

A Comprehensive Land Use Plan
For
Preble County, Ohio

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INTRODUCTION

A REVISED COMPREHENSIVE PLAN FOR PREBLE COUNTY

The following Comprehensive Land Use Plan is an update to the previous County Plan adopted in 1990. This Plan was prepared by a Land Use Committee appointed by the County Commissioners, comprising representation from each of the County's townships and the City of Eaton. In addition, a representative from the County Planning Commission, Rural Zoning Commission and the Rural Zoning Appeals Board, as well as the County Commissioners, served on the Committee. Following review and approval by the Land Use Committee, the Plan was submitted to the County Planning Commission for review and recommendation to the Board of County Commissioners for final approval and adoption.

POLICY APPROACH

This Plan focuses primarily upon land use and transportation policies and is intended to guide action. In this regard, the Plan focuses on courses of action that should be taken, and is in the form of policy statements prepared to guide day-to-day decisions that affect the future character of the County. The policies expressed in the Plan are generally broad in nature. The scope of the policies incorporates a broad perspective in the interest of providing flexibility in addressing many different situations and circumstances. In the interest of time and expense, the Plan does not contain a large amount of statistical analysis, complex studies or a detailed land use plan, but is oriented toward policies guiding both conservation and development. These policies provide the general framework within which specific concerns can be identified, programs developed, and immediate actions selected.

Many related economic, environmental and social concerns must be addressed as they affect or are affected by physical development. The Plan can be achieved through three basic methods:

1. By voluntary compliance of private developers, landowners and residents.
2. By growth management tools such as zoning, subdivision regulations, performance standards and building permits.
3. By budget allocations of funds for the development of public programs, services and facilities in support of Plan recommendations.

SCOPE

The objectives and policies contained in the Plan are not intended to be complete statements of all the County's operational procedures, but rather are primarily related to the physical aspects of the County's development. The strategic areas that are addressed include the following: *A Growth Guidance Strategy, Agricultural Land Use, Environmental Protection, Residential Land Use, Commercial Land Use, Industrial Land Use, Open Space and Recreational Land Use and Transportation.*

DEFINITIONS AND TERMINOLOGY

For the purposes of the Plan, the following definitions and terminology apply:

Objective: An objective is a measurable achievement a community desires to accomplish in the future. By itself, an objective isn't very helpful in making day-to-day decisions, but instead provides a general direction for more refined statements to assist decision makers.

Policy: A policy is a course of action by which objectives are achieved. It provides guidance for the daily decisions made by County government and must, therefore, have the political commitment of the elected officials of the community.

WHY DO WE NEED A COMPREHENSIVE PLAN?

There are four significant reasons for the Plan:

1. The effects of most land uses (noise, traffic, visual impact) project beyond property boundaries. Sometimes the effects are good – pleasant rolling pastures or well kept residential neighborhoods. Sometimes the effects are bad – scattered non-farm residences stripped along County thoroughfares adversely affecting active farming operations, refuse blowing over from a commercial use, etc. Society often needs to prevent undesirable effects from destroying an adjacent neighbor's enjoyment of his or her property.

2. Public action is often needed to protect the environment and to coordinate projects such as roads, schools and other public facilities, as well as public utilities and services. To do this properly, it is necessary to know how and where the County will develop, and the Plan is the model for government and private action in this regard.
3. Governmental guidance of private land development promotes efficiency. In a commercial area, for example, businesses can share the use of parking lots, access drives and sidewalks. This results in enhanced property value, the maximization of governmental services, such as utilities and roads, and the facilitation of delivery of goods and services to the consumer.
4. The Plan serves to educate and inform the citizenry. The Plan describes how the County is planning future development, the issues involved, and the actions and strategies recommended to achieve the Plan. The Plan thus serves to communicate to the citizenry how the planning process works, the existing state of the County, and future development expectations.

WILL PREBLE COUNTY CONTINUE TO GROW?

During the last Census period (1980-1990), Preble County experienced one of the highest rates of population growth among counties within the Miami Valley Region. In this regard, Preble County grew by 4.9%, second only to the 5.4% growth rate of Greene County. Since 1990, it is estimated that Preble County's growth rate has nearly doubled, with population increasing by 1.0% a year. Continued population growth in Preble County appears inevitable, and must be considered a major factor in planning for overall County development. The following represent the forces stimulating growth, which are likely to continue into the foreseeable future:

1. Taxes are relatively high in the more urban areas of the Miami Valley Region compared with outlying areas such as Preble County.
2. Many residents in urban areas perceive a decline in the quality of public services while taxes have increased. Conversely, Preble County is making substantial improvements in public facilities and services while the tax rate has remained moderate.

3. There is a continuing desire for Preble County's rural lifestyle and small community characteristics.
4. Land use regulations in Preble County are comparatively uncomplicated and approvals may be obtained with minimum delay.
5. Infrastructure improvements required for development are not as extensive as those required in large urban areas.
6. The initial cost to develop land in Preble County is comparatively low in terms of land costs and needed improvements.
7. There exists an abundance of undeveloped land in desirable locations within Preble County.
8. Access to the urban/suburban job market is relatively good, particularly those accessible from I-70, U.S. 127, U.S. 35 and U.S. 40.

WHAT WILL CONTINUED GROWTH MEAN TO THE COUNTY?

There are many types of growth that can occur within the County: population, housing, economic, agriculture, governmental, etc. Much of the Plan which follows deals with the management of such growth, and its related aspects.

As population growth occurs, there will be increased requirements for schools, water and sewage systems, medical services, law enforcement, and fire and emergency medical services. The County's financial resources will need to expand to provide for some of these services. While public services must be provided as population growth occurs, the County revenues received directly from residential development will not be enough to compensate for the resulting costs. Other revenue sources must continually be found. As the County's population grows and other revenue sources are encouraged, two of the most vital assets of the County may be threatened by non-farm residential scatter or sprawl: its rural lifestyle and its agribusiness industry.

