulations are suggested for implementation to carefully encourage support by residents for a managed development policy that brings immediate benefits.

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.

Model Land Use Regulations

The Carroll County Comprehensive Land Use Plan faces the need for future land management development tools that are more corporate in nature. Through the educational process combined with the passing of time, residents and public officials will discover how to deal with their fears regarding such regulations. Discussing the application of model land use tools and building policies will lead to further more informed conversations among residents as they meet with friends, family and other residents.

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

- a. Number of villages adopting 1.5 mile planning radius
- b. List of acceptable growth sites

Objective 2 - Encourage High Density Development

- a. Updated subdivision standards
- b. Number of developments allowing for green space

Objective 3 – Enforce and Update Existing Land Use Standards

- a. Updated sanitary development and nuisance standards
- b. Updated salvage yard regulations
- c. Number of septic systems not meeting current standards requiring repair
- d. Number of citations issued for nuisance law violations
- e. Development of housing/occupancy permit

Objective 4 – Conduct Educational Workshops Land Use Tools

- a. Develop a model zoning resolution for educational purposes
- b. Number of resident and elected officials attending workshops
- c. Develop model building standards for private, residential construction

Objective 5 – Plan for Future Traffic Demands

- a. List of key highways for future development
- b. Develop a Scenic Byway Corridor
- c. Expand Great Trail Bikeway into Carroll County

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

- a. Number of wetlands developed
- b. Amount of monies secured for development projects incorporating sustainable practices
- c. 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

Growth Management and Land Use Comprehensive Plan

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 which 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

#	Strategy	Action	Responsibility	Timeframe
1.1	Encourage development into concentrated growth areas around existing infrastructure a. Direct new development within a 1.5 mile radius of the existing corporate limits of incorporated villages b. 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 c. Encourage villages to limit public infrastructure investment and development to within 1.5 miles of their corporate limits	Adoption of the Carroll County Comprehensive Land Use Plan by County Commissioners and County Regional Planning Committee	County Commissioners, Township Trustees, Village Councils and County Regional Planning Commission Carroll Comprehensive Land Use Plan Steering Committee	Short Term Ongoing
1.2	Manage development through public infrastructure development that is based on wise land use and not simply least cost	A. Review existing infrastructure expansion plans for appropriateness B. Review policies of existing utility providers to assure willingness to expand outside their jurisdiction and establish policies C. Rank potential infrastructure expansion projects based on appropriateness for fulfilling goals of this Comp Plan	County Commissioners, Township Trustees, Municipal Councils, Atwood Water & Sewer District, BTM Wastewater District, and County Regional Planning Commission	Short Term Ongoing

Growth Management and Land Use **Comprehensive Plan**

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	A. Identify potential open space sites and buildings for infill development B. Review current economic development incentive program and adjust as needed C. Seek new federal and state grants that can fund new initiatives	Carroll County Office of Economic Development Carroll County Community Development Office Carroll County Chamber of Commerce Carroll County Convention and Visitors Bureau Carroll County Economic Development Steering Committee Regional Planning Commission	Short Term Ongoing
1.4	Establish identified acceptable growth sites and direct new development not conducive to infill into these areas.	A. Direct manufacturing firms to the three business and industrial development sites targeted in this plan B. Develop a master plan for commercial development along the highway corridors identified in this plan C. Direct future commercial and service businesses to sites along the designated highway corridors	Carroll County Office of Economic Development Carroll County Chamber of Commerce Carroll County Convention and Visitors Bureau Carroll County Economic Development Steering Committee	Short Term Ongoing

Goal 1				
Objective 2: Residential Development that encourages higher density development				
#	Strategy	Action	Responsibility	Timeframe
2.1	Establish subdivision standards that reward residential planning area development centered around common green space by: a. Decreasing the required lot size for each housing unit while keeping the overall minimum required acreage for septic in the overall design	A. Review existing subdivision regulation and make appropriate modification regarding lot size B. Establish a section for "cluster development" standards and other residential planning area development	Carroll County Regional Planning Commission Municipal Planning Commissions Carroll County Community Development Office Carroll County Commissioners Carroll County Trustees	Short Term Ongoing

Growth Management and Land Use Comprehensive Plan

	b. Use of tax increment financing techniques or other creative public financing methods to lower the infrastructure cost for public utility construction c. Create impact fees to cover the cost of infrastructure development in areas not served by public facilities			
2.2	Provide technical assistance through county offices to assist developers explore alternative site development approaches that encourages cluster green space development	A. Provide educational opportunities for public officials responsible for implementing policy B. Establish a procedure for providing assistance C. Establish a team of public officials responsible for assistance with regular group meetings D. Seek state funds for necessary new positions E. Establish fee structure necessary to fund assistance program	Carroll County Regional Planning Commission Municipal Planning Commissions Carroll County Community Development Office Carroll County Engineers Office Carroll County Auditor's Office Carroll County Commissioners Carroll County Trustees Carroll County Health Department	Short Term Ongoing
Objective 3: Enforce and update existing development regulations as a first step in implementing the Carroll County Comprehensive Land Use Plan				
#	Strategy	Action	Responsibility	Timeframe
3.1	Local authorities to enforce existing regulations	A. Review nuisance laws regarding abandoned vehicles, mobile homes, refuse/litter, and junkyard standards B. Properties to meet existing sanitary codes at time of ownership transfer	Carroll County Health Dept. Carroll County Sheriff's Office Carroll Co. Commissioners Township Trustees Village Officials	Short term Long term

Growth Management and Land Use **Comprehensive Plan**

3.2	Expand and update existing health department standards regarding on-site wastewater and water systems a. Revise current policy to create a tri-annual inspection program for private wastewater systems	A. Hold a retreat to review potential changes and develop a strategy and time frame B. Hold educational sessions for the public C. Revise current policy to create tri-annual inspection program for private wastewater systems D. Review current fees and adjust to reflect actual cost to support funding needed by health department to operate an efficient program E. Require a dwelling occupancy permit to assure all health department standards have been met before dwellings or commercial buildings are inhabited F. Require the attachment of a legal lot description to application for water or wastewater permits	Carroll County Commissioners Carroll County Health Department Township Trustees Carroll County Engineers Office Ohio State University Extension	Short Term for A & B Long Term for C-F Ongoing
3.3	Require an environmental assessment for new development including subdivisions, individual building sites and property splits	A. Hold a retreat to review potential changes and develop a strategy and time frame B. Hold educational sessions for the public C. Create legislation and establish policy D. Implement	Carroll County Commissioners Carroll County Health Dept. Township Trustees OSU Extension	Long Term Ongoing

Growth Management and Land Use Comprehensive Plan

3.4	Require licensing of contractors in the county to create an opportunity to educate contractors on existing standards	A. Create legislation and establish policies and standards B. Train employees C. Hold educational workshops for contractors	Carroll County Commissioners Carroll County Health Dept. Township Trustees OS U Extension	Short Term Ongoing
3.5	Require building permits and inspections to meet state minimum standards on inhabited and commercial buildings	A. Create legislation and establish policies and standards B. Train employees C. Conduct inspections	Carroll County Community Development Regional Planning Commission	Mid Term Ongoing

Goal 1				
Objective 4: Provide educational workshops for residents and elected officials regarding zoning and building standards				
#	Strategy	Action	Responsibility	Timeframe
4.1	Prepare a model zoning resolution by reviewing and updating the one prepared in 1995 for use as an educational piece	A. Create a committee to review and modify B. Create educational materials	Carroll County Commissioners Carroll County Comprehensive Land Use Plan Steering Committee Township Trustees Ohio State University Extension	Short Term

Growth Management and Land Use Comprehensive Plan

4.2	Provide educational workshops for elected officials and residents using the model zoning ordinance	A. Establish a timeframe including targeted audience, dates and locations B. Implement workshops	Carroll County Commissioners Carroll County Comprehensive Land Use Plan Steering Committee Township Trustees Ohio State University Extension	Short Term Long Term
4.3	Provide educational workshops for elected officials and residents regarding a village's ability to oversee subdivision regulations within 1 ½ miles of their corporation limits in accordance with ORC 711.09	A. Establish a timeframe including target audience, dates and locations B. Implement workshops	Carroll County Commissioners Carroll County Comprehensive Land Use Plan Steering Committee Township Trustees Ohio State University Extension	Short Term Long Term
4.4	Provide educational workshops for elected officials and residents regarding building standards	A. Establish a timeframe including targeted audience, dates and locations B. Implement workshops	Carroll County Commissioners Carroll County Comprehensive Land Use Plan Steering Committee Township Trustees Ohio State University Extension	Long Term (after zoning regulations)
4.5	Provide facilitation and technical assistance to local units of governments interested in adopting zoning resolution or building standards by referendum	A. Establish a working group B. Identify roles C. Identify funding	Carroll County Commissioners Carroll County Comprehensive Land Use Plan Steering Committee Carroll County Prosecutor's Office Township Trustees Ohio State University Extension	Long Term

Growth Management and Land Use Comprehensive Plan

4.6	Provide educational and facilitation assistance to villages with existing zoning and/or building regulations to revise those regulations in keeping with the implementation strategies of the Carroll County Comprehensive Land Use Plan	A. Establish a working group B. Identify roles C. Identify funding	Carroll County Comprehensive Land Use Plan Steering Committee Carroll County Prosecutor's Office Ohio State University Extension	Short Term
				Long Term

Goal 1

Objective 5: Plan for future highway traffic demands

#	Strategy	Action	Responsibility	Timeframe
5.1	Identify key traffic routes for future development areas to assure adequate sizing for future traffic flow	A. Establish a committee to review and identify B. Perform necessary studies C. Hire professional assistance as needed D. Develop master plan	Carroll County Commissioners Carroll County Regional Planning Commission Carroll County Engineer's Office Ohio Department of Transportation District Office Municipality Service Departments	Short Term Ongoing
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	A. Coordinated by group in 5.1	Carroll County Commissioners Carroll County Regional Planning Commission Carroll County Engineers Office Ohio Department of Transportation District Office Municipality Service Departments	Short Term Ongoing
5.3	Establish Scenic Byway Corridors as designated by Ohio Department of	A. Establish a task force B. Select appropriate corridors	Carroll County Convention and Visitors Bureau	Short Term

Growth Management and Land Use **Comprehensive Plan**

	Transportation to provide standards for road maintenance and view shed standards	C. Educate public and solicit support D. Make application to Ohio Department of Transportation	Carroll County Chamber of Commerce Ohio State University Extension Carroll County Engineer's Office	
5.4	Expand Great Trail Bikeway into Carroll County with additional creation of local bikeway connecting arteries	A. Establish a task force B. Select appropriate corridors C. Educate public and solicit support D. Seek assistance from U.S. National Park Service and North County Trail Association E. Seek construction funding	Carroll County Convention and Visitors Bureau Carroll County Chamber of Commerce Ohio State University Extension Carroll County Engineer's Office	Short Term Ongoing

Goal 1				
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				
#	Strategy	Action	Responsibility	Timeframe
6.1	Encourage the development of wetlands from development projects outside Carroll County by making available land for wetland restoration activities within Carroll County	A. Identify potential wetland development sites B. Establish a joint committee to guide and manage the process C. Establish procedures for implementation	Carroll County Commissioners Soil and Water Conservation Office Muskingum Conservancy Watershed District Ohio Department of Natural Resources Carroll County Office of Economic Development	Short Term Ongoing

Growth Management and Land Use Comprehensive Plan

6.2	Seek grants and donations from government agencies, foundations and individuals to provide matching grants and loans for development projects that incorporate sustainable practices	A. Create a taskforce to guide process B. Implement program	Carroll County Commissioners Municipal Governments Township Trustees Carroll County Community Development Office Crossroads Resource Conservation and Development	Short Term Ongoing
6.3	Enforce "no build" compliance in flood plain areas	A. Educate all agencies involved in local permits and development regarding existing floodplain and appropriate regulations B. Educate development officials regarding floodplain regulations C. Educate developers and real estate professionals regarding floodplain regulations	Carroll Co. Commissioners Carroll Co. Regional Planning Office Carroll County Community Development Office Carroll County Realtors Association OS U Extension Carroll County Engineer	Short Term Ongoing

Goal 1				
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				
#	Strategy	Action	Responsibility	Timeframe
7.1	A fund should be established that provides funding through matching grants and loans to development that incorporates the implementation strategies of this plan. Three primary uses for these funds should include: a Purchasing conservation easements, development rights, transfer of development rights or key natural resources for public and nature preserves and recreation areas	A. Establish a taskforce to oversee the fund with two subcommittees 1. Green Space 2. Economic Development B. Create guidelines and targeted use	County Commissioners Carroll County Comprehensive Land Use Plan Steering Committee Carroll County Community Development Office Carroll County Agricultural Organization, perhaps Farm Bureau Carroll County Chamber of Commerce	Short Term Ongoing

Growth Management and Land Use Comprehensive Plan

	b Providing support for planning and infrastructure development to developers and individuals who wish to participate in development strategies contained in the Carroll County Comprehensive Plan c. Purchasing sites/areas or easement rights of historical significance			
7.2	Provide estate planning educational seminars for residents and absentee owners/ descendents of Carroll County/and parcels	A. Establish an educational committee B. Hold workshops for residents and civic organizations	Ohio State University Extension Carroll County Commissioners Carroll County Foundation	Short Term Ongoing

Agriculture and Rural Character

Summary

The importance of agriculture and natural resources to the overall economy of Carroll County is undeniable. Cash farm receipts from agriculture totaled \$54.3 million dollars in 2002, making agriculture the largest sector of Carroll County's economy. Additional economic activity and revenue is generated by agribusinesses and agricultural support and service businesses located in the county. Agriculture also accounts for 682 full and part-time jobs in Carroll County. In addition to this economic importance, Carroll County residents value the aesthetic and rural tourism benefits of agriculture in Carroll County.

In 2002, there were 790 farms in Carroll County covering more than 120,000 acres. The average farm size in the county is 152 acres. The largest segment of Carroll County's agriculture industry is production of trees (primarily conifers) sold as balled and burlap nursery stock. This segment of the industry produced cash receipts of approximately \$40 million in 2001. Next in importance is the dairy sector, which produced \$6.1 million in cash receipts in 2001, followed by beef cattle with \$4.12 million in cash receipts in 2001. Carroll County is also one of the top producers of hay and oats in Ohio.

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. In 2000, a comprehensive farmland preservation plan was developed for the county, and in 1996 an agricultural retention and expansion project was completed. The results of these strategic planning activities should guide the agriculture and rural character component of this comprehensive plan.

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).

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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 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

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- 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 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.
- 1.4 Utilize the county farm as an agricultural business incubator - The county farm consists of 22 acres of prime farmland and 260 acres of soils of local importance. This land should be used as a resource to develop agriculture and natural resource-based businesses and industries, which can strengthen or support Carroll County farm businesses. If this land is developed, it should only be developed for uses consistent with this objective, such as a community kitchen

Agriculture and Rural Character Comprehensive Plan

incubator where agricultural producers could process and add value to the commodities, which they produce, or an agricultural education & exposition center. Such a facility could be used for educational programs such as the *Country Living Field Day*, farmers markets, and other events, which would help farm businesses, develop more sustainable enterprises.

Objective 2: Develop a Countywide Farmland Protection Strategy

- 2.1 Explore the development of a countywide farmland conversion fee - A farmland conversion fee (or impact fee) assessed on developers of farmland would slow the rate of commercial-scale farmland loss in the county. Proceeds from this conversion fee should be used to fund a farmland protection program in the county, which would include the purchase the development rights from willing farmland owners. The Carroll County Regional Planning Commission should administer such a farmland protection program.

Farmland conversion fees should be assessed on residential and commercial development based on the classification of soils (refer to Map 10) being converted from farm use to a developed use (residential, commercial, etc.). It is suggested that two classifications of farmland soils be protected: prime farmland soils (total of 26,532 acres countywide) and soils of local importance (total of 116,690 acres countywide).

While the mechanics of such a program would need to be developed with considerable local input, it is suggested that conversion fees be of sufficient size to both slow farmland conversion and fund other farmland protection strategies. For the sake of discussion, this committee recommends the following fees:

Farmland being converted from farmland use to residential use

Prime farmland soils	\$300 per acre
Soils of local importance	\$250 per acre

Farmland being converted for commercial use:

Prime farmland soils	\$1500 per acre
Soils of local importance	\$1250 per acre

Agriculture and Rural Character **Comprehensive Plan**

- 2.2 Develop a local land trust - A local land trust can assist with farmland protection efforts by administering conservation and agricultural easements on private land. Land trusts can also provide technical assistance to landowners considering land protection options. It is suggested that Carroll County work with neighboring counties to determine the possibilities of developing a local land trust for several local counties.
- 2.3 Encourage voluntary transfer of development rights by farm owners Farmland owners in Carroll County who wish to voluntarily transfer the development rights of their land, in order to protect the land from development, should be educated about their options. OSU Extension, Carroll Soil and Water Conservation District, Carroll County Farm Bureau, and others should continue to offer joint educational programs for farmland owners that outline the tools, benefits, and implications of transferring the development rights of farmland.
- 2.4 Facilitate farmland owner participation in the Clean Ohio Agricultural Easement Purchase Program. The Clean Ohio Agricultural Easement Purchase Program provides payments to local landowners who wish to sell the development rights of their farmland. Participants must be sponsored by a local political subdivision such as a board of county commissioners or township trustees. Such local sponsors then become co-holders with the State of Ohio of an easement on the farmland. Carroll County Commissioners should be encouraged to continue to serve as the local sponsor for farmland owners wishing to participate in this program.
- 2.5 Support the statewide proposal to increase the minimum lot size to 20 acres for review by the Regional Planning Commission. The current minimum size of 5 acres facilitates the breakup of large parcels into smaller tracts, thus making it easier to break up farms and increases the rate of loss of ground devoted to agriculture. This proposal may make developers and others consider alternative uses for ground rather than for housing development. It will help to preserve our agricultural assets.

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- 2.6 Support the adoption of a minimum of 50 feet frontage requirement for all parcels on all roadways. Making a 50-foot minimum requirement will facilitate easier ingress and egress to the parcel. It will also increase the safety aspect by providing a greater area of the parcel that has roadway access. This width will help developers and others make better planning decisions when splitting large tracts of land into smaller parcels.

Objective 3: Consider utilizing zoning as a planning tool

- 3.1 Elected officials should offer Carroll County voters an opportunity to vote on this issue - Rural zoning is a complex, contentious, social issue requiring significant local input. The complexity of this issue, however, should not prevent local elected officials from offering Carroll County residents an opportunity to vote on a locally-developed, minimally restrictive rural zoning plan for the county. If a rural zoning plan is not approved, agricultural zoning should be enacted to protect existing commercial farmland from development.

Objective 4: Make agriculture more profitable in Carroll County

- 4.1 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.

