

# CONNECT

CONTRIBUTE COLLABORATE CREATE

# CLARK COUNTY

# COMPREHENSIVE PLAN

March 2018



placeholder for adopting ordinance / resolution

**CONNECT Clark County was prepared in partnership with:**

planning NEXT  
Burgess & Niple  
Randall Gross / Development Economics

**For questions regarding this plan, contact:**

Cory Lynn Golden  
Transportation Planner  
Clark County - Springfield TCC  
937-521-2131  
cgolden@clarkcountyohio.gov

cover photo credit: Greater Springfield CVB / Rod Hatfield

# A MESSAGE TO THE COMMUNITY

On behalf of the Clark County-Springfield Transportation Coordinating Committee, the Board of Clark County Commissioners, the City of Springfield, and the CONNECT Clark County Steering Committee, we are pleased to present ideas and recommendations for the future of Clark County. CONNECT Clark County represents the first time in over twenty years that a plan has been developed to proactively embrace opportunities and address pressing challenges countywide. This document has been created in collaboration with many different entities and individuals with a stake and interest in ensuring that Clark County reaches its full potential for residents, workers, businesses and visitors.

Over a 16-month process, with leadership from our Steering Committee, we've engaged dozens of stakeholder groups and thousands of individuals to ensure that Clark County will continue to evolve into a great place for many generations to come. At three critical moments in the planning process, participants came together for interactive forums through which they expressed their hopes, concerns and aspirations. These sessions—held throughout the entire County—were supplemented by targeted meetings with key stakeholders and broadly promoted online opportunities for engagement. The input gathered through these forums offered insight that directly shaped the plan.

At the heart of our work is a spirit of collaboration. We know that we will only be successful if we work across jurisdictions, between different interest groups, and within a complex and multifaceted web of relationships. This document is testimony to our willingness to break down barriers and plan together for everything we want Clark County to be. Cooperation is essential to all aspects of the plan, from ensuring that businesses are well-positioned to thrive, to promoting and protecting agriculture, to ensuring a robust transportation network, to providing cultural, recreational, educational, entertainment and other opportunities that improve quality of life.

The planning process has resulted in a set of actions that are both visionary and implementable. Equally important, it has laid a foundation of interest, excitement and commitment from key leaders and the community-at-large to seeing the plan's recommendations turned into reality. We've also benefitted from support and encouragement from elected officials throughout the County who have recognized the inherent value in our work.

We look forward to our continued work to move the CONNECT Clark County comprehensive plan forward. Through leadership, through commitment and through partnership, we feel confident that Clark County will be well-positioned to thrive for many decades to come.

Sincerely,



Jennifer Hutchinson  
County Administrator  
Board of Clark County  
Commissioners



Jim Bodenmiller  
City Manager  
City of Springfield



Scott Schmid  
Transportation Director  
Clark County-Springfield TCC

# ACKNOWLEDGEMENTS

The CONNECT Clark County Comprehensive Plan presents a shared vision for the future of Clark County that was developed through an open and collaborative process. Many individuals dedicated their time, energy and talents to shape the plan. Below are some of the key people whose efforts were especially critical to the planning process.

## Steering Committee Members

**Jo Anderson** Clark County Planning Commission  
**Michele Burns** Tecumseh Land Trust  
**Leann Castillo** National Trail, Parks, and Recreation District  
**Maureen Fagans** United Senior Services  
**Tom Franzen** City of Springfield  
**Robert Hill** Springfield City Schools  
**Mike McDorman** The Chamber of Greater Springfield  
**Charles Morris** Springfield Township Planning Commission  
**Pete Noonan** Midland Properties  
**Brian Nott** Security National Bank  
**Pete Scarff** Scarff Nursery  
**Larry Shaffer** Clark County Combined Health District

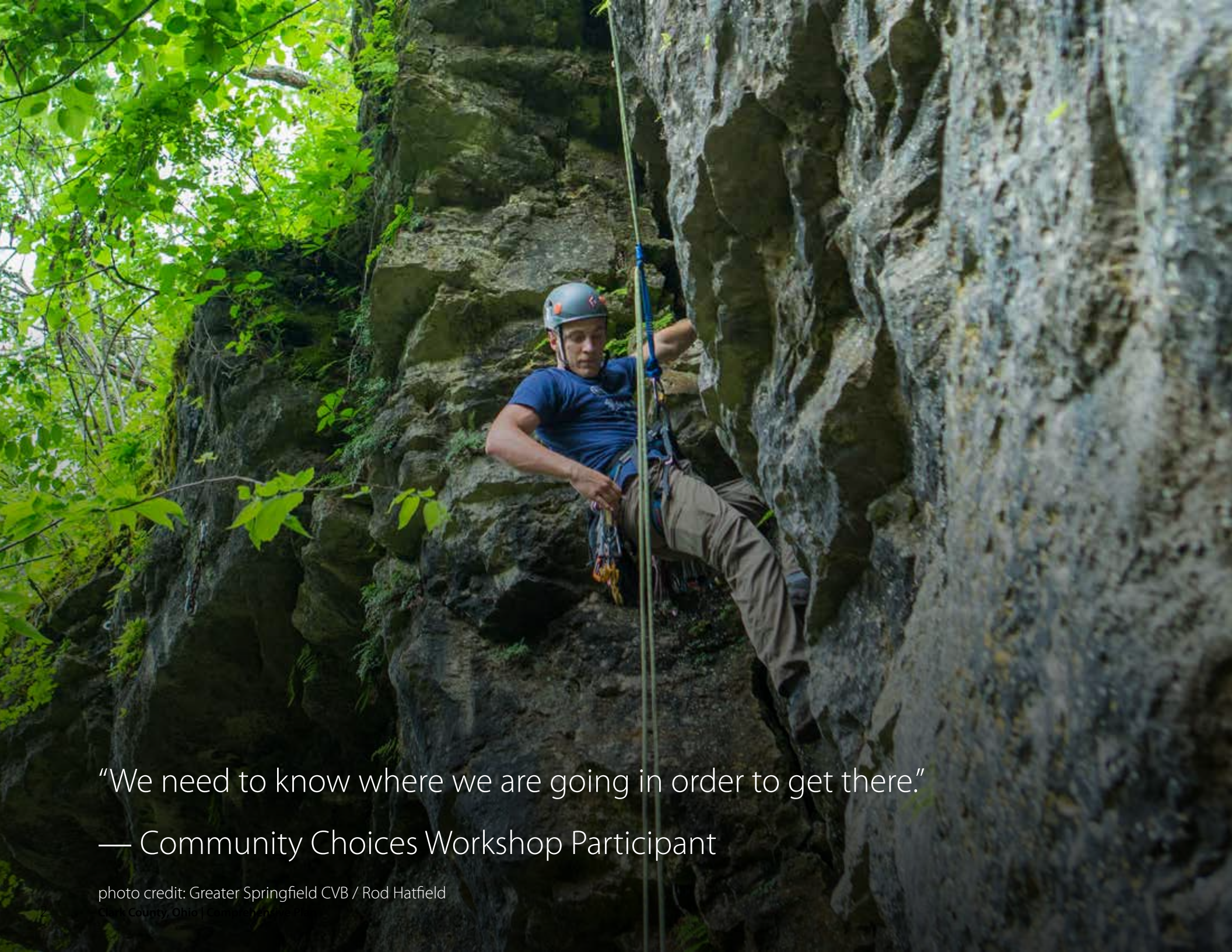
## Advisors

**Cory Lynn Golden** Clark County-Springfield Transportation Coordinating Committee  
**Bryan Heck** City of Springfield  
**Horton Hobbs** The Chamber of Greater Springfield  
**Allan Neimayer** Clark County Community and Economic Development  
**Scott Schmid** Clark County-Springfield Transportation Coordinating Committee  
**Jennifer Tuttle** Clark County Community and Economic Development

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Appendix A: CONNECT Clark County Economic Baseline Analysis and Target Industry Assessment  
Appendix B: Transportation Analysis, Current Transportation Summary  
Appendix C: CONNECT Clark County Strategic Recommendations



“We need to know where we are going in order to get there.”

— Community Choices Workshop Participant

photo credit: Greater Springfield CVB / Rod Hatfield  
Franklin County, Ohio

# 1

## EXECUTIVE SUMMARY

CONNECT Clark County was a year and a half process launched in the fall of 2016 to create a new comprehensive plan for Clark County - the first in nearly 20 years. At the core of the planning work was a robust public engagement process that addressed community needs, values and aspirations.



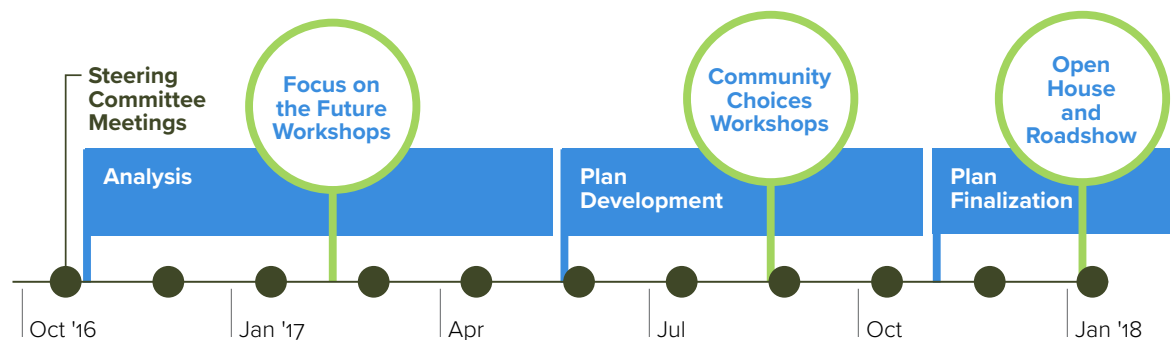
### Principles

The CONNECT Clark County Comprehensive Plan was developed in accordance with the following principles. These serve as the basis for the creation of each goal and action.

- > **Celebrate heritage**
- > **Leverage assets**
- > **Build off momentum**
- > **Communicate clearly**

### Process Timeline

Three phases of public engagement (face-to-face and online) and 11 Steering Committee meetings informed the plan's contents.



# A CALL TO ACTION

One of the driving ideas behind CONNECT Clark County is that it should be both responsive to the community's vision and realistic. Many of the conditions and trends that have impacted the County over the past several decades present significant challenges. At the same time, community members have a proven track record of building off the County's strengths and making progress on critical issues. The plan takes both into consideration.

## Challenges to overcome

- > **Population loss.** The County's population has been in decline for several decades.
- > **Median household income in decline.** Unlike many places that have experienced stabilization since the most recent recession, Clark County has seen even steeper declines since 2009.
- > **Funding challenges.** Many public agencies are grappling with shrinking budgets.
- > **Underutilized land and weak aesthetics in certain locations.** Development patterns have contributed to a deterioration in the quality of the built environment in key places.
- > **Poor housing stock.** The County has an aging housing stock and limited options in housing types.

- > **Limited connectivity.** Physical divisions created by highways and natural features make it difficult for some residents to access community resources.
- > **Lack of cooperation.** Lack of resources, operational structures, and in some cases lack of will, have limited communication and collaboration between entities.

## Assets to build upon

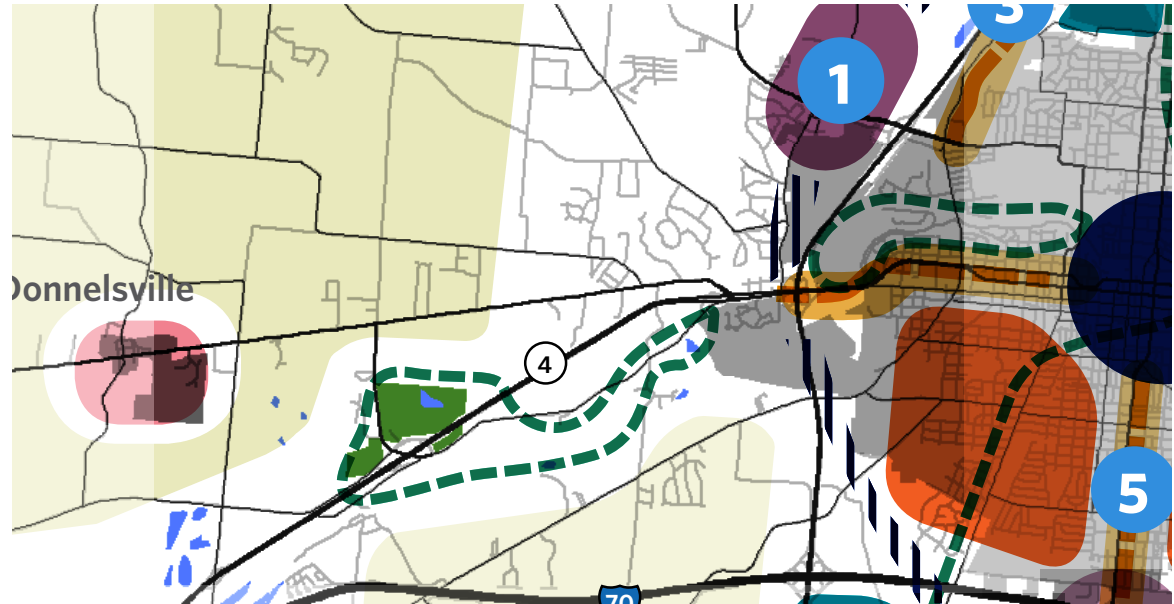
- > **Strategic location.** Despite local loss of population and jobs, the County's broader commuter-shed is growing and gaining in employment.
- > **Agricultural heritage.** A wealth of nutrient-rich soils provide prime farmland that is also linked to a strong cultural identity.
- > **Historic villages and neighborhoods.** The County has several historic neighborhoods, of the kind that are seeing increased demand at the national scale.

- > **Natural and recreational assets.** The County offers a wide range of parks and recreational amenities, including an excellent trail system.
- > **Growing educational attainment.** Residents are acquiring high school diplomas and advanced degrees at higher rates than a decade ago.
- > **Diverse economic base.** A mix of industries provide some economic stability and opportunity in the County.
- > **Affordable housing.** The prices of houses in Clark County make homeownership attainable for many.
- > **Network of innovators.** Many agencies and organizations in the County are already seeking out creative solutions to the County's challenges.
- > **Focused community.** The very act of undertaking the comprehensive planning process demonstrates a commitment to improving the future.

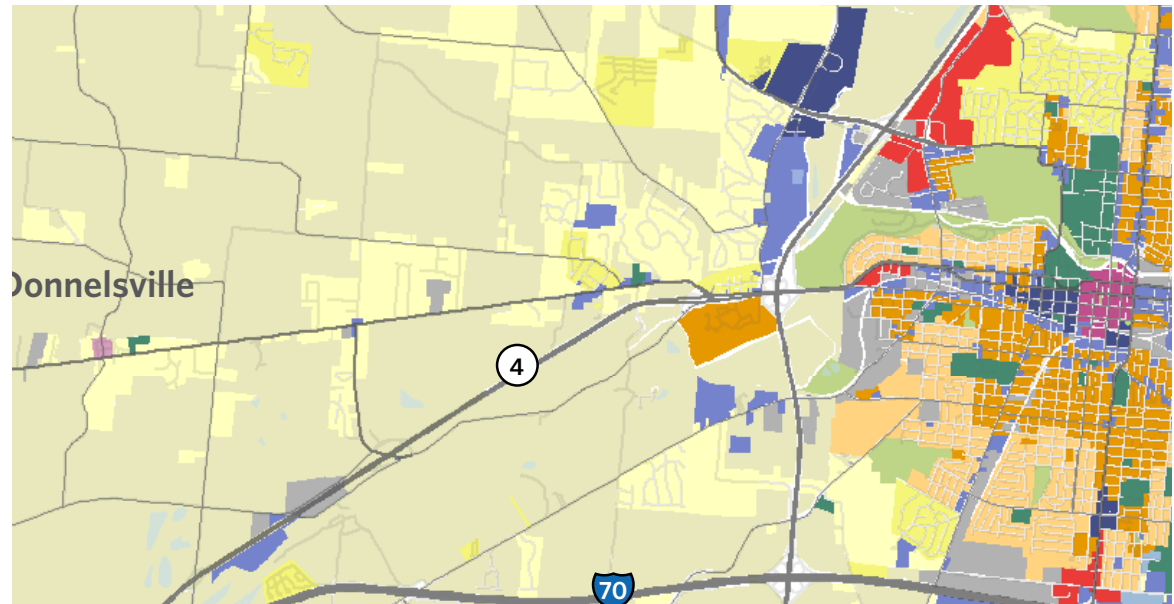
## Mapping the Future

This plan sets forth a development framework for the County in the form of an **Opportunities Map**. The map is schematic in nature and establishes geographic focus areas throughout the County. Its purpose is to show in a spatial way where future development is desired and what the focus of that development should be.

The plan also includes a **Character and Land Use Plan**. This plan is structured around a map that shows desired future character throughout the County. The plan is not intended to guide development parcel-by-parcel, but rather communicates the overarching built form characteristics for Character Areas that support the goals, objectives and actions in the plan that relate to the physical environment. Attributes of Character Areas may include the size and type of buildings and their relationship to the street; the surrounding street and block pattern; parking and access; as well as typical development types. Primary and secondary land uses are also included.



Example area of Opportunities Map



Example area of Character and Land Use Plan

# GOALS AND ACTIONS

The outcome of the CONNECT Clark County process was to create clear, implementable actions that align with the community-supported principles. A vision was developed, and four goals were created through the public process. These goals organize the 78 actions to be carried out in implementation.

## Vision

The vision statement captures the broadest aspirations for Clark County and serves as the overall direction for the plan.

Clark County seeks to fulfill its potential as a desirable place to live and work by celebrating its heritage, building on its existing assets, and planning thoughtfully for the future.

## Goals

- > **Strengthening Physical Character.** Support the development of distinct and desirable places in which to live, work and play, and the conservation of land and the natural environment.
- > **Advancing Prosperity.** Foster a robust and resilient economy that promotes individual and community health, comfort and happiness through a range of employment options and a supportive climate for business and investment.
- > **Enhancing Quality of Life.** Provide choice and opportunity in places, programs and services that serve housing, education, health, cultural, recreational and other needs of the community.
- > **Improving Infrastructure.** Promote transportation and utilities that support development priorities and community well-being.

## Plan Structure

The plan includes four goals, which reflect themes from community input. Each goal is supported by several objectives that organize the plan's 78 actions.

## Goals

Intended results expressed in simple terms for the plan's four topic areas. These represent overarching desired results of the plan.

## Objectives

Subthemes within the goals that serve to organize actions.

## Actions

Projects, policies or programs that can be implemented.

# IMPLEMENTATION

The implementation strategy for the plan is critical for ensuring that the plan's recommendations become reality. The 78 actions and the 23 objectives that make up the plan will require the involvement of many entities with different missions, structures and ways of conducting operations. They include government agencies, nonprofit organizations, informal stakeholder groups, businesses and others.

## Implementation Matrix

The plan's implementation matrix provides an at-a-glance view of the steps proposed for each action in the plan. It identifies timeframes for completion, responsible entities and indicators for success for each action that can be used to measure and evaluate success over time. The matrix can also be the foundation for a "checklist" that can be used periodically (e.g. on an annual basis) to assess progress.

### GOAL 1. STRENGTHENING PHYSICAL CHARACTER

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
<b>Objective 1. Improve the physical appearance of the built environment throughout the county.</b>					
1.1.1	Create countywide blight abatement guidelines.	Mid-Term	Clark County Community and Economic Development	Clark County Planning Commission, County Land Bank	Creation and adoption of guidelines by key jurisdictions (County and cities and towns)
1.1.2	Create a clearinghouse for vacant lots and blighted structures.	Mid-Term	County Land Bank	Clark County Community and Economic Development, City of Springfield Community Development, Code Enforcement Division	Creation and launch of clearinghouse. Secured sustainable funding for ongoing maintenance of clearinghouse.
1.1.3	Create a plan to improve the appearance of interstate and other main corridors to create welcoming and attractive gateways into the community.	Mid-Term	Greater Springfield Moving Forward Gateways and Corridors Committee	Convention and Visitors Bureau	Creation of a plan to improve appearance of corridors.

Example portion of Implementation Matrix

"I am a resident and business owner in Clark County. My children and parents grew up here. My grandchildren live here. I am planning to stay the rest of my life and want to be a good, active citizen and do my part to keep it a desirable place to live."

— Community Choices Workshop Participant



# 2

## INTRODUCTION

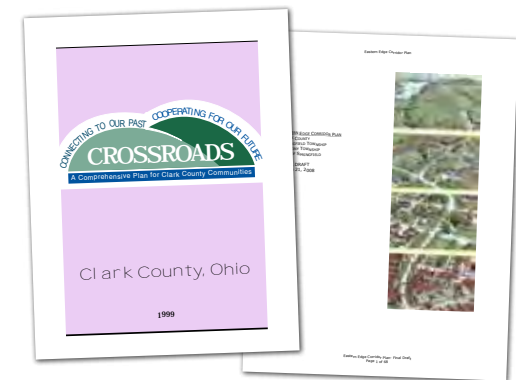
At its most basic level, comprehensive planning is about good stewardship. But not all plans turn into reality. This plan was developed through a deliberately collaborative and open process. It was informed by technical expertise that was strategic in nature, focusing on the most critical issues for the County where it was felt the plan could have the most impact. This chapter presents an introduction to the planning work.

### Background

In 1999, Clark County established its vision and plan for the future through a comprehensive plan known as the Crossroads Plan. This broad policy document laid out a general direction for the County through its recommendations. In 2015, County leaders were inspired to pursue a new comprehensive plan. The new plan presented the opportunity to recognize changes in conditions and trends over the past two decades. It also reflected a desire to keep up to date with current planning and policy issues, as well as national best practice in the preparation of comprehensive plans. The CONNECT Clark County planning process began in the fall of 2016.

### What is a comprehensive plan?

A comprehensive plan is a strategic guide that expresses the values and aspirations of a community. It is the broadest public policy document a community can create and will set forth the long-range vision for development, transportation, economic development and other topics. The comprehensive plan document is a tool to prepare for change and acts as both a business plan and guidebook for decision-makers. Although not a legally binding document, the plan serves as a foundation for zoning and land development regulations, budgeting decisions, and more. It also serves as a marketing tool for the County, a way of showcasing existing assets and future opportunities to those who might want to live, work or do business here.



Past plans include the 1999 County Comprehensive Plan and the 2008 Eastern Edge Corridor Plan, as well as others.

## Why does the County need a new plan?

Clark County's previous comprehensive plan was adopted in 1999. Many of that plan's recommendations have been completed, while others are no longer supported or relevant. Since then, a number of other planning efforts have been undertaken, both at the County level and in local communities. CONNECT Clark County is an opportunity to consider these planning activities, as well as current policies and priorities throughout the County, in a holistic way. Finally, the planning process is an opportunity to bring members of the public, key stakeholders and County leaders together which fosters new ideas and creative approaches to problems.

## What is in the plan?

The plan includes specific actions (policies, projects and programs) and identifies timing and responsibilities for undertaking those actions. It also contains map-based articulation of opportunities and desired future character that indicate the County's intent for where and how it seeks to direct development and manage change.

A critical section of the plan is its implementation strategy. The plan will be implemented over time through many distinct decisions that will be undertaken by many different jurisdictions. Some of

this implementation—including annual budgeting, departmental work programs, rezoning and subdivision of land—will be led by government entities. Other actions may be pursued by other key organizations. Nearly all the actions will require more than one entity's involvement to ensure success.