THE COST OF SPRAWL

Since the late 1950's, the problems resulting from sprawl or scattered non-farm development within rural areas have drawn national attention and concern. By this point in time, some of its detrimental effects may be generally known, but not all. The following comprises a composite of the many effects of non-farm development on the County as a whole.

Loss of Farmland

While millions of acres of farmland have been displaced on a national level by non-farm development, such as shopping malls and residential development, several times that amount of land located in the vicinity of such development has been adversely affected in terms of newcomers' complaints about the characteristics of active farming, as well as inflated land prices based upon development value assessment rather than farmland assessment.

Loss of Rural Character

Not only has farmland been lost, but also the scenic environment through the insensitive destruction of wooded areas, pastures and stream corridors by development, which is often designed to project its suburban character upon the rural area through scale and visual distraction, rather than being designed to blend with nature. Many people have been attracted to Preble County because of its rural character and lifestyle; however, development during the past twenty years has consumed or affected large portions of farmland and laced portions of the County's thoroughfares with strip development. As a result, many residents are concerned with the location and type of growth, rather than the growth itself.

Loss of Convenience

Retail and service facilities within locations which can only be reached through increased travel distance by auto are rapidly replacing closer facilities which were adjacent to residential neighborhoods. Sprawl moves houses, work places and shopping facilities farther apart, so most people will have to drive farther, burn more gasoline, create more air pollution, and waste more time in traffic.

Loss of Time

A particular aspect of the previous item is the increase in commuting time resulting from sprawl. As development moves farther and farther out, the cost of commuting increases in both time and expense. This same disproportional expense is reflected in school transportation, emergency medical service, law enforcement and fire protection.

Loss of Net Income

Probably the least publicized aspect of sprawl, yet affecting the largest portion of Preble County residents, is the disproportionate cost incurred by all tax payers. The following discusses this aspect in greater detail.

How Much Does Sprawl Cost?

Several studies conducted nationally have concluded that those capital costs attributable to sprawl development patterns add from 50% to 100% to the cost of providing services, as opposed to such service provision within more compact patterns of development. While development costs vary with lot size, distance to central facilities and the requirements of local codes and standards, all studies point toward a similar conclusion – sprawl is a significant burden on both developers and taxpayers.

Who Pays for Sprawl?

While "onsite" development costs, such as sidewalks and sewer laterals, are passed on to buyers by developers as part of the price of a home, sprawl related costs that are offsite, such as trunk sewers, water mains, schools, fire stations, treatment plant expansions and widening of roads, are another story. While some governments are now charging impact fees to developers for their developments' impact on such infrastructures, it is frequently the case that the full costs of offsite infrastructures go unpaid. It is economically and environmentally wasteful to abandon and under-use existing urban systems and build new infrastructure in rural areas. Sprawl, therefore, unfairly burdens taxpayers, municipalities and the County with such service costs.

FUTURE LAND USE PLAN AND POLICIES

Recommended land use patterns and supporting policies represent the major elements of the Plan, and comprise a general plan consisting of location patterns, and respective policies set forth in the interest of achieving and maintaining compatibility between urban development and rural activities and resources within the County.

The Plan is broken down into the following major functional elements:

Growth Guidance Strategy

The Growth Guidance Strategy comprises respective recommendations categorized as follows:

- Urban Transitional Area
- Agricultural Area
- The County Urban Center - The City of Eaton
- Developing Centers
- Free-Standing Growth Centers
- Rural Communities
- Agricultural Areas

Major Land Use Recommendations

Following the discussion and recommendations concerning the various functional areas within the County, as listed above, the Plan presents specific objectives and policies for each of six types of land use as follows:

- | | |
|--------------------------|--|
| Agricultural Land Use | Commercial Land Use |
| Environmental Protection | Industrial Land Use |
| Residential Land Use | Open Space and Outdoor Recreational Land Use |

The Transportation Plan

Lastly, the Plan includes a discussion, objectives and policies for several major aspects of transportation within the County.

THE PLAN IN GENERAL

Although the primary focus of the Plan concerns the unincorporated areas of the County within which the County has the planning responsibility, any land use plans for the incorporated areas within the County, where available, should be considered to ensure land use compatibility between adjoining incorporated and unincorporated areas.

The Plan has been structured to build upon the existing desirable characteristics of the County, and to provide a common and consistent guide for decision makers, developers and property owners involved in the land development process. It should be understood, however, that the Plan must remain flexible to accommodate unforeseen conditions which may materialize in the future. In this regard, the Plan should be reviewed periodically to reflect any significant changes in trends or conditions to maintain currentness.

ACHIEVING THE PLAN

To fully realize the benefits of the Plan, it must be implemented. No comprehensive land use plan, regardless of how well prepared, is self-fulfilling. Its recommendations must be undertaken and carried forward by the combined efforts of the public and private sectors. The public sector must take the lead in implementation through programming facilities, such as thoroughfares, sewer and water utilities and parks, in order to guide and serve development. The public implementation tools available to carry out the Plan, as outlined below, include zoning, subdivision regulations, capital improvement programming, building codes and citizen participation. The public sector must guide private sector investment through location and timing of public facilities. Moreover, to be effective the Plan must be kept current. It must provide for its own periodic review and update (approximately every five years), to assure that its guidance is both valid and effective.

Zoning

Zoning is probably the most widely used tool by government in the control of development. Zoning is defined as the legal regulation of the use of land and structures on the land in order to protect the general welfare, health and safety of the public. In Preble County, zoning is utilized by the City of Eaton and most of the villages. All townships are covered by County Zoning Regulations administered by the County, which is quite unique within Southwestern Ohio, if not the State as a whole.