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 – Develop a Countywide Farmland Protection Strategy

- a. Number of parcels in Agricultural District program
- b. Number of parcels in government programs (Conservation Reserve, Wetlands, etc)
- c. Number of farms in an Agricultural Easement program

Objective 3 – Consider Utilizing Zoning as a Planning Tool

- a. Adoption of a rural zoning plan
- b. Adoption of an agricultural zoning plan

Objective 4 – 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
1.4	Utilize the county farm as an agricultural incubator	Explore the possibilities of using the county farm and barn as an incubator for emerging agricultural enterprises and value-added projects. Consider developing a community kitchen incubator in the barn	Carroll County Commissioners, Carroll County Office of Economic Development OSU Extension	5 Years

Objective 2 - Develop A Countywide Farmland Protection Strategy				
#	Strategy	Action	Responsibility	Timeframe
2.1	Explore the development of a countywide farmland conversion fee	Collect information from other communities and states, work w/ county prosecutor, work with state legislators to pass enabling legislation	Carroll County Regional Planning Commission Carroll County Commissioners	2 - 3 Years
2.2	Develop a local land trust	Continue exploratory efforts with developing a local land trust	Crossroads RC & D OSU Extension	3 - 5 Years

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2.3	Encourage voluntary transfer of development rights by farm owners	Continue and expand educational programs which help farm owners understand the process	OSU Extension Carroll SWCD Carroll County Farm Bureau	Ongoing
2.4	Facilitate farmland owner participation in Clean Ohio Agricultural Easement Purchase Program	Continue efforts to educate landowners about the program; continue to work with political subdivisions to provide local sponsors for willing landowners	OSU Extension Carroll County Commissioners Township Trustees	Ongoing
2.5	Support statewide proposal for minimum 20 acre tract size to come under Planning Commission review	Continue and expand support to prevent the break up of property into small tracts of 5 acres and less	OSU Extension Carroll SWCD Carroll County Farm Bureau	Short term
2.6	Support adoption of minimum frontage requirement of 50' for all parcels on any roadway	Develop support for frontage requirement for ease of ingress, egress and safety concerns	OSU Extension Township Trustees Carroll SWCD Regional Planning Comm.	Short term

Objective 3 – Consider Utilizing Zoning As A Planning Tool

#	Strategy	Action	Responsibility	Timeframe
3.1	Elected officials should offer Carroll County voters an opportunity to vote on a rural zoning plan or at minimum, an agricultural zoning plan for Carroll County	Develop a rural zoning plan to include agricultural security areas; educate the public on the advantages and disadvantages of rural/agricultural zoning	Carroll County Regional Planning Commission Carroll County Commissioners	3 - 5 Years

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Objective 4 - Make Agriculture More Profitable In Carroll County				
#	Strategy	Action	Responsibility	Timeframe
4.1	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
			OSU Extension	

Natural Resources

Summary

Carroll County is fortunate to have an abundance of natural resources that help to define its rural landscape. Large, contiguous tracts 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. Low levels of population growth have minimized the impact of unplanned growth on our natural resources and rural character making Carroll County a healthy place to live. But that appears to be changing.

Family farms are being sold at alarming rates only to be replaced by five and ten acre "country estates". Rolling hills once covered with Carroll County's famous pine trees are being cut down and replaced by chemically treated lawns. Wetlands and riparian zones are being developed increasing the potential for flooding while decreasing our water quality. Private sewage treatment requests are putting strains on a limited Health Department staff making it difficult to monitor the safe operation of the thousands of existing systems.

In a recent survey of residents, over 85% of the respondents agreed that it is important that the County retain its rural character. Unfortunately, in that same survey two-thirds of the participants also said that Carroll County's scenic beauty has declined over the past 20 years, and over 60% said that in the past five years, development has not been positive or compatible with their wishes.

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

Carroll County residents have enjoyed a long history of strong support for individual rights and have generally viewed land use restrictions negatively. Broad interests from both townspeople and rural dwellers have made it extremely difficult to develop the political influence necessary to drive toward a consensus regarding "smart growth". Past attempts to institute "zoning" have failed and to some extent have turned many of the parties against good land use planning.

Within the County there seems to be a limited, or at least unorganized, contingency specifically focused on maintaining or improving the County's environmental and eco-system health. Separate groups of hunters, anglers, campers, 4-H and FFA members, church groups and historians have shown an interest in this topic. But all too often, people with such interests tend to be portrayed as "anti growth" and are to be "dealt with" rather than brought in as important stakeholder in the process. Fortunately, the Comprehensive Planning Committee recognizes the value that its natural resources play as part of the County's economy and it's residents' quality of life.

Other communities faced with the same challenge are finding innovative ways to put both parties on the same side of the table allowing for smart growth patterns that maintain a healthy environment, preserve pristine or natural treasures, and incorporate corridors for protection of threatened or locally important flora and fauna. 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 like the ruffed grouse and cotton tailed rabbit, help to reduce soil erosion, and absorb greenhouse gases like carbon dioxide. Tree farms are an excellent example how economic value can be derived with a generally positive environmental impact.

Mining

Mining of clay, sand and gravel, and coal (both surface and subsurface) became commonplace, especially on much of the fringe portions of the County to the West and East. Unfortunately, mining is an industrial operation that takes place in the natural environment. The potential adverse effects of these activities on water quality include; acid mine drainage (the drainage that results from sulfide oxidation in the rocks exposed to air and water); erosion and sedimentation; chemical releases (accidental or intended as part of the mining process) at the mining site (refer to Map 14).

As development nears the abandoned subsurface mine sites, there is an increased safety risk from mine cave in or subsidence, underground fires, well contamination and even attractive nuisances. Older surface mines were generally poorly reclaimed, if at all. The County does however, have a recently completed example of progressive techniques that can be used to reduce acid mine drainage and improve water quality. If funding can be found for other mine sites, such reclamation can provide a source of economic opportunity in addition to improving water quality.

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.

Surface Water

Carroll County's surface water is a major source of economic value as part of the recreation and tourism sectors. If uncontrolled, decreased water quality could impact fishing and swimming access as it has for too many of Ohio's other lakes and rivers. This would have a negative impact on tourism, lake/river front land values and the eco-systems that depend on clean water. 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.

The hilly terrain of Carroll County has created a large number of small streams, rivers and lakes, both natural and man-made. The County's surface waters eventually become part of either the Tuscarawas or Upper Ohio watershed. Like nearly all watersheds in Ohio, both the portions of Tuscarawas and Upper Ohio located within the County are considered by the EPA to have serious water quality problems. In addition, the surface water in Western $\frac{3}{4}$ of the County is considered to be vulnerable to increased problems.

According to EPA data, Carroll County's watersheds (refer to Map 11) have the following problems:

Tuscarawas Watershed

Still Fork (OH1121) size 6 miles – 1998 CWA status impaired

Leading pollutant/stressors of surface water include flow alteration, habitat alteration, metals, nutrients, and siltation

Leading sources of water quality problems include agriculture--pasture land, hydromodification (dam construction), and point source—industrial

Sandy Creek (OH1116) size 4.2 miles – 1998 CWA status impaired

Leading pollutant/stressors of surface water include ammonia, organic enrichment/low dissolved oxygen, and unknown toxicity

Leading sources of water quality problems come from point source--municipal

Atwood Reservoir (OH125-383) size 1,540 acres – 1998 CWA status impaired

Leading pollutant/stressors of surface water include habitat alterations, nutrients, and organic enrichment/low dissolved oxygen

Leading sources of water quality problems include agriculture--non-irrigated crop production, agriculture--pastureland, hydromodification--removal of riparian vegetation, land disposal--onsite wastewater systems (septic tanks), and point source—municipal

Leesville Lake (OH1216-51) size 1,000 acres – 1998 CWA status impaired

Leading pollutant/stressors of surface water include nutrients, organic enrichment/low dissolved oxygen

Leading sources of water quality problems come from agriculture.

Leading sources (in alphabetical order) of water impairment for Carroll County include:

1. Agricultural production such as confined animal facilities, grazing, plowing, pesticide spraying, irrigation, fertilizing, planting, and harvesting. The major agricultural pollutants that result from these activities are sediment, nutrient, pathogens, pesticides and salts. Agricultural activities can also damage habitat and stream channels.
2. Atmospheric deposition deposited in snow, fog or rain; dry windblown or runoff particles; and gases. Ohio's dependence on coal for much of its electrical power needs introduces high levels of sulfur, mercury and

- other toxic compounds into our air which eventually work their way into our surface and ground waters.
3. Construction, land development or road maintenance activities contribution to non-point source pollution, particularly in increased sedimentation.
 4. Contaminated sediments are soils containing harmful chemicals or metals that wash from the land and settle in the bottom of a river or lake. These pollutants can remain in the surface water for years after the source has been discontinued and may accumulate in fish making them unsafe for consumption--as seen in major water bodies like Lake Erie.
 5. Combined sewer overflows
 6. Industrial point sources come from direct discharge, runoff or land treatment of toxic wastes.
 7. Land disposal of wastewater, sewage (including septic pumpage), sludge and hazardous waste including unintended contamination from landfills and leachate.
 8. Marinas located at the water's edge pose a strong potential for contamination from normal activities such as fueling, head discharge, boat cleaning or repairs and parking lot runoff.
 9. Municipal discharge from publicly owned wastewater treatment plants.
 10. Natural sources including salts, nutrients, metals, etc. that leach into surface waters and depress dissolved oxygen concentrations, reduce pH, and so on.
 11. Non-point source pollution comes from diffuse sources and is generally carried away by rain or snowfall. They include excess fertilizers, herbicides and insecticides from agricultural or residential areas; oil, grease and toxic chemicals from urban runoff; acid damage from abandoned mines; and bacteria and nutrients from livestock, pet waste and faulty septic systems.
 12. Resource extraction (mining) can create erosion and sedimentation and may disrupt normal surface and groundwater flows.
 13. Septic system failures can deposit sludge and bacteria directly into the soil and/or streams and pose a direct public health hazard.
 14. Silviculture (forestry) can impact streamside vegetation through the logging activity, creation of roads (primary problem) and or mechanical land preparation or planting. Harvesting trees in the areas beside a stream (riparian zone), can affect water quality and increase water temperatures. These changes can harm aquatic life by limiting source of food, shade and shelter.
 15. Urban runoff and storm sewers channels water directly to waterways rather than letting them percolate into the ground slowly. This can rapidly increase waterway flow volumes and toxicity—posing a

potential health hazard for downstream drinking water sources and wildlife populations.

Carroll County farms produce an estimated 170,000 tons of animal waste each year. Responsible farmers with sufficient landmasses, add these animal wastes back into the soil using techniques and rates that improve the soil's composition while minimizing potential problems. Concentrated Animal Feeding Operations (CAFOs) generally have large manure outputs that pose storage and disposal problems. Other Ohio counties have already seen the negative effects of CAFOs that fail to adhere to management best practices, including fly infestations of biblical proportions; waterway contamination; and, odor problems that render nearby residents housebound.

As urbanized development increases, runoff/storm sewers are can become one of the major contributors to the degradation of water quality. The porous and varied terrain of natural landscapes like forests, wetlands and grasslands trap rainwater and snowmelt and allow it to slowly filter into the ground. In contrasts, nonporous urban landscapes like roads, bridges, parking lots and buildings don't let runoff slowly percolate into the ground. Water remains above the surface, accumulates, and runs off in large amounts. Even city storm sewers can be damaging as they empty into the stream in large volumes, it can create stream bank erosion and increase ambient water temperatures. Native fish and other aquatic life cannot survive in urban streams severely impacted by urban runoff. Sediments and solids constitute the largest volume of pollutant loads. Urban runoff also carries with it oil, grease, and toxic chemicals from vehicles; nutrients and pesticides from turf management and gardening; viruses and bacteria from failing septic systems; road salts; and even heavy metals.

Carroll County's rural setting attracts many entrepreneurs who develop either full or part-time automotive, truck or farm equipment repair operations. Unfortunately, many of these operations tend to gather a multitude of salvage or "junk" vehicles that often contain chemicals like antifreeze, oil, grease, freon, gasoline or cleaning solvents that, if inappropriately stored and processed, can lead to serious water and soil contamination.

Waste Water Treatment

Currently all the municipal water/sewage treatment systems are within EPA compliance levels and have sufficient capacity for limited development (see Infrastructure Section); however, they all dump their effluent into one of the County's waterways. As noted in the EPA water data above, this discharge has a negative effect on water quality.

A little more than ½ of the County's residents rely on private septic systems or small-scale wastewater treatment systems. According to the Health Department many of the private systems are failing. Furthermore, around some of our precious lakes, systems that were originally designed for limited seasonal usage have been overextended as properties have been converted to year round residences. 70% of survey respondents felt that existing septic system regulations should be more stringently enforced; however, current resources do not allow for more regular system monitoring.

In the recent past, municipal sewer treatment systems were are not able to handle sewage pumped from private septic systems due to the concentration and volume fluctuations. Therefore, septic pumping services spread this sewage in shallow sewage landfills, which if applied inappropriately, could be a source of substantial ground water pollution and disease transmission. It is important that municipal sewer treatment facilities continue to require that all septic system pumpage be processed through their systems rather than spread in landfills.

Wetlands

Wetlands are those areas inundated or saturated by surface water or groundwater, at a frequency and duration sufficient to support (and that under normal circumstances do support) a prevalence of vegetation typically adapted for life in saturated soil conditions. Swamps, marches, bogs, fens, potholes and vernal pools often characterize wetland areas. Wetlands are beneficial, frequently serving as natural water filtration systems that reduce pollutants from surface water, provide floodwater detention and support fishery and wildlife habitats.

Over the years, existing restrictions for development activities in 100-year flood plain zones have not been enforced. During this same time, wetlands legislation has been reduced allowing for increased infill by individual landowners. Furthermore agricultural and forestry practices have substantially reduced the riparian zones along streams and rivers. All these activities have not only have a negative impact on water quality, but also increase the potential for future flooding. If appropriately managed, these flood plains and riparian zones could become more valuable when used as agricultural land, a green space or as part of a wildlife corridor.

Carroll County is also fortunate to have a unique wetlands environment in the Specht Swamp, also called the Stillfork Swamp. Located near the town of Specht, this unique wetlands habitat is partially owned by Kent State University. Though there are limited University resources to extend its use at this time; this wetlands could provide the County with future educational and tourism if properly planned and funded.

Groundwater

Wells are the primary source of potable water for the County's residents. More than ½ of the residences rely upon water from private wells. According to State of Ohio well drilling studies, about ¾ of the County's land area is expected to have potential well outputs of under 5 gallons per minute—which is considered insufficient for most households. In practice, Health Department offices have rarely run into problems attaining sufficient outputs with properly drilled wells. It will continue to be critical that Carroll County carefully manage its resource extraction, agricultural and industrial activities to ensure that drinking water supplies are not adversely effected.

Air

Carroll County does not currently have an EPA air quality monitoring program. Though the County currently has very few point sources of toxic emissions, baseline data should be developed now to help manage longer-term trends. Qualitative analysis suggests that the primary sources of air pollution generated from within the county would primarily be associated with vehicle exhaust from on and off-road sources and agricultural operations. Added to Ohio's generally poor air quality, primarily from high population densities, high-sulfur, coal burning power plants, and other industrial activities, Carroll County will continue to be at risk to the effects of air pollution. If unchecked, increased air pollution could have a negative impact on surface water quality, agricultural production, including tree farms and the respiratory health of the County's residents.

Unfortunately, Carroll County residents have limited control over air pollution emanating from outside the county and can only work through the legislative and regulatory bodies to facilitate action. Given Ohio EPA's history, which includes Federal sanctions for enforcement failures, residents and agricultural groups should become active in lobbying for improved Ohio EPA performance.

One area where the County can influence its air and water quality is by seeking growth that has a lower environmental impact. Family farming, tourism, service or light industry rather than heavier manufacturing industries can be promoted. These require less infrastructure and will reduce the likelihood of local emissions of toxic chemical and/or heavy metals into our air, water and soil.

Solid Waste

Carroll County's solid waste is managed as part of Carroll-Columbiana-Harrison (CCH) Joint Solid Waste Management District. In December 2002, a 15-year plan was prepared to manage ongoing solid waste requirements. Approximately 240,000 tons of solid waste are produced within the three county district, and projections are fairly flat over the next 15 years. CCH continues to receive waste

from outside of the CCH District, but within Ohio, and only small amount from out of the state Ohio. Sources of solid waste are split nearly 50/50 between industrial and residential.

Landfill volume reduction has been a focus for a number of years now with a series of recycling, scrap, hazardous waste disposal and composting programs. Currently, approximately 35% of the total solid waste stream is reduced through these primarily drop-off programs. Carroll County has 2 permanent and 9 mobile recycling centers and recycled nearly 600,000 pounds of materials in 2001. J & J Refuse provides an appliance recycling center that also reclaims the toxic gas freon. Annually, Christmas trees are collected and chipped into mulch at the Fairgrounds, Malvern, Leesville and Dellroy. Hazardous Household Waste (HHW), household appliance collection and tire collection programs are held annually.

There are no known ash, foundry sand, or slag disposal sites within the CCH district and no current or foreseen US EPA Superfund sites. There is one Superfund site just North of Minerva in Stark County. There are about a dozen small Open Dumps and/or Waste Tire Dumps within the County. All are less than 5 acres.

Landfills are an unfortunate result of our modern consumption based economy that glorifies disposable and over packaged items. The problem is further aggravated by a growing construction industry that relies upon construction materials and practices that consume 50% of our landfill capacity. Everyone accepts that landfills are needed, but “Not In My Back Yard” (NIMBY)—and with good reason. Historically landfills have created problems for surrounding landowners including well contamination, toxic gas emissions, offensive odors, etc. which have direct health and economic impacts. Even with today’s tightened environmental standards for landfills, there are very few people who would welcome one in their community—just look at the citizen’s fight against American Landfills outside Waynesburg.

Carroll County should continue to work with the CCH Solid Waste District to reduce its output by expanding the recycling and composting programs already underway. It should work to educate residents, businesses (especially contractors) and governmental agencies about the need to reduce, reuse and recycle.

Wildlife

Well-known for its bluebirds, Carroll County is fortunate to have a large number of other game and non-game species that attract hunters, fisherman, birders and tourists. When combined with the other recreational opportunities at camps,

marinas and historic settings, they provide a worthwhile economic value—as recognized in the recent survey of residents.

These wildlife species require the same clean air, water and soil that we do as humans, so it is doubly important that the County's residents and businesses work to maintain or improve these ecosystems upon which we all depend. In addition to these basics, many wildlife and flora species also require very specific type of land for habitat or migration purposes. Still others require larger, contiguous landmasses in order to maintain a sufficient breeding population. These types of land groupings are called wildlife corridors and are vital to the long-term survival of many species.

Wildlife corridors are best when they contain no man-made elements like roads, buildings and even agricultural operations; however, given the existing infrastructure within the county, this type of corridor is unlikely. Instead, many communities are now finding that smaller species are learning to adapt to limited man-made elements or multi-use type tracts especially when they follow natural waterways or even major power or pipelines. Carroll County is fortunate to have large tracts of land between the major state routes that fit into this category. By looking at the possibilities of contiguous tracts of public and private agricultural, camps, nature preserves, etc. in combination with wildlife biologists, it should be possible to identify some key wildlife corridors where we would want to limit growth (refer to Map 11). For properties considered extremely critical to an corridor, ecosystem or specie, the County should continue to pursue ownership alternatives such as the Nature Conservancy, purchase of development rights, Farm Land Trusts, etc. that help to limit future development. 76% of the residents already support this type of County initiative.