## Who created the plan?

Fundamentally, this is the community's plan. Throughout the process hundreds of community members were engaged who offered thousands of ideas that helped to shape the plan's actions. A citizen steering committee and advisory group guided the planning work and public process. Members with diverse backgrounds and interests were selected. Clark County-Springfield Transportation Coordinating Committee (TCC) staff acted as the project manager for the plan, which was jointly sponsored by the County and the City of Springfield. A planning consulting team led by Planning NEXT and supported by Burgess & Niple and Randall Gross / Development Economics facilitated the steering committee's work, convened public workshops, conducted technical analysis, and wrote the draft and final plan documents.

## Relevant Recent Plans and Studies

Safe Routes to Schools Plans, 2018  
(under development)

South Limestone Corridor Study, 2017

Springfield-Beckley Municipal Airport Master Plan, 2017

Clark County Multi-use Trails Plan, 2016

Clark County Long Range Transportation Plan, 2016

Parks and Recreation Agency Performance Report, 2016

Buxton Company, 2016

Eastern Edge Corridor Plan, 2008

National Trail, Parks, and Recreation Plan, 2003

Clark County Thoroughfare Plan, 2002

Crossroads: Clark County Comprehensive Plan, 1999

Farmland Preservation Study, 1999

# PRINCIPLES

The CONNECT Clark County Comprehensive Plan was developed in accordance with the following principles.

## Celebrate heritage

Clark County residents value their history. This includes a strong appreciation for agricultural communities that have existed for generations and pride in being the birthplace of 4H. In urbanized areas and villages, the County boasts architecture from many periods in time and older neighborhoods with character and charm. From longtime traditions like the Clark County Fair, to the natural heritage of Buck Creek State Park and the County's rivers, nature preserves and wetlands, Clark County's past serves as inspiration for this plan's vision for the future.

## Leverage assets

Clark County is ready and willing to capitalize on its strengths. From its strategic location, to its recreational amenities, to its network of institutions and organizations focused on improving peoples' lives, the County has a strong foundation upon which to build. While not dismissing very real economic, social and physical challenges, this plan is grounded in the belief that the County has many advantages.

## Build off momentum

In the nearly 20 years since the previous comprehensive plan was adopted, important planning work has been conducted that has addressed critical issues in the County. This includes transportation plans, plans for natural and recreational resources, and economic development studies, among other work. Zoning updates and regulatory actions have also played a key role in managing change. The CONNECT Clark County process benefited from these plans and studies and this plan draws from them.

## Communicate clearly

This plan is intended to be used by professional planners and policy makers but also read and understood by residents, developers, business-owners and others. It has been written in accessible language. Through the use of diagrams, graphics and maps, difficult concepts are presented to call out the plan's key elements. Only the most important and pertinent information has been included, and it is structured for ease of comprehension by anyone who cares about the future of Clark County.



## Head Heart Health Hands

Initially called "The Tomato Club," 4-H was created in Clark County in 1902. The organization had an agricultural focus through much of the 20th century. Today, nearly 6 million kids benefit from the mentorship that is provided by over 600,000 volunteers and 3,500 4-H professionals. Through innovative programs, young people across the nation develop leadership, responsibility, and citizenship skills to assume the challenges of the future.

Photo credit: National 4-H Council

# VISION AND GOALS

The vision statement captures the broadest aspirations for Clark County and serves as the overall direction for the plan. The goals articulate overarching desired outcomes for the plan.

## VISION

*Clark County seeks to fulfill its potential as a desirable place to live and work by celebrating its heritage, building on its existing assets; and planning thoughtfully for the future.*

## GOALS

### Goal 1

Support the development of distinct and desirable places in which to live, work and play, and the conservation of land, and the natural environment.

### Goal 2

Foster a robust and resilient economy that promotes individual and community health, comfort and happiness through a range of employment options and a supportive climate for business and investment.

### Goal 3

Provide choice and opportunity in places, programs and services that serve housing, education, health, cultural, recreational and other needs of the community.

### Goal 4

Promote transportation and utilities that support development priorities and community well-being.

## Structure of Recommendations

The plan includes four goals, which reflect themes from community input. Each goal is supported by several objectives that organize the plan's 78 actions.

### Goals

Intended results expressed in simple terms for the plan's four topic areas. These represent overarching desired outcomes of the plan.

### Objectives

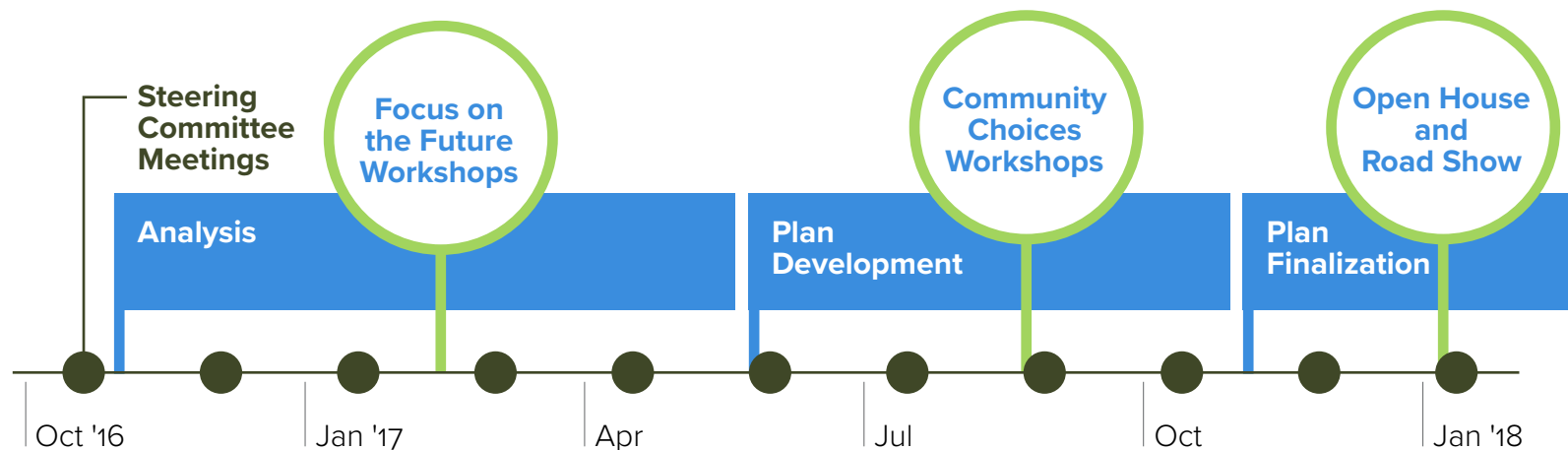
Subthemes within the goals that serve to organize actions.

### Actions

Projects, policies or programs that can be implemented.

# PROCESS

CONNECT Clark County was developed over a year and a half in which community members and key stakeholders were engaged to shape the plan. The process began in October 2016 and culminated in February 2018.

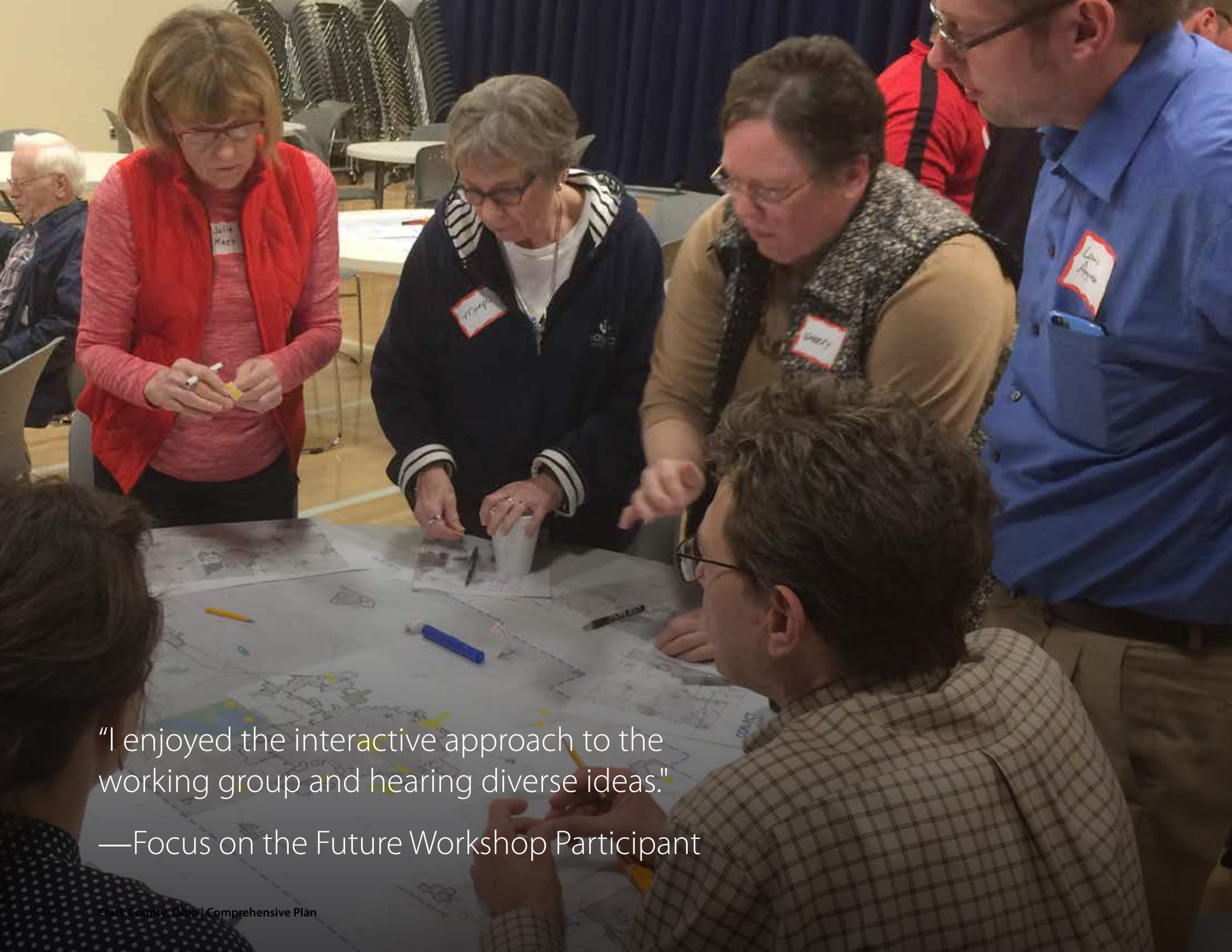


## Robust, multifaceted engagement

The CONNECT Clark County process blended technical analysis with community ideas and insight. Central to the work was a citizen steering committee representing a range of interests from throughout the County, which provided substantive guidance and played a critical role in conducting outreach to the broader public. There were three phases of public engagement throughout

the planning process, which both informed and were informed by the technical analysis. Focus on the Future Workshops were held to stimulate big-picture thinking about the County in February 2017. Community Choices Workshops were held in fall 2017 and were designed to test preliminary goals and actions. Both phases included broadly advertised events in the eastern, western and central parts of the County as well as many

stakeholder meetings targeting key interest groups and segments of the population that were harder to draw out to the public workshops. A culminating Open House in January 2018 provided a chance to celebrate the plan, present final actions and consider implementation measures. Each round of face-to-face engagement was accompanied by online surveys for anyone unable to attend.



"I enjoyed the interactive approach to the working group and hearing diverse ideas."

—Focus on the Future Workshop Participant

# 3

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## IDEAS AND INPUT

To ensure that the planning process for CONNECT Clark County was open, inclusive and transparent, a robust public engagement process was conducted with the help of a citizen steering committee. Following is a summary of the public engagement process, which included opportunities for face-to-face interaction at two key moments as well as online forums for participation.

### Steering Committee

A citizen steering committee guided the public process and helped to shape the plan's actions. Members were selected to represent a broad spectrum of interests from throughout the County. The committee acted as spokespersons for the planning effort, played a critical role in conducting public outreach, and provided direction and feedback to the planning team at crucial steps. The committee held 11 official meetings, and many members took on facilitation roles at public workshops. The name CONNECT Clark County arose from the committee's early work to develop an identity and message for the process. It emerged from a discussion of the importance of enhancing connections - across jurisdictions, interests, and geography in the County - to plan together for the future.

### Stakeholders

At several stages in the process, the planning team engaged stakeholders in small group sessions. The stakeholders included Clark County Planning Commission, Clark County Township Trustees, City of Springfield Commission, Clark County Transportation Advisory Committee (TAC), a Business Leaders Group (organized by the Chamber of Greater Springfield), an agriculture interest group, young professionals, Promise Neighborhood residents, STEM School students, Clark State Community College students, New Carlisle Council and the Clark County-Springfield Transportation Coordinating Committee. The purpose of these meetings was to target perspectives that were especially relevant to key parts of the plan or that would likely be underrepresented in public workshops.

## Focus on the Future Workshops

In February 2017, the public engagement process kicked off with a series of Focus on the Future workshops. All participants were asked to complete the phrase “Clark County will be better in the future if...” and discussed their ideas in small groups. Workshop participants also worked together to map crucial “opportunity places” that they wanted to see the new comprehensive plan address.

Two hundred and twenty-five people participated in this first round of public engagement, through one of the four public workshops, one of seven stakeholder workshops or the online survey. Approximately 750 individual comments were collected, and all comments were recorded in a database, indexed and categorized. The four broad categories identified included Land Use and Community Design, Prosperity, Quality of Life and Infrastructure. These categories became the basis for the plan’s goals. The consultant team then identified common themes important to participants and key opportunity areas to focus on, from which preliminary actions were developed.



## Community Choices Workshops

In Fall of 2017, the second round of public engagement was held, which included a series of Community Choices Workshops. Three public workshops were held in addition to nine interest group workshops and an online survey. Most of the activities centered around asking participants to evaluate statements related to draft plan goals and actions. The workshops also included a group mapping activity in which participants were asked to identify opportunities in the County associated with geographic locations.

Over 200 people participated in the 12 workshops, and over 160 individual responses were collected through the online survey. Nearly 1,100 individual comments were collected from the in-person workshops and all comments were recorded in a database, indexed and categorized. The consultant team then identified the broad categories and themes expressed by the participants and recorded the key opportunity areas to refine the plan's goals and objectives.

**2,000**  
individual  
comments  
collected



Collateral materials were designed around a coherent brand and included key meeting information as well as information about the overall process.

# OPEN HOUSE AND ROADSHOW

**Presenting the draft comprehensive plan for Clark County!**


Attend the **Open House** to learn about the plan, see its recommendations, talk with the planning team and Steering Committee, and share your priorities in a casual setting.

**January 9**  
4-8pm  
Presentations at 4:30 and 6:30pm  
Clark County Public Library,  
Gaier Room, 201 South Fountain  
Ave., Springfield

**ROADSHOW:** If you're unable to attend the Open House, come view displays and share your priorities as we take the show on the road! Displays will be available at the following locations during regular operating hours.

<b>Jan 10 - Jan 14</b> (Wed-Sun) Clark County Public Library Meeting Room 4, 201 South Fountain Ave., Springfield	<b>Jan 15 - Jan 19</b> (Mon-Fri) Springsview Government Center, Room 1-51, 3130 E. Main St., Springfield	<b>Jan 22 - Jan 26</b> (Mon-Fri) South Charleston Town Hall, Virginia Malsbary Robinson Community Room, 35 South Chillicothe St., South Charleston	<b>Jan 29 - Feb 3</b> (Tues-Sat) New Carlisle Public Library, 111 East Lake Ave., New Carlisle
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To learn more visit:  
[ConnectClarkCounty.org](http://ConnectClarkCounty.org)



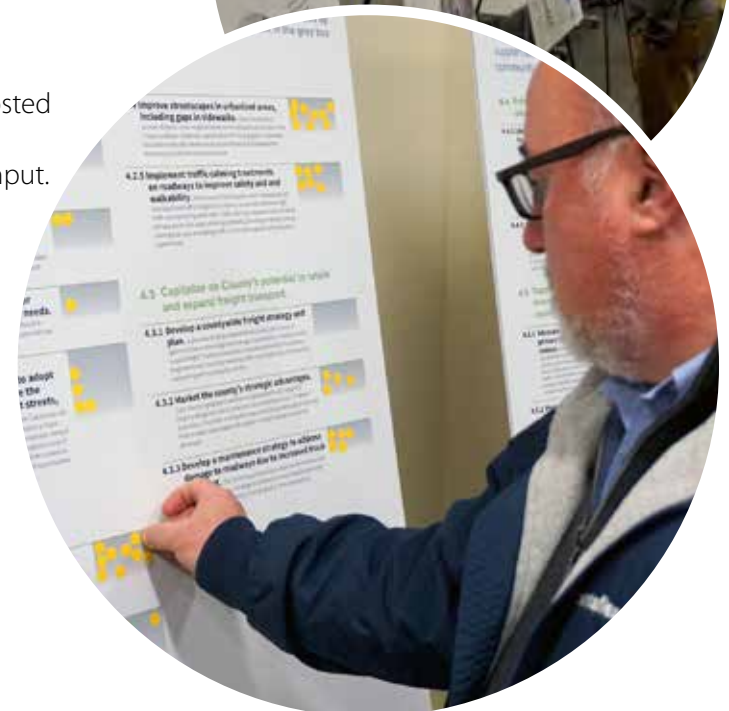
## Open House

In January of 2018, the final public meeting was held to summarize public comments and present draft recommendations. The four-hour-long open house featured two brief presentations and 12 large format boards. The boards presented key elements of the plan and provided an opportunity for public input. Participants were given a set of ten yellow dots to place on the boards to prioritize the draft recommendations. The planning team and steering committee members were available to answer questions and discuss priorities.

Over 70 people attended the public open house. Dot prioritization for each draft recommendation was tabulated, and comments were recorded in a database. This input was used to refine the draft recommendations and help shape the implementation plan. The boards were posted online and an email survey was broadly distributed in order to collect additional input.

## Road Show

The open house's boards and draft recommendations traveled to four different locations throughout Clark County over the course of a month. This offered individuals unable to attend the open house, a chance to review the materials and provide input through an online survey.



6,000  
flyers  
distributed



"I live here and want it better for the next generation."

— Community Choices Workshop Participant

photo credit: Chamber of Greater Springfield

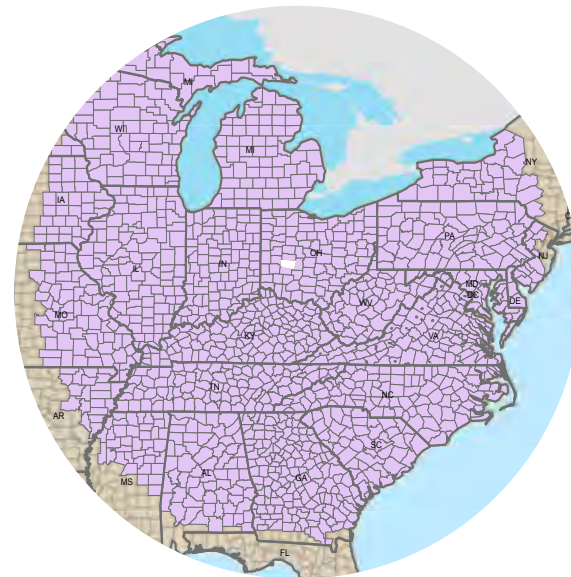
# 4

## CONDITIONS AND TRENDS

This chapter gives context to provide a base of understanding about the County. It is organized into three topics: people, place and prosperity.

### Overview

Clark County's many assets include rich rural and agricultural heritage, as well as opportunities for both "small town" and urban living. Housing affordability, a strategic location within the "Tri-Metro" region, a well-developed road network, a diverse economic base and a number of other advantages positively impact residents, businesses and workers in the County. At the same time the County faces many challenges, including a shrinking and aging population, declining household incomes and uneven socioeconomic conditions. Many of these issues represent longtime circumstances and multifaceted problems that are not easy to change or reverse.



Clark County is within an 8-hour drive (600 miles) of approximately 41% of the US population

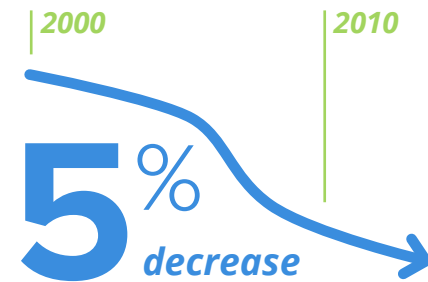
Unless noted otherwise, data used is the latest available (American Communities Survey 2014). For detailed economic data, see Appendix A. For detailed transportation data, see Appendix B.

# PEOPLE

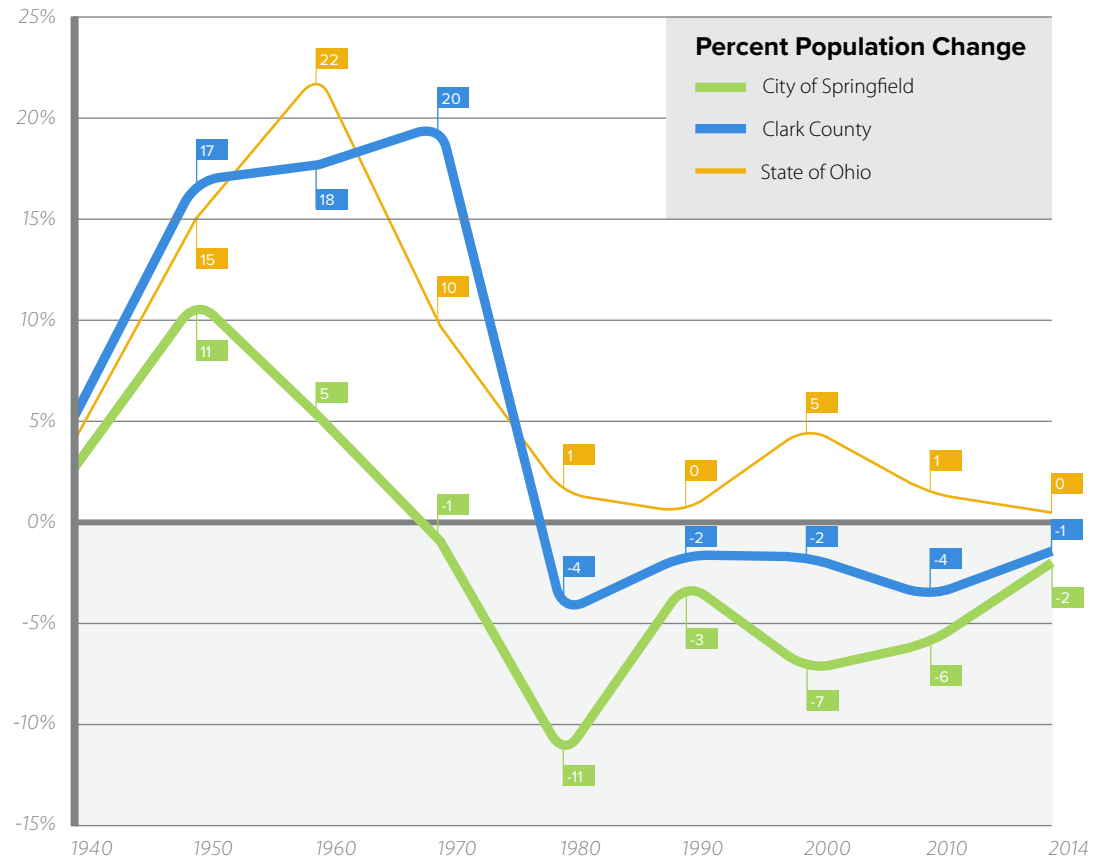
Demographic conditions and trends related to population, household makeup, age and diversity.