The Plan represents the official County guide for future land development and should be used as a reference in administration of rezoning proposals within the unincorporated areas of the County. In this regard, numerous court decisions have recognized the relationship of zoning regulations to a comprehensive land use plan, stating that zoning regulations should be based upon a comprehensive land use plan designed to promote the general welfare, health and safety of the public. Therefore, since zoning is increasingly required to be based upon such a plan, this relationship becomes an important tool for plan implementation. To facilitate this relationship, the County's zoning map should be progressively adjusted so that zoning districts are properly related to the Plan. The text of the Preble County Rural Zoning Resolution should also be periodically reviewed and updated as needed, in order to recognize innovations in zoning practices and developmental design concepts.

Subdivision Regulations

Subdivision regulations represent another tool for Plan implementation. Subdivision regulations govern the process of dividing land into parcels, blocks and lots. The regulations provide specific standards for streets, the configuration of building lots, utility system design and construction standards. The Preble County Planning Commission has the authority to both recommend the adoption of such regulations, and to administer them, in order to govern the subdivision of land with the unincorporated areas of the County. Like zoning, effective subdivision control should be coordinated with the objectives, policies and land use pattern recommendations contained within the Plan.

The Capital Improvements Program (CIP)

The executive branch of County government is responsible for planning, programming and budgeting for the County's midrange needs. It does this through two interrelated programs. One is the annually updated Capital Improvements Program (CIP), which plans construction of all public buildings, roads and other facilities proposed by the County. The other is the Operating Budget, which annually funds County programs and coordinates them with capital expenditures.

Coordination of the CIP with the objectives and recommendations of the Plan is obviously a requirement for achievement of the Plan, since such improvements exert a profound effect upon the pattern and rate of development within the County. For example, new and improved thoroughfares open up areas for more extensive development by improving access. The Plan is a policy guide to review these proposed improvements in reference to the implications such improvements will have on the planned future development pattern. As the official statement of developmental policy, the Plan will assist in defining the issues and reaching well-informed decisions.

Building Code

The regulation of building construction through a building code is another tool used by government to protect public health and safety. The code includes not only building regulations, but plumbing, mechanical and electrical regulations as well. The City of Eaton and the Preble County Building Regulations Department are charged with the enforcement of their codes through permit issuance and inspection. Health codes, which control such things as private septic systems, are also used to protect public health and safety and the Department of Health is responsible for their enforcement.

Since the building code is related to zoning, which provides guidance in the location and height of buildings and building setbacks, it is reasonable and desirable that the enforcement of, and amendments, to the building code are done with reference to the policies set forth in the Plan. The building code and its enforcement should be based upon the basic planning policies and recommendations of the Plan.

Citizen Participation

It is essential that the residents of Preble County understand the planning issues confronting the community and the benefits to be derived from implementation of the Plan. Although most of the new development can be controlled and directed through the same legal means previously outlined, much of the control of development actually must rely on private citizens and can be made more effective through group efforts. Programs of civic involvement which serve to tie together the individual efforts of the private sector and the Plan should be actively promoted. Periodic progress reports should be made and public forums conducted to air and discuss the work of the County Planning Commission in this regard.

GROWTH GUIDANCE STRATEGY

THE CONCEPT OF URBAN TRANSITIONAL AND AGRICULTURAL AREAS

The establishment of Urban Transitional and Agricultural Areas represents a key element in the delineation of the Plan. During the past thirty years, this concept has been generally supported in County Planning and has provided a common perspective for many of the County's developmental reviews.

Urban Transitional Area

Definition: An area generally located between incorporated urban areas and the Agricultural Area wherein urban services can be reasonably extended to serve the urban expansion needs of townships and municipalities.

Purpose: The purpose of this area is to accommodate urban expansion needs within the foreseeable future. Residential development within the Urban Transitional Areas can be accommodated at a density compatible with the effective and economical provision of central utilities that can be provided at the time of development or within the near future.

Agricultural Area

Definition: An area of the County wherein agriculture and agribusiness-supporting services prevail.

Purpose: This area is established to (1) protect active farming enterprises from incompatible non-farm development whose effects would be detrimental to the continued future of the farming industry; and (2) protect land best suited for agricultural use, as well as natural resources in general, from the detrimental effects that often result from the encroachment of scattered urban-type uses.

WHAT IS THE URBAN TRANSITIONAL AREA?

The Urban Transitional Area is a series of demarcation lines, as shown on the Preble County Thoroughfare and Land Use Plan Map, which distinguish the projected land use expansion areas from the rural use areas. Although the largest pattern of Urban Transitional Area comprises the City of Eaton area, other municipalities such as Camden, Eldorado, Gratis, Lewisburg, New Paris, Verona, West Alexandria and West Manchester have their own delineated Urban Transitional Areas as well. Most significantly, the Urban Transitional Areas denote the areas beyond which the County should discourage more intensive urban land development.

RATIONALE FOR THE URBAN TRANSITIONAL AREA CONCEPT

The policy to define areas as appropriate for either urban or rural land use was based upon local and extensive national research indicating that over the long run, investment in County facilities and services can be substantially reduced by limiting the spread of urban development. The studies also indicated that considerable savings in facilities and service costs could be realized at the local community level through such development guidance practices. The information indicated that there could be significant advantages to the County as a whole, as well as all its governmental units, in working for a more contiguous development pattern designed to control urban sprawl.

Simply stated, the larger the geographic area which must be served by utilities, road systems, law enforcement and fire protection, the more costly those services become; moreover, such increased service costs must often be borne by the taxpayer. Secondly, unguided urban expansion has a detrimental effect upon active farming enterprises and causes a reduction of prime agricultural land. Not only does conflict result from the location of residences within the agribusiness areas with its associated dust, odors and noise, but such development also results in tax assessments placed upon the farmer for urban services which he does not need. Lastly, the pattern of urban sprawl and scatter often results in compromising the rural, scenic quality of the area that was the original incentive for location for many of the initial residents.