Appropriately developed, these wildlife corridors could become a substantial tourism draws from the surrounding metropolitan areas and provide worthwhile economic and intrinsic value. In order to set aside these corridors, it will be important that a plan for growth elsewhere be developed and fostered. Specifically, future growth should focus on using existing infrastructure or near urban areas rather than encouraging "green field" development. For housing, cluster housing with community green spaces should be encouraged rather than 5-10 acre country. Industrial development should be routed to industrial parks. This type of growth can allow population increases and job creation to occur with a minimal impact to the infrastructure requirements and the ecosystem.

Invasive Species

Invasive species are considered to be any non-native plant, animal, fish or reptile that can out-compete native species for critical resources such a food, water and light. Within the County plants are the most recognizable examples, including multiflora rose, crownvetch, common reed grass, curly pondweed, narrow-leaved

cattail, tree-of-heaven, etc. These plants account for as much as ¼ of the total plant species within the State. Control of these species can be costly in forestry operations, maintaining recreational waterways, or in highway maintenance and often requires the use of toxic herbicides.

The Ohio Department of Natural Resources (ODNR) and groups like The Nature Conservancy have increased their awareness and education programs to help Ohio residents better understand the unintended side effects of invasive species. Since Carroll County is also home to a number of nurseries, it is even more important that they be made aware of these problem plant species.

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.

- 1.1 Improve the enforcement of existing private septic regulations.
- 1.2 Enforce existing regulations for un-approved junkyards and landfills.
- 1.3 Reduce pesticide, herbicide, fertilizer and animal waste runoff from residential and agricultural use.
- 1.4 Establish citizen water quality monitoring program to identify problems and track long-term trends.
- 1.5 Ensure the capacity municipal sewer treatment system is never exceeded by residential or commercial growth.
- 1.6 Reduce impact of past surface and subsurface mining operations.
- 1.7 Discourage development and resource extraction in critical water quality/flood control areas such as flood plains, riparian zones and swamps (refer to Map 11).

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

Objective 1: Maintain or improve air quality.

- 1.1 Establish citizen air quality monitoring program to identify problems and track long-term trends.
- 1.2 Encourage commercial, industrial and agricultural development that does not impact air quality.

Goal 3: Preserve and rebuild topsoil

Objective 1: Maintain or improve topsoil

- 1.1 Continue educating farmers, nurseries and foresters regarding best management practices for minimizing water and wind erosion.
- 1.2 Continue educating farmers on planting techniques that reduce the need for artificial fertilizers, herbicides and pesticides.
- 1.3 Expand drop-off composting programs.
- 1.4 Reclaim old industrial sites (brown fields) for reuse. Seek State of Ohio funding for brown field reclamation.

Goal 4: Preserve Carroll County's unique natural areas that contribute to quality of life and economic development.

Objective 1: Preserve critical tracts of land as wildlife corridors to support unique and valuable flora and fauna and tourism (refer to Map 11).

- 1.1 Create a long-term plan for preserving best wildlife corridors.
- 1.2 Work with landowner to preserve contiguous land tracts within targeted corridor areas.
- 1.3 Create eco-tourism plan to generate economic value.
- 1.4 Work with schools to develop course work involving Specht Swamp and wildlife corridors.

Indicators of Achievement

Goal 1 - Preservation of water quality and quantity

- a. Review Ohio EPA water quality data and ratings.
- b. Monitor number of septic system failure complaints.
- c. Track and review flood damage costs.

Goal 2 - Preservation of air quality

- a. Review Ohio EPA air quality monitoring data.
- b. Number of non-air polluting businesses started.

Goal 3 - Preserve and rebuild topsoil

- a. Review number/percentage of mine acres reclaimed.
- b. Number of farms utilizing best farming practices.
- c. Review Ohio EPA water quality data and ratings.
- d. Monitor amount of composted materials distributed by the private sector.

Goal 4 - Preservation of natural areas

- a. Review number of acres of land devoted to wildlife corridor areas.
- b. Amount of county funds available/used for purchase of critical land and/or development rights.
- c. Estimated revenues generated with wildlife corridor areas.

Natural Resources Plan

Goal 1: Preserve the quality and quantity of Carroll County's water resources				
Objective 1: Maintain or improve surface and subsurface water quality				
#	Strategy	Action	Responsibility	Timeframe
1.1	Improve the enforcement of existing private septic regulations.	a. Seek grant funding to create a database and map of all known septic systems, municipal wastewater treatment release points and current/former septic system pumpage landfills.	Heath Department	Short-term
		b. Develop a program to regularly review septic system operation to ensure compliance. Take into consideration program costs for the Heath Department and private landowners. Include public education promoting benefits of proper operations.	Health Department	Medium-term
		c. Explore alternatives to individual septic systems for subdivision developers outside municipal sewer coverage areas.	Health Department	Long-term
1.2	Enforce existing regulations for unapproved junkyards and landfills.	a. Create public education program detailing dangers of runoff from junkyards and landfills.	Health Department	Medium-term
		b. Use County officials to identify and existing regulations.	Health Department, Auditor, Sheriff	Medium-term
		c. Continue to promote opportunities for appropriate disposal of hazardous waste and recyclable materials.	CCH Solid Waste District	Short-term
1.3	Reduce pesticide, herbicide, fertilizer and animal waste runoff from residential and agricultural use.	a. Create public education program detailing the dangers of residential and agricultural use of these chemicals. Include safe handling; best-practice use instructions; and alternatives for reducing or eliminating their use.	OSU Extension Office, local environmental groups / activists	Short-term
		b. Continue to promote opportunities for appropriate disposal of hazardous waste	CCH Solid Waste District	Short-term
1.4	Establish citizen water quality	a. Seek grant funding for water quality	Health Department, local	Medium-

	monitoring program to identify problems and track long-term trends.	monitoring equipment and education program. b. Explore opportunities to link with CC Schools science curriculums. c. Create centralized database to capture monitoring results and initiate corrective actions.	environmental groups / activists Health Department, School Administration Health Department	term Medium-term Medium-term
1.5	Ensure the capacity municipal sewer treatment system is never exceeded by residential or commercial growth.	a. Regular review of growth trends and their long-term impact on sewer treatment system capacity. b. Create sewer fee structures that fund capital improvements required ensuring regulatory compliance and meeting growth needs.	Municipal Sewer Districts Municipal Sewer Districts	Long-range Medium-range
1.6	Reduce the impact of past surface and subsurface mining operations.	a. Seek governmental and private funding for mine reclamation and progressive acid mine runoff reduction programs. b. Monitor active mining operations for water quality best practice use.	Health Department Local environmental groups / activists	Long-range Long-range
1.7	Discourage development and resource extraction in critical water quality/flood control areas such as flood plains, riparian zones and swamps.	a. Enforce existing regulations for restricting development in these areas. b. Create education programs highlighting the economic and intrinsic value of retaining these areas.	Planning Committee ODNR, Citizens Committee	Short-range Medium-range

Goal 2: Preserve the quality of Carroll County's air.				
Objective 1: Maintain or improve air quality				
#	Strategy	Action	Responsibility	Timeframe
1.1	Establish citizen air quality monitoring program to identify problems and track long-term trends.	a. Seek grant funding for air quality monitoring equipment and education program. b. Explore opportunities to link with CC Schools science curriculums. c. Create centralized database to capture monitoring results and initiate corrective actions.	Health Department, local environmental groups / activists Health Department, School Administration Health Department	Long-term Long-term Long-term
1.2	Encourage commercial, industrial and agricultural development that does not impact air quality.	a. Identify low impact business sectors and develop plans to encourage growth in those sectors. b. Explore economic and legislative alternatives for restricting new business activities that negatively impact air quality. c. Support initiatives that allow for the continuation of family farms, tree farms/nurseries, and eco-tourism.	Chamber of Commerce, OSU Ext. Office County Commissioners, OSU Ext. Office County Commissioners, OSU Est. Office	Medium-term Long-term Medium-term

Goal 3: Preserve and rebuild topsoil				
Objective 1: Maintain and improve topsoil				
#	Strategy	Action	Responsibility	Timeframe
1.1	Continue educating farmers, nurseries and foresters regarding best management practices for minimizing water and wind erosion.	A. Publicize reminders in spring and late summer regarding erosion control. B. Continue education programs about low impact techniques.	CCSWCD, OSU Ext. Office CCSWCD, OSU Ext. Office	Short-range Short-range
1.2	Continue educating farmers on planting techniques that reduce the need for artificial fertilizers, herbicides and pesticides.	A. Identify and publicize farmers who are successful with low impact techniques. B. Continue education programs about low impact techniques.	CCSWCD, OSU Ext. Office CCSWCD, OSU Ext. Office	Short-range Short-range
1.3	Expand drop-off composting	A. Evaluate opportunities to expand drop off	CCH Solidwaste District	Medium-

	programs.	for yard wastes spring through fall. B. Work with tree trimming companies for free dumping of chipped materials. C. Work with Soil and Water Conservation to use compost in demonstration sites for good soil management. D. If volumes permit, look at opportunities to give or sell compost to citizens.	CCSWCD, Econ Development CCSWCD, OSU Ext. Office CCSWCD, OSU Ext. Office	range Medium-range Medium-range Long-range
1.4	Reclaim old industrial sites (brown fields) for reuse.	A. Identify sites for consideration. B. Work with property owners to seek State of Ohio funding for brown field reclamation.	Eco. Development, CCSWCD Eco. Development	Medium-range Long-range

Goal 4 Preserve Carroll County's unique natural areas that contribute to quality of life and economic development.

Objective 1: : Preserve critical tracts of land as wildlife corridors to support unique and valuable flora and fauna and tourism

#	Strategy	Action	Responsibility	Timeframe
1.1	Create a long-term plan for preserving best wildlife corridors.	a. Review ownership maps to identify contiguous tracts of land owned by bodies likely to be open to corridor preservation. b. Review maps surrounding those areas to identify desirable waterways, forest cover, topography, use, etc. c. Create a flora and fauna inventory of best corridors to determine preservation value. d. Create public education program showing economic and intrinsic value of wildlife corridors. e. Create long-term vision for specific corridors including cost/benefit models, educational opportunities, and alternative uses.	Citizens committee Citizens committee, ODNR, local experts, hunting/fishing groups Citizens committee, local experts ODNR, local experts, citizens committee, hunting/fishing groups ODNR, local experts, citizens committee, hunting/fishing groups	Short-range Short-range Medium-range Long-range Long-range
1.2	Work with landowner to preserve contiguous land tracts within	a. Educate landowners about various options for preserving land.	Citizens committee, TBD Citizens committee, TBD	Long-range

Natural Resources Comprehensive Plan

	targeted corridor areas.	b. Identify level of voluntary participation. c. Explore alternatives for public and/or private acquisition of land or development rights.	County Commissioners, TBD	Long-range Long-range
1.3	Create eco-tourism plan to generate economic value.	a. Identify groups that could benefit economically from eco-tourism, e.g., hospitality, hunting/fishing, etc. b. Hold planning sessions to identify opportunities for collaboration. c. Coordinate with Tourism Bureau to promote events involving natural areas.	CC Econ Dev, Tourism Bureau, Citizens CC Econ Dev, Tourism Bureau, Citizens CC Econ Dev, Tourism Bureau	Medium-range Medium-range Long-range
1.4	Work with schools to develop coursework involving Specht Swamp and wildlife corridors.	a. Identify people interested in developing a local science/nature curriculum. b. Seek funding for developing and implementing the curriculum. c. Implement test courses and evaluate response. d. Look for opportunities to expand student involvement.	School district, Kent State, CCSWCD, Environmental Groups School district, TBD School district, Kent State, TBD TBD	Medium-range Medium-range Long-range Long-range

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 will offer 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.

- Developing a countywide park system consistent with community needs.
- Identifying and securing funding for operations, programs and capital expenditures.
- Hiring a professional administrator and staff.
- Assessing park and recreation needs of the community.
- Inventory existing private and public parks and recreation facilities.
- Partnering with villages, townships, school districts and other governmental agencies to use existing facilities and eliminate duplication of services and facilities.
- Identify and secure land that should be incorporated or acquired for the purposes of preservation, conservation, and recreation. This includes uplands, abandoned utility & transportation rights-of-way and riparian corridors.
- Development of a long-range park development plan based on National Parks and Recreation standards and on projected community growth.
- Develop a comprehensive revenue producing parks and recreation program including active and passive recreation
- Partner with historical, cultural and educational agencies and assist in the preservation of the human, natural, and cultural history of Carroll County (refer to Map 13).

Parks, Recreation and Open Space Comprehensive Plan

- Create a land management plan to assure that all properties and resources of the county are managed according to accepted management practices.
- Develop a comprehensive public information system.
- Enter into partnerships with outdoor oriented businesses for the purpose of generating income for the park system and the entrepreneur.
- Develop a comprehensive trail system utilizing utility corridors right of ways, incorporating where ever possible historical routes and points of interest and connecting with adjacent county, state and federal trail systems.

Existing Conditions and Trends

The Carroll County Park District has surveyed the county at the township, school district, and village level and compiled the following inventory of existing facilities (refer to Map 12 also):

Township Park and Recreation Facilities, Carroll Co., 2003										
Township	Park Land in Acres	Cemeteries # / Acres	Community Halls	Play Grounds	Basketball Courts	Baseball Fields	Softball Fields	Soccer Fields	Picnic Pavilions	Picnic Areas
Augusta		2 / 7								
Brown										
Center										
East		2 / 2								
Fox										
Harrison		3 / unk.								
Lee	0.5	5 / 8	Yes							
Loudon										
Monroe	1.5	2 / .25		1 / .5 Ac.		1		1	2	2
Orange										
Perry		8 / 10	Yes	1 school	1 school	1 school	1 school			
Rose		5 / 3-4								
Union		1 / .5				1			1	
Washington										

Parks, Recreation and Open Space Comprehensive Plan

Villages/Associations Park and Recreation Facilities, Carroll Co., 2003												
Villages	Parks	Community Center	Basketball Courts	Baseball Fields	Tennis Courts	Beach	Trail	1 Skate board	Play Grounds	SBF	Picnic Pavilion	Volleyball Courts
Carrollton	3	1		2	2				1		1	
Dellroy												
Leesville												
Magnolia												
Malvern	1	1	3	6	2		1		1	1	4	
Minerva	1											
Mohawk	3	1	1	1	2	2	1	1	2	1	2	2
Sherrodsville				3								

Schools Park and Recreation Facilities, Carroll Co., 2003										
Schools	Pool	Gyms	Play Grounds	Basketball Courts	Baseball Fields	Softball Fields	Track	Soccer Fields	Auditorium	Football
Brown		2	1	1	1	1	1		1	1
Carrollton	1	5	7	4	4	2	1			1
Conotton		1								
Edison										
Minerva										
Sandy		2			1	1	1		1	1
Southern										
United										

This inventory is a preliminary survey. As we speak, new facilities are being constructed and lands purchased for recreational opportunities. This inventory needs to be updated on a yearly basis. One should also note that not all communities responded to the survey. Also, privately owned golf courses, skeet, camping facilities, conservation and youth organizations have not been inventoried.

Carroll County currently has a large number of conservation organizations, parks and small community recreational programs and acreage set aside for recreation and preservation and conservation of our natural resources. However we lack one unifying agency to develop a comprehensive park system to assist in coordinating services, resources and recreational programming countywide. To this end a county-wide park board has been established who will work with and assist all aforementioned agencies in developing a comprehensive and cost effective county-wide park and recreation system.

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

Currently there is no one professional agency to coordinate all park, recreation, conservation and preservation efforts in Carroll County. Rather there are individual entities, public and private and most are without professional staff to manage and develop the programs and facilities to their fullest effectiveness. With a countywide system we could insure proper utilization of present and future park and recreational facilities, minimize the duplication of services and programming and work cooperatively with all agencies regarding maintenance issues and facility development.

Carroll County is relatively undeveloped rural area with a tremendous amount of acreage engaged in farming, forestation and water recreation (refer to Map 2). Carroll County is also one of the fastest growing counties in Ohio. In 2000, 28,836 people lived in Carroll County. The county's population increased over two decades and grew at a faster rate than the State of Ohio (8.7% for Carroll County vs. 4.7% for the State). 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 diminish. 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 has performed an analysis of its current status and has determined the following. The district has successfully been formed and the members have been appointed by the probate court. A "Citizens for Parks" task force has been created and a 501c3 has been formed to accept donations for the park system. All schools, townships and villages have been surveyed on the current status of the existing parks in the county. The district is working on an "Open Space and Outdoor Recreation Study" for the county.

Activities have begun at two facilities with the district completing a master plan for the Peterson Farm property and with work beginning on the Vets Club property on which the district has obtained a 15-year lease and has obtained funding to begin development.

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 become a reality for the county. The park district has looked at multiple funding options including grants, private, corporate, and foundation contributions, recreation use taxes, and multiple forms of park generated

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revenues. They have determined the need to thoroughly assess and map the county in regards to its existing resources including the county's geology, hydrology including recreational water resources, wetlands, and potable water resources, flora and fauna, and unique natural features and areas. The park district would like to determine the amount of open space needed for the county between 2003 and 2013 using current and projected population figures using the National Parks and Recreation Associations guidelines for open space.

The Carroll County Park District has also discussed the various methods of acquiring property for their system including gifts, bequeaths, life estates, leases, conservation easements, land trusts, purchase, open space requirements for commercial and residential developments, and mitigation wetlands. The park district proposed to minimize the use of eminent domain to obtain lands.

Goals, Objectives, and Strategies

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 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. We believe that 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. 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.

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

- 1.1 Complete current assessment of public and private facilities.
- 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 National Recreation and Park Association Associations guidelines to determine facilities and acreage needed
- 3.2 Establish a presence in each of the townships
- 3.3 Develop a park in or near the center of the county to serve all county residents

Objective 4 – Identify and seek funding sources

- 4.1 Determine appropriate local, state and federal funding sources
- 4.2 Secure funds for general operating expenses through recreation taxes, bed tax, property tax, building assessment fees, or corporate gifts
- 4.3 Develop 501c3 organization for private, tax deductible contributions
- 4.4 Establish administrative offices for the park system and hire a park director

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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, Muskingum Watershed District, ODNR, utilities and others

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To create a successful park system for Carroll County residents the Carroll County Park District and County Metro park Board 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 and activities 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. Hiring of a park director will provide evidence to the citizens of the county of the activities taking place and provide the professional leadership needed to help in the development and implementation of the master plan. The park board should fill this position with a certified park professional through the Ohio Parks and Recreation Association or some other certifying body. As the system grows, additional staff for maintenance, security and other functions will become necessary. These services may be contracted out to existing agencies such as the county sheriff's department in the case of security or to landscaping services in the case of maintenance.

The parks and recreation system will incorporate both active and passive recreation. A 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 will be a must. It is not intended that the County Park System replace existing systems or programs but to work with and enhance them to form a network that will serve and benefit all residents of the county. Partnering will allow us to assure that the existing facilities, personnel and materials are being utilized to their fullest and avoid 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, incorporation of utility corridors as recreational areas, 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, villages, conservation agencies and where applicable adjacent metro parks.

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

Major subdivisions are replacing the family farm on a daily basis. As they are planned, the emphasis is on how many housing lots can be formed within the boundaries of the property. Developers give little thought or heed to creating common open spaces for esthetics or recreational use by the residents. Subdivisions with adequate open space have proven to be more desirable and valuable in the marketplace.