## The County is losing people

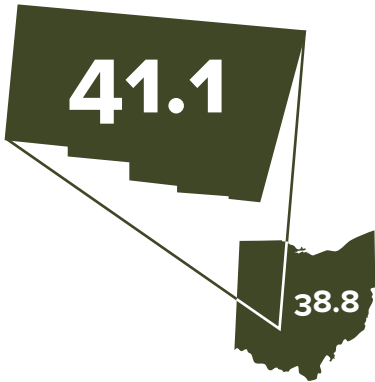
Despite projections for growth at the time of the last comprehensive plan, the County's population has declined. Population peaked in 1970 at just over 157,000 but has shrunk gradually since and is currently at 137,000 people. Since 2000, the population has decreased by 5%. This contrasts with the State of Ohio's population, which has grown by 2% in that same period. Development trends reflect the community's population loss, with relatively little new development in the past 50 years.



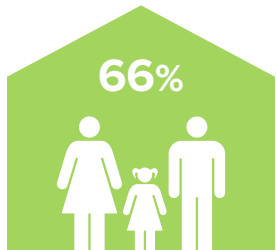
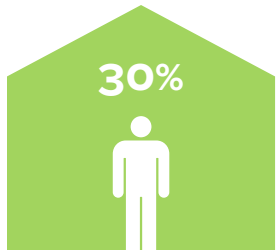
Since 2000, the County's population has decreased by 5%.



Both the City of Springfield and the County have seen consistent population decline since 1970, while Ohio has shown slow growth.



The median age in Clark County is higher than the State of Ohio.



**2.44**  
average  
family size

The proportion of family households is down 4% since 2000 to 66%. Similarly, average family size is 2.44, a 2% decrease in this same period.

### Residents are getting older

The median age in Clark County rose from 37.6 to 41.1 years since 2000, nearly three years older than the state average. There has been a 32% increase in the number of residents approaching retirement in this time period. That number is now at nearly 20,000 (17% of the population). At the same time the 35 to 44-year-old cohort is shrinking; there has been a 24% decrease (more than 5,000 fewer residents) of prime working / child-rearing age since 2000. An aging community can mean that those in their most profitable years are leaving the community bringing in fewer tax dollars. Conversely, the upper range of the population relies more heavily on locally funded programs and services.

### The population is diversifying

Residents of Clark County are 86% white, with 9% identifying as Black or African American. The remaining population primarily identifies as two or more races (3%) or some other race (2%). At the same time, the population is diversifying. Since 2000, this includes a 70% increase in people identifying as 2 or more races, a 137% increase in Hispanic/Latino population (now 3% of the total population), and 100% increase in number of residents born outside the US (now 2% of population).

### Households are getting smaller

Clark County now has fewer families and more single occupants than it did in the past. The proportion of family households was 70% in 2000 but only 66% in 2014. Single person households increased from 26% to 30% in this period. Overall household size is also in decline, decreasing from 2.49 to 2.44 people (a 2% decrease) between 2000 and 2014. Households are slightly smaller on average than those in Ohio (2.46 people). The decline in household size also points back to the curve of population age. With less of the population in its child-raising ages, there are fewer households with large family sizes. This could have long term impacts of changes to school system needs, future housing typologies (apartments in lieu of single-family houses) or transportation planning.

### Trends differ in Springfield than the rest of the County

A number of trends differ in the City of Springfield relative to Clark County as a whole. Overall, population decline has been faster, with Springfield's population declining by 8% since 2000. At the same time, Springfield retains a higher proportion of young professionals, with a younger median age of 35.9 and growth of only 4% since 2000. Some of these trends may be due to key place-related factors, described in the following section, including housing and mobility trends.



The City of Springfield retains a slightly larger percentage of young professionals than the rest of Clark County.

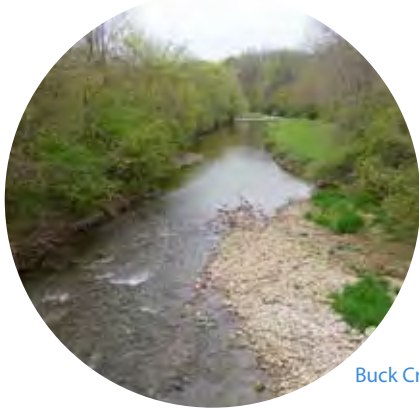
Photo credit: Convention and Visitor's Bureau, Chamber of Greater Springfield



City of Springfield's downtown setting.

# PLACE

Place-based conditions and trends on topics like housing, development character, land use and mobility.



Buck Creek



Clark County includes a large array of development patterns, from dense urban to rural.

## **Agricultural and Natural Resources are significant**

Over 75% of the total land area in the County is agricultural. The vast majority of this is cropland, primarily corn, wheat and soybeans. About 200,000 acres (78%) of the County's cropland is "prime farmland" soils as defined by the U.S. Department of Agriculture. This Prime Farmland generates a majority of the County's agricultural profit and in several areas has been protected from any future development. Due to the vast amounts of agricultural land, the area is prone to surface drainage issues during storm events. As Clark County is primarily part of the Great Miami watershed, two rivers provide the majority of drainage. The Mad River runs from the north-central part of the County to the southwestern most corner, and the Little Miami River runs through the southeastern corner. The County also boasts a range of natural amenities, including thousands of acres of parkland, dozens of miles of trails, and other natural areas and preserves. Buck Creek Park, centered around a 2,100 acre lake, is both a major natural resource and a cherished recreational area. The County's agricultural heritage is a source of great community pride and its natural resources are highly valued.

Source: Soil Survey of Clark County, Ohio (1999), U.S. Department of Agriculture

## **The County includes urban, village and rural conditions**

Development patterns throughout Clark County range from Springfield's urban core, with its dense residential and mixed-use neighborhoods; to the village environments in towns such as Enon, South Vienna and others; to low density, single family housing in a rural setting. This variety of conditions provides lifestyle choices to residents and contributes to the diversity of the County's built environment.

## **Quality of place is mixed**

Throughout the County there are examples of places that are vibrant and special, drawing people in and making them want to spend time there. This includes distinctive residential neighborhoods, unique historic areas and peaceful rural landscapes. At the same time, the County also includes several challenged places, locations where the built environment is deteriorating, aesthetically unappealing, lacking in amenities or otherwise absent in character. These include residential areas suffering from disinvestment, car-oriented commercial developments that are indistinguishable from each other, and rural areas impacted by incongruous development that detracts from scenic beauty.

### Housing stock is affordable, but aging

Most of the housing stock throughout the County is more than 40 years old. 46% was built between 1950 and 1970, and 25% was built before 1940. There has been very little construction of housing since 2010 due to slow economic recovery. Until 2017, when new housing development began to slightly increase. Vacancies are also rising; 10.2% of housing units are currently vacant, up from 7.2% in 2000. Springfield has a higher vacancy rate, at 13.8% (up from 10.4% in 2000). Housing is more affordable, on average, than elsewhere in Ohio. Median home value, (\$104,200) and rent (\$669) are both lower than state equivalents (\$129,600; \$729); home values are lower in Springfield (\$80,100; \$645). Countywide affordability is likely due to the current condition of properties and number of available homes.

### Park and open space resources are notable

Clark County contains 1,300 acres of parks and recreational facilities, in addition to over 35 miles of multi-use trails. The trail system includes the Little Miami Scenic Trail (8 miles), the Buck Creek Scenic Trail (7.2 miles), the Simon Kenton Trail (9 miles), the Prairie Grass Trail (9.3 miles) and the Tecumseh Trail (2.3 miles). There are 9.4 acres of parkland per 1,000 people, on par with national ratios. Although, the overall spending on parks in Clark County is less than half as much as the national average (\$27.28 spent annually per acre compared with \$76.44 nationally). Local park organizations have worked to "do more with less" and offer a variety of recreation types—active, passive and preservation spaces.

Source: Parks and Recreation Agency Performance Report by the National Recreation and Parks Association, 2016; National data from NRPA database.



Residential vacancy has risen 3% since 2010 and currently sits at 10.2% countywide. Springfield has a higher vacancy rate, at 13.8%.



Photo credit: National Trail Parks and Recreation District

## Conditions for pedestrians and cyclists vary

An excellent trail system exists throughout the County, but there is a lack of overall bicycle routes (dedicated lanes or shared lane markings). Specifically, bicycle routes are missing in some urbanized areas that might otherwise lend themselves to commuting or other travel by bicycle. The City of Springfield has a connected system of sidewalks for most of its residential neighborhood areas making walking very possible from neighborhood to neighborhood, as well as to commercialized areas for goods and services. However, some key corridors, like Bechtle Avenue, do not have any sidewalks and are not pedestrian friendly. A few other urban areas also lack sidewalks, limiting walkability and requiring vehicular travel. Much of Clark County is rural and does not have any sidewalk facilities except for some subdivisions that have sidewalks internal to the development. New Carlisle and some of the villages have sidewalks either throughout dense residential areas or along major residential streets.



## Excellent roadway connectivity

Clark County's transportation system has a wide range of uses and serves both private and public entities. Interstate 70 (I-70) traverses the County and provides multiple vehicular interchanges for access to Springfield and local municipalities. Utilizing I-70, Clark County is within an 8-hour drive (600 miles) of approximately 41% of the US population. Overall, Clark County has excellent roadway connectivity, with excess capacity and excellent traffic flow at most locations (with the exception of recurring congestion on the four-lane section of I-70, and some other spot locations).

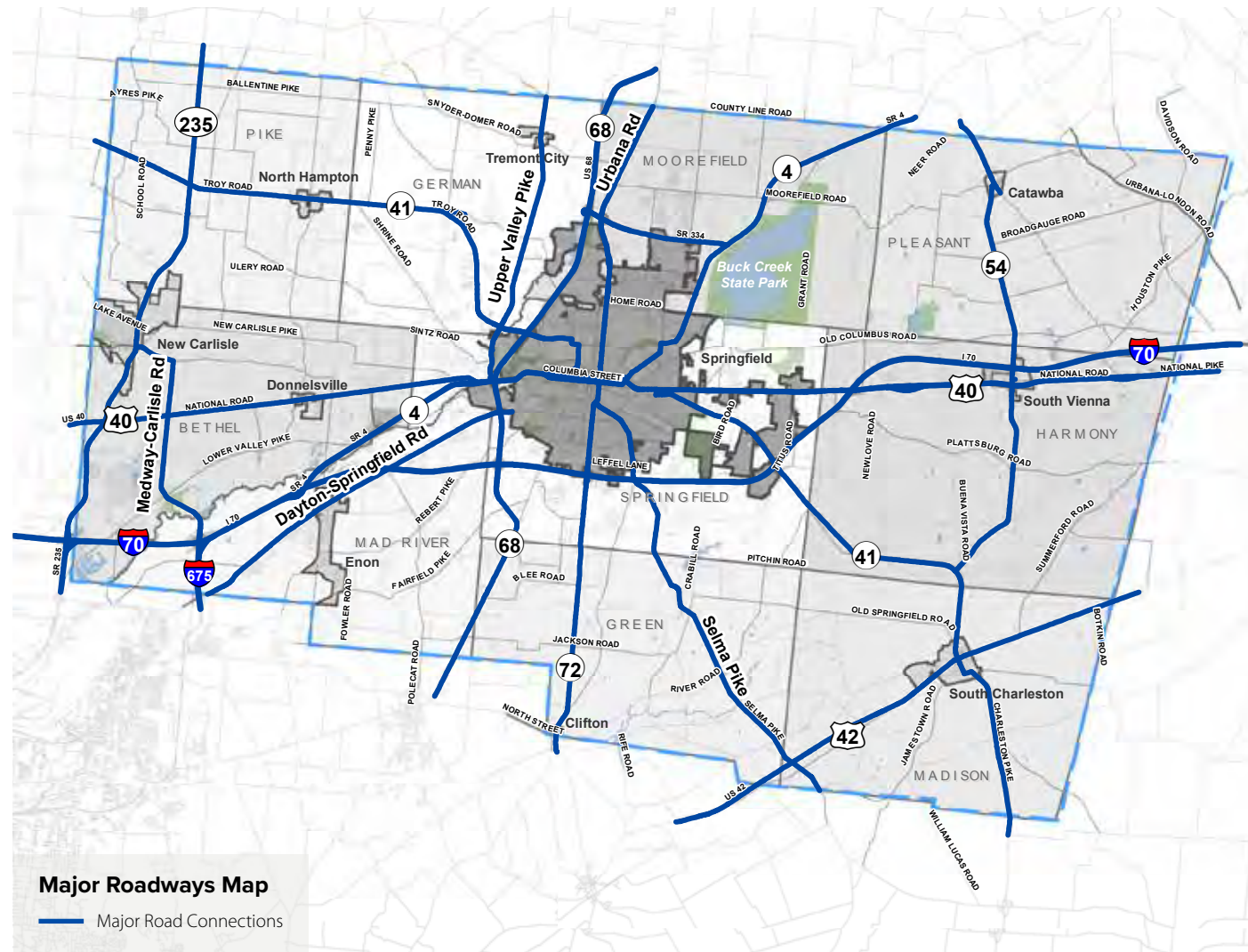
State and federal roadways within the region consist of:

- ▶ North-South: US 68, SR 72, SR 235 and SR 54
- ▶ East-West: I-70, SR 41, SR 4, US 42 and US 40 (National Road).

Other non-state or federal roadways of significance are:

- ▶ Upper Valley Pike
- ▶ Dayton-Springfield Road
- ▶ Selma Pike
- ▶ Spangler Road
- ▶ Medway-Carlisle Road
- ▶ Milton-Carlisle Road

There are plans (in 2019) to widen I-70 to three lanes in each direction through Springfield, matching the freeway sections to the east and west. This scheduled change should mitigate congestion and further improve access to central and western Ohio.





SCAT buses

### Public transit is limited

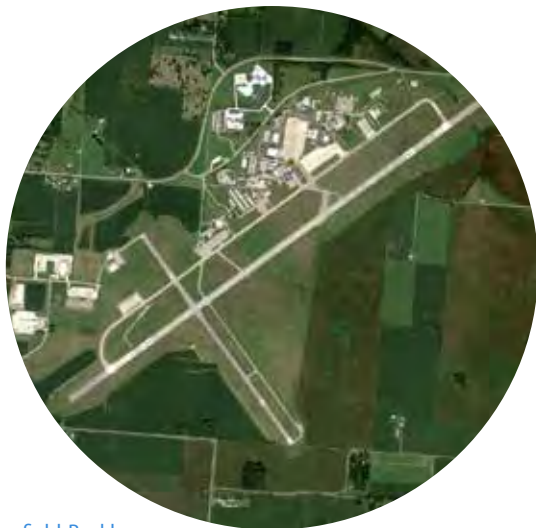
As is typical in counties that are comprised primarily of rural areas and small villages, public transit is very limited. Springfield City Area Transit (SCAT) is the major transit provider for the City of Springfield. It is a fixed route transit system covering multiple routes throughout the City. Additional services include ADA Paratransit and Dial-A-Ride transportation options. While SCAT provides a valuable service to the community, the coverage, service times and frequencies are relatively limited and deficient in terms of serving people who are transit dependent (for example, the last run for each line leaves between 5:10 pm and 6:10 pm with no evening service).

### Railway infrastructure is underutilized

The three primary railways within the County are West Central Ohio Port Authority (WestCo), Indiana and Ohio Railway (IORY) and Norfolk-Southern Railway (NS). Although Clark County has these rail systems running through it, due to the lack of multi-modal hubs and companies leveraging the rail, the rail system is underutilized in terms of generating economic growth in the County. Those companies operate only commercial systems, with no passenger routes.

### The regional airport is providing opportunity

The Springfield-Beckley Municipal Airport is a regional airport located four miles south of Springfield. It is home to a military unit, the 178th Fighter Wing of the Ohio Air National Guard, which helps to provide essential services, air traffic control and emergency services at the airport as part of its lease with Springfield. The airport serves as an important component of Clark County's economy, providing air travel and cargo services for the region, as well as air travel needs to citizens in the region through charter and private plane services. Next to the airport is Airpark Ohio, an industrial park, and a joint military base. There are expansion opportunities in this specific area, with some pieces already beginning to be re-purposed as a catalyst for business development. Those currently using the area are as follows: Bob Evans Farms, Inc., MEVA Formwork Systems, Inc., United Fiberglass of America, Spectra Jet and Lineage Logistics.



Springfield-Beckley Municipal Airport services the military, cargo operations and private travel.

# PROSPERITY

Facts and figures summarizing personal prosperity, economic vitality and workforce development

## Diverse economic base

The County has a large and diverse business base including several well-known regional and national brands. Clark County’s economy comprises a mix of industry sectors, with concentrations of employment in health care (17%), manufacturing (13%), retail trade (11%), education (10%, including Springfield City Schools with over 1,500 full and part-time employees) and accommodation and foodservice (10%). The larger local companies making up these industry sectors include: Assurant Specialty Property, Speedway, Community Mercy Health Partners, Navistar, Dole Fresh Vegetables, International Truck and Engine, Bell Nursery, Bob Evans, Eby Brown, TAC Industries, Gordon Food Services, Reiter Dairy, Security National Bank, Yamada NA, Young’s Jersey Dairy, Buckeye Diamond Logistics, AdCare and others. These businesses provide the backbone for strengthening the community’s education, business recruitment and investment efforts.

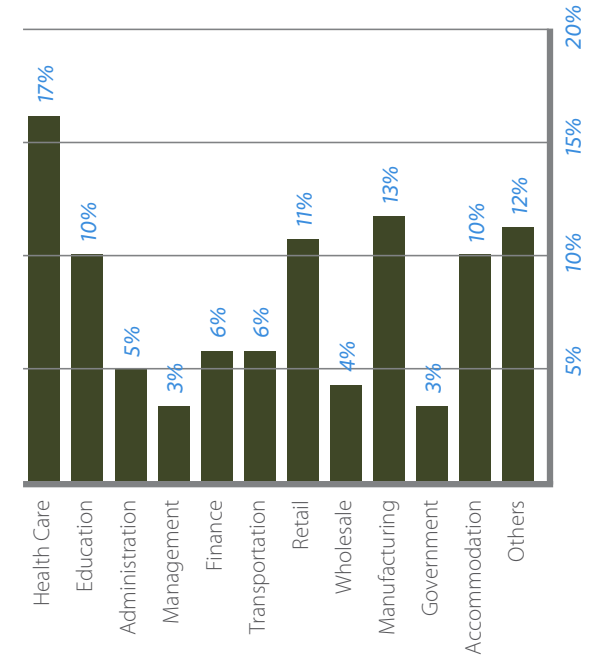
Source for data in Prosperity Section: U.S. Census Bureau and Randall Gross / Development Economics

## Shifting economic base

The local economy has shifted from production sectors like manufacturing to finance, management, transportation and administrative services. While manufacturing has seen some positive growth since 2010, it has not been enough to compensate for the losses in employment that occurred prior to and during the recession of 2008-09. Meanwhile, banks and some service companies have consolidated administrative functions in the area.

## Labor force issues are critical

Clark County, like many Midwestern manufacturing-based economies, is experiencing the negative impacts of automation and new technologies on an aging workforce. This includes a lack of appropriately-skilled workers as shifts in skills requirements are leaving some behind, especially older workers and those whose skills were honed for many years based on now obsolete technologies. Without job growth, high-quality housing or an amenity base, businesses also find it hard to retain good workers. Job readiness is also frequently discussed. Prospective workers are not attuned to the requirements for work or suffer from a growing array of problems.

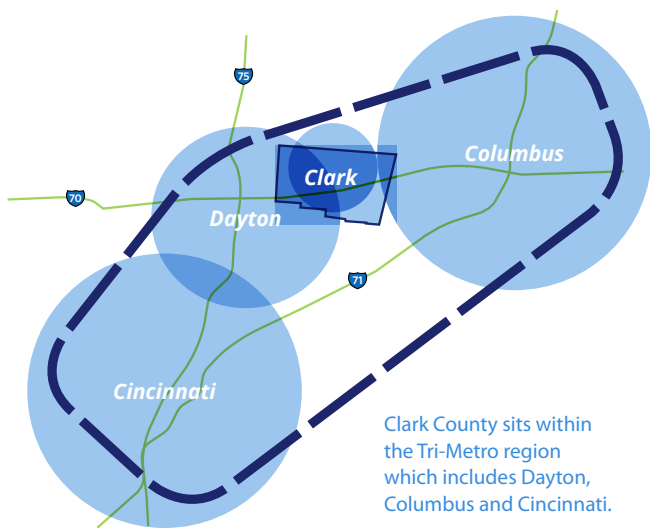


Clark County's economic base is diverse with a healthy mix of industry sectors.

Source: U.S. Census Bureau and Randall Gross / Development Economics



Changes in the County's workforce demand includes a decline in manufacturing.



### Advantageous location in the region

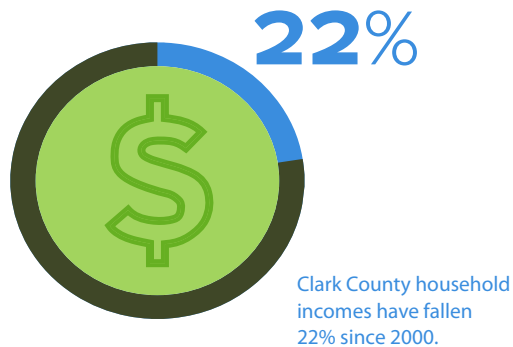
The County's location in the "Tri-Metro Region" of Columbus, Cincinnati and Dayton is one of its greatest strengths for economic and labor force development. While the County's labor force has fallen by more than 4.0% since 2010, the county's overall "Commuter-shed" of 1.9 million workers has increased by 1.2% since 2010. The sizeable regional labor force and its growing number provides an available workforce for business and industry development in Clark County. Clark County offers access and proximity to Wright-Patterson Air Force Base, Honda, and other major employers, generating opportunities for contracting and spin-off.

(Calculations are made in constant dollar terms, meaning that they account for the effects of inflation). Incomes have declined at an even faster rate since 2010, especially in Springfield. Though there are many factors, the following have all impacted the decline in household incomes: an exodus of young and college educated professionals; an aging population; stagnation of the Dayton and Cincinnati economies; and a shift in the labor markets (from manufacturing and construction to management and services).

### Educational attainment is improving

More than 26% of residents have a bachelor's degree (up from 15.5% in 2000). High School graduation rate improved to include nearly 86% of the over 25 population, up from 81% in 2000.

Source: U.S. Census Bureau and Randall Gross / Development Economics



### Median household incomes are falling

Household incomes have been declining throughout the County, even after the end of the national recession. Since 2000, Clark County household incomes have fallen by more than 22% in constant dollar terms (after accounting for inflation). Incomes have fallen at a faster rate in Springfield than they have in the rest of the County. Since 2000, Springfield incomes have fallen by 28.4%.



“Good enough...is no longer good enough.”