Therefore, this concept of land use patterns is refined and strengthened in the formulation of this updated Plan, as explained in the following material. The Agricultural Areas located beyond the Urban Transitional Areas will be generally restricted to agriculture and related services, with non-farm residential development rigorously restricted in number and location.

PLAN RECOMMENDATIONS FOR EACH OF THE FIVE FUNCTIONAL AREAS WITHIN THE COUNTY

THE COUNTY URBAN CENTER - THE CITY OF EATON

The City of Eaton represents the County's urban center, both in size and location. It contains a developed core area, along with substantial facilities for government, retail goods and services, and financial, medical and business services. The City of Eaton has the most intensive levels of capital investment in the County, including an extensive development support system both below ground and on the surface. This system includes sewers, water lines, electricity, gas, telecommunications, streets and alleys. Eaton has a relatively high level of accessibility, as it is served by three U.S. highways and two State highways.

The City of Eaton also contains a diverse mix of buildings which are capable of accommodating many different kinds of uses. This mixture and diversity of physical facilities and public and private organizations tend to foster face-to-face meetings and personal interactions. These tangible attributes of the City of Eaton as the County's urban center are not likely to be reproduced elsewhere in the County in the same form and composition. The City of Eaton represents the historic focal point for development; it is the place where much of the County's history was and is still being made. People from outside the area, as well as local residents, often judge the desirability of the County by the appearance and integrity of its central city.

Issues

Despite reasonable optimism for the continued growth and development of the City of Eaton, observation of recent development patterns gives rise to several issues which should be addressed in future planning and development proposal review:

- Continued location of major commercial development within the City's periphery will detract from continued retail activity within the City's core area.
- Strip commercial development has and will continue to result in added congestion upon the area's major thoroughfares.

- Expansion of industrial and commercial areas has resulted in encroachment upon adjacent residential neighborhoods in terms of traffic, lighting and noise.

Suggested Policies

1. The County should support the maintenance of the City of Eaton as the County's urban center with a full complement of retail, service, industrial, cultural, entertainment and housing facilities.
2. The County should provide County services and locate unique facilities within the City. Services and facilities requiring a central location, high accessibility, high service levels and a high density are most appropriate for location within the City.
3. Environmental quality and appearance within the City should be maintained.
4. The County, through its investment and referral decisions, will seek to balance the needs of the City of Eaton with traditional development investment philosophy that emphasizes new construction and expansion of urbanization within the peripheral areas of the City.
5. The existing investment in thoroughfares within the City of Eaton should be maintained. High quality thoroughfare accessibility to the City and its major commercial and employment area is essential to the continued growth of this area and should be supported.
6. Transportation system management techniques should be given increased attention to maintain the carrying capacity of existing transportation facilities.
7. A Process should be developed for intergovernmental review and evaluation of the impact of new or expanded large scale developments which affect both the City and the County.
8. The County should cooperate with and assist the City of Eaton in the formulation of a definitive land use plan that reflects both County and City objectives and policies.

9. The objectives and policies in the Plan should be used as a reference in reviewing utility extensions and public works projects.

10. The County should support City of Eaton improvement programs that bring vitality to the City, such as
 - Encouraging innovative architecture and well-designed street furnishings;
 - Encouraging cultural and entertainment facilities and events;
 - Promoting the development of new and rehabilitated residential facilities within the City's core area;
 - Promoting the reuse of existing vacant structures; and
 - Encouraging the location of small office and specialty shops within the City of Eaton's downtown area.

11. The County should examine all governmental funding and subsidy proposals to assure that they are not assisting in the movement of businesses from the City's central area.

THE COUNTY'S DEVELOPING AREAS – Areas Adjacent to Camden, Eaton, Lewisburg, New Paris and West Alexandria

The developing areas are those areas in the County that are located next to urban areas and are in the path of urban growth. These areas should be provided with urban facilities and services, since a large portion of the County's urban growth within the foreseeable future should occur in these areas. These developing areas offer people the opportunity to live in a single family home in a wide variety of natural settings and within a substantial range of prices. Similarly, such areas provide considerable latitude in the development of a wide range of industrial and commercial facilities.

The greatest asset of these developing areas is their large supply of undeveloped land that is now, or will in the foreseeable future, be provided with urban facilities and services needed to support urban development. This provides the County and respective municipalities with the unique opportunity to "do it right the first time" with respect to planning and development. They do not have to contend with large areas that were badly designed and developed in the past or with a stock of deteriorating buildings. New concepts and innovative methods of urban development can be carried on in these developing areas with fewer detriments than exist within the urban areas that are already developed.

The County views these developing areas as the place to achieve urban expansion that combines the best of the past with virtually unlimited innovation and imagination about the future. Once the initial urban pattern is set, it is time consuming and costly to change it, so the best possible job must be done the first time around and the developing areas are the places which offer that opportunity.

Issues

In conjunction with such development opportunity, there are several issues which must be addressed in future growth guidance:

- Recent development, particularly larger scale projects, has exerted a considerable burden upon adjacent thoroughfares and necessary utility systems, in terms of size and extensions.

- Larger scale developments and their potential expansion also represent a potential threat to adjacent residential neighborhoods and agriculture.
- Larger scale consumer retail and service facilities located on the peripheries of urban areas detract from the market available to such established facilities within the County's urban center and larger villages.
- Within the Camden, Gratis, Lewisburg, New Paris and West Alexandria areas, significant residential developments have been constructed in locations which are difficult and costly to serve with utilities and general urban services.
- In some of these areas, large lots compound the cost of service and are not large enough to preclude pollution problems if onsite systems fail. The threat of pollution will grow if considerable expansion with similar onsite facilities occurs within these areas.