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.

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, state and federal sources
- g. Amount of funding contributed by local sources (business, civic organizations, individuals)

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- h. Amount of money expended on equipment
- i. Number of parks connected to area camps and activities
- j. Inventory of programs provided
- k. Number of paid patrons
- l. Survey of user satisfaction of facilities and use

Goal 2 - Adequate open space in major subdivisions

- a. List of regulations for establishment of 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 annual assessment	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 National Recreation and Park Association 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	Carroll County Park District	Mid Term
3.3	Develop a park in or near the center of the county to serve all county residents	a. Locate a property central to Carroll County appropriate for a county-wide park b. Formulate a plan to develop this county-wide park	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

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4.2	Secure funds for general operating expenses through recreation taxes, bed tax, property tax, building assessment fees, or corporate gifts	a. Inventory and consider the feasibility of sources of support for park operating expenses b. Develop plans to seek funding c. Implement Plans	Carroll County Park District, Citizens for Parks, County Commissioners, Voters and Residents of Carroll County	Mid Term
4.3	Develop 501c3 organization for private, tax deductible contributions	a. Develop Articles of Incorporation b. Develop Code of Regulation c. File with Secretary of State	Citizens for Parks, Carroll County Park District	Mid Term
4.4	Establish administrative offices for the park system and hire a park director	a. Locate space for offices b. Develop job description c. Secure funding to support position d. Interview and hire a director	Carroll County Park District	Short 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 others	a. Outreach to potential partners b. Develop partnership understandings	Carroll County Park District, Townships, Villages and School Districts	Mid Term

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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 to establish regulations for open space development	a. Establish task force to draw up regulations	Carroll County Regional Planning Commission	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.

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.

Sensitivity to historical and cultural issues is a critical component of student education for the community. By adults showing respect for issues and buildings unique to the community, the youth should come to share the respect and help the community maintain the structures and events that make the county distinctive.

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 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

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and new business growth. The rehabilitation of publicly owned structures, particularly our schools, demonstrates our commitment to a quality education for our youth. 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 (refer to Map 13). 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.

Cultural facilities and activities provide a range of programming and activities that meet most local needs. Since many of these events are volunteer in nature, finding both manpower and financial resources is an ongoing challenge. Training and recruitment of volunteer leaders should be an ongoing activity. Funding of activities should be sought from both the public and private sectors including corporate and foundation sources. The importance of cultural activities and events on youth should be a key component of ongoing cultural development in the county.

The most active and organized arts organization in Carroll County is the Carroll County Commission for the Advancement of Arts. CCCAA began as an all-volunteer committee in 1993, and was incorporated as a not-for-profit organization in September of 1994. The purpose of the CCCAA is to identify, serve and meet the artistic needs in the county and to effect in a positive manner the cultural, moral, economic or recreational environment of the county. The first center of operations was a 20 x 60 foot area within a local Carrollton restaurant. This space served as a small gallery showcasing 19 local artisans, a classroom for art instruction, and an office. Performing arts programs were outsourced to large facilities within the community. A few years later, successful grassroots fundraising captured the funds to lease and renovate an historic feed mill in Carrollton. This facility, which eventually was purchased by CCCAA and renovated further to provide accessibility to the handicapped, contains 2400 sq. ft. of floor space. The center offers on the first floor a volunteer staffed sales area, display cases for pottery and jewelry, books, CDs, a feature gallery and classroom. The second floor houses administrative offices, a gallery where 70 artisans are showcased, and space for a small performing arts program. Current paid staff consists of three part time employees, an Executive Director, Choral Director and custodian. Current programming includes various art classes, performance art venues, vocal concerts, and art and craft shows. In the future, CCCAA plans to develop a community performing arts center, initiate joint arts programming with county school systems, and build cooperative arts ventures with villages and townships, other non-profit organizations and interested businesses.

Several current events need to continue and be nurtured by the community such as the "Westward Ho" pioneer studies class at the Algonquin Mill. The program educates students on local history, crafts and lifestyles of an earlier age. The

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Algonquin Spinners Guild, which began as an offshoot of the Carroll County Historical Society, is dedicated to preserving the lost domestic arts including spinning, weaving, carding and dyeing.

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 and unite all county historical societies in their 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.
- 1.4 Expand educational programming of historical facts.

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

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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

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 residents 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 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:

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- 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 such as the history camp and the “Westward Ho” program should be continued in cooperation with 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.

Indicators of Achievement

Goal 1 - Encourage preservation and rehabilitation of structures and sites of historic significance

- a. List all structures currently on National Register
- b. Document historically significant structures that have been restored and preserved
- c. Document historically significant sites and preservation needs, e.g.: cemeteries, churches, one-room schools, underground railroad, early industry
- d. List acreage and structures that have been identified for preservation due to their historical significance
- e. Participation in programs promoting structure rehabilitation and preservation

Goal 2 - Support county historical societies efforts in education and preservation

- a. Document number of courses taught in schools and the community that teach local history
- b. Document participation in county festivals and events that showcase local historical themes
- c. Document amount of funding secured for rehabilitation and preservation efforts

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Goal 3 - Discourage negative effects to significant sites and structures

- a. Document efforts to reuse historic structures
- b. Document development within sensitive areas and effects on the areas
- c. Document efforts to maintain and preserve cemeteries
- d. Document efforts to promote historical tourism
- e. Estimate percent of revenue from historical tourism

Goal 4 - Promotion and preservation of cultural heritage

- a. Document number of courses taught in schools and the community teaching topics of cultural importance
- b. Document number of and participation in cultural events
- c. Number of residents earning a portion of income from their art and other cultural activities
- d. Amount of funding secured for promotion and presentation of cultural 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	Timeline
1.1	Review existing inventory of buildings maintained by the Ohio Historic Preservation Office (OHPO)	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	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	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	Timeline
1.1	Determine need to supplement existing inventory of site with additional sites in the county	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	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
1.4	Expand historical fact programming	a. Develop classes and programs on local history b. Work with schools in teaching local history c. Hold festivals and events promoting local history	Historical Societies, Libraries Historical Societies Historical Societies, Local Organizations	Ongoing

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	Timeline
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

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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	Timeline
1.1	Provide adequate funding for arts organizations	<ul style="list-style-type: none"> a. Identify sources of local, state and federal funding for the arts b. Apply for and receive grant dollars to enhance programming for the arts 	CCCAA County Commissioners	Mid term
1.2	Promote the activities and events of the arts organizations to county residents	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> a. Gauge the demand for arts classes by the type of class 	CCCAA	Mid term

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		<ul style="list-style-type: none">b. Target the activities most in demand and offer them to the publicc. Continue to evaluate the demand and effectiveness of arts programming		
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Housing Section

Summary

Carroll County is experiencing land development pressures primarily 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.

Existing Conditions and Trends

Data used for this assessment was obtained through The Ohio State University Extension Data Center and Exurban Program, the U.S. Census of Population and Housing, the Ohio Department of Development Office of Strategic Research, and the Carroll County Auditor's Office, the Carroll County Regional Planning Commission and the Carroll County Health Department.

The existing conditions and trends that will be reviewed include population growth trends, housing characteristics and county land use patterns.

General Characteristics

Selected Population Demographics – County Growth Patterns

In 2000 Carroll County's population was 28,836, and is expected to increase to 29,400 by 2015. Net migration statistics indicated that from 1998 – 99 more people moved into the county than moved out. Since 1990, the net migration into the county is +2,622 persons.

From 1990 to 2002, Carroll County's population grew at a rate (10%); almost double that of the State of Ohio (5.3%). Much of the growth in population has

occurred in Brown and Harrison Townships (refer to Map 8). This is not surprising since the major thoroughfare through the county, SR43, from the metropolitan areas of Akron and Canton to the county seat, Carrollton, and close to the villages of Malvern and Minerva, crosses through these two townships.

The most populated township in Carroll County is Brown, with 5,184 residents as of the 2000 Census. The Villages of Minerva and Malvern are located here. Population density has increased dramatically in Brown Township in the past four decades; in 1970 there were 61 people per square mile, and by 2000 that figure had more than doubled to 128 persons per square mile. Harrison Township, located just southeast of Brown, has the third highest population density in the county, with 80 people per square mile. Only two townships have decreased in the number of persons per square mile in the past four decades – Center Township, where Carrollton, the county seat, is located, and Loudon Township at the very rural far southeastern tip of the county. Center Township, after experiencing a 35% growth in population in the 1960's, has steadily lost population in the past three decades, experiencing an almost 20% decrease in growth. Center lost the greatest number of residents from 1990 to 2000 at 170. For that time period the largest net change in population occurred in Washington Township, which is located to the east of Harrison and Center townships.

Carroll County - Population by Gov't Units						
Place	Township	Village	# Persons			
			1990	2000	Change	% Change
		Sherrodsville (part)	33	48	15.00	31.25%
	Washington		836	1061	225.00	21.21%
	Loudon		854	1032	178.00	17.25%
		Leesville	155	184	29.00	15.76%
	Rose		1361	1603	242.00	15.10%
	Augusta		1370	1599	229.00	14.32%
	Perry		894	1022	128.00	12.52%
	Harrison		2198	2498	300.00	12.01%
	East		767	859	92.00	10.71%
	Monroe		1730	1930	200.00	10.36%
	Fox		970	1075	105.00	9.77%
	Orange		1145	1258	113.00	8.98%
Carroll County			26521	28836	2315.00	8.03%
	Union		987	1059	72.00	6.80%
	Lee		1056	1128	72.00	6.38%
		Sherrodsville (part)	251	268	17.00	6.34%
	Brown		7931	8300	369.00	4.45%
		Carrollton	3134	3190	56.00	1.76%
		Malvern	1216	1218	2.00	0.16%
	Center		4422	4412	-10.00	-0.23%
		Magnolia	335	314	-21.00	-6.69%
		Minerva (part)	2037	1898	-139.00	-7.32%
		Dellroy	326	294	-32.00	-10.88%
		Remainder of Brown Twp.	-	5184		
		Remainder of Center Twp.	-	1222		
		Remainder of Monroe Twp.	-	1588		
		Remainder of Orange Twp.	-	806		
		Remainder of Rose Twp.	-	1289		

Another trend in Carroll County is that an ever-increasing percentage of population is residing in the townships as opposed to the villages. In 1960 38% of the total county population of 20,857 lived in villages, while 62% lived in the townships. In the year 2000, the percentage had grown more than 10% to 74% of the County population of 28,836 living in townships with only 26% in the villages.

These demographics create a clear picture of Carroll County's patterns of growth. Carroll County is gaining in population at a rate much higher than the state of Ohio. Most of this growth is taking place in the townships. In addition, there is an ever-increasing shift in population from the villages to the townships. And, although all of the townships in the county, with the exception of Center, have gained in population in the past decade, most of the increase has occurred in Brown and Harrison townships along the SR 43 and SR 183 corridor from Malvern/Minerva to Carrollton. Population projections for 2010 show a slowing of growth in the northwest corner of the county, probably due to greater land pressures and increasing housing and land costs, and accelerated growth in the less developed townships south of Carrollton.

An unknown factor in Carroll's future is the placement and construction of U.S. Route 30 along the northern edge of the County. When and if this major four-lane highway is constructed, it may have a profound impact upon residential, commercial and industrial development in the northern townships. Because of new accessibility, this portion of Carroll County may become even more attractive as a bedroom community for persons who work in the Akron-Canton area, further exerting land use pressures resulting from residential growth.

Selected Population Demographics– Age, Family Size, Income

In 2000 there were 11,126 households in Carroll County, with an average persons-per-household of 2.56. This is higher than the State's average of 2.49. The median household money income in 1999 was \$35,509, compared to the state's average of \$40,956. Per capita income for Carroll in 1999 was \$16,701, compared to the state at \$21,003. In 1999 11.4% of the county's population was below the poverty line, compared with 10.6% for the state.

Existing Housing Profile

As reported in the 2000 U. S. Census, Carroll County had 13,016 housing units. This was an increase of 11.4% from the 1990 count of housing units, at 11,536. Of this 2000 total, 11,126, or 85%, were occupied.

The majority of the residential structures in Carroll County are older. Thirty-two percent were constructed between 1970 – 1990, and 26.2% were constructed

prior to 1940. The fewest percentage of homes was constructed between 1990 – 2000, at 16.7%.

The 2000 Census reported that over 80% of the 13,016 homes in Carroll County were owner occupied. The median housing structure value was \$89,700. The vast majority of the housing in Carroll County, or 76%, is single-family unit homes. Only 9% represented ten or more units (multi-family housing), and 17.3% were manufactured homes (mobile homes).

Regarding rental units, the median gross rent paid in 2000 was \$411/month. The majority of renters paid less than 15% of their household income in gross rent; the next highest group paid over 35% of their household income in rent.

The overall profile of Carroll County's housing is mostly older, single family, owner occupied units, with few available rental units and multi-family housing. Finding suitable and affordable housing in Carroll County, whether it is owner-occupied or rental, can present a challenge. Finding suitable, good condition rental units poses a particular challenge. This impacts negatively on families and individuals moving into the county and can compromise the County's economic efforts to expand existing industries or locate new businesses because of the difficulty in finding suitable housing for new employees.

Carroll County's population grew at a rate almost twice that of the State from 1990 to 2002; 10% and 5.3% respectively.

New Residential Construction

In terms of new housing development, 16.7% of the total housing stock, or approximately 2,000 units of new housing, were constructed in Carroll County in the past 10 years. According to the Carroll County Health Department statistics for the past eight years, the largest number of septic permits (214) and well permits (205) issued occurred in 1995. The lowest year for septic permit issuance, 2002, was still at 150, and for well permit issuance the lowest year was 1996 when 156 were applied for. Another local indicator of the growth in new housing development is the Regional Planning Commission's records of house numbering and land splits. In the past three full years, house numbering has increased steadily, from 164 in 2001, 164 in 2001 and 168 in 2002.

The following chart shows new addresses issued by township for the past four years:

**House Numbering Requests for Carroll County: 2000, 2001, 2002,
2003 By Township**

Township	2000	2001	2002	2003	Total
Augusta	21	15	16	5	52
Brown	34	18	22	19	74
Center	3	8	11	3	22
East	17	11	8	3	36
Fox	3	4	9	5	16
Harrison	18	22	25	16	65
Lee	8	13	5	5	26
Loudon	7	4	8	2	19
Monroe	6	14	7	13	27
Orange	15	13	10	3	38
Perry	9	4	9	5	22
Rose	4	12	10	11	26
Union	11	13	5	7	29
Washington	14	13	23	6	50
Total	170	164	168	103	605

Because Carroll County does not require a housing permit for new construction in the county, applications for house numbering, septic and well permits are often the first and best indication of new housing growth on individual lots. (Note: only the Village of Carrollton requires a housing permit, and then inspects for and enforces compliance with housing standards. The Village of Malvern requires building permits but does not inspect, and the Village of Minerva falls under the Stark County's permitting and compliance standards.)

Looking at the type of dwelling/properties that these four-year figures represent, the following picture of new address applications emerges:

Year	Housing Type				
	<i>House</i>	<i>Existing House</i>	<i>Mobile Home</i>	<i>Business</i>	<i>Acreage</i>
2000	52%	1%	38%	5%	4%
2001	48%	5%	35%	7%	5%
2002	48%	5%	33%	5%	8%
2003	57	4	26	8	4

Applications for new housing licenses declined slightly between 2000 – 2001, and then remained steady. Consistently, close to half of the new addresses requested have been for new houses. The next largest category is mobile homes, which have decreased at a small but steady rate for the past four years from almost 40% of the new addresses requested to one fourth. New addresses for acreage have doubled in the past three years, from 4% in 2000 to 8% in 2002.

An increasing trend is the splitting off of existing properties to family members, and, if these new dwellings tie into the existing septic system, the existence of this new housing can go undetected.

The Regional Planning Commission for Carroll County has responsibility for subdivision regulations in all unincorporated areas of the county with the following exception: The Village of Carrollton oversees subdivision regulations within 1.5 miles of their corporate limits as allowed by ORC 711.09. The village of Carrollton is zoned, has its own subdivision regulations and all plans go before the village Planning Commission for approval. The Village of Minerva is the only other village within the county to have a Planning Commission. They operate within the village corporate limits only. Malvern, Sherrodsville, Magnolia, Leesville, Dellroy and the other villages in Carroll County are not zoned, do not have Planning Commissions, and do not take an active role in land use planning.

The County's Regional Planning Commission encourages developers of housing subdivisions to include common open space with each development in order to counterbalance the density of housing. The Regional Planning Commission is supportive of the concepts of Planned Unit Developments and Cluster Housing both of which allow for denser housing development in return for common green space.

Most of the subdivision development in Carroll County has taken place in the past five years. The following is a list of these most recent subdivisions:

RECENT SUBDIVISIONS IN CARROLL COUNTY
2001 - 2003

YEAR	NAME	# LOTS	LOTS VACANT 1/04	LOCATION	Developer
2001	Claybrook Ridge	27	24	Rose Twp.	TGPG, Inc.
2001	Kensington Green	41	1	Center	Woda Construction
2002	Courtview Ridge	115	12	Center	Lalinsky

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2002	Overlook Village	28	18	Center Twp.	Lalinsky
2003	Hickory Woods	9	6	Harrison Twp.	Cassily, Lenzi & Bonitz
2003	Great Trails #6	1	0	Brown Twp.	Fry
2003	Paradise Point #1 Ext.	9	8	Monroe	Stratton

Annexations

From 1960 – 2003 there have been a total of 35 requests for annexation in Carroll County representing a total of 1204.977 acres. The largest number of annexations has occurred from Center Township to the Village of Carrollton for a total of 21, Brown Township to Malvern and Minerva are tied at six each, and two have occurred from Monroe Township to Sherrodsville. The following chart provides an overview of these annexations:

LOCATION	TIME PERIOD	TOTAL ACREAGE	# OF REQUESTS
Center Twp. to Carrollton Village	1960-1969	370	3
	1970-1979	141	8
	1980-1989	24	5
	1990-1999	280	4
	2000-2003	1	1
TOTAL		816	21
Brown Twp. to Malvern Village	1960-1969	90	1
	1970-1979	0	
	1980-1989	5	1
	1990-1999	19	4
	2000-2003	0	
TOTAL		114	6
Brown Twp. to Minerva Village	1960-1969	116	4
	1970-1979	153	1
	1980-1989	5	1
	1990-1999	0	
	2000-2003	0	
TOTAL		274	6

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Monroe Twp. to Sherrodsville	1960-1969	0	
	1970-1979	0	
	1980-1089	0	
	1990-1999	1	2
	2000-2003	0	0
TOTAL		1	2
GRAND TOTAL		1205	35

The most active areas of the county in terms of annexations are Center Township to the Village of Carrollton and Brown Township to the Villages of Minerva and Malvern. These annexations have occurred for residential, business and commercial developments, most often have been initiated by private landowners or public entities rather than by the Village, and are requested so that public services and utilities can be obtained.