— CONNECT Clark County Steering Committee member

photo credit: Greater Springfield CVB / Rod Hatfield  
Clark County, Ohio | Comprehensive Plan

# 5

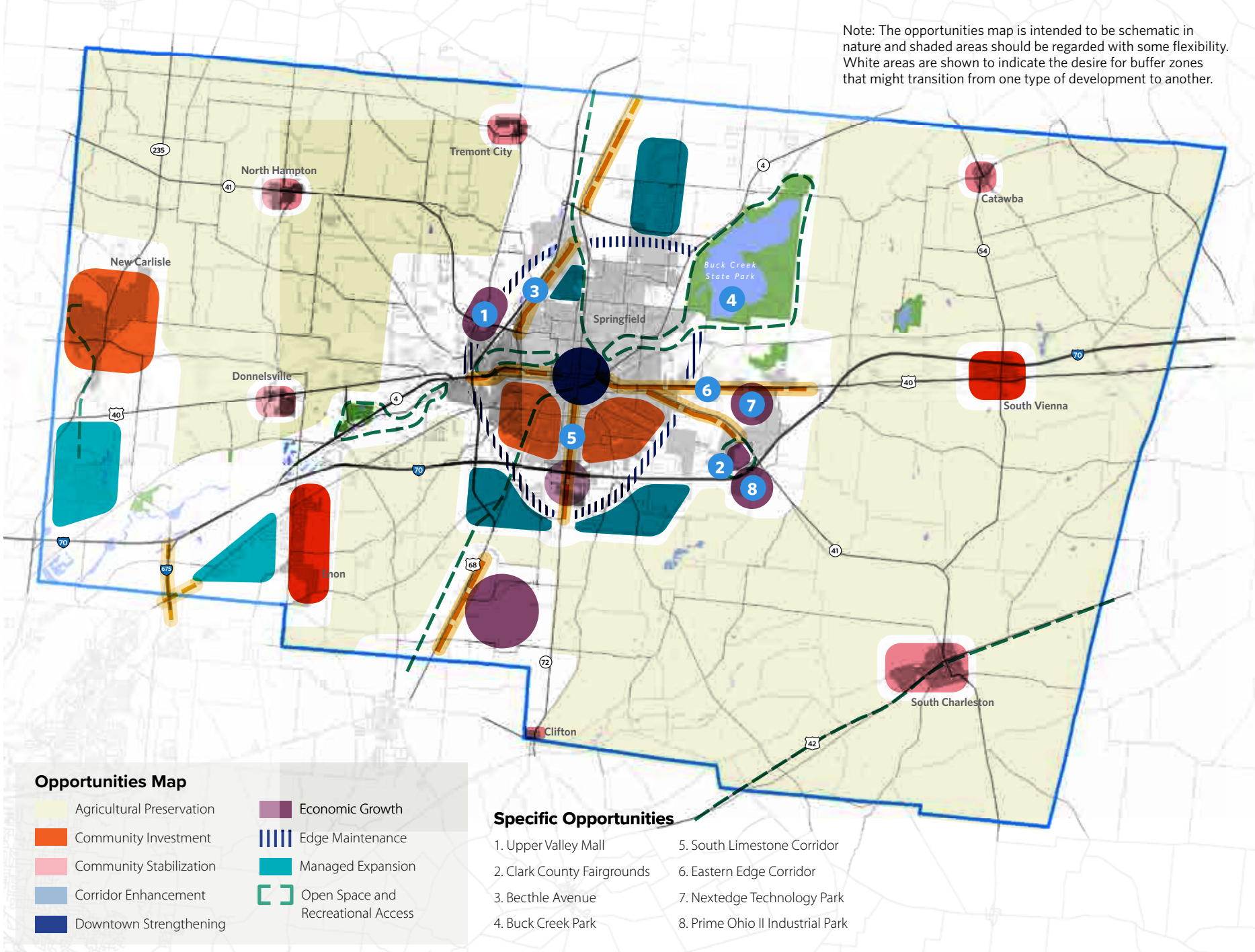
## DEVELOPMENT FRAMEWORK

This chapter puts forth a development framework that underpins the plan's actions and Character and Land Use Plan. It is presented through a schematic opportunities map that provides a conceptual development strategy for the County. Also included is an environmental conservation map that shows areas where development is restricted within the County and information on the County's Thoroughfare Plan, which was updated concurrently with the creation of this plan.



From the Upper Valley Mall to Buck Creek State Park, community members have identified a range of opportunity places throughout the County.

Note: The opportunities map is intended to be schematic in nature and shaded areas should be regarded with some flexibility. White areas are shown to indicate the desire for buffer zones that might transition from one type of development to another.



**Opportunities Map**

<span style="display:inline-block; width:15px; height:15px; background-color:#f0e68c; border:1px solid black;"></span> Agricultural Preservation	<span style="display:inline-block; width:15px; height:15px; background-color:#8e44ad; border:1px solid black;"></span> Economic Growth
<span style="display:inline-block; width:15px; height:15px; background-color:#e67e22; border:1px solid black;"></span> Community Investment	<span style="display:inline-block; width:15px; height:15px; border-bottom:2px dashed black; border-left:2px dashed black; border-right:2px dashed black;"></span> Edge Maintenance
<span style="display:inline-block; width:15px; height:15px; background-color:#e91e63; border:1px solid black;"></span> Community Stabilization	<span style="display:inline-block; width:15px; height:15px; background-color:#009682; border:1px solid black;"></span> Managed Expansion
<span style="display:inline-block; width:15px; height:15px; background-color:#4682b4; border:1px solid black;"></span> Corridor Enhancement	<span style="display:inline-block; width:15px; height:15px; border:2px dashed green;"></span> Open Space and Recreational Access
<span style="display:inline-block; width:15px; height:15px; background-color:#000080; border:1px solid black;"></span> Downtown Strengthening	

- Specific Opportunities**
- |                             |                                  |
|-----------------------------|----------------------------------|
| 1. Upper Valley Mall        | 5. South Limestone Corridor      |
| 2. Clark County Fairgrounds | 6. Eastern Edge Corridor         |
| 3. Bechtle Avenue           | 7. Nextedge Technology Park      |
| 4. Buck Creek Park          | 8. Prime Ohio II Industrial Park |

# OPPORTUNITIES DESCRIPTIONS

The opportunities map illustrates where and how the county should use its resources to guide future physical investment and change. The concepts illustrated on the map are described below. Colored areas indicate broad concepts, while numbers indicate opportunities at specific locations.

## General Opportunities

### Agricultural Preservation

Conserve agricultural areas that have been identified as important to the County's identity, culture and economy.

### Community Investment

Invest in communities in order to maintain the existing pattern and character of development while encouraging improvements to public and private buildings. Support appropriate redevelopment on underutilized sites.

### Community Stabilization

Retain the value and viability of communities. Maintain existing character while encouraging improvements to public and private buildings and infrastructure.

### Corridor Enhancement

Strengthen the appearance of public and private development and safety for all users along primary corridors to promote a positive impression of the County.

### Downtown Strengthening

Build on the momentum to strengthen Downtown Springfield as a vibrant, mixed-use area that supports live, work and play opportunities. Restore and repurpose existing buildings. Support local businesses. Attract more arts and entertainment amenities.

### Economic Growth

Promote commercial, industrial and mixed-use development within existing centers of activity and other locations that represent strategic opportunities to strengthen the County's economy.

### Edge Maintenance

Focus inward to promote infill development supported by utilities, public facilities and services over low-density expansion. Where infill opportunities are not available, identify logical areas for future annexation to provide for strategic development where public services can be provided.

### Managed Expansion

Manage growth of neighborhoods adjacent to existing roadways, utilities or established neighborhoods. Create neighborhoods with a walkable pattern (small blocks and sidewalks), that connect to adjacent neighborhoods and recreational open space, and include a mix of housing types. Include new parks and community facilities such as schools and small-scale retail.

### Open Space and Recreational Access

Preserve and enhance parks, open space or undeveloped natural areas for public enjoyment and recreation. Encourage connections to neighborhoods.

# SPECIFIC OPPORTUNITIES

In addition to the overarching opportunities as noted in the opportunities map on the previous page, there are specific opportunity locations throughout the County that have emerged during the planning process as places that were special considerations (numbering does not indicate order of importance).

## 1. Upper Valley Mall

Built in the early 1970s, the quarter of a million square foot regional shopping center has departures of several of its largest tenants in recent years. Although still home to select retail, as demands and preferences change, many have identified the Upper Valley Mall as a redevelopment opportunity.

## 2. Clark County Fairgrounds

Home to the second largest fair in the State of Ohio, the 127 acre site is located conveniently off I-70 just outside of Springfield. The former site of the Springfield Municipal Airport has seen many improvements since becoming the home of the county fair in 1948. Some residents desire to see the property further enhanced and leveraged for economic development.

## 3. Bechtle Avenue

The 1.25 mile stretch of Bechtle Avenue north of SR41 features many of the area's big-box stores and national restaurants. Outlot parcels and large surface parking lots offer opportunities for infill development as well as improvements to traffic flow, streets, parks, and other open spaces that are accessible to all.

## 4. Buck Creek Park

The 2,210 acre lake is the prominent recreational feature. Many additional natural features such as meadows, wetlands, and trails offer educational opportunities. The asset has been identified as very valuable to the community.



### 5. South Limestone Corridor

The corridor connects drivers with Springfield and I-70. It serves as a thruway and as a destination for development and growth. The 2017 South Limestone Corridor Study identifies several recommendations for improvement that were echoed through this planning process including pedestrian amenities, development patterns, and vehicular traffic implications.

### 6. Eastern Edge Corridor

The 2008 Eastern Edge Corridor Plan is a comprehensive plan to facilitate growth and development along the East National Road corridor from Spring Street to Newlove Road. It offers tools to encourage development which is consistent with approved land use plans. This development is consistent with comments made by many during this planning process.

### 7. Nextedge Technology Park

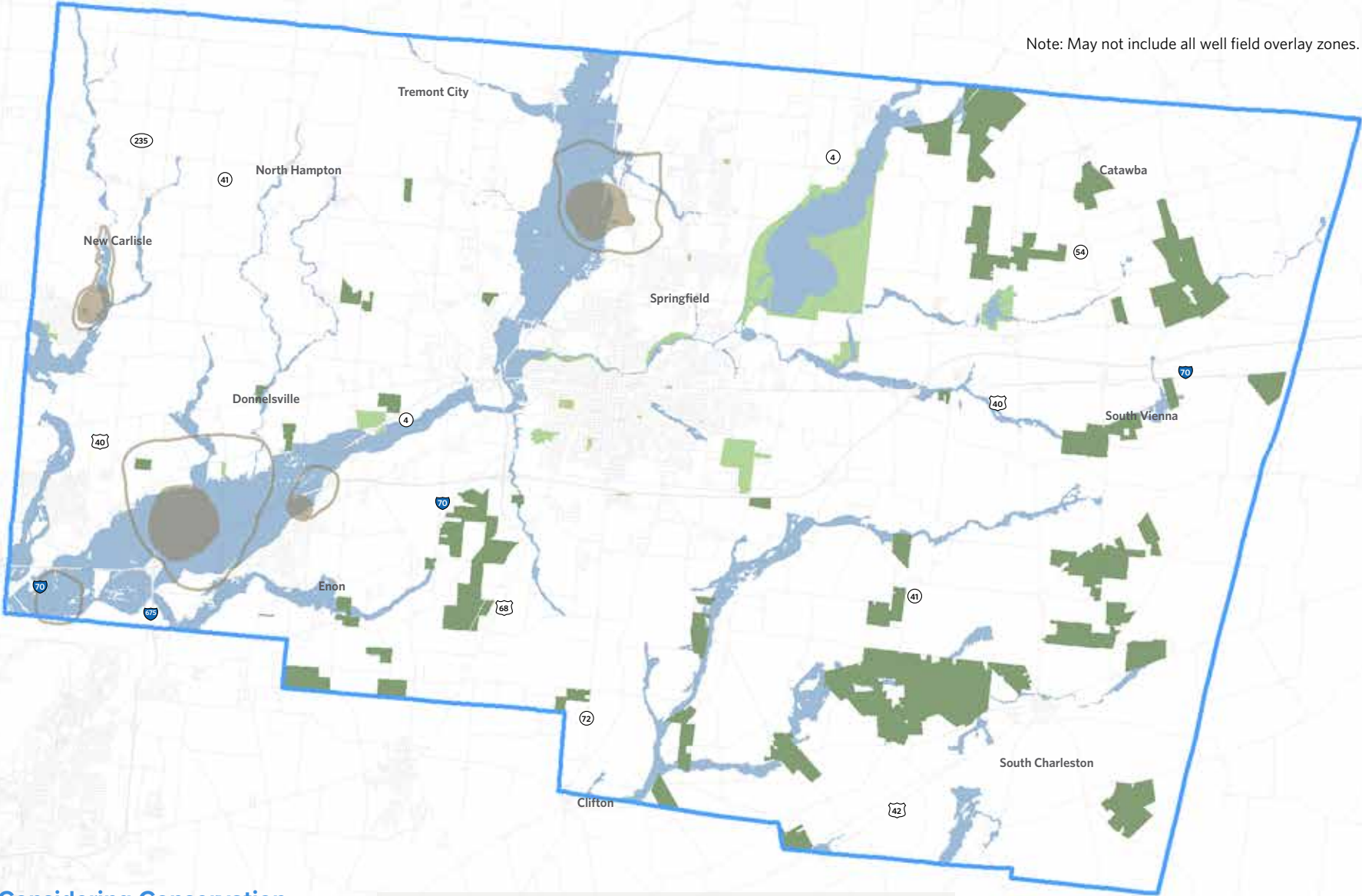
Nextedge is an applied research and technology park located east of downtown Springfield. Redundant fiberoptic runs throughout the park, offering the highest available connectivity options. Attracting new businesses would serve to advance many of the plan's actions.

### 8. Prime Ohio II Industrial Park

With existing on-site infrastructure and 182 immediately available acres, the Prime Ohio industrial park is a great opportunity for logistics, advanced manufacturing, or technology based businesses. Quick access to I-70 allows for next-day delivery options to 70% of the US population. As with Nextedge, attracting new businesses has been expressed as a strong desire by many involved in the planning process.



Note: May not include all well field overlay zones.



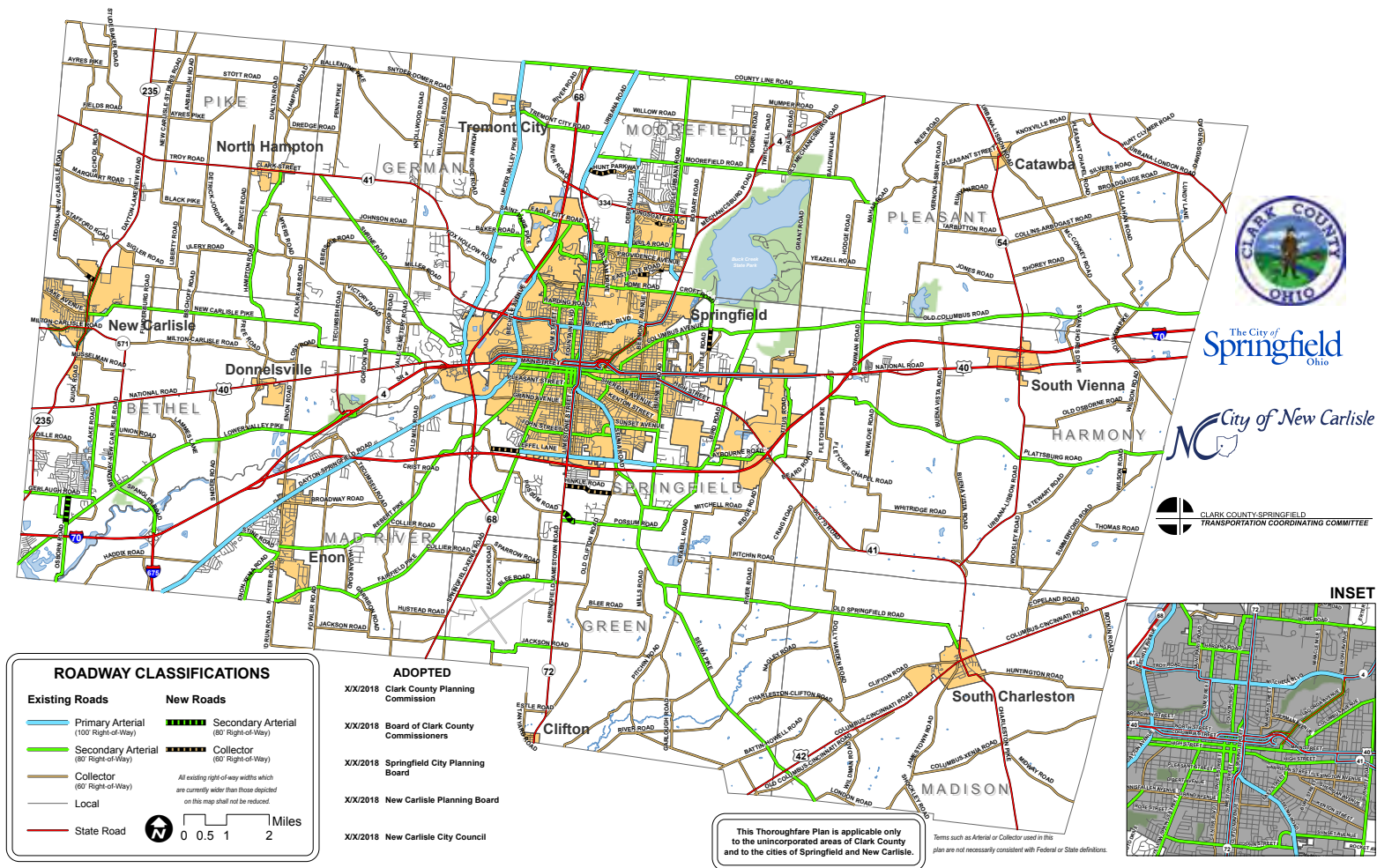
### Considering Conservation

One of the factors that has helped to shape the land use plan is where land is legally prohibited from development or where it is constrained due to environmental features.

**Environmental Conservation**  
 Areas in Clark County that are prohibited or constrained from future development.

Park	Well Field 1 Year Time of Travel
Conservation Easement	Well Field 5 Year Time of Travel
FEMA Flood Zone	





## Thoroughfare Plan

The purpose of a Thoroughfare Plan is to establish an identified roadway system to serve as the backbone of the area's transportation network. A Thoroughfare Plan has been updated in coordination with the CONNECT Clark County Comprehensive Plan. The Thoroughfare Plan reflects the goals and specific actions recommended in the Comprehensive Plan. At the same time, Transportation projects, land use changes and new development should be consistent with the Thoroughfare Plan.

The roadway network and classification system defined in this plan serves as a tool for local governments to preserve existing roadway rights of way, and establish future roadway rights of way, to provide for the multimodal transportation needs of their communities.

This plan establishes minimum required rights-of-way for roadways under the jurisdiction of the participating governments. State and Federal Highways in unincorporated areas are under the jurisdiction of the Ohio Department of Transportation (ODOT) and are not included.

“Don't give up! Life can improve in Springfield. We are in a direct, if curving, line of major growth in Ohio cities. We should plan to be part of that growth.”

- Open House Participant



photo credit: Greater Springfield CVB / Rod Hatfield  
Clark County, Ohio | Comprehensive Plan

# 6

## CHARACTER AND LAND USE

The Character and Land Use Plan is a tool through which decisions can be made throughout the County regarding where and how new development should take place. It has been developed in consideration of a range of factors including anticipated population trends, community input, economic development analysis, environmental constraints, and existing and proposed infrastructure.

### Defining a Character-based Approach

Character Areas are types of neighborhoods, districts, or corridors that share similar attributes in their form and function. Attributes include the size and type of buildings and their relationship to the street; the surrounding street and block pattern; parking and access; as well as typical development types. The Existing Character Area Map (p. 40) uses existing land uses and associated development patterns to identify character areas that are present today. In the Character and Land Use Plan (p. 42), attributes of each potential future Character Area are described with example images. Each Character Area includes one or more primary and secondary land uses that occur within the area.

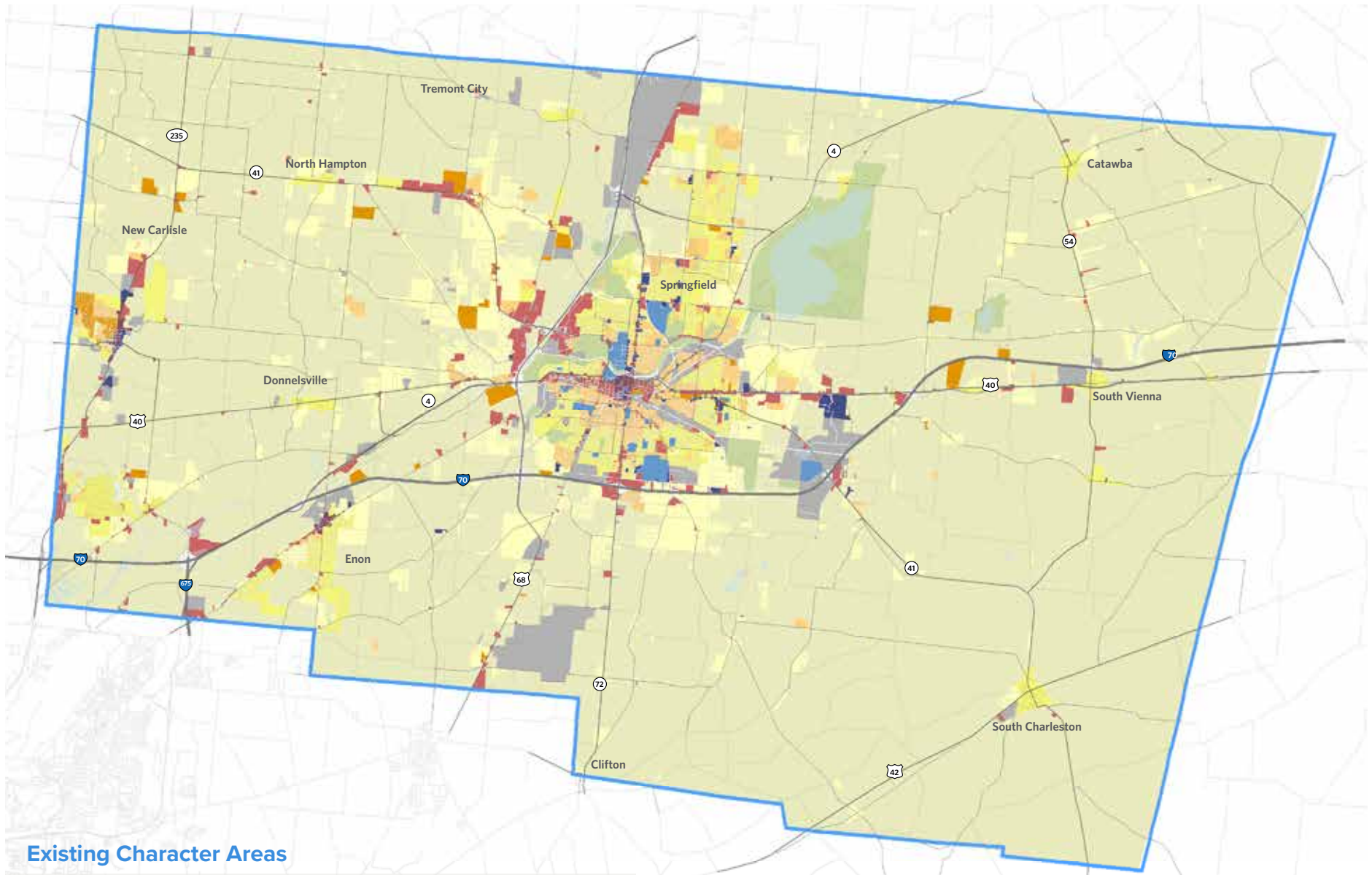
### Attributes of Character Types

Some of the key attributes that define these character types include:


- ▶ Primary and secondary land uses: the purpose for which the land is being used (residential, commercial, offices, etc.);
- ▶ Amount of preserved open space, agricultural land or vegetation;
- ▶ Orientation of buildings and parking areas;
- ▶ Relationship of buildings (scale and massing) to the site;
- ▶ Aesthetics, such as the design of the building(s), landscaping, signs and site amenities, like places to sit, public art, water features, etc.; and
- ▶ Extent of imperviousness (structures and paved or “hard” surfaces).