Suggested Policies

1. Urban expansion in the developing areas should be planned, staged and generally contiguous to existing development. The County will cooperate in providing investment in pertinent systems and facilities at the time, place and of the capacity needed to support planned and staged growth, as guided by the following:
 - County thoroughfare improvements will be provided to serve projected development. Such County thoroughfare improvements will require a local commitment to develop supporting roads and to undertake other transportation system management techniques to preserve the efficiency of the central urban system; and
 - Utility service areas in the developing areas should be sized according to the demand for land needed to accommodate forecasted development. Sewer service areas should contain a five-year capacity of supply over demand to permit the operation of the market and to avoid increasing land prices. The jurisdiction responsible for utility extensions should seek to eliminate volume capacity constraints that will limit local development.

2. Municipalities should indicate their commitment to providing compatible services and facilities within County areas by scheduling such projects and programs in their capital improvement programs.
3. The County should encourage the use of the neighborhood unit in suburban residential development proposals, and local parks, schools, a variety of housing types and lot sizes should be an integrated part of each neighborhood unit.

FREESTANDING GROWTH CENTERS – Camden, Gratis, Lewisburg, New Paris and West Alexandria

Freestanding growth centers represent the larger village areas located within the County. Some have accumulated suburban development in recent years, as discussed within the previous section. Some also include relatively large areas of open land yet to be developed. Freestanding growth centers provide an alternative to large-city living and are communities that have the services and capacities to accommodate an urban population.

Freestanding growth centers are somewhat similar to cities in that they provide a range of services and are generally able to accommodate a relatively full range of land uses. The distinction, however, is that freestanding growth centers are physically separated from the larger urban areas by undeveloped land and are of a smaller scale than the County's urban center. These areas are also more than just residential communities, as many have an employment base within the community.

All freestanding growth centers have sanitary sewers, as well as other services and characteristics that enable them to serve an urban population. Services available include water, schools and higher levels of law enforcement and fire protection. In addition, all such communities provide at least full convenience retail services and have a number of employment opportunities available for their residents. Because they do possess such capacity and offer an alternative to the growth which might otherwise occur in areas that are not serviced, the County supports investment in these communities.

Issues

Freestanding growth centers reflect, on a reduced scale, many of the characteristics of the County's urban center. They have a central business area or "downtown," an older developed area, a developing fringe and a surrounding rural area. Consequently, many of the issues and problems that the City of Eaton faces, freestanding growth centers encounter as well. Some of these issues and problems are:

- The need for rehabilitation and revitalization of older core areas.
- Ill-advised development of the fringe.

- Lack of control over development with on-site waste disposal systems in the adjacent rural areas.
- Declining employment opportunities.
- Lack of authority to do advanced planning for facilities and services associated with urban expansion in the surrounding rural areas.
- Outdated or nonexistent community plans and development regulations.
- General financial constraints upon needed upgrading of sewer treatment facilities.

Suggested Policies

1. The Urban Transitional Areas around freestanding growth centers should be sized in a manner similar to that used to define the Urban Transitional Area around the City of Eaton and other developing areas. The Urban Transitional Areas around the freestanding growth centers should be those areas which can presently be served, or be served within the next five years, with central services such as sewer and water. Enough land should be identified to accommodate the forecasted population growth with a reasonable surplus to provide a choice of location.
2. Freestanding growth centers should plan to accommodate population growth through expanded employment opportunities. Industrial parks and revitalized central business areas are two options which should be considered.
3. In providing system investments for freestanding growth centers, the County will design its thoroughfares to provide sufficient capacity for the freestanding growth centers, but not at a level that would allow the surrounding rural areas to be developed at urban densities. Intersection spacing in the rural areas should be done at wider rural standards. Access to the thoroughfares from abutting property should be limited where practicable in order to preserve the traffic carrying capacity of the thoroughfares.

4. A process for intergovernmental review and evaluation of the impacts of new or expanded large scale developments, such as major subdivisions, that will affect both the freestanding growth centers and the adjacent rural areas should be developed. Such intergovernmental cooperation should include the school board of the school district which will be affected by the development.

5. The County should provide planning information and assistance to aid the freestanding growth centers in developmental guidance.

RURAL COMMUNITIES – College Corner, Eldorado, Fairhaven, Morning Sun, New Westville, Verona, West Elkton and West Manchester

Rural communities have historically served as retail service centers and transportation centers for the surrounding rural areas. Technological advances in agriculture and transportation, as well as urban expansion, have changed the rural communities' traditional service role to residential clusters and small commercial facilities with little relationship to local agriculture or surrounding rural development. Rural locations have been attractive in the past decade and some, although not all rural communities, have experienced an upsurge in primarily residential development. While such development has slowed, many rural communities are still experiencing residential development at modest levels.

The services available within rural communities vary. Some have central sanitary sewers while others depend upon on-site waste disposal systems. Some rural communities have central water systems. Some provide several consumer retail stores, while others have only one or two. While some rural communities have small manufacturing or service businesses, others are almost exclusively residential.

The County views the rural communities as locations where those not engaged in agriculture can live in a rural area under conditions least detrimental to the continued pursuit of farming. Those rural communities that provide the facilities and services needed by small clusters of development offer a valid alternative to living in larger, more complex urban areas.

Issues

Similar to the diverse characteristics of the rural communities themselves, the issues affecting these communities vary in type and intensity. The following represents the most significant and typical issues:

- While there are several services that are important in adequately serving additional rural community development, sewage disposal is probably the most critical. Urban density development with onsite waste disposal in rural areas poses the risks of failure of systems at higher densities, contamination of groundwater and the expense of new onsite or central sewer system installation.

- Several rural communities have really "lost their reason for being" and have fallen into decline, both physically and economically. Such communities can no longer provide convenient services for their residents, a significant portion of whom are elderly.