Vacation/Recreational Housing

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

In the Atwood Lake region there are 15 housing developments representing a total of 732 lots. 459, or 63%, of these lots currently have some type of residential structure on them. The estimated percentage of year round dwellings at Atwood is less than half, 39.67%, leaving 60% of the dwellings as recreational/seasonal use only. The largest development, Sunset Valley, has 30% of its lots occupied year round. The highest year-round population is at Lakeview Development, which has 75% of its 20 dwellings for year-round use. There is a substantial number of vacant lots available in these 15 developments, and even considering that some dwellings may be on more than one lot, there still appears to be the opportunity for new residential growth in the area.

In the Leesville Lake area, sections of Union, Orange and Monroe Townships, the 16 housing developments contain 1901 lots, 534 or 28% of which are for year-round use. Only 25% of these lots have dwellings on them, and even taking into account that dwellers may be located on more that one lot, there appears to be sufficient room for new growth within the existing developments.

Finally, Stoney Lake, Tabor Lake and Vo-Ash Lake have a total of 555 lots, 165 of which have structures on them, and 20% of which are for year-round use.

There seems to be sufficient room for new construction of year-round and recreational structures in these appropriate 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's Department of Community Development develops and oversees the County's overall housing strategy and programs. The goal of this office is to provide affordable decent, safe and sanitary housing to income eligible residents of Carroll County. Through the CHIS, the county receives funding from two sources; H.O.M.E., which is a federal source of assistance, and the State's Community Development Block Grant Program. The specific housing strategies that the CD office implements include:

1. **Rehabilitation of owner-occupied dwellings:**
Houses occupied by income eligible residents are brought up to the Ohio Residential Rehabilitation Standards as provided by the Ohio Department of Development. These standards cover plumbing, electrical and other rehabilitation components. Residents take out a deferred mortgage for the amount of the rehab work.
2. **Purchase – Rehabilitation of dwellings:**
The county purchases vacant houses, makes improvements in compliance with the Ohio Residential Rehabilitation Standards, and sells the home to an income eligible person at a reduced price. The resident must be bankable and obtain a mortgage for the balance of the cost of the house.
3. **New Construction:**
The county purchases vacant land and constructs a new house or installs a modular on the site. The house is then sold to an income eligible, bankable person for a reduced price.
4. **Emergency Home Repair:**
The county can make emergency home repairs of up to \$8,000 on homes that pose a threat to the health or safety of the occupants, or compromise the integrity of the house. Examples include furnaces, wells, septic systems and wiring.
5. **Habitat for Humanity Partnership:**
The county partners with Habitat for Humanity for the construction of three new homes a year. Grant funds are used to accomplish work

that Habitat would normally bid out, for instance, water line tap fees, septic systems, wells, cellar excavation and backfill, driveway, etc.

The county has participated in income affordable housing programs for the past 15 years. Each grant has a two-year cycle.

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 Encourage the establishment and implementation of building standards for the un-incorporated areas of the county
- 1.2 Provide assistance to homeowners for housing rehabilitation
- 1.3 Make residents aware of opportunities for participation in the Comprehensive Housing Improvement Program (CHIP) and other similar programs
- 1.4 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

- 1.1 Develop housing standards that will help low income residents to maintain an adequate standard of living by lowering maintenance costs
- 1.2 Develop housing standards that promote occupant safety and improved property values

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. These documents can be accessed through Dave Flanary, Director of the Carroll County Community Development office.

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 Carroll County Community Development	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	Ohio State University Extension Regional Planning Commission Carroll County Commissioners	Mid term
1.4	Develop land use standards that will divert	a. Identify areas in county with	Regional Planning	Mid term

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	housing development away from environmentally sensitive areas	environmentally sensitive features b. Identify wildlife corridors throughout the county c. Formulate and implement land use policies and tools that discourage new housing construction in environmentally sensitive areas and along wildlife corridors	Commission Carroll County Commissioners	
1.5	Develop local land use policies that will encourage development in areas where sufficient infrastructure exists	a. Identify and map all existing water, sewer and major roadways in the county b. Charge developer impact fees to cover the costs of water, sewer and road construction for areas where infrastructure does not exist	Regional Planning Commission Carroll County Commissioners Carroll County Health Department Carroll County Community Development	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	a. Develop standards for alternate housing designs such as Planned Unit Developments or cluster housing 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	Regional Planning Commission Carroll County Department of Community Development	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	Carroll County Community Development 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 Community Development 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 Carroll County	Long Term

		and families b. Provide educational opportunities for low income renters in energy conservation and home maintenance c. Implement CHIS strategies	Community Development 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 Community Dev. 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	Encourage the establishment and implementation of building standards for the un-incorporated areas of the county	a. Draft county-wide building standards and a building permit process for residential properties to insure the construction of quality, energy efficient and low maintenance housing b. Promote these housing standards throughout the unincorporated areas of the county c. Seek the adoption of these	Carroll County Department of Community Development Carroll County Health Department Regional Planning Commission	Long term

		standards by townships within the County d. Develop a process for monitoring and enforcing these standards e. Educate builders and residents about these housing standards and what is required to comply		
1.2	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 Department of Community Development Carroll County Housing Advisory Committee	
1.3	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	Carroll County Community Development 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 Department of Community Development Carroll County Health Department	Mid term

			Ohio State University Extension	
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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 Carroll County Department of Community Development	Mid to Long Term
2.2	Identify culturally significant sites throughout the county and divert new housing development away from these sensitive sites	a. Prepare maps for the entire county 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	Carroll County Historical Society Regional Planning Commission Carroll County Department of Community Development	

		preserving these resources for future generations		
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 Carroll County Community Development 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	Regional Planning Commission Carroll County Department of Community Development Carroll County Health	Long Term

		impact fees	Department	
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Goal 3				
Objective 2: Establish appropriate county-wide housing standards				
#	Strategy	Action	Responsibility	Timeframe
2.1	Develop housing standards that will help low income residents to maintain an adequate standard of living by lowering maintenance costs	a. Develop county-wide housing standards that promote quality, low maintenance housing 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 Department of Community Development Carroll County Health Department	Long Term
2.2	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 Department of Community Development 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.

Cluster development zoning: A plan which concentrates development on one part of a property in order to protect the remainder of the parcel as open space without changing the overall 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 unit 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

Impact fees – Fees required of a developer that are based on a formula applied equally to all equivalent development projects.

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: A requirement that each new house be constructed on a minimum number of acres, generally at least 5 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.

Planned Unit development zoning: A mechanism for cluster development zoning and conservation development zoning in the Ohio Revised Code that may allow more creative designs and mixed use plans.

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>>.

Purchase of development rights (PDR): A public/private government initiative that acquires the development rights of property to limit development.

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 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.

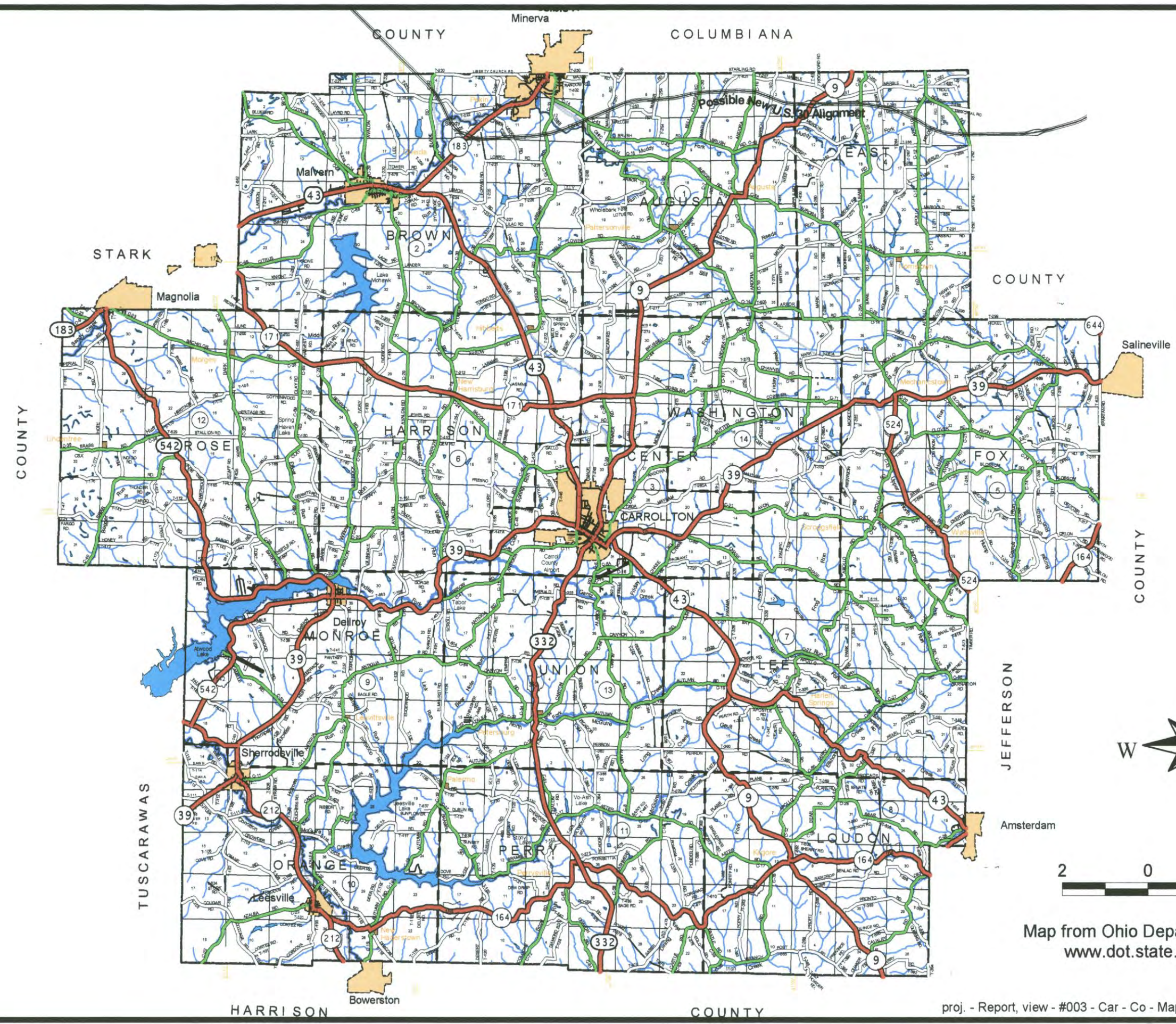
Zoning – The legislative division of a community into segments reserved for specific uses and also the minimum required size for such use.

Source:

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

Map No. 1

Comprehensive Plan



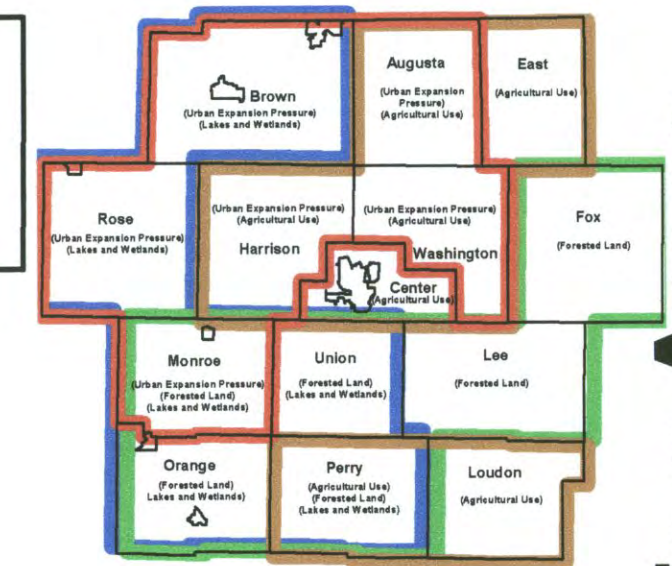
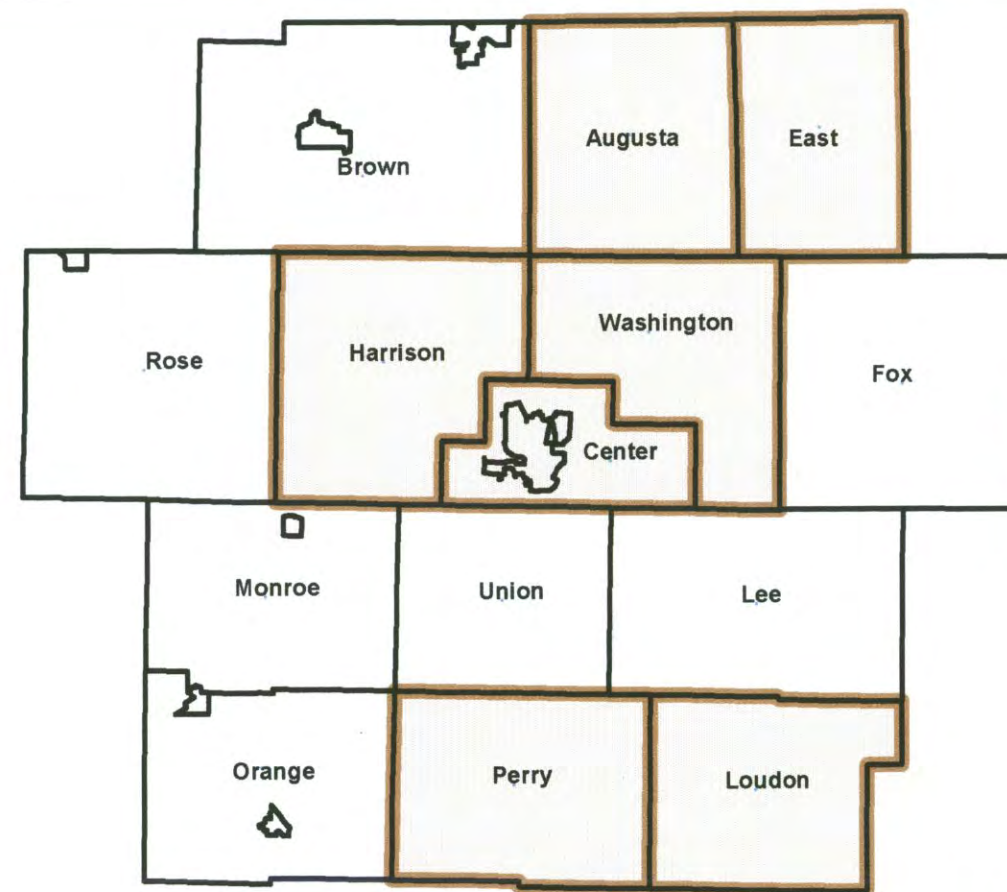
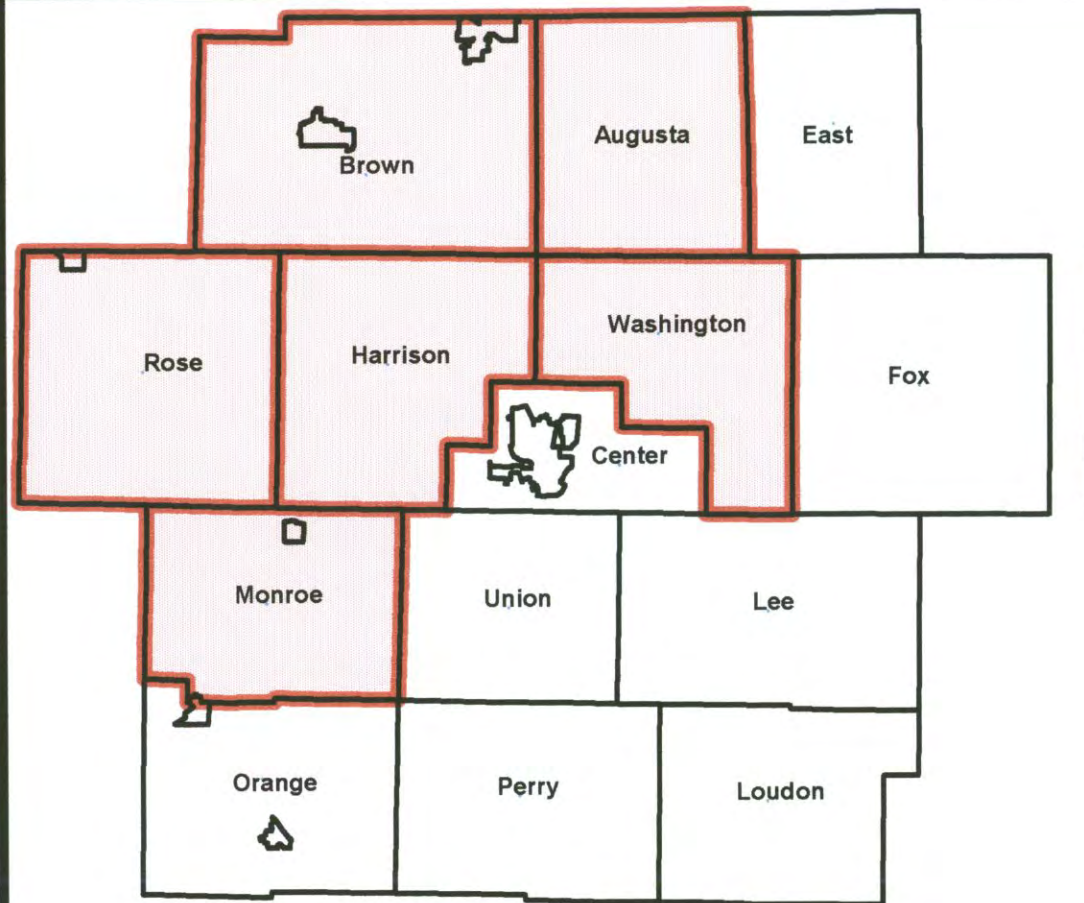
Map from Ohio Department of Transportation
www.dot.state.oh.us/map1/ (mod.)