Nondescript commercial corridors with a deteriorated public realm present one of the County's greatest opportunities for enhanced character.



### Existing Character Areas

- |  |   |
|--|---|
|  Rural Residential / Agricultural |  Commercial / Retail   |
|  Low Density Single Family        |  Office                |
|  Medium Density Single Family     |  Institutional         |
|  Low Density Multi-Family         |  Industrial            |
|  Medium Density Multi-Family      |  Protected Green Space |



# CHARACTER AND LAND USE PLAN

The Character and Land Use Plan expresses the intent for how Clark County should use its land resources in the future. For the entire County, this map identifies Character Areas, which are types of places that share attributes of urban form and function including the size and type of buildings and their relationship to the street; the surrounding street and block pattern; parking and access; as well as land uses or types of development. The 14 Character Area Types are defined on the pages that follow the map.

## Benefits of a character-based approach

This plan takes a character-based approach to shaping the future development of the County. While the Character and Land Use Plan includes both primary and secondary land uses in each character type, it also conveys quite a bit more about the built form that is desired in each area. There are a number of advantages to this enhanced approach, including the following:

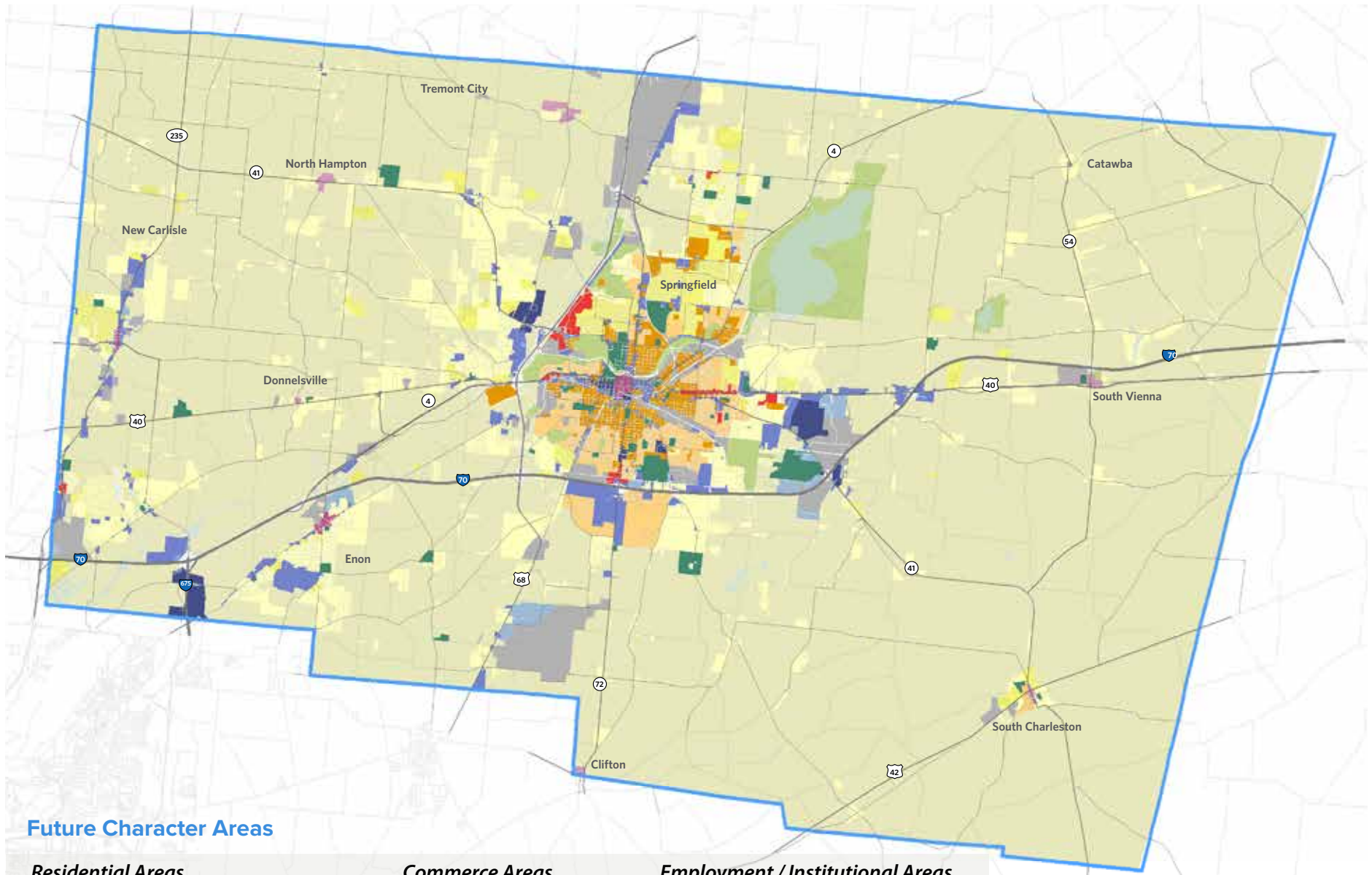
- It describes an overall intent for the area, which helps planners and other decision-makers to understand whether a particular development is in the spirit of the purpose of the area;
- It helps to provide clearer expectations about the physical characteristics of development in an easy-to-understand format which convey standards for new development that can be used to assess how successful they may be in contributing to the community;
- It provides an indication of key infrastructure (such as sidewalks, street lights, signage and landscaping) that would be beneficial or expected in a particular area; and
- It provides a strong foundation for communities looking to update their zoning regulations and is especially useful as a foundation for form-based zoning codes, which use physical form as its organizing principle.

## Implementing the land use vision

The Comprehensive Plan's Character and Land Use Plan depicts desired development patterns throughout the County. It reinforces existing patterns in some areas and supports changes to land use or development patterns in other areas.

The land use vision is implemented over time through many distinct public and private development decisions. It will help planners in various jurisdictions throughout the County to make decisions about where and how development should take place. It may also help representatives from various public agencies make key decisions about how they might dedicate resources and invest in infrastructure and the public realm. Finally, it provides property owners, residents, businesses and developers with a degree of predictability regarding where and how development might take place in the future.

The Character and Land Use Plan also helps to provide a basis for zoning regulations. Zoning is a legal tool that regulates land use including types of structures that may be built, how they are to be built, where they are to be built and how they may be used.



### Future Character Areas

#### Residential Areas

- Rural / Agricultural
- Suburban Living, Low Intensity
- Suburban Living, High Intensity
- Traditional Neighborhood, Low Intensity
- Traditional Neighborhood, High Intensity

#### Commerce Areas

- Village Center
- Downtown Core
- Commercial Center
- Mixed Use, Low Intensity
- Mixed Use, High Intensity

#### Employment / Institutional Areas

- Employment Center
- Park and Recreation
- Industrial
- Institutional Campus



## DOWNTOWN CORE

The historic, civic and cultural centers of urbanized areas. Buildings are located very close to one another and in some cases are adjoined. Street pattern is a grid with short blocks and frequent intersections. Streets accommodate moderate traffic at slow speeds and should include on-street parking and feature amenities for pedestrians such as wide sidewalks, street trees, and benches. New development is encouraged to fill in vacant sites such as underutilized parking areas.

### Intent

- › Infill vacant lots
- › Encourage vertical mixed-use development (residential or office above commercial)
- › Adapt and reuse existing buildings
- › Reduce/consolidate surface parking
- › Maintain and expand public realm features such as street trees, lighting, and wayfinding signs

### Primary Uses

- › Commercial/Retail
- › Institutional/Civic

### Secondary Uses

- › Office
- › Multi-family Residential
- › Parks and Open Space

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments in downtown Springfield that exhibit some of the desired qualities in downtown core character areas.

## MIXED USE, HIGH INTENSITY

Areas composed of a mix of commercial, retail multi-family housing and other uses. High-intensity, mixed-use is typically appropriate near downtown core and other centers of activity. May include larger floorplate buildings than in the downtown core and may support uses that serve the broader community and region. Future development should take a more traditional neighborhood form where different residential types and other community activities are connected in a walkable pattern.

### Intent

- › Maximize the use of existing land near Downtown
- › Support adaptive reuse of existing buildings where feasible
- › Improve pedestrian and bike facilities
- › Improve connections between Downtown and neighborhoods
- › Improve/provide public realm features such as sidewalks and landscaping
- › Reduce access-points into development for pedestrian and vehicular safety
- › Locate new buildings near street on at least one side and accommodate parking to the side or rear of buildings; cluster buildings to consolidate and share surface parking

### Primary Uses

- › Commercial/Retail
- › Institutional/Civic
- › Multifamily residential
- › Mixed-use

### Secondary Uses

- › Light industrial
- › Parks and Open Space

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing high-intensity mixed use development that may serve as models for the future in Clark County.

## MIXED-USE, LOW INTENSITY

Large-scale activity centers that may integrate places to work, shop, and live in a walkable pattern. These centers should emphasize employment uses with secondary residential and commercial. Large floorplate buildings support uses that serve the broader community and region. Where possible, multi-story mixed-use buildings are located close together and near the street.

### Intent

- › Provide connectivity to nearby uses (paths, streets)
- › Locate new buildings near street on at least one side and accommodate parking to the side or rear of buildings
- › Improve/provide public realm features such as signs, sidewalks, landscaping
- › Reduce access-points into development for pedestrian and vehicular safety
- › Reduce and consolidate surface parking

### Primary Uses

- › Commercial (small and large format)
- › Mixed-use
- › Office

### Secondary Uses

- › Institutional/Civic
- › Multi-family residential
- › Civic

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing low-intensity mixed-use development that may serve as models for the future in Clark County.

# COMMERCIAL CENTER

Commercial and retail development that is characterized by buildings set back from streets behind surface parking situated on or along major roadway corridors, serves a local or regional market, and may be anchored by a large commercial use or employer. The existing pattern should evolve to raise design quality, improve connectivity to surrounding neighborhoods; and become more walkable with shorter blocks, buildings near streets and shared parking.

## Intent

- › Provide connectivity to nearby uses (paths, streets)
- › Locate new buildings near street on at least one side and accommodate parking to the side or rear of buildings
- › Improve/provide public realm features such as signs, sidewalks, landscaping
- › Reduce access-points into development for pedestrian and vehicular safety
- › Reduce and consolidate surface parking

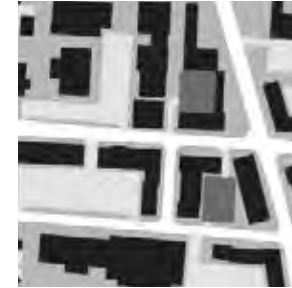
## Primary Uses

- › Commercial/Retail
- › Mixed-use
- › Office

## Secondary Uses

- › Institutional/Civic
- › Multi-family residential
- › Civic

## EXAMPLE PATTERN



## EXAMPLE CHARACTER



Existing developments showing commercial centers that may serve as models for the future in Clark County.

## TRADITIONAL NEIGHBORHOOD, HIGH INTENSITY

Primarily residential area featuring a mix of higher density housing types ranging from multi-family, townhomes, and small lot single-family detached. Traditional neighborhoods should have a street network of small blocks, a defined center and edges, and connections to surrounding development. These neighborhoods may include small-scale retail or office uses, and should be within walking distance to parks, community facilities and small-scale retail.

### Intent

- › Provide streetscape features such as sidewalks, street trees, and lighting
- › Allow neighborhood-scale commercial or mixed-use centers at key intersections within neighborhoods

### Primary Uses

- › Multifamily residential
- › Two-family residential
- › Attached residential (townhomes)
- › Single-family residential attached (townhomes) and detached (small-lot)

### Secondary Uses

- › Institutional/Civic (neighborhood scale)
- › Small scale office and retail

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing high-intensity traditional neighborhoods that may serve as models for the future in Clark County.

## TRADITIONAL NEIGHBORHOOD, LOW INTENSITY

Primarily residential area featuring a mix of housing types on small lots with a single family neighborhood appearance. Traditional neighborhoods should have a street network of small blocks, a defined center and edges, and connections to surrounding development. These neighborhoods can include appropriately scaled nodes of small-scale retail and/or office uses. Complimentary uses like parks and recreation and community facilities should be within walking distance.

### Intent

- › Provide streetscape features such as sidewalks, street trees, and lighting
- › Introduce neighborhood-scale commercial centers at key intersections

### Primary Uses

- › Single-family residential
- › Two-family residential
- › Attached residential (townhomes/condos)

### Secondary Uses

- › Multifamily residential
- › Small-scale Institutional/Civic (churches and schools)
- › Small scale office and retail

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing low-intensity traditional neighborhoods that may serve as models for the future in Clark County.

## SUBURBAN LIVING, HIGH INTENSITY

Multi-family or clustered single family homes on lots that are less than one acre in size. Most homes are arranged along wide, curvilinear streets with few intersections and will either front or back onto shared natural areas. Building and lot size may range in size and density but tend to be highly consistent within a development with limited connectivity between different residential types and non-residential uses.

### Intent

- › Provide better vehicular and pedestrian connectivity between developments
- › Improve architectural variety and site design for new developments
- › Improve streetscape features such as consistent sidewalks, lighting and street trees

### Primary Uses

- › Multifamily residential
- › Two-family residential
- › Attached residential (townhomes)

### Secondary Uses

- › Office
- › Single-family detached residential (small lot)
- › Institutional/Civic (neighborhood scale)

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing high-intensity suburban living that may serve as models for the future in Clark County.

## SUBURBAN LIVING, LOW INTENSITY

Single family homes arranged along wide, curvilinear streets with few intersections and will either front or back onto shared natural areas. Building and lot size may range in size and density but tend to be highly consistent within a development with limited connectivity between different residential types and non-residential uses.

### Intent

- › Provide better pedestrian and vehicular connectivity between residential developments
- › Improve streetscape features such as consistent sidewalks, lighting and street trees

### Primary Uses

- › Single-family detached residential

### Secondary Uses

- › Two-family residential
- › Institutional/Civic (neighborhood scale)

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing low-intensity suburban development that may serve as models for the future in Clark County.

## VILLAGE CENTER

Traditional activity centers with a mix of small-scale commercial, office and residential uses. These areas may also include institutional and public facilities. Commercial development should serve residents in surrounding neighborhoods and supply day-to-day goods and services. That existing pattern should evolve to become more walkable with shorter blocks, buildings closer to streets, shared parking, and connections between residential and commercial areas.

### Intent

- › Provide connectivity between commercial/retail and surrounding residential areas
- › Locate new buildings near street on at least one side and accommodate parking to the side or rear of buildings, or provide on-street parking
- › Improve/provide public realm features such as signs, sidewalks, landscaping
- › Encourage streetscape continuity with respect to scale and character

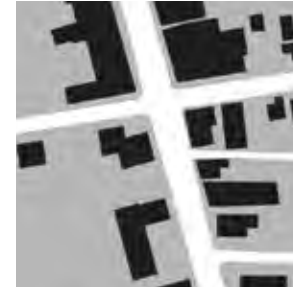
### Primary Uses

- › Vertical mixed-use (commercial first floor, office or residential above)
- › Office
- › Commercial/Retail
- › Multi-family residential
- › Single-family residential

### Secondary Uses

- › Civic
- › Institutional/Civic
- › Parks and open space

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing town centers that may serve as models for the future in Clark County.

## EMPLOYMENT CENTER

Employment-oriented uses characterized by light industrial-style development and office. Large footprint structures, offering flexible space to accommodate market demand for various users. Buildings are oriented to the street and can be adapted to support different uses such as light manufacturing, high-tech industries, and research and development. Plazas and pocket parks should serve as amenities for employees. "Green infrastructure" may be incorporated into site design.

### Intent

- › Promote opportunities for larger employers to locate and conduct business
- › Ensure adequate utilities and transportation to support activities
- › Encourage physical connections to adjacent areas

### Primary Uses

- › Light Industrial
- › Office
- › Commercial

### Secondary Uses

- › Civic
- › Institutional
- › Parks and open space
- › Retail - restaurants

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing flex employment type development that may serve as models for the future in Clark County.

# INDUSTRIAL

Area is characterized by industrial uses and related office, and generally has low connectivity to surrounding context. Buildings have access to multi-lane thoroughfares. Very large to large footprint buildings are supported by parking and loading areas. This includes airport uses.

## Intent

- › Encourage expansion of light industrial, logistics, assembly and research uses
- › Provide infrastructure, including utilities and roads, to support industrial activities

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## Primary Uses

- › Industrial
- › Light Industrial
- › Office

## Secondary Uses

- › Commercial

## EXAMPLE PATTERN



## EXAMPLE CHARACTER



Existing industrial development similar to what can be found in Clark County.

# INSTITUTIONAL CAMPUS

Academic, government and medical (hospital) campuses, including a range of building types that reflect their functional use. The core of the campus area may cluster buildings in a walkable pattern. At the edges of campus are related facilities and parking areas.

## Intent

- › Encourage better physical links between campus and other areas, including through multi modal transportation
- › Promote development along the edges of campuses that is compatible with adjacent land uses and character
- › Provide economic development opportunities through supporting commercial and retail

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## Primary Uses

- › Institutional/ Civic (academic, government, medical)

## Secondary Uses

- › Office
- › Commercial/Retail
- › Multi-family residential
- › Parks and open space

## EXAMPLE PATTERN



## EXAMPLE CHARACTER



Existing developments showing institutional campus that may serve as models for the future in Clark County.

## RURAL / AGRICULTURAL

Areas that are primarily in agricultural use and include single-family residential, agriculture-related buildings, and civic uses. They may also include specific small-scale retail uses. Buildings are generally set far back from the roadway on large lots (over one acre). These areas may not be served by municipal water and sewer utilities.

### Intent

- › Preserve existing agricultural land and limit development
- › Protect and enhance natural and scenic areas

### Primary Uses

- › Agricultural
- › Single-family residential

### Secondary Uses

- › Commercial/Retail (small scale)
- › Civic

### EXAMPLE PATTERN



### EXAMPLE CHARACTER



Existing developments showing rural / agricultural character similar to what exists in Clark County today.

“These are all interconnected goals; all are needed to promote the County.”

— Community Choices Workshop Participant



photo credit: Chamber of Greater Springfield

# 7

## GOALS, OBJECTIVES AND ACTIONS

This chapter includes the plan's goals, objectives and actions. The four goals present the highest-level ideas about the future of the County and provide overarching structure. Objectives are identified under each goal and actions under each objective.

### Goals

- > **Strengthening Physical Character.** Support the development of distinct and desirable places in which to live, work and play, and the conservation of land and the natural environment.
- > **Advancing Prosperity.** Foster a robust and resilient economy that promotes individual and community health, comfort and happiness through a range of employment options and a supportive climate for business and investment.
- > **Enhancing Quality of Life.** Provide choice and opportunity in places, programs and services that serve housing, education, health, cultural, recreational and other needs of the community.
- > **Improving Infrastructure.** Promote transportation and utilities that support development priorities and community well-being.

### Plan Structure

The plan includes four goals, which reflect themes from community input. Each goal is supported by several objectives that organize the plan's 78 actions.

### Goals

Intended results expressed in simple terms for the plan's four topic areas. These represent overarching desired results of the plan.

### Objectives

Subthemes within the goal that serve to organize actions.

### Actions

A project, policy, or program that can be implemented

# GOAL 1: STRENGTHENING PHYSICAL CHARACTER

Support the development of distinct and desirable places in which to live, work and play and the conservation of land and the natural environment.

## Objectives

1. Improve the physical appearance of the built environment throughout the County.
2. Conserve existing agricultural land and limit development in agricultural areas.
3. Revitalize downtown areas and existing communities.
4. Encourage walkable communities.
5. Preserve and enhance the natural environment.
6. Develop, maintain, and promote parks and recreational opportunities.

## Objective 1. Improve the physical appearance of the built environment throughout the County.

**Action 1.1.1 Create countywide blight abatement guidelines.** Targeted vacant structure demolition can serve to improve neighborhood safety and to promote stabilization. Countywide guidelines for demolition protocols would serve to ensure a strategic and coordinated approach to the removal of blighted properties. Such a program could include evaluation criteria for a structure's viability and protocols for efforts that should be made through the land bank authority to contact potential redevelopment entities about specific properties.

**1.1.2 Create a clearinghouse for vacant lots and blighted structures.** Community members do not often know where to go to find information on vacant and/or blighted properties in the County. This makes it challenging for residents seeking to ensure that properties are maintained and for potential buyers who might be able to redevelop the properties. Currently, separate databases are kept by different jurisdictions. A single clearinghouse of vacant or blighted properties that could be easily viewed by local government, nonprofit organizations, private developers and others would facilitate potential redevelopment that might assist to transform properties for viable long-term use.



### **Community Beautification Awards**

At the Community Beautification Committee's 52nd annual awards in October, 2017, Tricia and Mike Frazee's home at 602 East Home Road, Springfield, won the Home of the Year Award, and Clark State Community College won the Continuing Beautification Award for their continued year-long beautification efforts on all of their properties.

Photo credit: <http://myspringfieldpaper.com/cbc-awards/>

### **1.1.3 Create a plan to improve the appearance of interstate and other main corridors to create welcoming and attractive gateways into the community.**

Clark County is served by a number of key roadway corridors, including but not limited to I-70 which traverses the County. The aesthetic qualities of corridors shape initial impressions of the County for visitors who might be traveling as tourists, prospective businesses and residents. A program to improve the appearance of corridors—which might range from litter removal to more intensive physical alterations—would help to improve the overall experience of traveling to and through the County.

### **1.1.4 Recognize businesses and homeowners who enhance their properties.**

There are two programs that operate within Clark County that have played a strong role in incentivizing property improvements. The Community Beautification Committee recognizes property owners with awards for maintaining attractive properties and manages a range of beautification projects in Springfield. Keep Clark County Beautiful is a countywide effort that aids groups seeking to “adopt” roads or other areas in the County to remove litter and improve their physical conditions and also managers volunteer litter drives, graffiti removal and other efforts. These groups are very active and well-regarded. Beautification activities should be maintained and, where possible, expanded to parts of the County where they are less prevalent.

### **1.1.5 Develop a plan for street trees, landscaping, and durable street furniture in targeted public spaces in downtown Springfield.**

The vibrancy of Springfield's downtown will be supported through public spaces that are attractive and comfortable. Trees and street furniture (such as benches, lighting or bicycle racks) can play a major role in improving such spaces and drawing people to them. Potential high-impact locations for enhancement should be identified so that when public or private funding becomes available for improvements priorities are easy to discern. At the same time, County and local governments should convey clear requirements to private developers of new projects regarding trees and street furniture. Setting a specific target for number of trees or other amenities can also provide motivation for seeking funding for installation.

## Objective 2. Conserve existing agricultural land and limit development in agricultural areas.

**Action 1.2.1 Implement planning policies that encourage development in urbanized areas that are already supported by public utilities, or that are easily accessible to public utilities.** Clark County benefits from ample utility infrastructure in certain parts of the County, more than enough to support additional development. Other portions of the County are less well served. Focusing development activity on areas where infrastructure already exists would allow the County to capitalize on public investment that has already been made. The CONNECT Clark County Character and Land Use Plan (p. 42) has been developed in accordance with this action and should be followed in order to support it.