Suggested Policies

1. Rural communities should accommodate additional development consistent with their ability to finance and administer such services as sewer, water, roads and storm water drainage.
2. The Urban Transitional Areas around some of the rural communities should be those areas which can presently be served, or be served within the next five years, with central services such as sewer and water. The County should not encourage urban residential development in those areas around rural communities that do not have a central sanitary sewer system or water system.
3. Rural communities with treatment plants that do not meet water quality standards should be upgraded. The County will support applications for state and federal funds for upgrading such plants and will support rural communities that wish to construct a treatment plant to protect water quality, provided that the proposed action is in accord with an approved land use plan.

AGRICULTURAL AREAS

The agricultural areas are those areas of the County that are characterized by prime agricultural soil groupings or farming enterprises. Large, active farms often typify the predominant land use with these areas. Although every township within the County contains some areas of prime agricultural soils, the following townships contain the largest areas of such soils: Dixon, Gasper, Harrison, Jackson, Lanier, Monroe and Washington. In these productive, commercial agricultural areas, farm operators should be able to be confident that their investments in farming facilities will be secure for a long-term period and free from land use conflicts which may threaten their investments. The land in these areas is not needed for urban use now, and will not be needed to support urbanization at any time in the foreseeable future.

Issues

As previously discussed in the Plan's introduction, a significant amount of prime agricultural land has been lost or threatened by encroaching urban development that can already be found in scattered and strip development patterns in many parts of the County. The adverse effect of the actual amount of land lost to active farming activities can be multiplied many times over, however, since such urban use is incompatible with active farming enterprises and often results in an economic burden upon the farmer for services he neither wants nor needs. Furthermore, land prices are often raised beyond a practical acquisition level for farming when influenced by urban development prices.

Suggested Policies

1. The County will not initiate or support development projects that are contrary to the continuation of agriculture and preservation of prime agricultural soils within the agricultural areas of the County.
2. The County will continue to formulate, reward and encourage the adoption of land use control provisions and strategies which serve to protect agricultural areas from incompatible land uses and urban service assessments.

RECOMMENDATIONS FOR EACH OF THE SIX MAJOR LAND USES WITHIN THE COUNTY

AGRICULTURAL LAND USE

Preble County has historically been characterized as an agricultural area, which the Plan recognizes and hopes to preserve. However, since the advent of the automobile and relatively inexpensive gasoline in this country, people have located far out in the suburban fringe. This trend has been supported by federal government policies, such as freeway construction into rural areas and the provision of low interest (FMHA) loans encouraging single-family dwellings. This outward migration has extended to Preble County during the last few decades, and has created priorities for jobs, housing and related services for existing and potential County residents.

Yet the fact remains that agriculture remains the dominant use of the greatest majority of land in Preble County. Therefore, preservation of the farming industry should be a major priority for the County. Preservation of farmland as a valuable resource is based upon the following considerations:

- It preserves a way of life and its unique cherished values;
- It provides fresh, high quality food at a reasonable cost at locations close to the consumer;
- It contributes to a stable economy by providing job opportunities, income and a market for the resources of production;
- It contributes to the nation's balance of payments by providing food and fiber for export;
- It provides reserve food production capacity to meet the future needs of the world;
- It provides wood products from woodlands;
- It maintains the quality and beauty of the environment through the cleansing effect of the supplying of oxygen by growing plants and the filtering effects of plants and soil on the water supply;
- It maintains farm-associated wildlife habitats and provides for private outdoor recreational areas for camping, fishing and hunting;
- It provides areas for recycling of solid and liquid agricultural wastes;
- It protects mineral resources from being preempted;

- It provides productive, privately maintained agricultural open space with all its accompanying environmental benefits, including rural aesthetics and enhanced air and water quality; and
- It protects the hydrological integrity of watersheds through the control of storm water runoff and sediment drainage, protects aquifer recharge areas and provides buffers for water supply and other natural areas.

Issues

Problems of Farming as an Industry

Preble County farmers share the same problems as most farmers in rural areas who are experiencing encroaching urban development. In addition, they face the nationwide problems of the entire farming industry. These problems include:

- The low rates of return to farmers relative to alternative use of the land.
- Inheritance taxes forcing conversion of the land to other uses.
- A lack of understanding by the general public of farming operations of what it takes to farm.
- The loss of legislative power due to the dwindling numbers of people in farming.
- The great American dream to own a home in the country, supported by local, state and federal government policies, and a lack of leadership or effective programs to rejuvenate the cities and their existing facilities, such as larger city school systems, contributes to urban expansion in rural areas.
- Absentee and speculative ownership of agricultural lands.
- The varying and sometimes conflicting objectives of farmers. For example, farmers often want to preserve the land which they are currently farming, but eventually they want to sell that land to the highest bidder for whatever use.

- The expense of farm labor, both skilled and unskilled, going into agricultural business for themselves or other businesses or governmental work.
- The need for better marketing arrangements for direct sale of produce to consumers.
- Inadequate stewardship of the soil.
- The need to maintain at least a minimum number of farming operations in the community to insure that businesses which serve farms remain profitable.
- The low return for agricultural products compared to the total investment. This discourages prospective farmers who must finance the operation.

Impact of Non-Farm Development on Farmland

The direct impact of non-farm development on County farmland is obvious. Good farmland is easy to develop since it is well drained, receptive to the use of septic tanks and already cleared for house sites. Therefore, as the County has grown during the past thirty years, large portions of good farmland have been converted to residential development. Growth pressures have also had an impact on farms not in the immediate path of development. In areas experiencing substantial residential growth, the market value of land often far exceeds the farm value of the land. Such has been the case in some areas of Preble County and has created the following difficulties in farming:

- Inheritance taxes levied on farms forcing heirs to sell.
- Young farmers not being able to afford land.
- Farmland often being purchased primarily for speculation, rather than for farming, by those who can afford it.
- Some farmers beginning to believe that farming has no future and that they should not make long-range investments in their farms.