Carroll County Map

Map No. 2

Comprehensive Plan

All Planning Areas



All Planning Areas



2 0 2 4 Miles

LEGEND

- Township & Village Lines
- Urban Exp. Pressure
- Agricultural Use
- Forested Land
- Lakes and Wetlands

proj. - Report, view - #001- All Planning Areas & #001- All Planning Areas - 2,
layout - #001 - Draft - Planning Areas (12-3-05)

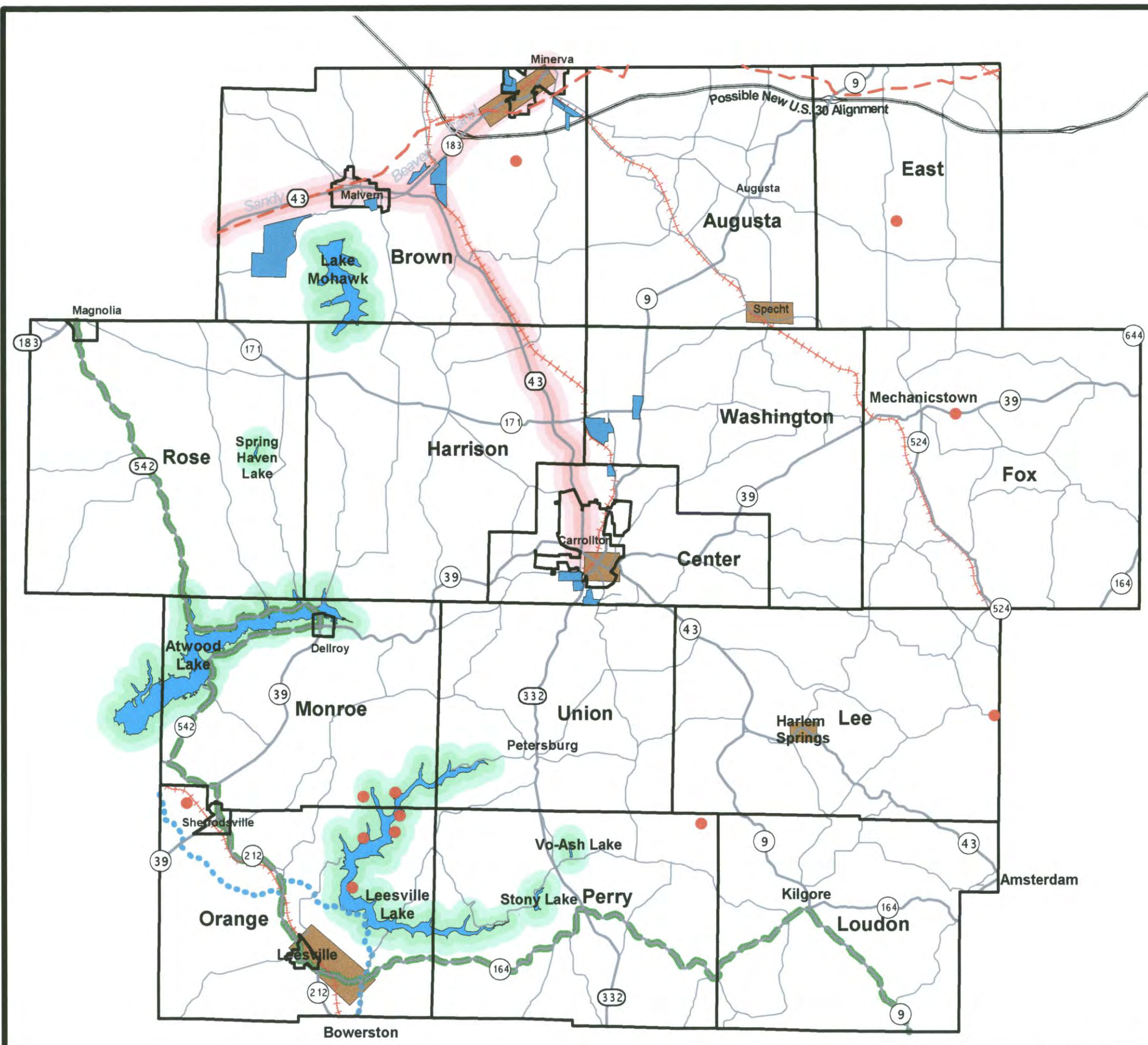
Map No. 3
Comprehensive Plan

Future Economic Development



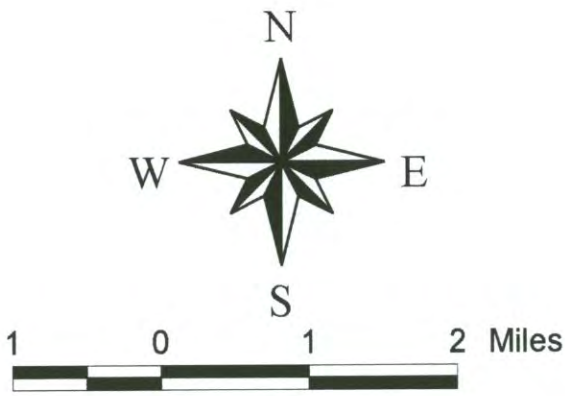
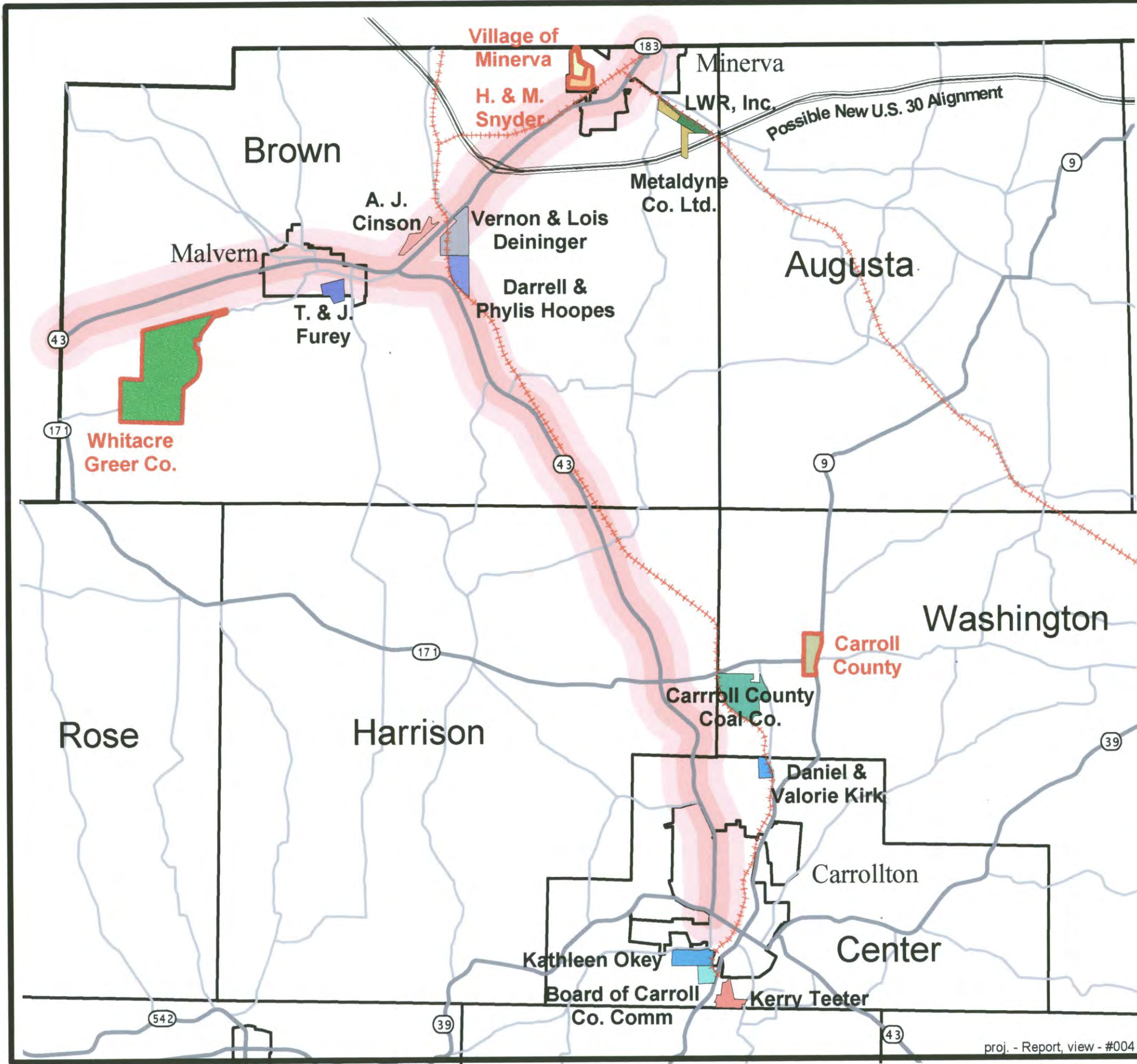
LEGEND

- Proposed Industrial Sites
- Youth Camps
- Orig. GreatTrail Location
- Township Lines
- State Highways
- Possible New US 30 Align.
- County Roads
- Railroad Tracks
- Potential Scenic Byway
- Buckeye Trail
- Historical District
- Lakes with Res. Development
- Development Area - Lake
- 1000 ft.
- 2000 ft.
- Development Area - Hwy.
- 1000 ft.
- 2000 ft.



Map No. 4
Comprehensive Plan

Proposed Industrial Sites

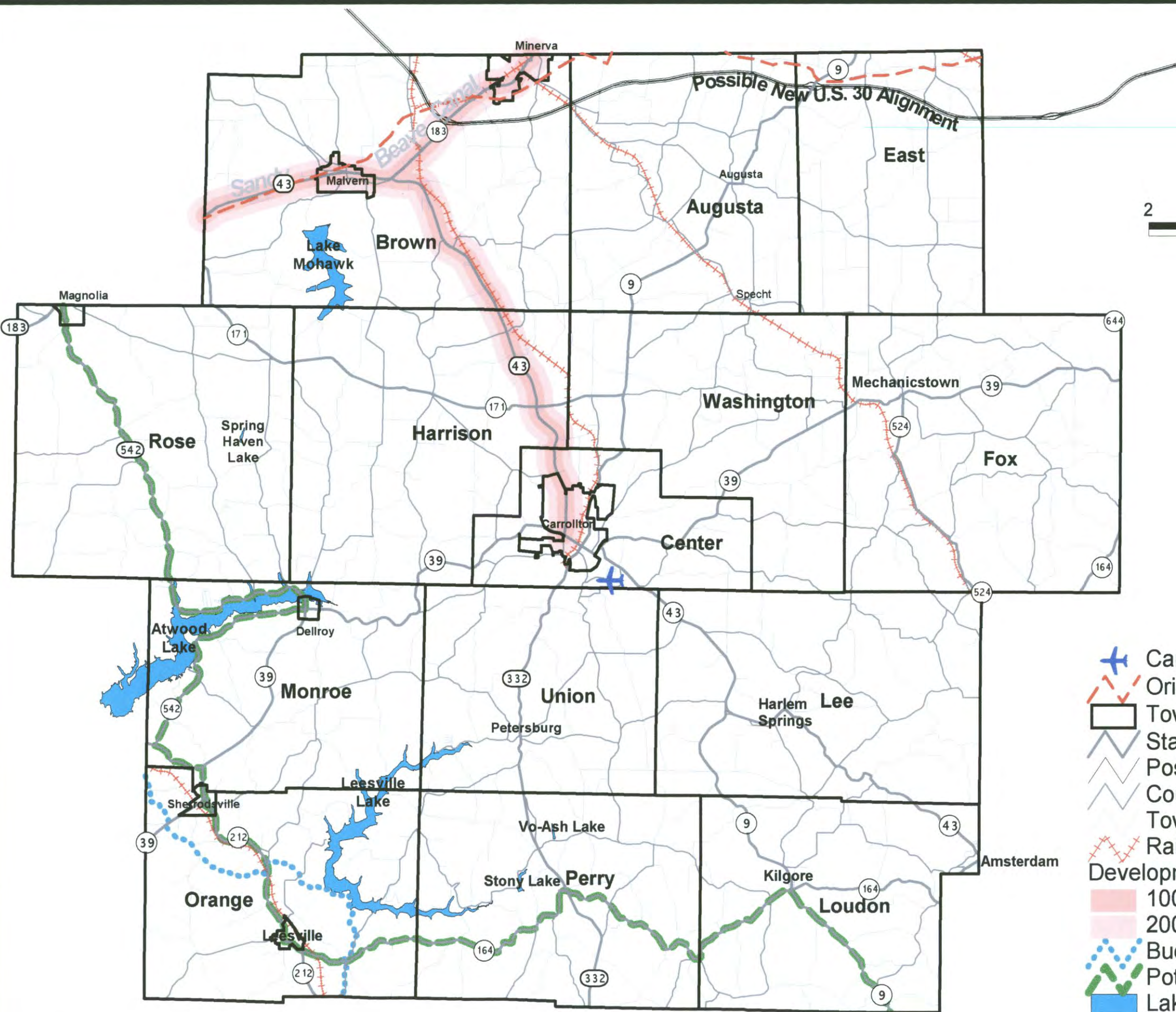


LEGEND

- Priority sites for development
- Railroad
- Proposed Industrial Sites
 - A. J. Cinson
 - Board of Carroll Co. Comm
 - Carroll County
 - Carrroll County Coal Co.
 - Daniel & Valorie Kirk
 - Darrell & Phylis Hoopes
 - H. & M. Snyder
 - Kathleen Okey
 - Kerry Teeter
 - LWR, Inc.
 - Metaldyne Co. Ltd.
 - T. & J. Furey
 - Vernon & Lois Deininger
 - Village of Minerva
 - Whitacre Greer Co.
- Possible New U.S.30 Alignment
- State Highways
- County Roads
- County Line
- Townships and Village Lines
- Possible Major Growth along Highways
 - 1000 ft.
 - 2000 ft.

Map No. 5

Comprehensive Plan



LEGEND

- Car. Co. Airport - Toalston Field
- Orig. Great Trail Location
- Township Lines
- State Highways
- Possible New US 30 Align.
- County Roads
- Township Roads
- Railroad Tracks
- Development Area - Hwy.
- 1000 ft.
- 2000 ft.
- Buckeye Trail
- Potential Scenic Byway
- Lakes with Res. Development

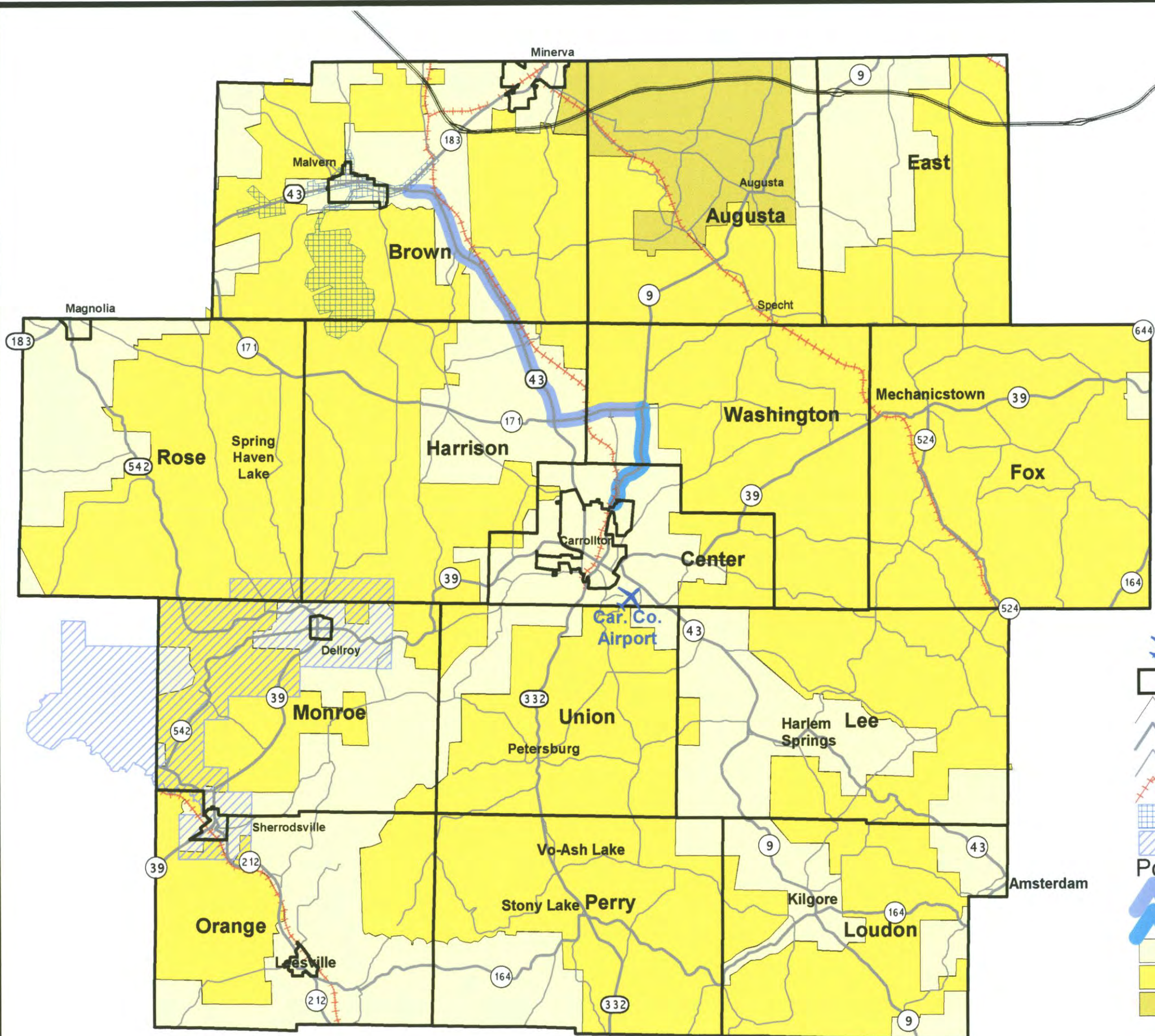
Map No. 6
Comprehensive Plan



Utilities

LEGEND

- Car. Co. Airport - Toalston Field
- Township Lines
- Possible New US 30 Align.
- State Highways
- County Roads
- Railroad Tracks
- BTM Sewer District
- Atwood Water & Sewer Dist.
- Potential Sewer and Water Expansion
- BTM Sewer & Water
- Carrollton Sewer & Water
- American Electric Power Area
- Carroll Electric Co-Op Area
- Ohio Edison Co. Area