**1.2.2 Conduct an advocacy campaign for agricultural interests to be represented in government.** Local elected officials play a critical role in shaping policies that have the potential to impact agricultural land throughout the County. Elected officials in Clark County have a strong track record of responsiveness to agricultural interests. A targeted campaign should be pursued to talk with local elected officials about the recommendations in the CONNECT Clark County plan that relate to agricultural preservation. This could take the form of a summary brief on key issues that could be widely distributed, a one-on-one meeting with individuals, or presentations on recommendations to government bodies. Recommendations could also be presented to candidates for local office to encourage them to be integrated into political platforms.

**1.2.3 Review zoning regulations implemented more than ten years ago to assess success relative to protecting agricultural lands and revitalizing urban areas.** Zoning regulations throughout the County are a major determinant of which types of development and land uses are permitted in which locations. Many zoning regulations in the County have aimed to protect agricultural lands by restricting certain types of development in existing agricultural areas. An assessment of the impact of zoning regulations that are more than ten years old will help regulatory agencies to determine whether existing zoning has been successful in achieving this aim, and to determine whether additional changes should be made. This will also be instructive to future zoning efforts throughout the County focused on achieving the same results.

### Clark County Farmland Preservation and Agricultural Development Workgroup

The Farmland Preservation and Agricultural Development Workgroup (Previously known as the Farmland Preservation Workgroup) is a leader in promoting and protecting farmland preservation throughout the community and will have a primary role in implementing relevant actions in this plan. Initially appointed by the County Commissioners, the workgroup began holding regular meetings in the Fall of 2002, and has continued to meet quarterly ever since. Their mission includes:

- ▶ to oversee and coordinate the Connect Clark County goals to preserve farmland
- ▶ to serve as liaison among landowners, the farming community, and local, state and federal land preservation agencies as we implement the Farmland Preservation Plan
- ▶ to promote and attract agri-business development



### **Global Impact STEM Academy**

Global Impact STEM Academy is an early-college high school certified in Science, Technology, Engineering and Mathematics curriculum. The Academy has specialized in leading our students into specialized professional industries that affect our daily lives.



### **Tecumseh Land Trust**

"Protecting local farmland, water and natural areas forever."

The Tecumseh Land Trust is a citizen led nonprofit conservation organization that works to preserve agricultural land, natural areas, and water resources primarily in Clark and Greene counties. Tecumseh Land Trust works with landowners who volunteer to preserve their properties.

### **1.2.4 Encourage collaboration between educational institutions and agricultural organizations.**

A number of Clark County's high school and college programs focus on preparing students to enter into specialized industries, including agriculture-oriented fields. This includes the Global Impact STEM Academy, Springfield City Schools' bio-science program and the Clark State Precision Agriculture program. A formalized partnership between these programs and the Clark County Agricultural Society could focus on new ways to attract agricultural business and industry to the County.

### **1.2.5 Support the Tecumseh Land Trust Easement program through technical and advocacy assistance.**

The Tecumseh Land Trust (TLT) easement program has been very successful as a major tool through which natural and agricultural property has been preserved throughout the County. The program depends on the support from a number of key entities and ongoing collaboration is critical to the program. The Clark Soil and Water Conservation District (SWCD) works with the Tecumseh Land Trust in a variety of ways, including that all of TLT's funded easement applications are reviewed by SWCD. TLT also relies on SWCD if there is a resource concern on a preserved property (for example serious erosion or a change in the farm operation that is dramatic). The County planning department and auditor's office also work with TLT to make properties with easements easily identifiable to members of the public. This is critical to ensure that development activity does not violate any existing easements. County commissioners adopt resolutions to show their support for purchased easements. Continued support by these and other entities is essential to the program's continued success.

## **Objective 3. Revitalize downtown areas and existing communities.**

### **Action 1.3.1 Implement zoning that encourages development of vacant, underutilized properties, and brownfield sites.**

Zoning regulations can encourage the development of properties that are suffering from disinvestment, alleviating pressure on rural areas and helping to concentrate development in ways that supports economic activity and community amenities. This may include changes to minimum lot size, setback, height, parking or Floor to Area Ratio (FAR) requirements or restrictions to help make development in these locations more feasible. It may also involve ensuring that the zoning code is not so cumbersome that potential development entities have difficulty understanding it. Zoning should, when possible, especially support new development in strategic, visible locations in community cores.

- 1.3.2 Seek resources to address vacant, underutilized properties and conduct brownfield site remediation.** Financial incentives to promote development areas that have been identified in this plan's Character and Land Use Plan should be pursued. The types of incentives that may be considered should include tax increment financing (TIF), density bonuses, limited property tax abatements, among others. The state's brownfield remediation funds are managed by JobsOhio. Advocacy for funding should be coordinated across the state to secure funds and divert them to the locations where they are most needed. Historic rehabilitation tax credits are another tool that should be pursued for existing older buildings. This may require a two-step process of first listing buildings or districts on the National Register of Historic Places and then applying for credits.
- 1.3.3 Coordinate planning activities with groups/agencies in the mission to revitalize downtown Springfield.** Significant work has been underway for a number of years to revitalize Springfield's downtown. Greater Springfield Moving Forward was started by the Chamber of Greater Springfield in 2010 for this purpose. Continued coordination between planning activities of the County, City and Greater Springfield Moving Forward, as well as other organizations working to improve downtown, will ensure that planning and economic development activities complement and enhance each other.
- 1.3.4 Adopt mixed-use zoning districts.** Mixed-use zoning provides an opportunity to promote a range of compatible land uses within a specified area, fostering walkable communities, vibrancy and variety in the built environment. Zoning codes for urban and village locations should feature mixed use zoning districts that are consistent with the intent and character described in the Character and Land Use Plan descriptions.
- 1.3.5 Develop a comprehensive parking strategy for downtown Springfield.** The location, amount and type of parking desired in downtown Springfield should be studied with a goal of supporting existing and potential future businesses and residents while also encouraging a high-quality public realm. A comprehensive parking strategy should be developed for Springfield that considers a range of parking alternatives, explores funding options and prioritizes continued progress toward addressing parking needs. It should take recent parking studies into consideration.

**Tax Increment Financing (TIF):** is a public financial tool used by local governments to advance economic development by financing infrastructure improvements and occasionally, residential rehabilitation.

**Density Bonuses:** are incentives given to projects to promote infill on vacant or underutilized land and the number of affordable housing units. Developers provide public amenities in exchange for greater density level than regular zoning allows.

**Property Tax Abatements:** allows complete or partial exemption of property taxes on the improved value (new construction or renovation) of a specific property. Incentives are available to homeowners, business owners, and developers in order to promote investment and attract jobs.

**Brownfield Remediation Funds:** are funds used to plan, assess, and remediate brownfields allowing the community to improve and reclaim its lands for new development.

**Historic Rehabilitation Tax Credits:** leverage the private redevelopment of historic buildings. Owners and long-term lessees of historically designated buildings who take on a rehabilitation project are eligible.



### Walk Audits

Walk audits help individuals, groups and local leaders assess the walkability of sidewalks, streets, intersections, routes or other areas in their community. A guided walk is led by a facilitator to gain feedback about their experience. Surveyed results can examine a wide range of items such as intersections, sidewalks, driver behavior, public safety and more. Coverage area for a walk audit may be one busy intersection or an entire neighborhood.

Photos credit: AARP, New Partners for Smart Growth

**1.3.6 Coordinate forums for information sharing by local and national development community representatives.** The Chamber of Greater Springfield serves as a major convener of business and economic development interests throughout the County. The real estate development community is included among the Chamber’s members and participants in events. Continuing in this effort and exploring further opportunities to connect with both local and national real estate development community, will help to sustain development interest and cultivate a strong understanding of development potential in the County. Forums can take many forms, from informal networking, to topical presentations, to informational presentations about specific development opportunities.

**1.3.7 Cluster development near existing communities.** In addition to locating new development where utilities exist or are easily accessible (Action 1.2.1), planning policy should encourage clustered development near existing communities. This approach minimizes sprawl that contributes to car-dependency and encroaches on undeveloped land, including agricultural and natural areas. Clustering development is consistent with this plan’s Character and Land Use Plan. (Note: Promotion of clustered development should not be confused with the County’s former policy to create clustered lots.)

## Objective 4. Encourage walkable communities.

**Action 1.4.1 Require new developments to have a well-connected street and sidewalk network.** Through zoning or other project review, County planning agencies should require that certain types of new developments in urbanized areas, including residential subdivisions as well as commercial or mixed-use areas, utilize a street pattern of walkable blocks with minimal use of cul-de-sacs. These areas should have multiple connections to adjacent neighborhoods and wherever possible streets with sidewalks on both sides of the street. Bicycle routes, including dedicated lanes or shared lane markings (sharrows), should also be strongly encouraged.

**1.4.2 Conduct periodic “walking audits.”** Through the County’s Safe Routes to School program, a number of walking audits are underway in key locations in neighborhoods where there are existing schools. Additional priority areas should be identified where conditions might be improved for pedestrians and walking audits conducted to assess conditions. Locations should focus on urbanized areas and identify safety improvements to sidewalks, crosswalks and proper timing of traffic lights.

## Objective 5. Preserve and enhance the natural environment.

**Action 1.5.1 Conduct research into implications of designating the Mad River as a wild, scenic or recreational river.** Wild, scenic and recreational rivers in Ohio are classified based on qualities that are determined by the Ohio Department of Natural Resources (ODNR) that make them outstanding based on criteria that may include the stream's length, adjacent forest cover, biological characteristics, water quality, present use and natural conditions. The Mad River possesses qualities that may qualify it for one of the State's designations, which could bring benefits in terms of water quality, environmental conservation and use for recreation in the long term. The potential for designation, and the impact on infrastructure projects or other activities, should be studied to determine whether or not designation would be of net benefit with respect to the natural environment, desired land uses and other factors.

**1.5.2 Integrate Low Impact Development (LID) into local zoning codes.** Low Impact Development (LID) approaches to managing stormwater runoff integrate a site's natural features and emphasize conservation as ways to minimize adverse impacts on water quality. By mimicking natural processes, LID can complement hard infrastructure to reduce the overall volume and speed of water as well as the amount of pollution that is released into natural waterbodies. While LID strategies are gaining traction in Clark County, integration of LID into local zoning codes would broaden the use of these practices which can be a cost-effective, aesthetically desirable way to improve environmental conditions when new development occurs.

**1.5.3 Provide local incentives for green energy for businesses and homeowners.** Green energy includes sources of energy that are renewable, such as wind, solar and hydroelectric. Communities can benefit from increasing the share of green energy they utilize due to local environmental benefits including improved air quality due to fewer carbon dioxide emissions, fewer service disruptions and the creation of jobs, from research positions, technology developers, to installers. In addition to existing Federal and State incentives, local incentives could be introduced to encourage businesses and homeowners to implement green technology.



### Low Impact Development

Low impact development emphasizes conservation and the protection of on-site natural features while allowing development to occur. Five core principles include:

- ▶ conserve natural areas wherever possible
- ▶ minimize the development impact on hydrology
- ▶ maintain runoff rates and duration from the site
- ▶ scatter integrated management practices throughout your site
- ▶ implement pollution prevention, proper maintenance and public education programs

Photos credit: Horticulture Society of New Jersey, Cook Jenshel Photography

### **Clark County Park District and National Trail Parks and Recreation District**

With a mission to promote stewardship of natural resources within Clark County, the Clark County Park District acquires, preserves, and develops educational and revenue earning programs. This governmental agency cooperates with other organizations and agencies in Clark County to enhance the use and enjoyment of parks by the general public. The National Trail Parks and Recreation District which manages over 1,000 acres of parks and facilities and nearly 20 miles of multi-use trails. Staff for this Joint Recreation District between the City of Springfield and Clark County are dedicated to providing quality green spaces, facilities, services, and recreational activities for all residents of Clark County.

### **Clark County Multi-use Trail Plan**

The Clark County-Springfield Transportation Coordinating Committee (TCC) developed the Clark County Multi-use Trail Plan in 2016 to develop a strategy to maintain current trails, identify new projects and educate the public about the importance of trails and quality of the trail system.

## **Objective 6. Develop, maintain and promote parks and recreational opportunities.**

### **Action 1.6.1 Secure and stabilize funding for parks and recreation organizations.**

Clark County Park District and the National Trail Parks and Recreation District (NTPRD) have experienced challenges to maintaining budgets at a level that is essential to core elements of their work. Funding for the organizations is essential to their ability to support their missions and should be secured and stabilized in order to help advance key actions included in this plan as well other critical work that they do.

**1.6.2 Preserve existing parks and trails and enhance them through improved access, amenities and maintenance.** Clark County's existing park system is one of the community's most cherished assets. At the same time, a number of existing parks and trails are limited in terms of access and amenities and are in need of maintenance. Preservation and enhancement should be prioritized in correspondence with existing plans by parks agencies and organizations.

**1.6.3 Implement recommendations in the National Trail, Parks and Recreation Master Plan.** The National Trail, Parks and Recreation Master Plan was created in 2003. It includes a range of recommendations regarding long-term improvements and maintenance of trails and parks managed by the NTPRD. The recommendations each support the objective of maintaining and promoting parks and recreational opportunities and should be implemented.

**1.6.4 Conduct a study on opportunities for trail extensions.** While the existing trail system serves as a major recreational resource for many residents in Clark County, a number of opportunities exist to expand the trail system in accordance with the Clark County 2016 Multi-use Trail Plan. This plan includes "Planned Trails" that have been the subject of some planning effort already, such as the Three County Trail (or Mad River Trail), the Buck Creek Scenic Trail Connection into Snyder Park, the Tecumseh Trail Phase III extension project, and Young's Jersey Dairy spur off the Little Miami Scenic Trail. The plan also includes a number of "Vision Trails" that are not top priorities but may be pursued in the future.

**1.6.5 Provide more recreational opportunities in urbanized areas.** Pocket parks, public basketball courts and skateboard parks are amenities that community members have said they would like to see in Springfield and other urbanized areas in the County. Currently, such recreational amenities are very limited. These types of amenities should be pursued to benefit nearby residents and serve as a draw for others to these areas, helping to activate and enliven places that are currently devoid of activity.

**1.6.6 Provide low-cost recreational programs for youth.** As obesity rates continue to rise in the nation and the region, recreational activities for children are increasingly recognized as critical to public health. Such programs may also help to draw families with children to live in the County, contributing positively to quality of life. Many families in Clark County have limited financial resources and cannot afford expensive programs. While some low-cost recreational programs exist in the County, such as those offered through the National Trail Parks and Recreation District, additional programs would help to meet additional demand. Sports leagues, outdoor programs and group instruction could all be pursued.

**1.6.7 Connect seniors to parks and recreational opportunities through programs specifically designed for them.** In addition to youth, seniors are another segment of the population in Clark County that is vulnerable to health problems due to lack of activity and whose quality of life can be significantly improved through participation in recreation. Programs should be developed throughout the County to connect older residents to parks and trails, and to provide opportunities to recreate.

### Trails and Recreation Areas

With a variety of multi-use trails, passive and active park areas, Clark County offers many opportunities for recreation. Shown below are just a few examples.



Photos credit: National Trail Parks and Recreation District, Greater Springfield CVB / Rod Hatfield

## GOAL 2: ADVANCING PROSPERITY

Foster a robust and resilient economy that promotes individual and community health, comfort and happiness through a range of employment options and a supportive climate for business and investment.

### Objectives

1. Develop a labor force to be competitive in attracting and retaining business.
2. Improve the County's image to attract new business through marketing.
3. Recruit new businesses to the County.

### Objective 1. Develop a labor force to be competitive in attracting and retaining business.

**Action 2.1.1 Create a “Your Hometown” Program to keep young people in the County.** Many local high school graduates leave the area after high school or college and do not return. A “Your Hometown” program would seek to retain and attract high school and college graduates who are native to Clark County. The program would offer tuition reimbursement or matching grant programs in partnership with area businesses. The program would also offer networking among Clark County graduates to link them with local area jobs, housing, and business opportunities. Finally, the program would link with retail, arts, culture, recreation and entertainment organizations and initiatives to highlight the strong quality of life in Clark County.

**2.1.2 Initiate a Labor Force Recruitment Program.** Lack of adequate skilled labor is regularly identified in Clark County as one of the greatest challenges to attracting companies to the County and to advancing long-term economic prosperity. There are already several existing initiatives aimed at enhancing and developing the area's labor force to be competitive in attracting and retaining business. A labor force recruitment program would build off existing programs. Incentives offered might include providing housing or reimbursing tuition, creating partnerships with housing providers and downtown businesses, and packaging attractive apartment/housing and entertainment options.

## Objective 2. Improve the County's image to attract new business through marketing.

**Action 2.2.1 Develop a messaging campaign around the strategic location of Clark County in a growing region.** The Chamber of Greater Springfield and others have undertaken efforts over the past several years to develop coherent messaging in order to attract businesses and the workforce businesses need. Building off this important work, a countrywide effort should be developed to promote the County as the heart of a growing region with a consumer market of 2.3 million and a labor force of 1.9 million (up by 22,000 workers or 1.2% since 2010). The marketing campaign should also emphasize that Clark County is part of the I-70 Logistics Corridor and serves America's North-South Auto Corridor.

**2.2.2 Leverage tourism branding to support economic development.** The Greater Springfield Convention and Visitors Bureau is marketing the area based on its amenity value, a place to "Find Your Unwind." The community's strong asset value in Downtown, recreational amenities, architecture, and cultural heritage should be tied directly into economic development marketing efforts to focus on the County's small-town lifestyle, which is appealing to many people.

**2.2.3 Market the County's affordability.** Affordability is a factor that many have identified as an influence in choosing Clark County as a business location and contributes to its competitive advantage. There is affordable housing for workers, affordable (and significant available) business real estate, and low labor costs in comparison to much of the country. Marketing and recruitment efforts should emphasize this factor in promoting the County.



### Recent Branding Efforts

Visit Greater Springfield, the Greater Springfield Community Improvement Corporation and the Chamber of Greater Springfield have launched efforts focused branding the area. Visit Greater Springfield focuses on events, places to go, and things to do for residents and visitors while EXPAND Greater Springfield focuses on attracting businesses and investors.

## Objective 3. Recruit new businesses to the County.

**Action 2.3.1 Package key incentives for locating in Clark County.** To complement existing programs to encourage businesses to locate in Clark County, incentive packages could be offered that appeal to some of the specific strengths and opportunities in the County as identified through the target industry analysis and stakeholder inputs gathered as part of this planning process (See Appendix A). Packages may include the following:

- > **Efforts focused on existing affordable office/commercial space.** Packaging existing affordable office/commercial space provides an opportunity to diversify the business formats marketed for recruitment beyond just industrial space. Prime opportunities include the oversupply of space available for back office (administrative services, processing), artisanal maker space, and collaboration space (IT/web-based operations).
- > **Efforts focused on skills.** There is an opportunity for labor force “matchmaking” programs and collaborations to “package” skills for target industry markets.
- > **Efforts focused on downtown Springfield.** There is an opportunity to “package” quality of life (including Downtown) with tourism and business development incentives. Such packaging can include fiscal and financial incentives (property tax abatements, façade grants and loans), while encouraging mixed-use/entertainment and downtown housing development. Community Development Block Grant (CDBG) funds could be used for rehabilitation of housing in key corridors leading into Downtown. A focus on local heritage can also help not only in boosting tourism but also drawing attention to the community’s amenity value for business recruitment.

**2.3.2 Target key industries for location in Clark County through multifaceted campaigns.** Business recruitment strategies should focus on key target industries that have been identified for their potential as part of the economic analysis conducted for this planning process. Specifically, the following industries should be pursued: administrative services; arts, culture and recreation services; fabricated metal products; and agri-business, food processing and technology.

# GOAL 3: ENHANCING QUALITY OF LIFE

Provide choice and opportunity in places, programs and services that serve housing, education, health, cultural, recreational, and other needs of the community.

## Objectives

1. Provide more and a greater variety of cultural and entertainment opportunities for residents.
2. Celebrate and enhance the County's educational system.
3. Support a healthy and safe community.
4. Support a variety of housing types at a range of price points.
5. Foster a sense of community identity and pride.

## Objective 1. Provide more and a greater variety of cultural and entertainment opportunities for residents.

**Action 3.1.1 Create an entertainment district.** An entertainment district in downtown Springfield should be pursued that could help to provide entertainment options for residents of all ages and backgrounds. The district could include a variety of types of uses, including movie theaters or other entertainment venues. The district could be formally defined with special zoning that encourages these types of uses. It may or may not include an open container area. A key component of the success of such a district will be branding and marketing it.

### Sample of current festivals and events

Ranging from annual festivals drawing 90k people to local collector shows with 100, many events can be found in the area. Below are a few examples found in Clark County.

- › Springfield Antique Extravaganza
- › Summer Arts Festival
- › Clark County Fair
- › Hot Rods and Harley's
- › Wake on the Lake
- › Fair at New Boston
- › South Vienna Corn Festival
- › Culture Fest
- › South Charleston Heritage Days
- › The Heritage of Flight Festival & Parade
- › Enon Apple Butter Festival
- › Thanksgiving Day Fountain 5K
- › Holiday in the City

### 3.1.2 Explore public transit or ride sharing options to support arts, entertainment, and nightlife.

The existing public transit system operates only in downtown Springfield during daytime hours. It does not fully support transportation to and from existing or desired future entertainment opportunities. Creative approaches to providing public transit that specifically supports arts, entertainment and nightlife should be pursued, including both publicly and privately funded alternatives.

### 3.1.3 Promote cultural festivals and events.

Cultural festivals and events in the County are numerous and many are broadly promoted. Most festivals offer free or low-cost activities, contribute to community pride and sense of identity, and entertaining for all ages. However, certain segments of the population are less likely to know about these activities, and most have very limited exposure outside of the County. Enhanced promotion of existing cultural festivals and events would allow the County to better capitalize on their current success. In association with this, it may be valuable to consider extending the length of successful festivals or running them on a multi-season basis.

## Objective 2. Celebrate and enhance the County's educational system.

**Action 3.2.1 Initiate a countywide financial literacy program.** While financial literacy is part of the curriculum for high schoolers in Clark County, supplemental programming for youth and adults should be developed. Such programs can teach a range of skills from how to budget, to how to open a savings account, to how to secure a mortgage. They can also foster a sense of independence and confidence that can have lifelong impacts.

### 3.2.2 Work with existing organizations to educate youth about local history, including agricultural heritage.

The factors that may potentially help to reverse the trend of high school and college graduates leaving Clark County are varied and complex. Increasing knowledge about the County's rich history, including its agricultural heritage, may play a role in fostering feelings of connection to the County that could help to influence decisions to stay. Such programs should be developed and promoted to families and youth throughout the County.

**3.2.3 Develop a school pride initiative.** Ranking and rating systems do not always tell the full picture of what different schools and school systems have to offer. The criteria by which success is measured for these ranking and rating systems do not always align with the criteria that are most important to parents, but parents do not often have other information readily available by which to make judgements. Clark County should develop a School Pride Initiative that includes communication tools and strategies to counteract negative perceptions about the education system. This initiative should be developed through a consortium of academic administrators, teachers, parents, students, and others who have an intimate understanding of the strengths and advantages of the schools in Clark County. Other organizations with a stake and an interest in keeping existing residents in Clark County, and attracting new residents, should also be involved.

### **Objective 3. Support a healthy and safe community.**

**Action 3.3.1 Conduct awareness campaign for addiction recovery programs.** Clark County has a number of addiction recovery programs that serve residents struggling with substance abuse. Rising addiction rates, particularly relative to opioids, has been identified by many residents as one of the County's most critical issues. The County should enhance efforts to raise awareness about addiction recovery programs.