- The revenues realized by the farmer from farm produce not keeping pace with inflation.
- The presence of new subdivisions adjacent to farms sometimes creates difficulties between the farmers and the residents. For example, new residents unaccustomed to normal farming practices such as manure and lime spreading and the noise and hours associated with farming, often complain and attempt to curb such operations. Farmers also experience vandalism, theft and destruction of crops.

Agricultural Land Use Objectives

1. To encourage the preservation of agricultural land use areas and active farms and protect them from the detrimental effects of non-farm development.
2. To formulate and implement specific programs and strategies which are designed to respond to the unique development issues and needs associated with the agribusiness community.
3. To recognize agricultural land as a beneficial use in and of itself, rather than as a temporary use which merely holds the land until such time as development is proposed.
4. To promote soil conservation practices and best management practices in order to preserve topsoil, prevent excessive siltation and pollution of streams and aquifers, and to reduce, to a practical degree, the adverse effects of farming operations beyond the boundaries of farms.

Agricultural Land Use Policies

1. The County will encourage non-farm development to locate in Urban Transitional Areas, as designated on the Preble County Thoroughfare and Land Use Plan Map.
2. The County zoning authorities will require all applicants for non-farm development to address, where pertinent, the proposal's impact on the agricultural productivity of the subject area. This includes addressing such issues as the proposed

development's effects upon field drainage, the effects upon adjacent farms of converting the farmland to a non-agricultural use, and the effects of increased traffic upon local roads.

3. Where agricultural land is being considered for future urban land use expansion within the Urban Transitional Areas through future amendment to the Plan, the least productive agricultural land will be considered first. Decisions upon proposed expansions will be based upon such factors as evidence of the necessity of such amendments, developmental trends, suitability of the subject areas for farmland, desirable land use patterns, and proximity to active farming operations.
4. The County will discourage any development which conflicts with agricultural productivity. For example, strip residential development which results in extensive development along the road frontage will particularly be discouraged.
5. The County will revise its Rural Zoning Resolution and Subdivision Regulations, as necessary, in the interest of farmland protection. The County should actively seek to protect farmland through the use of upgraded and expanded zoning and subdivision regulations that are more sensitive to the effects of non-farm development on the farming community. To accomplish this, the County should consider a point system for evaluating rezoning proposals within Agricultural Areas. A point system could include, but not be limited to, the following:
 - Relationship to the Plan's Urban Transitional Areas;
 - Availability of public sewer and water;
 - Suitability for onsite waste disposal and availability of water;
 - Prime and non-prime agricultural soil groupings;
 - Proximity to other non-farm residences and the number of other such residences;
 - Current use of the property;
 - Proximity to active farming enterprises; and
 - Adjacency to thoroughfares.

6. The County will encourage the scheduling or staging of utility services prior to, or at the time of, development within areas designated as Urban Transitional Areas. In this regard, the County Planning Commission will explore the feasibility of requiring documentation or guarantees that central utilities sufficient to serve the expected development within a reasonable time frame be made available prior to approving any expansion of Urban Transitional Areas. Such guaranties should also include the installation of "dry lines" to insure connection to central utility extensions when available.
7. The County will assist interested parties in the identification and implementation of programs and strategies for the protection of the agribusiness industry, such as farmland trusts, the purchase of developmental rights and cluster development.
8. The County will support state enabling legislation that facilitates stronger incentives and regulations for the preservation of agricultural land and active farming enterprises.
9. The County will encourage the rigorous use of environmental assessments concerning the effect of federal and state projects upon agricultural land.

ENVIRONMENTAL PROTECTION

Generally speaking, increased urban development results in an increasing threat to the natural environment. Each land use change has effects on the environment which are often unanticipated and which may produce undesirable results. Natural resources are both limited and interdependent. The misuse, degradation or destruction of any resource alters the usefulness and availability of the others.

The attractiveness of the Preble County landscape is one of the area's strongest assets. From wooded areas and picturesque stream valleys to its rolling fields, the County contains a wide range of representative Ohio land forms and natural resources. It is this attractiveness that has helped fuel the urban development within the County in the last few decades. As a result of this increased development, Preble County residents now face the problems of erosion, sedimentation, reduced water quality and loss of both woodland and productive agricultural land.

Approach

This section of the Plan is designed to provide guidance on how the County's physical resources can be used wisely to satisfy current needs, while at the same time maintaining a high level of environmental quality. This will ensure that the needs of future generations can also be met. In the preparation of plans for environmental protection, the County supports a strategy that incorporates both pollution control and resource protection.

Pollution Control

Pollution control as reflected in the Plan is not limited to waste treatment facilities or technology such as emission control devices. Land design and management is recognized as one of the most effective and important approaches to preventing and controlling pollution. Appropriate location and siting of development and of waste treatment and disposal facilities, vegetation management, erosion control, and utilization of natural drainage systems and buffer areas are programs which can be quite effective in protecting the County's environment if they are used consistently and in concert with resource protection programs.

Resource Protection

Resource protection recognizes that land and natural resources perform critical environmental functions, such as groundwater recharge and discharge, water quality improvement, erosion control, storage of flood waters, wildlife habitat and scenic beauty. Lands in urban and developing areas are particularly vulnerable to damage or destruction. It is important that these critical and vulnerable lands and resources are recognized and their environmental functions protected.

The resource protection strategy reflected in this Plan recognizes the interrelationship of adjacent landscape types and the importance of protecting valuable ecological units and linkages. The Plan's approach to resource protection is based primarily on a system of continuous open space corridors which recognizes that many of the lands and resources most in need of protection are associated with the Twin Creek and Seven Mile stream corridors. The corridor approach also emphasizes the importance of continuity of environmental options and the protection of the land-water edges. Additional discussion of this corridor concept is contained in the *Open Space and Outdoor Recreational Land Use* section of the Plan.