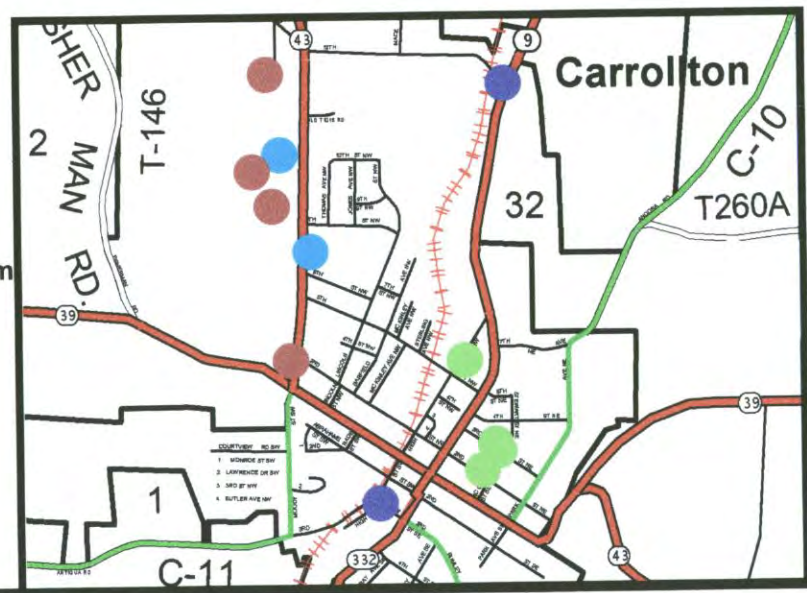
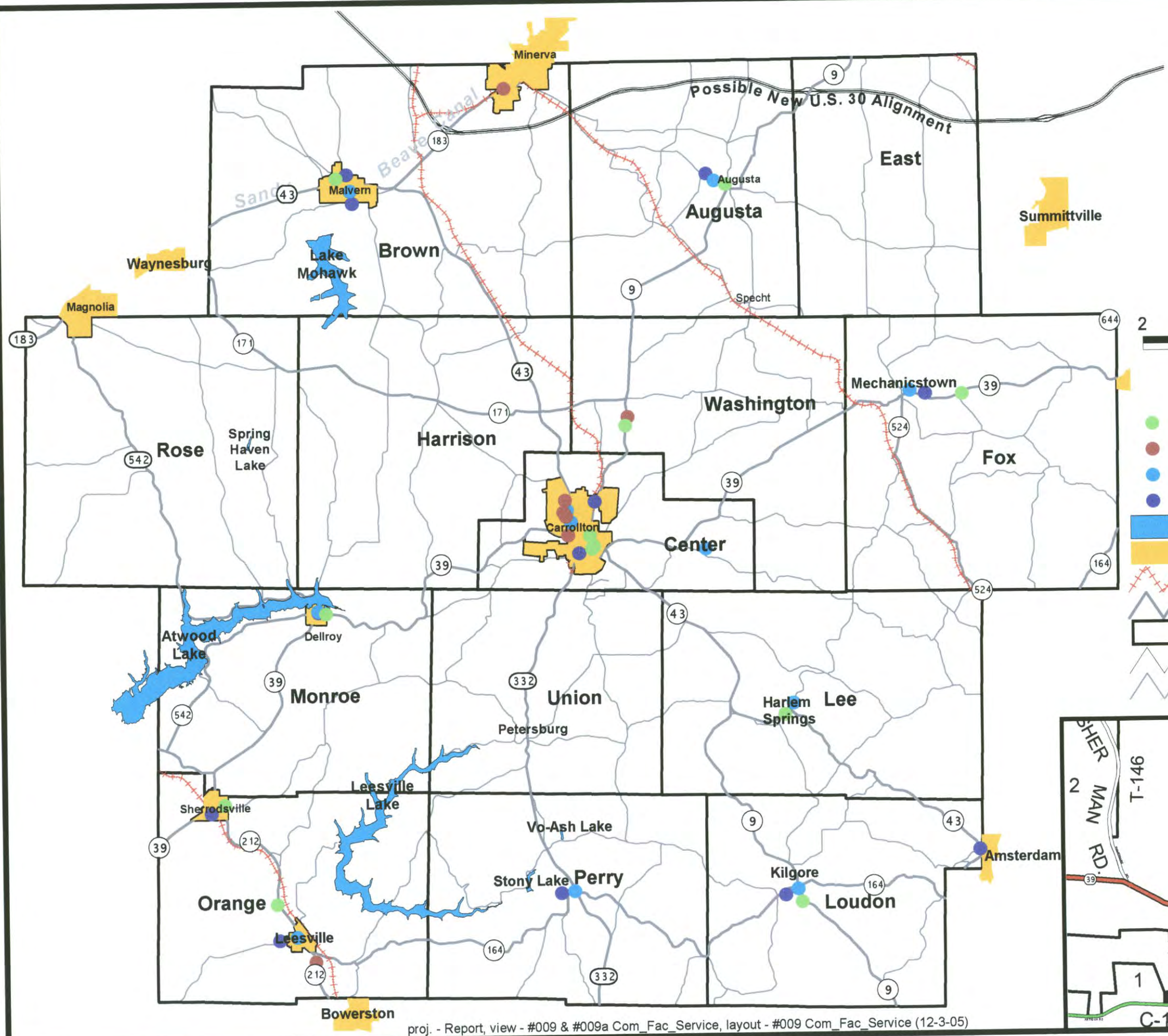
Map No. 7
Comprehensive Plan



LEGEND

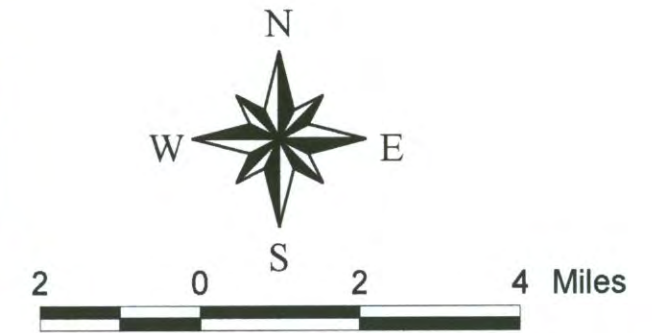
- Existing School
- Medical Health Care
- Recycling Center
- Fire House
- Lakes with Res. Development
- Village Area
- Railroad Tracks
- State Highways
- Township Lines
- Possible New US 30 Align.
- County Roads

Community Facilities and Services



Map No. 8

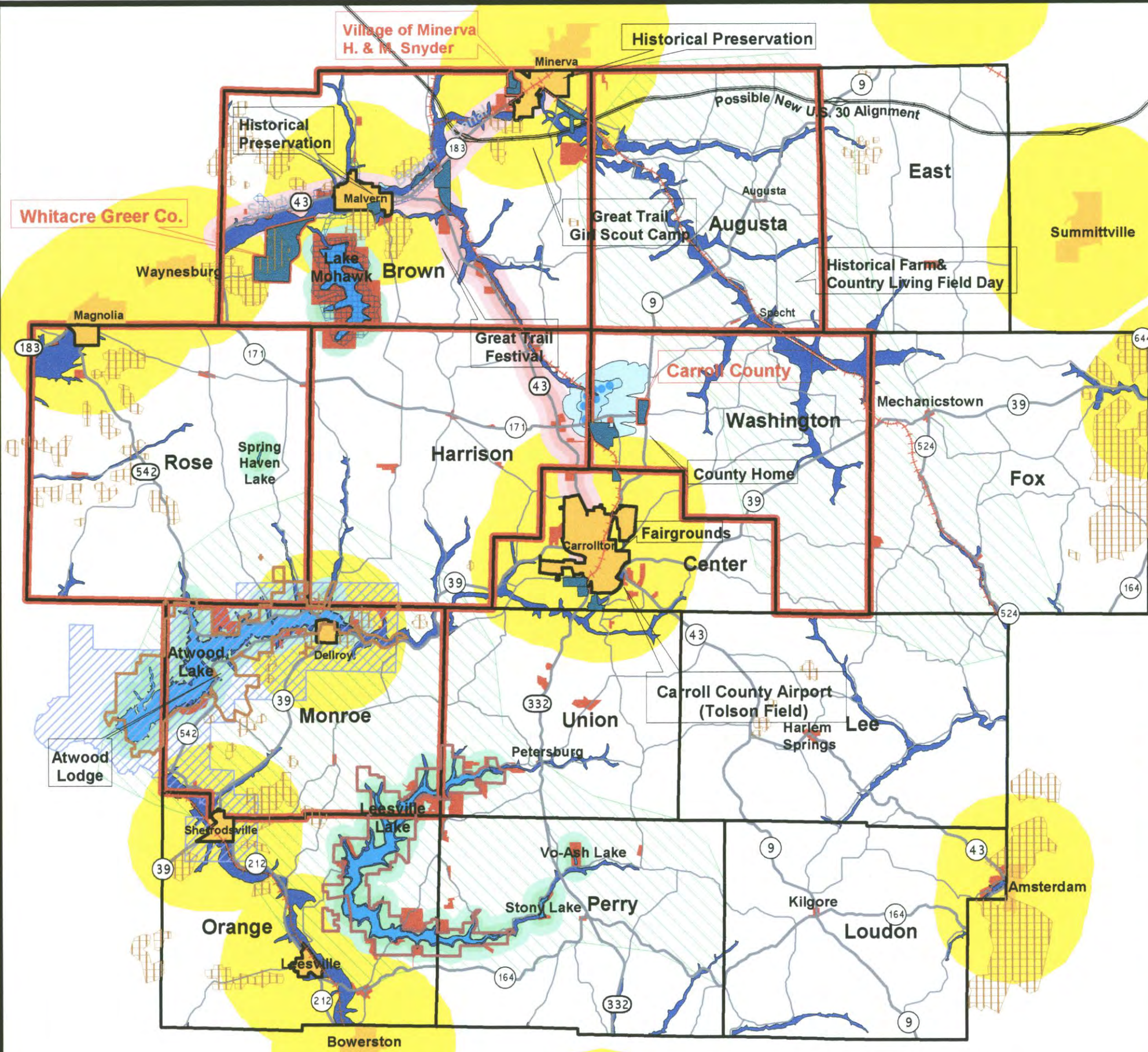
Comprehensive Plan



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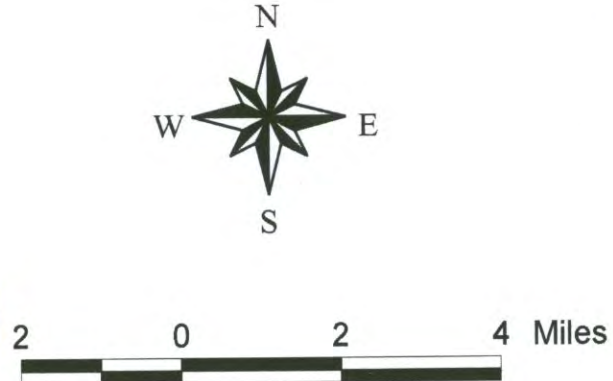
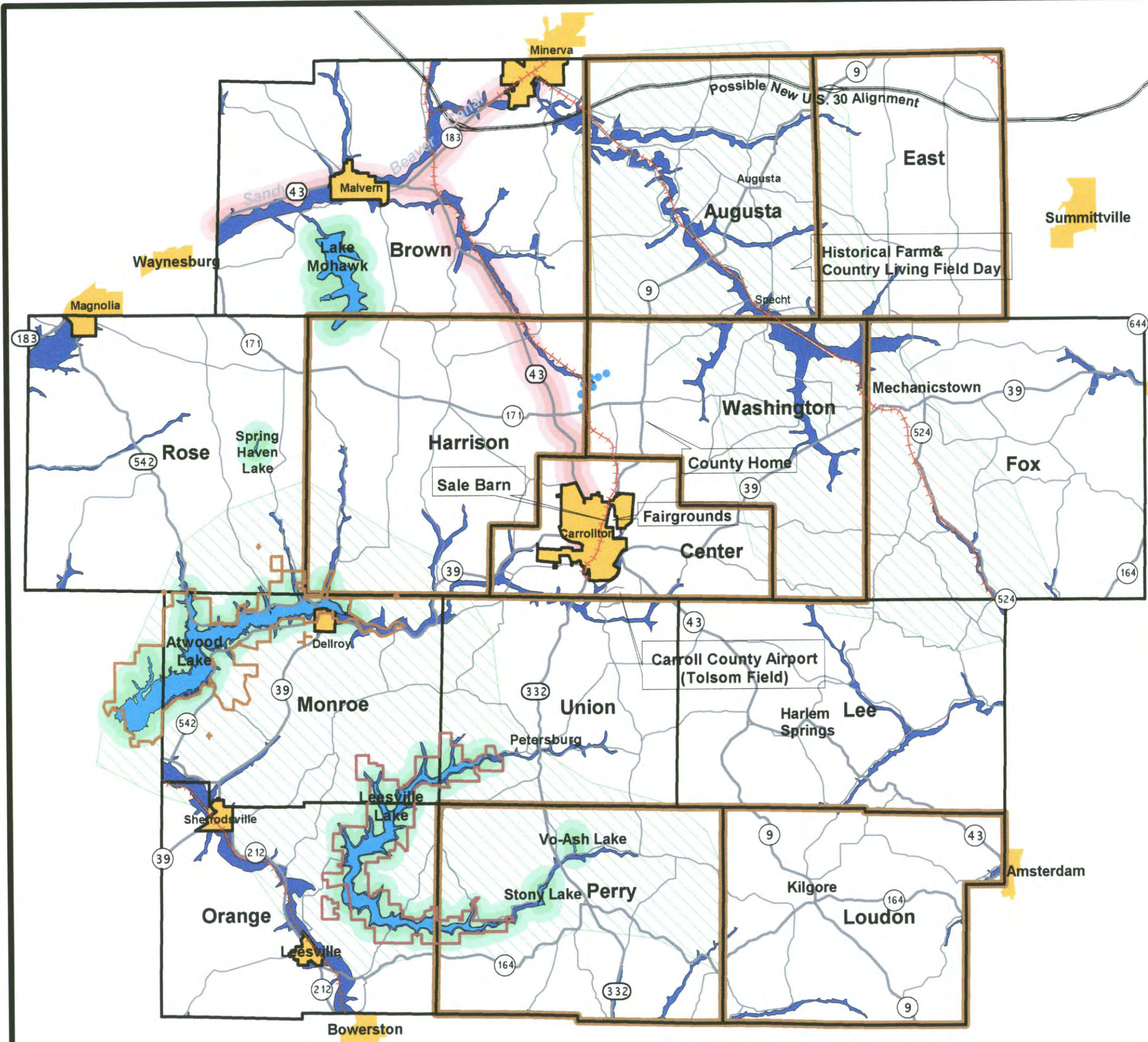
- Abandoned Underground Mines*
- Proposed Industrial Sites
- Priority sites for development
- Atwood - MWCD Prop. Line
- Leesville - MWCD Prop. Line
- Railroad Tracks
- Township Lines
- Village Area
- Urban Exp. Townships
- Possible New US 30 Align.
- State Highways
- County Roads
- Atwood Water & Sewer Dist.
- BTM Sewer District
- Lakes with Res. Development
- 100 Year Flood Area
- Ex. Rural Sub-Divisions
- Village Water Wells
- Inter Well Draw Area
- Outer Well Draw Area
- Development Area - Hwy.
- 1000 ft.
- 2000 ft.
- Development Area - Lake
- 1000
- 2000
- Wildlife Corr./Conservation Target Area.
- Opt. Plan. Area for Villages

Townships with Urban Expansion Pressures



Map No. 9
Comprehensive Plan

Agricultural Use Townships



LEGEND

- Atwood - MWCD Prop. Line
- Leesville - MWCD Prop. Line
- Railroad Tracks
- Township Lines
- Ag. Use Townships
- Village Area
- Possible New US 30 Align.
- State Highways
- County Roads
- Lakes with Res. Development
- 100 Year Flood Area
- Village Water Wells
- Development Area - Hwy.
 - 1000 ft.
 - 2000 ft.
- Development Area - Lake
 - 1000
 - 2000
- Wildlife Corr./Conservation Target Area.

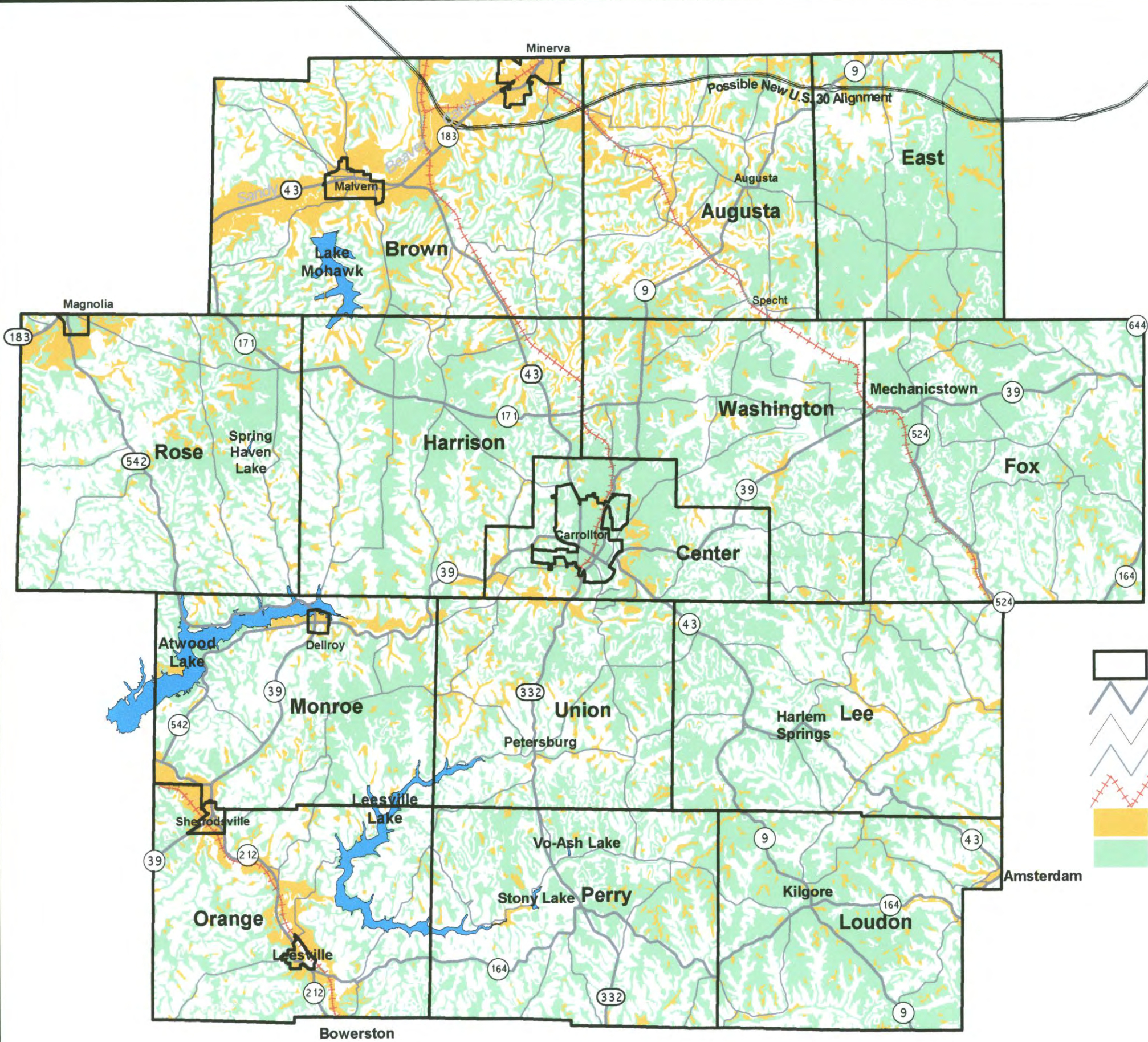
Map No. 10
Comprehensive Plan



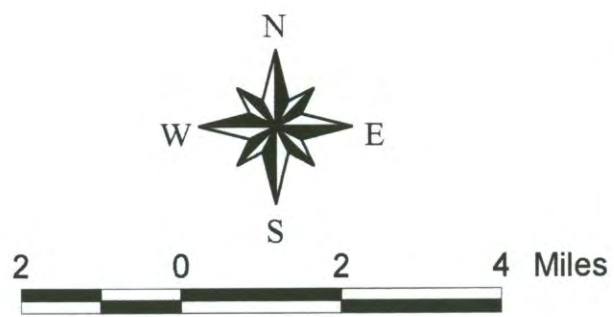
LEGEND

- Township Lines
- State Highways
- Possible New US 30 Align.
- County Roads
- Railroad Tracks
- Prime Agricultural Soil
- Locally Important Agricultural Soil