**3.3.2 Incorporate housing for recovering substance abusers into planning policy.** Certain government and social service agencies have been explicitly focused on providing housing for recovering substance abusers for decades. However, broader recognition and support for it by others, including planners, who are often in a position of needing to approve such development, will be critical to ensuring that more housing is constructed. Housing strategies for recovering substance abusers should be integrated into planning policy throughout the County. This should include covering the issue in a countywide housing study (Action 3.4.1).

**3.3.3 Develop countywide guidelines for aging in place.** As the proportion of the County over the age of 65 continues to grow, countywide guidelines for aging in place can help to ensure that the community is safe, comfortable, and appealing to seniors. The Mid-Ohio Regional Planning Commission (MORPC) has recently released an Age-Friendly Strategic Plan that is intended to serve as a model for other communities in Ohio and beyond. Using this as a starting point, a strategy for Clark County could be developed. The guidelines might help community members to identify changes that can be made to adapt their homes based on mobility issues and other needs. It might also address transportation, green spaces and recreational amenities, and other topics that impact quality of life for seniors. Many other resources are available from national organizations like the AARP and communities throughout the country. The guidelines would help current residents seeking to make improvements to their homes and would assist communities in determining where to direct public resources.

**3.3.4 Develop programs to help reduce vulnerability and alleviate loneliness for the elderly.** Isolation and loneliness can have greatly detrimental effects on the mental and physical well-being of seniors. Programs that identify isolated older adults and connect generations such as “babysitting” of children by seniors and music by children in senior centers should be developed. Programs might be incorporated into existing senior service centers or may target individuals who are not connected to existing centers and are less likely to use such services.

**3.3.5 Develop a countywide program to grow unique, food-related entrepreneurial ventures.** There is community interest in Clark County to develop a food culture that draws directly from the County’s agricultural heritage, including farmers’ markets and food trucks. Because of this, there may also be business opportunities for entrepreneurs seeking to provide healthier, locally sourced dining options. A program to support individuals with such aspirations might include technical or financial assistance to bring concepts to market. Specific support might be offered to assist entrepreneurs in acquiring temporary “pop up” space for a period, or access to a smaller space (food truck, window, etc.) to build their business before expanding to a larger, long-term space.

**3.3.6 Create a Healthy Food Access initiative.** Many community members have identified access to healthy food options as essential to overall community health. Clark County should develop an initiative focused on ensuring all residents have access to healthy food choices. This may include strategies like increasing community gardens, creating co-op kitchens, alleviating food deserts, promoting CSAs, encouraging mobile markets and developing food delivery services. This initiative may be best orchestrated by existing organizations that are already working on these issues, including community health centers or social service agencies.

## Objective 4. Support a variety of housing types at a range of price points.

**Action 3.4.1 Conduct a countywide housing study.** Many community members have identified a lack of housing attractive to or suitable for the segments of the population that the County seeks to attract, such as young professionals or business executives. However, there has been no systematic assessment of the existing housing stock and no market study of potential opportunities. A housing study should be conducted that would analyze the County's economic, demographic and housing conditions and offer recommendations for the future.

## Objective 5. Foster a sense of community identity and pride.

**Action 3.5.1 Coordinate branding for Clark County.** A number of important branding activities are already underway in the County. In addition to the Greater Springfield Convention and Visitors Bureau branding (Action 2.2.2), the Chamber of Greater Springfield has developed the award-winning "Expand Greater Springfield" brand and staff attend trade shows, conduct outreach, and produce materials and websites to promote the area. These efforts, as well as branding around the County's strategic location (Action 2.2.1), economic opportunity (Action 2.2.2) and affordability (Action 2.2.3) should also be deliberately coordinated. Finally, ecotourism and agritourism have been identified as potential branding opportunities in the County by community members. Regular, ongoing coordination between these efforts could help not just to draw visitors but to further attract and retain residents and workers, and to strengthen relationships with existing and potential businesses.



### Myers Market

The Myers Market Building, a key historic structure in Springfield that has been vacant for over a year, represents an important new opportunity to provide healthy food access and other benefits to the local area. Building off of the City of Springfield's focus on the downtown core and community interest in a year round farmer's market, a plan has been proposed to reestablish a market within the historic structure. The building will also contain commercial kitchen and co-op space to encourage food-related entrepreneurial activities. SpringForward purchased the building from the City of Springfield and community members hope the project will provide greater access to food, help to support local farming and be a resource for residents and businesses in Springfield.

**3.5.2 Provide agriculture programing in schools.** Agricultural programming within schools should be developed to foster the sense that it is a viable industry and that staying in the County is an option. This programming may be supported, financially and with respect to staffing, by outside individuals that are part of the agricultural community. The program will serve the dual purpose of helping to retain young people in the County and supporting the agricultural industry.

## GOAL 4: IMPROVING INFRASTRUCTURE

Promote transportation and utilities that support development priorities and community well-being.

### Objectives

1. Promote safe and efficient vehicular access and connectivity throughout the County.
2. Increase opportunities for walking and bicycling.
3. Capitalize on the County's potential to retain and expand freight transport.
4. Enhance public transit and mobility in urbanized areas.
5. Support growth in airport capacity and leverage the airport as an economic driver for the County.

### Objective 1. Promote safe and efficient vehicular access and connectivity throughout the County.

#### Action 4.1.1 Develop access management guidelines for use by local agencies.

While traffic congestion in Clark County is limited to relatively few corridors, certain locations in the County are challenged by this problem. Access management guidelines for cars can help to improve thru-traffic movement and enhance safety, especially on busy corridors. Guidelines may focus on the spacing between signalized intersections and driveways and creating turning lanes and medians among other interventions. Access management guidelines should be developed for the County as a whole so that they can be applied locally. This will promote consistency throughout the County and will alleviate the financial burden to jurisdictions of developing them on their own. Bechtle Avenue may

present a specific opportunity that could be addressed through such guidelines.

**4.1.2 Build road network connections and cross-access management that foster ease of access and community connectivity.**

Clark County has excellent roadway connectivity. As additional development takes place in the County, new road network connections should be considered, and cross-access management should be prioritized.

**4.1.3 Identify and preserve rights-of-way for future transportation infrastructure needs.**

While the current priority for transportation planners in Clark County is to maintain existing road infrastructure, planners should also preserve rights of way for transportation infrastructure. Taking this action will ensure that new development does not preclude the use of these right-of-ways for future transportation infrastructure.

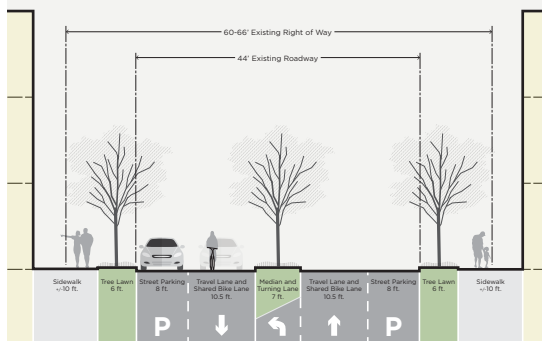
**4.1.4 Establish a committee for sharing information about opportunities to adopt alternative technology to enhance the transportation system (ITS, smart streets, autonomous vehicles, etc.).**

While Clark County has not to date adopted alternative technologies to support transportation, the advancement of technology promises to dramatically reshape mobility throughout the nation—and the world—in the decades to come. Clark County must prioritize its resources on fundamental road maintenance and improvements. However, the County should be well-positioned to take advantage of opportunities to enhance the system if opportunities should arise in the future. One way to achieve this is to ensure that local professionals who work in transportation or have a stake in this issue are educated about the technologies and their application. A committee for this purpose should be established that is integrated into existing groups, such as the Clark County Transportation Advisory Committee (TAC). Information may be shared virtually (such as on a dedicated web page or listserv) or may be centered on face-to-face interaction, such as through discussion panels and invited speakers.

## Complete Streets

Complete streets meet the needs of people in all forms of transportation; walking, cycling, driving, and taking transit. This means that complete streets may look completely different in a rural context versus an urban one, assuming the design follows the same core principle. Complete streets aim to create safer interactions for all users, despite age or abilities.

In some situations where road traffic is dominated by fast traveling vehicles, traffic calming measures can help to make an area more pedestrian friendly. Examples many include, curb bulbs, landscaped medians, on-street parking or narrowed travel lanes. An example of a complete street design is shown below.



Sources: Urban Street Design Guide, Smart Growth America

## Objective 2. Increase opportunities for walking and bicycling.

**Action 4.2.1 Create countywide plan to connect neighborhoods to multi-use trails.** While Clark County benefits from many miles of well-maintained multi-use trails, connections between the trails and existing communities are inconsistent. A countywide plan focused on making these connections should be developed. This plan could be developed in tandem with, or be a part of, Complete Streets Guidelines for the County (Action 4.2.3). It should build off the work conducted for the County's 2016 Multi-Use Trail Plan.

**4.2.2 Coordinate a marketing and/or educational campaign about trails and bicycling opportunities throughout the County.** Multi-use trails in Clark County are well known and used by certain segments of the County's population as well as some visitors to the County. A marketing and/or educational campaign to promote the trails to both residents and visitors would help to expand the number of people who are familiar with, and use, the trails.

**4.2.3 Develop "Complete Street" Guidelines for use by local governments.** Complete Streets policies require streets to be designed in such a way as to provide for safety and ease of use by people traveling not just by car but also by foot, bicycle or public transportation. These policies emphasize inclusion of sidewalks, crosswalks, bicycle lanes, bus shelters and other features. Complete Streets policies also beneficial to aging populations and to people with disabilities. While efforts such as the City of Springfield's Bicycle Plan have supported the implementation of measures that are compatible with the Complete Streets approach, Complete Streets guidelines have not been implemented for any community within Clark County. Countywide Complete Streets guidelines would support enhanced opportunities for walking and cycling by promoting key infrastructure.

#### **4.2.4 Improve streetscapes in urbanized areas, including gaps in sidewalks.**

Sidewalks in urbanized areas are an essential piece of infrastructure to allow for safe and comfortable places for people to walk. Clark County has a number of dense, urban neighborhoods where sidewalks do not exist or are in poor condition. Systematic identification of “missing gaps” in sidewalks should be conducted, needs should be prioritized, and improvements should be pursued as funding is available. Sidewalks should be designed of sufficient width and design to accommodate people of all ages and abilities. Sidewalks should include buffers to street traffic (such as adequate tree lawns, sidewalk widths and street trees).

#### **4.2.5 Implement traffic calming treatments on roadways to improve safety walkability.**

While most of Clark County's main roadways do not have significant traffic congestion problems, several do experience high traffic volumes during peak times. Traffic calming measures, such as making one-way streets into two-ways, widening sidewalks, providing on-street parking, creating bulb-outs and adding traffic circles where appropriate, should be implemented.

### **Objective 3. Capitalize on the County's potential to retain and expand freight transport.**

**Action 4.3.1 Develop a countywide freight strategy and plan.** A plan should be developed that will help Clark County to determine how to encourage and manage investments in infrastructure to support freight. The focus should be on the development of multimodal freight terminals, including assessing other intermodal hubs in the country and working with countywide partners.

**4.3.2 Market the County's strategic advantages.** Clark County's geographic location is a great benefit with respect to freight and logistics, due to access to I-70 and position in the “Tri-Metro” (Columbus, Cincinnati, and Dayton) area. A marketing campaign to promote these strategic advantages with respect to freight transport should be developed.

## Mobility Managers

A mobility manager is someone who works in a community with the express purpose of improving transportation service. While their responsibilities may vary, in general, they are tasked with addressing both efficiency and public satisfaction.

### SCAT Routes

Springfield City Area Transit (SCAT) serves Springfield's residents and visitors on weekdays from 6:40am - 5:40pm. SCAT offers 11 fixed routes covering over 110 miles with ADA paratransit services and Dial-A-Ride programs.



**4.3.3 Develop a maintenance strategy to address damage to roadways due to increased truck transport.** The transport of goods by truck brings significant economic benefit to Clark County. However, over time heavy trucks have a detrimental impact on the condition of roadways. A strategy to address this issue should be pursued, which may include regulatory, technological or other approaches. Strategies employed by other counties in Ohio (for local roads) and other states (for state roads) should be explored. Coordination between relevant agencies and with ODOT is essential.

## Objective 4. Enhance public transit and mobility in urbanized areas.

**Action 4.4.1 Identify alternative funding mechanisms for enhanced transit.** At times when budgets are tight, it can be challenging to gain public and political support for improvements to public transit. An effort in 2013-2014 to expand SCAT was unsuccessful due to failure to secure a local match to federal dollars. Innovative funding models should be explored for enhanced transit in the County including linking transit funding to Job and Family Services, exploring private funding, utilizing a mobility manager model, and providing on-demand transit services.

**4.4.2 Conduct a countywide transit study and plan.** Public transit in Clark County is extremely limited, including only service in Springfield operated by SCAT. The system includes 11 routes, a limited schedule and no evening or night-time service. A countywide transit study and plan would evaluate the existing system, identify opportunities for improvement, and consider potential innovative funding mechanisms that might make enhancements to the current system possible.

**4.4.3 Support opportunities for “homegrown” ridesharing businesses or organizations.** Ridesharing programs, while gaining in popularity and growing as businesses in mid-sized and larger metropolitan areas, are not commonly found in smaller cities, towns and rural areas. In some communities, however, smaller, local ridesharing companies and nonprofit organizations have emerged. Organizations focused on small business development, entities with an interest in alternative mobility options and local transportation planners should research models and determine if it might be possible to incentivize or otherwise support a “home-grown” ridesharing business or organization in Clark County and/or Springfield.

## Objective 5. Support growth in airport capacity and leverage the airport as an economic driver for the County.

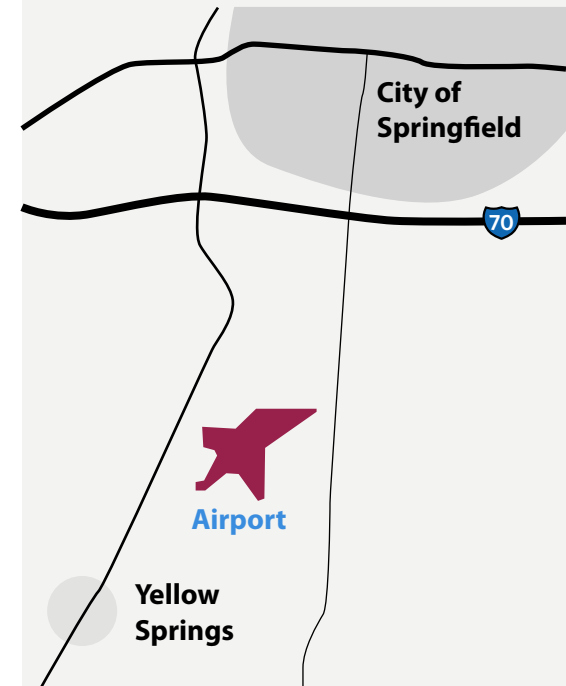
**Action 4.5.1 Advocate for retention of a 9,000 foot primary runway and 5,000 foot crosswind runway.** An Airport Master Plan has recently been completed for Springfield-Beckley Municipal Airport which emphasizes the need for the primary runway length to be maintained at 9,000 feet to accommodate existing jet users during non-standard weather conditions. The Master Plan also includes shortening the crosswind runway to no less than 5,000 feet to fix an FAA design standard deficiency. Maintaining this crosswind runway at 5,000 feet allows for smaller jets and piston aircraft to operate safely and efficiently during crosswind weather conditions. Entities within the County that are focused on planning and economic development should support the Master Plan's recommendation. Current runway lengths are essential to maintaining current operations and to ensuring long-term viability.

**4.5.2 Prevent incompatible land uses near the Springfield-Beckley Municipal Airport and Wright-Patterson Air Force Base.** In order to protect against land use conflicts in proximity to the Springfield-Beckley Municipal Airport and Wright-Patterson Air Force Base, the existing zoning overlay districts, which aim to prevent incompatible uses near the airport, should be enforced (see Springfield-Beckley Municipal Airport Zoning Resolution Revised March 30, 2004 and Wright-Patterson Air Force Base Airport Zoning Regulations July 1, 1997). The airports should also be protected from hazardous wildlife attractants being introduced within 10,000 feet for any runway and within 5-miles for any approach or departure airspace. (See FAA AC 150/5200-33B, Hazardous Wildlife Attractants on or near Airports.) Additionally, these airports should also be protected from noise sensitive uses being introduced to noise sensitive areas. While there is significant economic development opportunity in the area, the land uses and form of development must not compromise the Airport's or Air Force Base's operations.

**4.5.3 Continue airfield corporate development.** Airport development should be encouraged that is attractive to aviation businesses or that promotes economic growth for the region, including development of the Airpark.

### Springfield-Beckley Municipal Airport

Located five miles south of the City of Springfield, the airport sits in a rural setting between US-68 and SR-72. The roughly 1,500 acre property has two runways and sees over 65 flights per day on average. With good road connections to I-70, accessibility is high throughout the area and there is available land around the airport to support expansion.



Sources: Airport IQ Database

## Objective 6. Limit fiscal vulnerabilities and increase revenues for transportation infrastructure.

### **Action 4.6.1 Conduct countywide fiscal analysis of transportation system.**

Financial resources for transportation in Clark County and the City of Springfield have been extremely limited in the past decade. As funding is anticipated to remain a major challenge, a fiscal analysis of the transportation system should be conducted. This analysis will allow elected officials, transportation planners, and others to develop a strong sense of major needs, vulnerabilities, and potential actions that can be taken to address them. The analysis should assess the applicability of relevant model counties that have overcome fiscal challenges pertaining to transportation.

**4.6.2 Create a transportation funding and public transit task force.** A task force should be created that includes residents, major land owners, corporate representatives, elected officials and representatives, and government agency officials. The task force should be dedicated to assessing transportation funding and exploring alternative sources of funding and generating local transportation improvement revenue. The task force should also explore opportunities to expand the existing public transit system, including leading a countywide transit study plan. This task force may take the lead in identifying alternative funding mechanisms for enhanced transit as described in Action 4.4.1 and in conducting the fiscal assessment described in Action 4.6.1.

## Objective 7. Capitalize on development potential where existing water and sewer infrastructure is abundant and minimize system expansion.

**Action 4.7.1 Require development to adhere to the Character and Land Use Plan for areas outside Springfield that are receiving utility services.** In accordance with Action 1.2.1, development should adhere to the Character and Land Use Plan and be concentrated in areas where utilities exist or are easily accessible.

**4.7.2 Add redundancy in the water and sewer systems and connect “loose ends” to take advantage of existing infrastructure.** Redundancy is important to ensure that systems continue to function if there are failures and ensure minimum interruption. There are key locations in the County where there is existing infrastructure that could be used to support development if it were fully connected. Both redundancy and connecting “loose ends” will support a more robust utility system with fewer problems.

## Objective 8. Improve communication and coordination between governments for utility provisions.

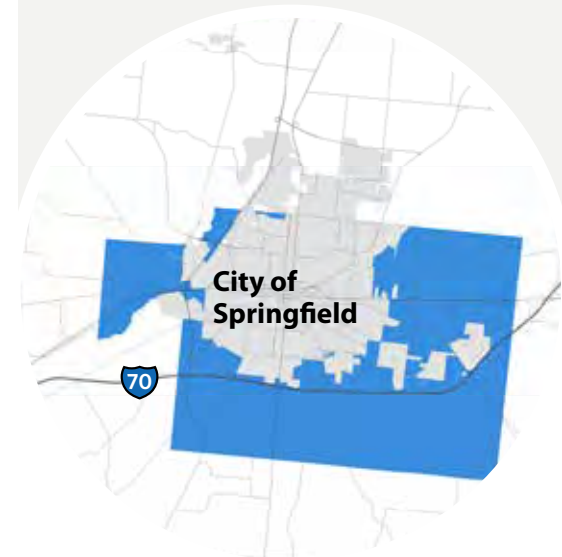
**Action 4.8.1 Coordinate utilities master plans.** Utilities master plans can have a significant benefit for utilities departments seeking to be strategic in making capital investments. Given the complex interrelationships between jurisdictions, coordinating plans would assist all agencies in understanding each other’s plans. At the same time, master plans should also be coordinated with the Character and Land Use Plan so that utilities planning can consider anticipated future development, and the plan should be made known and available to relevant utility providers.

**4.8.2 Conduct review of the Cooperative Economic Development Agreement (CEDA), and other outstanding district agreements, relative to impact on utilities planning.** In the 20 years since the CEDA was created, population growth has not occurred as was anticipated and the agreement has not fully supported intended utilities provision. In light of the passing of time, the agreement should be revisited to reassess the strategy for utilities provision in the CEDA area.

**4.8.3 Coordinate between government agencies to address failing sewage treatment systems.** Failing sewage systems in Clark County present a considerable threat to the environment and public health of residents. A coordinated effort to address this issue, which includes public utilities departments, public health agencies and others, needs to be undertaken to proactively address the growing problem.

### Cooperative Economic Development Agreement

Cooperative Economic Development Agreements in the State of Ohio permit municipalities and townships to enter into agreements governing development activities in designated areas. The Central CEDA in Clark County is shown below.



**4.8.4 Promote additional intergovernmental agreements in the unincorporated areas to provide systematic, logical sanitary sewer extensions from all service providers.** Costs and quality of service varies significantly throughout the County. While some agreements between utility departments have allowed for extensions that have benefitted certain communities, additional communities could benefit from such agreements if they could be made.

## Objective 9. Improve internet access countywide.

**Action 4.9.1 Conduct countywide assessment of the feasibility of establishing public outdoor wireless internet (wi-fi) access.** Many communities throughout Clark County would benefit greatly from free, public wi-fi access. Access to wi-fi in key public, outdoor spaces would allow residents and visitors to access goods and services in the County and is a convenience that would contribute positively to the overall quality of life in the County. It can also play a role in helping to bridge the “digital divide,” in the community by providing access to individuals who may not otherwise have access at home. An assessment of the feasibility of outdoor wireless access opportunities could include consideration of potential geographic locations that should be a priority, technical considerations and funding sources. An assessment may also take into consideration existing access and potential opportunities to improve access in key public spaces, such as community centers and libraries.

**4.9.2 Expand access to high speed internet.** Many parts of the County do not currently have access to high speed internet. Expanding access would better support a range of users, including individual households, educational institutions and businesses. The availability of high speed internet could also assist in attracting businesses considering locating in the County. Organizations like Connect Ohio, have been working to assist communities, particularly rural areas, in improving access. A comprehensive technology assessment, improvement plan and prioritization effort could be a first step in providing access for communities that are underserved in this respect. Innovative funding mechanisms and partnerships may then need to be sought to identify opportunities to implement the plan.

“Evidently they listened... everything I heard mentioned in one of these meetings actually showed up on one of these maps or in the list of goals or guidelines for growth.”

— Springfield News - Sunday, January 18, 2018



City of Springfield

# 8

## IMPLEMENTATION PLAN

The Comprehensive Plan is intended to be used daily as public and private decisions are made concerning development, redevelopment, capital improvements, economic incentives and other matters affecting Clark County. The following is a summary of how decisions and processes should align with the goals and actions of the plan.

### **Annual Work Programs and Budgets**

Individual departments, administrators, boards and commissions should be cognizant of the actions of the plan when preparing annual work programs and budgets.

### **Development Approvals**

Administrative and legislative approvals of development proposals, including rezoning and subdivision plats, may be pursued as a means of implementing the plan. Decisions by relevant planning entities should reference relevant Comprehensive Plan actions and the Character and Land Use Plan.

### **Capital Improvements**

Capital Improvement Plans (CIPs) in districts throughout the County should be consistent with the plan's actions. This includes decisions about the provision of utilities, as a key focus of this plan is to encourage development where utilities exist or are easily accessible.