Agricultural Soils

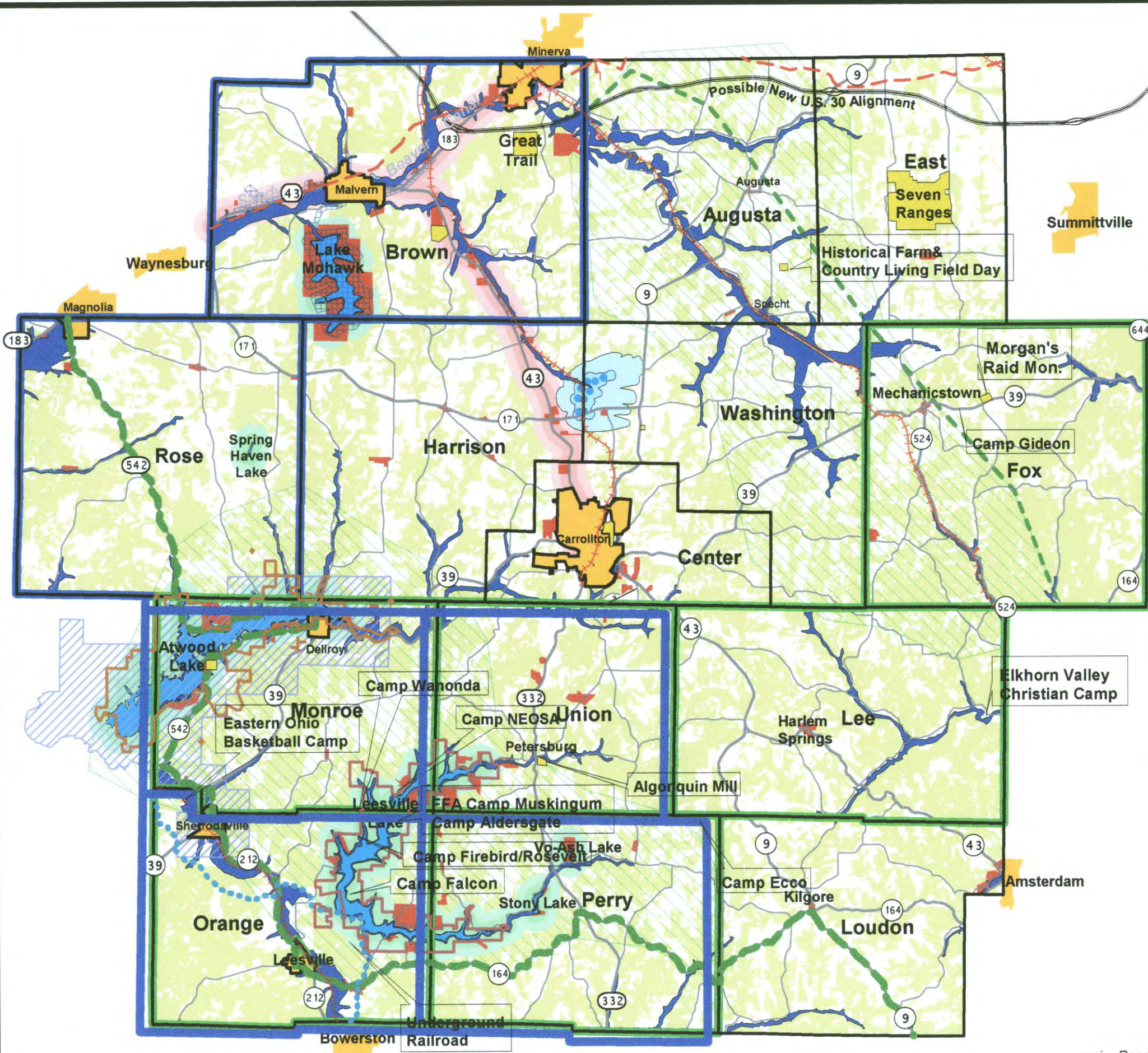


Map No. 11
Comprehensive Plan



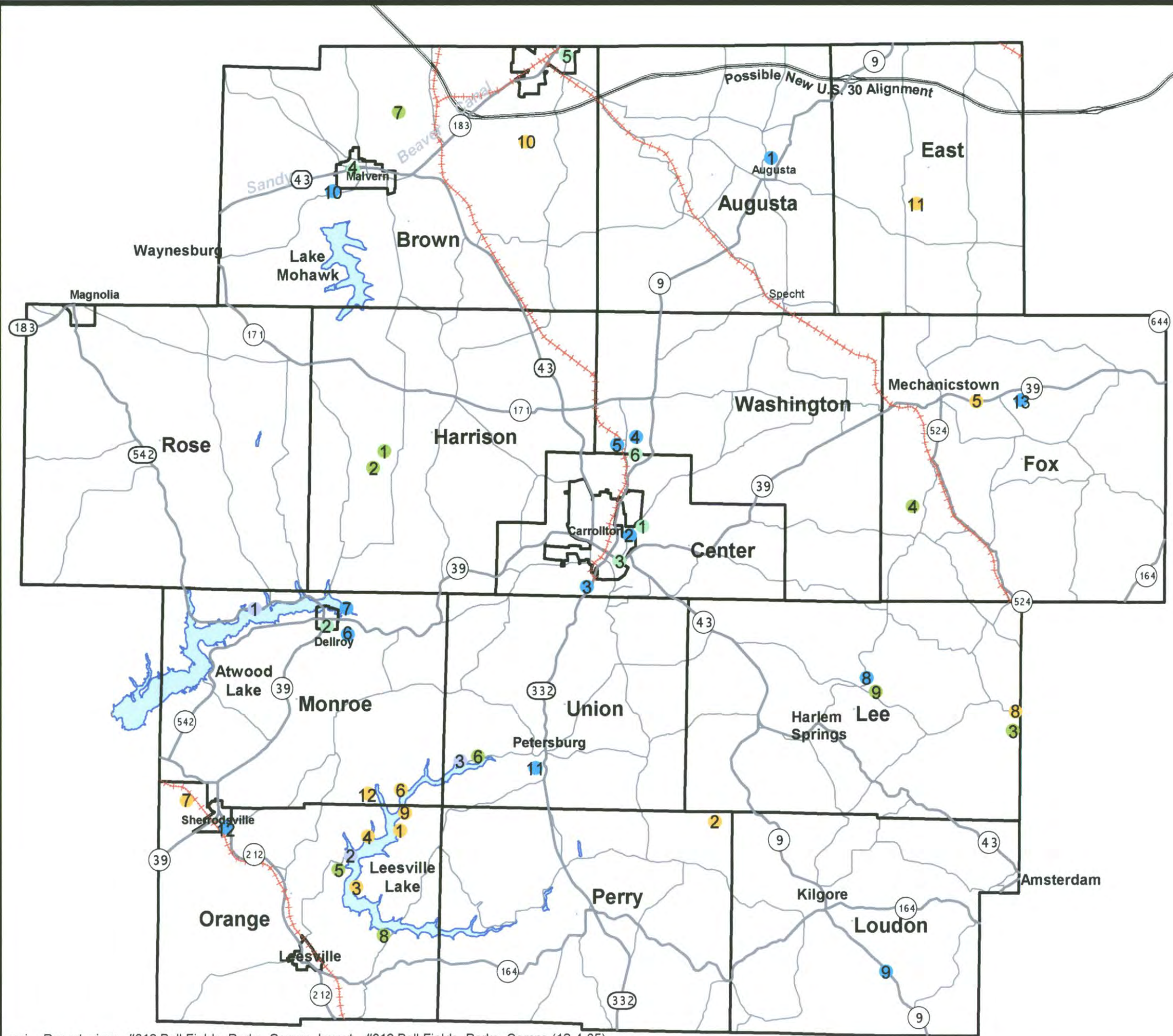
LEGEND

- Orig. Great Trail Location
- Places of Interest
- Atwood - MWCD Prop. Line
- Leesville - MWCD Prop. Line
- Railroad Tracks
- Buckeye Trail
- Potential Scenic Byway
- Township Lines
- Forested Townships
- Lakes & Wetlands Townships
- Village Area
- Possible New US 30 Align.
- State Highways
- County Roads
- Atwood Water & Sewer Dist.
- BTM Sewer District
- Lakes with Res. Development
- 100 Year Flood Area
- Ex. Rural Sub-Divisions
- Village Water Wells
- Inter Well Draw Area
- Outer Well Draw Area
- Development Area - Hwy.
- 1000 ft.
- 2000 ft.
- Development Area - Lake
- 1000
- 2000
- North America Recreation Corridor
- Wildlife Corr./Conservation Target Area.
- Tree Cover from Satellite



Forested, Lake & Wetlands

Map No. 12
Comprehensive Plan



- LEGEND**
- Ball Fields**
- 1 Augusta School
 - 2 Carrollton Ann Green
 - 3 Carrollton Football Field
 - 4 Carrollton Vets Park(E)
 - 5 Carrollton Vets Park(W)
 - 6 Dellroy Park
 - 7 Dellroy School
 - 8 Harlem Springs
 - 9 Kilgore Ballfield
 - 10 Malvern Park
 - 11 Petersburg
 - 12 Sherrodsville Lions Club Park
 - 13 Willis School
- Camps (Resident)**
- 1 Camp Aldersgate
 - 2 Camp Ecco
 - 3 Camp Falcon
 - 4 Camp Firebird/Rosevelt
 - 5 Camp Gideon
 - 6 Camp NEOSA
 - 7 Eastern Ohio Basketball Camp
 - 8 Elkhorn Valley Christian Camp
 - 9 FFA Camp Muskingum
 - 10 Great Trail Girl Scout Camp
 - 11 Seven Ranges Scout Reservation
 - 12 Wakonda
- Marinas**
- 1 Atwood East
 - 2 Clow's Landing
 - 3 Petersburg Landing
- Parks**
- 1 Ann Green Memorial-Carrollton
 - 2 Dellroy
 - 3 Kiddie Land-Carrollton
 - 4 Malvern
 - 5 Minerva BiCentennial
 - 6 Vets-Carrollton
- RV Parks**
- 1 ABC Campgrounds
 - 2 Cozy Ridge
 - 3 Elkhorn Valley
 - 4 Good's Woods
 - 5 Leesville Southfork
 - 6 Petersburg Landing
 - 7 Pride Valley
 - 8 Springhill Campgrounds
 - 9 Twin Valley Campgrounds

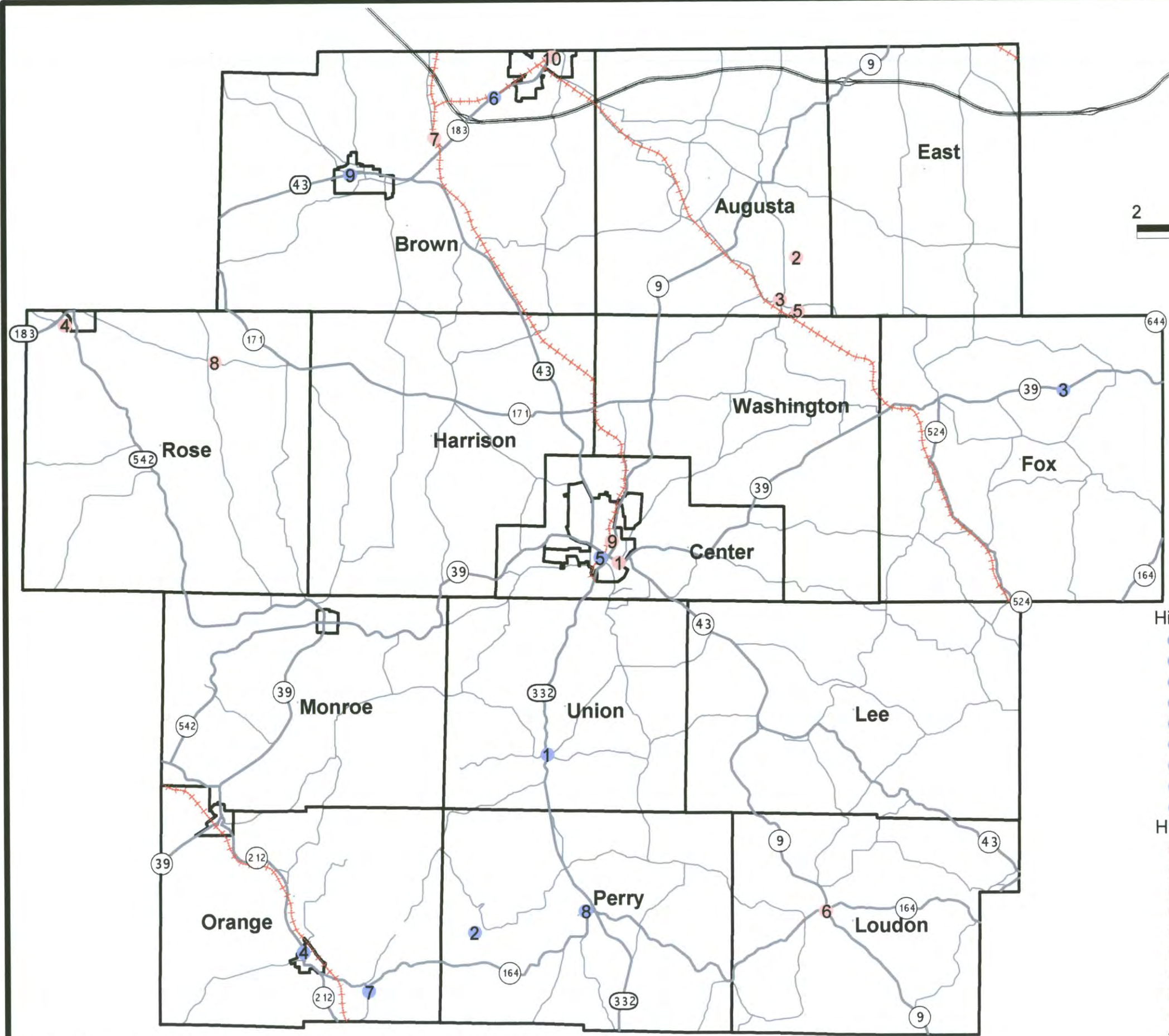
**Ball Fields, Parks, Camps
and Recreational Sites**

Map No. 13
Comprehensive Plan



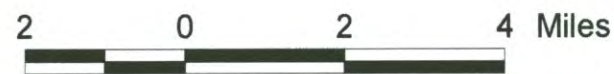
LEGEND

- Historic County Markers
- 1 Algonquin Mill
 - 2 Dr Scott's Residence
 - 3 Morgan's Raid
 - 4 Orange Twp High School
 - 5 The First Courthouse
 - 6 The Great Trail
 - 7 The New Hagerstown Academy
 - 8 The Perrysville Methodist Episcopal C
 - 9 The Sandy & Beaver Canal
- Historic Sites on National Register
- 1 Carroll Co Courthouse
 - 2 Henry&Mary Pottorf House & Farmstead
 - 3 Herrington Bethel Church
 - 4 Isaac Miller Inn
 - 5 John Herrington House
 - 6 Kilgore Union Presbyterian Church
 - 7 Patrick Hull House
 - 8 St Mary's of Morges
 - 9 Van Horn Bldg
 - 10 Wheeling&Lake Erie RR Station-Minerva



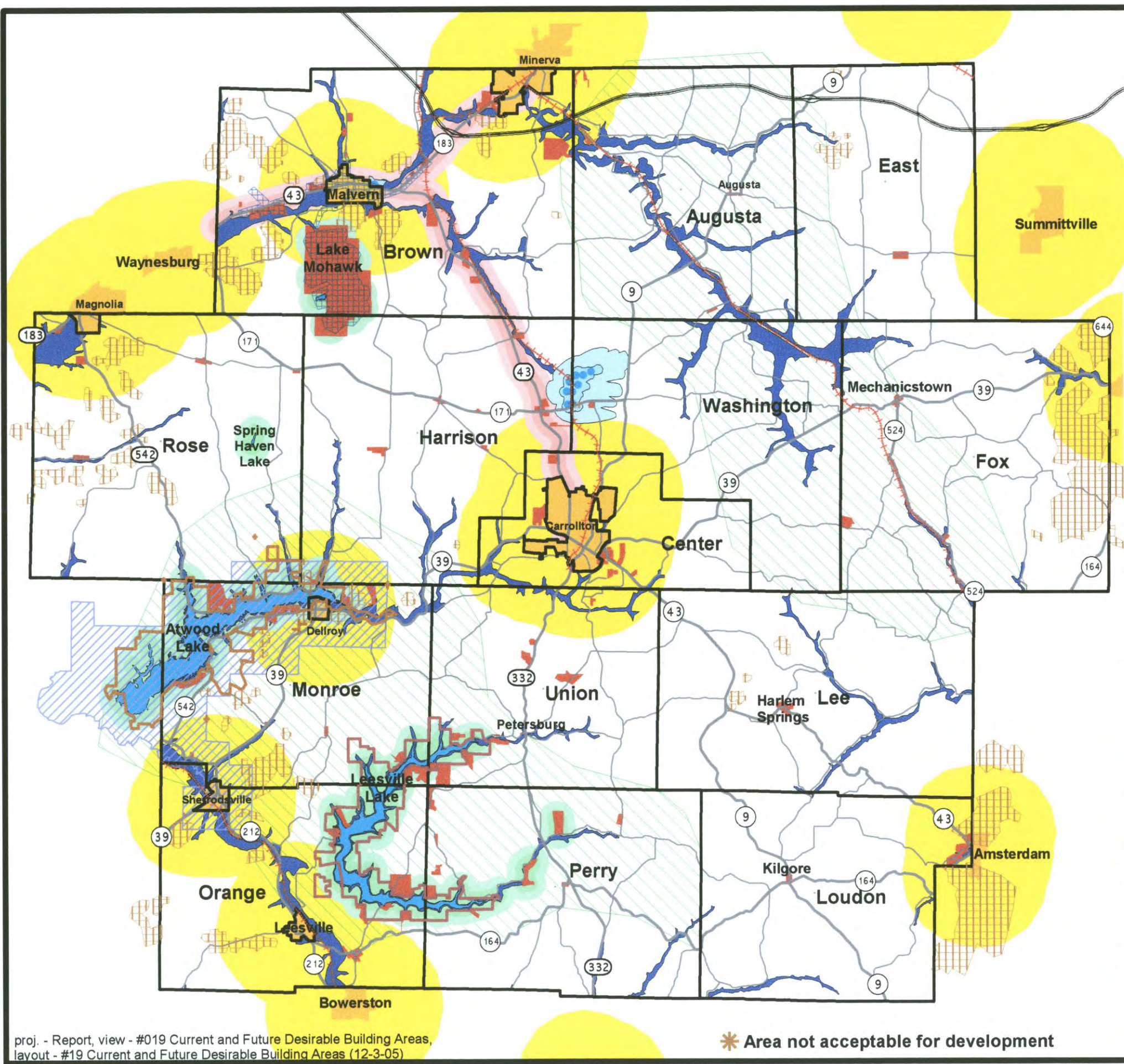
Existing Historical/Cultural Sites

Map No. 14
 Comprehensive Plan



LEGEND

- Abandoned Underground Mines
- Atwood - MWCD Prop. Line
- Leesville - MWCD Prop. Line
- Railroad Tracks
- Township Lines
- Possible New US 30 Align.
- State Highways
- County Roads
- Atwood Water & Sewer Dist.
- BTM Sewer District
- Ex. Rural Sub-Divisions
- Lakes with Res. Development
- Village Water Wells
- Inter Well Draw Area
- Outer Well Draw Area
- Village Area
- 100 Year Flood Area
- Development Area - Hwy.
- 1000 ft.
- 2000 ft.
- Development Area - Lake
- 1000
- 2000
- Wildlife Corr./Conservation Target Area.
- Opt. Plan. Area for Villages



**Current and Future
 Desirable Building Areas**

proj. - Report, view - #019 Current and Future Desirable Building Areas,
 layout - #19 Current and Future Desirable Building Areas (12-3-05)

Area not acceptable for development