### **Economic Incentives**

Economic incentives should be reviewed to ensure consistency with the actions of the plan.

### **Private Development Decisions**

Property owners and developers should consider the goals and strategies of the plan in their land planning and investment decisions. Public decision makers will be using the plan as a guide in their development deliberations such as zoning matters and infrastructure requests. Property owners and developers should be cognizant of and compliment the plan's actions.

### **Consistent Interpretation**

Planners and policymakers throughout the County should collaborate to ensure clear and consistent interpretation of major items in this plan.

# SUMMARY OF ACTIONS

The following table summarizes the plan's objectives and actions. The table is organized by the plan's four goals and indicates the reasonable time-frame for completion. The time-frames are defined by the following:

- > Ongoing: currently underway and should be sustained
- > Immediate: begin in 2018
- > Short-Term: within 2-5 years
- > Mid-Term: within 6-10 years
- > Long-Term: beyond 10 years

In addition, included are anticipated lead coordinators, supporting entities and indicators of success that can be used to measure and evaluate implementation of each action.

## GOAL 1. STRENGTHENING PHYSICAL CHARACTER

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
<b>Objective 1. Improve the physical appearance of the built environment throughout the county.</b>					
1.1.1	Create countywide blight abatement guidelines.	Mid-Term	Clark County Community and Economic Development	Clark County Planning Commission, County Land Bank	Creation of blight abatement guidelines.  Adoption of blight abatement guidelines by local jurisdictions.
1.1.2	Create a clearinghouse for vacant lots and blighted structures.	Mid-Term	County Land Bank	Clark County Community and Economic Development, City of Springfield Community Development, Code Enforcement Division	Creation of clearinghouse for vacant and blighted structures.  Secured sustainable funding and staffing for ongoing maintenance of clearinghouse.
1.1.3	Create a plan to improve the appearance of interstate and other main corridors to create welcoming and attractive gateways into the community.	Mid-Term	Greater Springfield Moving Forward Gateways and Corridors Committee	Convention and Visitors Bureau	Creation of a plan to improve appearance of corridors.  Increase in public perceptions of appearance of corridors over time as measured through periodic (e.g. every five years) surveys.

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
1.1.4	Recognize businesses and homeowners who enhance their properties.	Ongoing	Keep Clark County Beautiful, Community Beautification Committee	The Chamber of Greater Springfield, Neighborhood Associations	Sustain programming (at current levels) to recognize businesses and homeowners who enhance their properties.
1.1.5	Develop a plan for street trees, landscaping, and durable street furniture in targeted public spaces in downtown Springfield.	Mid-Term	City of Springfield, Forestry Division	City of Springfield Community Development and Planning and Zoning Divisions	Creation of a street tree, landscaping and durable furniture plan for public spaces in downtown Springfield.

**Objective 2. Conserve existing agricultural land and to limit development in agricultural areas.**

1.2.1	Implement planning policies that support development in urbanized areas that are already supported by public utilities, or that are easily accessible to public utilities.	Ongoing	Clark County Planning Commission	Clark County Community and Economic Development, Clark County Utilities, City of Springfield Utilities	Lead entity should establish measurable benchmarks regarding planning policies that support development in urbanized areas.
1.2.2	Conduct an advocacy campaign for agricultural interests to be represented in government.	Long-Term	Farmland Preservation Workgroup		Lead entity should establish measurable benchmarks for advocacy campaign.
1.2.3	Review zoning regulations implemented more than ten (10) years ago to assess their success relative to protecting agricultural lands and revitalizing urban areas.	Mid-Term	Farmland Preservation Workgroup	Clark County Community and Economic Development, City of Springfield Planning and Zoning Division	Complete a review and assessment of all county and local jurisdiction zoning regulations.
1.2.4	Encourage collaboration between educational institutions and agricultural organizations.	Mid-Term	Farmland Preservation Workgroup	City and County High Schools, Clark State Community College, Global Impact STEM School, Clark County Educational Service Center	Metrics and indicators of success to be determined by the Farmland Preservation Workgroup.
1.2.5	Support the Tecumseh Land Trust Easement program through technical and advocacy assistance.	Ongoing	Clark Soil and Water Conservation District, Clark County Planning Commission, Clark County Commission		Lead entity should establish measurable benchmarks for support for Tecumseh Land Trust Easement Program.

**Objective 3. Revitalize downtown areas and existing communities.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
1.3.1	Implement zoning that encourages development of vacant, underutilized properties, and brownfield sites.	Ongoing	Clark County Community and Economic Development, City of Springfield Community Development and Planning and Zoning Divisions	Community Improvement Corporation	Reduction in vacant, underutilized and/or brownfield sites.
1.3.2	Seek resources to address vacant, underutilized properties and conduct brownfield site remediation.	Short-Term	Clark County Community and Economic Development, City of Springfield Community Development and Planning and Zoning Divisions	Community Improvement Corporation	<p>Identification of brownfield site remediation priorities throughout the County.</p> <p>Lead entities should establish periodic (e.g. every five years) targets for brownfield site remediation by number of sites or acreage and monitor progress.</p>
1.3.3	Coordinate planning activities with groups/agencies in the mission to revitalize downtown Springfield.	Ongoing	Clark County Community and Economic Development, City of Springfield Planning and Zoning Division	SpringForward, The Chamber of Greater Springfield	Lead entity should establish measurable benchmarks for support for planning activity coordination.
1.3.4	Adopt mixed-use zoning districts.	Long-Term	Clark County Community and Economic Development, City of Springfield Community Development and Planning and Zoning Divisions		<p>Identification of desirable mixed-use zoning districts.</p> <p>Adoption of identified mixed-use zoning districts.</p>
1.3.5	Develop a comprehensive parking strategy for downtown Springfield.	Short-Term	City of Springfield (Economic, Engineering, Planning, and Zoning)	Downtown stakeholders, SpringForward, Community Improvement Corporation	Creation of a comprehensive parking strategy.
1.3.6	Coordinate forums for information sharing by local and national development community representatives.	Long-Term	The Chamber of Greater Springfield	Clark County Community and Economic Development, City of Springfield Economic Development	<p>Increase in number of forums for information sharing from national development community representatives.</p> <p>Increased attendance at forums.</p>
1.3.7	Cluster development near existing communities.	Short-Term	Clark County Planning Commission, City Planning Board	Other Planning Commissions, Clark County Community and Economic Development, City of Springfield Community Development and Planning and Zoning Divisions	Periodic review of recent development relative to the Future Land Use Plan, which encourages clustered development, and identifies consistency and discrepancies.

**Objective 4. Encourage walkable communities.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
1.4.1	Require new developments to have a well-connected street and sidewalk network.	Short-Term	Clark County Planning Commission, City Planning Board, Other Municipal Planning Boards	Clark County Community and Economic Development, City of Springfield Community Development and Planning and Zoning Divisions	Increase over time in percentage of roadways with sidewalks and bicycle lanes within developments.
1.4.2	Conduct periodic “walking audits”.	Ongoing	City of Springfield (Economic, Engineering, Community Development), Clark County Community and Economic Development, Clark County Engineer’s Office	Clark County-Springfield Transportation Coordinating Committee	Complete five audits every two years.

**Objective 5. Preserve and enhance the natural environment.**

1.5.1	Conduct research into implications of designating the Mad River as a State wild, scenic or recreational river.	Long-Term	National Trail Parks and Recreational District, Clark County Park District, B-W Greenways		Research study completed, which makes a specific recommendation regarding possible designation.
1.5.2	Integrate Low Impact Development (LID) into local zoning codes.	Long-Term	Clark County Community and Economic Development, City of Springfield Community Development and Planning and Zoning Divisions	Clark County Planning Commission, City Planning Board, Other Municipal Planning Boards	Lead entities should establish measurable benchmarks for LID that are consistent with desired stormwater management impacts.
1.5.3	Provide local incentives for green energy for businesses and homeowners.	Short-Term	Clark County Community and Economic Development, City of Springfield Economic Development		<p>Incentives studied and identified within two years.</p> <p>Implementation plan developed within three years.</p> <p>Plan implemented within five years.</p>

**Objective 6. Develop, maintain, and promote parks and recreational opportunities.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
1.6.1	Secure and stabilize funding for parks and recreation organizations.	Long-Term	National Trail Parks and Recreation District, Clark County Park District		Adoption and execution of funding strategy.
1.6.2	Preserve existing parks and trails and enhance them through improved access, amenities and maintenance.	Long-Term	National Trail Parks and Recreation District, Clark County Park District		Lead entities regularly establish goals and priorities and should establish measurable benchmarks for success.
1.6.3	Implement recommendations in the Master Plans for parks and recreation activities in Clark County.	Long-Term	National Trail Parks and Recreation District, Clark County Park District		Recommendations in Master Plans fully implemented.
1.6.4	Conduct a study on opportunities for trail extensions.	Long-Term	National Trail Parks and Recreation District, Clark County Park District	Clark County-Springfield Transportation Coordinating Committee	Trail extension study completed.
1.6.5	Provide more recreational opportunities in urbanized areas.	Long-Term	National Trail Parks and Recreation District, Clark County Park District	City of Springfield (Economic Community Development), Clark County Community and Economic Development	Lead entities should establish measurable benchmarks for provision of new recreational opportunities.
1.6.6	Provide low-cost recreational programs for youth.	Long-Term	National Trail Parks and Recreation District, Clark County Park District	City of Springfield and Clark County	Increased number and variety of low-cost recreational programs for youth.  Greater number of youth partaking in recreational opportunities as measured through surveys.
1.6.7	Connect seniors to parks and recreational opportunities through programs specifically designed for them.	Long-Term	United Senior Services	National Trail Parks and Recreation District, Clark County Park District	Greater number of seniors using parks and partaking in recreational opportunities as measured through surveys.

## GOAL 2. ADVANCING PROSPERITY

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
<b>Objective 1. Develop a labor force to be competitive in attracting and retaining business.</b>					
2.1.1	Create a “Your Hometown” Program to keep young people in the County.	Long-Term	Convention and Visitors Bureau, The Chamber of Greater Springfield	Springfield Foundation, Clark State Community College, Wittenberg University, City and County High Schools	“Your hometown” program created, funded and supported through staff and/or volunteers.
2.1.2	Initiate a Labor Force Recruitment Program.	Mid-Term	Convention and Visitors Bureau, The Chamber of Greater Springfield	All About Me, Clark County Internship Collaborative, Straight A Consortium/“Dome,” Clark County Manufacturing Collaborative, New Certification Programs (TAACCT), Opportunities for Individual Change	Labor Force Recruitment program created, funded and supported through staff and/or volunteers.
<b>Objective 2. Improve the County’s image to attract new business through marketing.</b>					
2.2.1	Develop a messaging campaign around the strategic location of Clark County in a growing region.	Long-Term	City and County Public Information Officers	Convention and Visitors Bureau, The Chamber of Greater Springfield, City of Springfield, Clark County	Messaging campaign launched.
2.2.2	Leverage tourism for economic development.	Long-Term	Convention and Visitors Bureau, The Chamber of Greater Springfield, City of Springfield, Clark County	City and County Public Information Officers	Strategy for integration of branding campaigns developed.  Individuals responsible for monitoring ongoing coordination identified and structure for continued collaboration developed.  Regular (e.g. quarterly) meetings between lead and supporting entities held to communicate regarding continued collaboration.
2.2.3	Market the county’s affordability.	Long-Term	Convention and Visitors Bureau, The Chamber of Greater Springfield	City and County Public Information Officers	Marketing campaign launched and supported through staff or volunteers.

**Objective 3. Recruit new businesses to the County.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
2.3.1	Package key incentives for locating in Clark County.	Long-Term	Community Improvement Corporation	The Chamber of Greater Springfield, City of Springfield Economic Development, Clark County Community and Economic Development	Marketing campaign launched and supported through staff or volunteers.
2.3.2	Target key industries for location in Clark County through multifaceted campaigns.	Long-Term	Community Improvement Corporation	The Chamber of Greater Springfield, City of Springfield Economic Development, Clark County Community and Economic Development	Marketing campaign launched. Increase in number of industries located in the County.

**GOAL 3. ENHANCING QUALITY OF LIFE**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
<b>Objective 1. Encourage more and a greater variety of cultural and entertainment opportunities for residents.</b>					
3.1.1	Create an entertainment district.	Mid-Term	City of Springfield	Chamber of Greater Springfield, Downtown Springfield stakeholders	Entertainment district created.
3.1.2	Explore public transit or ride sharing options to support arts, entertainment and nightlife.	Mid-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Economic Development	Study regarding ride sharing options conducted.
3.1.3	Promote cultural festivals and events.	Ongoing	Convention and Visitors Bureau, Individual Municipalities	The Chamber of Greater Springfield, City of Springfield, Clark County	Increase in attendance at cultural festivals and events.

**Objective 2. Celebrate and enhance the County’s educational system.**

3.2.1	Initiate a countywide financial literacy program.	Long-Term	Clark County Department of Job and Family Services		Creation of countywide financial literacy program. Sustainable funding and staffing and/or volunteer support secured for financial literacy program.
3.2.2	Work with existing organizations to educate youth about local history, including agricultural heritage.	Long-Term	Clark County Historical Society	OSU Extension	Number of youth participating in local history programs increased.
3.2.3	Develop a School Pride initiative.	Long-Term	Clark County Educational Service Center	City and County Schools	School Pride initiative launched.

**Objective 3. Support a healthy and safe community.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
3.3.1	Raise awareness about and secure funding for addiction recovery programs.	Ongoing	Mental Health Services for Clark and Madison Counties	United Way of Clark, Champaign and Madison Counties	Awareness increased regarding addiction recovery programs demonstrated through survey results.  Overall, countywide funding levels increased for addiction recovery programs.
3.3.2	Incorporate housing for recovering substance abusers into planning policy.	Ongoing	City of Springfield Community Development and Planning and Zoning Divisions, Clark County Community and Economic Development	Mental Health Services for Clark and Madison Counties	Adoption of a policy or strategy by lead entities regarding housing provision for substance abusers.
3.3.3	Develop countywide guidelines for aging in place.	Long-Term	United Senior Services	Clark County Planning Commission, City Planning Board, Other Planning Commissions, Area Agency on Aging	Adoption of countywide guidelines for aging in place.
3.3.4	Develop programs to help reduce vulnerability and alleviate loneliness for the elderly.	Long-Term	United Senior Services		Number of participants in programs to reduce vulnerability and alleviate loneliness increased.
3.3.5	Develop a countywide program to grow unique, food-related entrepreneurial ventures.	Mid-Term	Small Business Development Center	OSU Extension, Convention and Visitors Bureau, Farmland Preservation workgroup	Countywide program to grow food-related ventures established.
3.3.6	Create a healthy food access initiative.	Long-Term	Clark County Food Council	OSU Extension	Healthy food access initiative established.

**Objective 4. Support a variety of housing types at a range of price points.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
3.4.1	Conduct a countywide housing study.	Mid-Term	City of Springfield Economic Development, Clark County Community and Economic Development	The Chamber of Greater Springfield	Countywide housing study created.

**Objective 5. Foster a sense of community identity and pride.**

3.5.1	Coordinate branding for Clark County.	Mid-Term	City of Springfield and Clark County Public Information Officers	The Chamber of Greater Springfield, Community Improvement Corporation, City of Springfield Economic Development, Clark County Community and Economic Development	County branding created.
3.5.2	Develop a program to teach children and families about the County's history.	Ongoing	Clark County Historical Society		Program created to teach children and families about County history.
3.5.3	Provide agricultural programming in schools.	Ongoing	Farmland Preservation Workgroup, OSU Extension	City and County schools (all levels)	Lead entities should establish measurable benchmarks for measuring success of agricultural programming.

## GOAL 4. IMPROVING INFRASTRUCTURE

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
<b>Objective 1. Promote safe and efficient vehicular access and connectivity throughout the County.</b>					
4.1.1	Develop access management guidelines for use by local agencies.	Short-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Engineering Division, Clark County Engineer's Office	Creation of access management guidelines.
4.1.2	Build road network connections and cross-access management that foster ease of access and community connectivity.	Ongoing	City of Springfield Engineering Division, Clark County Engineer's Office		Key locations for road network connections identified and connections constructed.
4.1.3	Identify and preserve rights-of-way for future transportation infrastructure needs.	Short-Term	Clark County-Springfield Transportation Coordinating Committee, City of Springfield Engineering Division, Clark County Engineer's Office	City of Springfield Planning and Zoning Division, Clark County Community and Economic Development	Priority rights-of-way identified by lead and supporting entities and documented.  Actions taken to preserve priority rights-of-way through regulatory and other means.
4.1.4	Establish a committee for sharing information about opportunities to adopt alternative technology to enhance the transportation system (ITS, smart streets, autonomous vehicles, etc.).	Short-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Engineering Division, Clark County Engineer's Office, Clark County Community and Economic Development, City of Springfield Planning and Zoning Division	Committee established for sharing information.

**Objective 2. Increase opportunities for walking and bicycling.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
4.2.1	Create countywide plan to connect neighborhoods to multiuse trails.	Mid-Term	National Trail Parks and Recreation District, Clark County Park District	Clark County Community and Economic Development, City of Springfield Community Development and Planning and Zoning Divisions	Countywide plan developed.
4.2.2	Coordinate a marketing and educational campaign about trails and bicycling opportunities throughout the County.	Mid-Term	National Trail Parks and Recreation District, Clark County Park District	Convention and Visitors Bureau	Marketing and educational campaign launched.
4.2.3	Develop "Complete Street" Guidelines for use by local governments.	Mid-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Engineering Division, Clark County Engineer's Office	"Complete Street" guidelines developed and adopted by local governments.
4.2.4	Improve streetscapes in urbanized areas, including gaps in sidewalks.	Mid-Term	City of Springfield Engineering Division, Clark County Engineer's Office	Clark County-Springfield Transportation Coordinating Committee	<p>Opportunities to improve sidewalks studied and documented (mapped).</p> <p>Sidewalk improvements prioritized to allow for construction when funding becomes available.</p> <p>Reduction in sidewalk deterioration and gaps as measured over time (e.g. annually) compared to initial documentation.</p>
4.2.5	Implement traffic calming treatments on roadways to improve safety and walkability.	Immediate	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Engineering Division, Clark County Engineer's Office	<p>Priority locations for traffic calming measures identified and documented.</p> <p>Traffic calming measures implemented at priority locations.</p>

**Objective 3. Capitalize on the County's potential to retain and expand freight transport.**

4.3.1	Develop a countywide freight strategy and plan.	Mid-Term	Community Improvement Corporation	West Central Ohio Port Authority	Freight strategy and plan created.
4.3.3	Develop a maintenance strategy to address damage to roadways due to increased truck transport.	Mid-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Engineering Division, Clark County Engineer's Office	Maintenance strategy to address roadway damage due to truck transport created.

**Objective 4. Enhance public transit and mobility in urbanized areas.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
4.4.1	Identify alternative funding mechanisms for enhanced transit.	Ongoing	Clark County-Springfield Transportation Coordinating Committee		Study of funding mechanisms for enhances transit conducted.
4.4.2	Conduct a countywide transit study and plan.	Long-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield - Springfield City Area Transit	Countywide transit study and plan conducted.
4.4.3	Support opportunities for “homegrown” ridesharing businesses or organizations.	Long-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Economic Development Division, Clark County Community and Economic Development	Research report conducted on homegrown ridesharing businesses and organizations conducted.  Number of ridesharing businesses and number of people served increased

**Objective 5. Support growth in airport capacity and leverage the airport as an economic driver for the county.**

4.5.1	Advocate for retention of current runway lengths.	Ongoing	City of Springfield	The Chamber of Greater Springfield	Current runway lengths retained.
4.5.2	Enforce airport buffer zone.	Ongoing	Clark County Planning Commission	City of Springfield Economic Development	Airport buffer zone remains.
4.5.3	Continue airfield corporate development.	Ongoing	Clark County Community and Economic Development, City of Springfield Economic Development	Community Improvement Corporation	Number of aviation and related businesses increased.  Number of jobs increased.  Total revenue from businesses increased.

**Objective 6. Limit fiscal vulnerabilities and increase revenues for transportation infrastructure.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
4.6.1	Conduct countywide fiscal analysis of transportation system.	Mid-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Engineering Division, Clark County Engineer's Office	Fiscal analysis conducted that identifies specific opportunities and vulnerabilities of current system.
4.6.2	Create a transportation funding and public transit task force.	Short-Term	Clark County-Springfield Transportation Coordinating Committee	City of Springfield Engineering Division, Clark County Engineer's Office	Transportation funding task force created.  Task force meetings take place on a regular schedule.

**Objective 7. Capitalize on development potential where existing water and sewer infrastructure is abundant and minimize system expansion.**

4.7.1	Require development to adhere to the Character and Land Use Map for areas outside Springfield that are receiving utility services.	Immediate	Clark County Community and Economic Development, City of Springfield Economic Development	Clark County Planning Commission, City of Springfield Planning Board	Periodic review of recent development relative to the Future Land Use Plan, which encourages development in areas where utilities are provided.
4.7.2	Add redundancy in the water and sewer systems and connect "loose ends" to take advantage of existing infrastructure.	Short-Term	County Utilities Department, City of Springfield Utilities		Reduction in overall number of "loose ends" in utilities.

**Objective 8. Improve communication and coordination between governments for utility provisions.**

CODE	ACTION	TIMEFRAME	LEAD COORDINATOR	SUPPORTING ENTITIES	MEASURING SUCCESS
4.8.1	Coordinate utilities master plans.	Long-term	County Utilities Department, City of Springfield Utilities	Other Municipal utilities departments, City of Springfield, South Vienna	Lead entities should establish measurable benchmarks for utility master plan coordination.
4.8.2	Conduct review of Cooperative Economic Development Agreement (CEDA) and other outstanding district agreements, relative to impact on utilities planning.	Short-Term	City of Springfield Utilities, Clark County Utilities Department	Clark County Utilities Department	CEDA review conducted to assess impact relative to utilities planning.
4.8.3	Coordinate between government agencies to address failing sewage treatment systems.	Mid-Term	Clark County Utilities Department, Clark County Combined Health District	Municipal utilities departments	Lead entities should establish measurable benchmarks for addressing failing sewage treatment systems
4.8.4	Promote additional intergovernmental agreements in the unincorporated areas to provide systematic, logical sanitary sewer extensions from all service providers.	Mid-Term	Clark County Utilities Department, Clark County Combined Health District	Municipal utilities departments	Lead entities should establish measurable benchmarks for sanitary sewer extensions.

**Objective 9. Improve internet access countywide.**

4.9.1	Conduct countywide assessment of the feasibility of establishing public outdoor wireless internet (wi-fi) access.	Mid-Term	The Chamber of Greater Springfield, Community Improvement Corporation	Clark County, City of Springfield	Feasibility study completed.
4.9.2	Expand access to high speed internet.	Mid-Term	The Chamber of Greater Springfield, Community Improvement Corporation	Clark County, City of Springfield	Number of residents and businesses served by high speed internet increased.



“What I really want for this County is to have a good self-image.”

— CONNECT Clark County Steering Committee member

photo credit: Greater Springfield CVB / Rod Hatfield

# 9

## APPENDICES

The following appendices have been included to support the information and recommendations in the plan. All documents were generated by members of the consultant team as part of the CONNECT Clark County process.

- Appendix A: CONNECT Clark County Economic Baseline Analysis and Target Industry Assessment
- Appendix B: Transportation Analysis, Current Transportation Summary
- Appendix C: CONNECT Clark County Strategic Recommendations