Environmental Objectives

1. To recognize that the natural environment is an integrated system of interacting land, water and air resources, and to protect the health and stability of this resource system.
2. To regard land as a finite and irreplaceable resource, and to ensure that the use of it does not impair its value for future generations.
3. To provide a safe, healthful and visually pleasing environment in order to enhance the quality of life for all Preble County residents.

Environmental Policies

1. The County should protect flood plain and wetland areas throughout the County and emphasize their value as focal points of natural beauty and recreation.
2. The County should work to preserve the role of wetlands and woodlands as essential components of the hydro logic system and as valuable wildlife habitat. The County should also work to restore or improve degraded wetland and woodland resources where possible.
3. The interrelationship of adjacent land types must be recognized to avoid dividing natural units or breaking important linkages.
4. The County should develop and promote a countywide system of open space corridors as a basic structure and framework for resource protection and open space planning.
5. It is expected that some utilities, such as sanitary and storm sewers, must logically be located in open space corridors, and that utilities and transportation facilities will sometimes need to cross or encroach on the open space corridors in order to maintain needed system continuity or to serve facilities in the corridors. These conflicts are to be expected and should be resolved in a manner that protects the basic functions of the open space corridor while providing necessary utilities and transportation facilities in a cost-effective manner. To this end, the County should seek to minimize adverse impacts of necessary encroachment of utilities and transportation facilities into open space corridors by avoiding encroachment when reasonable alternatives are available, selecting routes that minimize environmental impacts and that do not divide natural units, and by incorporating design considerations which minimize impacts and contribute to compatibility with the corridor functions.
6. The County will prepare pertinent provisions, within the County's Rural Zoning Resolution, for the control of cellular towers in Residential Zoning Districts.

7. The County should seek to protect the quality and supply of groundwater as the principal source of water supply in Preble County, and should encourage water conservation programs and efforts.
8. The County should seek to guide urban development to those locations where adverse impact on ground and surface water quality are minimized.
9. The County should require both the incorporation of natural drainage patterns in the design of urban development and measures that minimize or entrap pollutants before they enter surface waters.
10. The County should require the incorporation of storm water management practices, such as detention and infiltration, in urban development in order to maintain groundwater recharge and avoid increases in runoff.
11. The County should seek to reduce erosion and runoff increases from land development and construction by promoting and supporting the adoption of codes, requiring the preparation of plans, and through the installation of erosion and runoff control practices. In this regard, the County will add provisions for erosion control to the submission items required for review in the issuance of building permits for individual lot development and in the information required for review of "lot splits" with the County's Subdivision Regulations.
12. The County will prepare provisions calling for the review of plans submitted for manmade ponds and approval upon construction through its Building Regulations, and will invite the Soil Conservation Service to participate in design assistance and plan review to the extent feasible.
13. Recognizing that the soil is one of the basic and most important resources in Preble County, the County should develop and promote programs to preserve and improve soil productivity and to encourage the wise use of land consistent with its soil capacity.

14. The County should develop and promote programs that ensure the application of soil conservation and livestock waste management practices on Preble County farms and should target available resources and financial aid to those areas which provide the greatest environmental benefits.
15. The County will develop and promote programs to counter the excessive or unnecessary use of pesticides and herbicides as pertinent, particularly in residential areas and all other areas in which such use is problematic.
16. In addition to policies within the County's growth management and farmland preservation program, the County will also consider such factors as soil types, drainage and potential order and noise from adjacent uses, such as active farming operations, when granting rezoning and conditional uses for non-farm residential development.
17. The County should seek to identify mineral, sand and gravel resources in Preble County and ensure that urban development does not prevent or obstruct access to an adequate future supply of these resources.
18. The County should seek to protect the scenic values of the Preble County landscape by supporting programs for preserving and enhancing vegetative cover, particularly on steep wooded slopes and along stream corridors.
19. The County should seek to protect and enhance the visual appearance of urban areas by supporting or requiring vegetative planting and management, sensitive landscape design, the control of signs and, where environmentally sound, the installation of underground utilities.
20. The County should seek to improve the visual experience of motorists and pedestrians through emphasis on the sensitive locating and siting of streets and roadways, landscaping and vegetative planting along major transportation corridors and in high-traffic pedestrian areas, and through coordinated design of street fixtures and furnishing, including signs and traffic control devices.

21. The County should seek to protect and maximize public enjoyment of Preble County's scenic qualities and views by assessing the visual impact of proposed developments and facilities, and by improving public access to public scenic areas and views, particularly stream and lake facilities.
22. The County should support recycling and reuse of waste materials, with an emphasis on returning organic wastes to the land, recovery of the energy value of combustible material, and direct recovery and reuse of specific materials where technically and economically feasible.
23. The County should encourage government programs to ensure safe handling and disposal of hazardous or toxic waste materials generated by local households and businesses.
24. The County should encourage the location and design of waste disposal sites and facilities to minimize environmental impacts and health hazards.
25. The County should encourage the return of resource extraction and waste disposal sites to a productive use through final site design and reclamation.
26. The County should support programs to improve air quality and control and the emission of air pollutants in the County, as well as evaluating the air quality impacts of proposed development and facilities.
27. The County should review its existing zoning provisions for the control of noise levels with the objective of achieving more measurable standards to curb excessive noise, particularly relating to commercial and industrial activities. Such noise level control provisions should specifically exempt farm-related activities, temporary construction noise and emergency sirens and warning devices.

RESIDENTIAL LAND USE

The need for shelter is one of our most basic needs. No area of development is more crucial to our well-being than housing. Therefore, it is essential that all communities in the County seek to provide decent housing for all citizens. During the period from 1980 to 1990, the rate of additional housing units increased 20.8% - more than four times the rate of population increase in the County during this same period of time. A large portion of this disparity was no doubt due to the continuing decline in the average household size.

Residential Land Use Objectives

1. To balance the need to provide a sufficient amount of land to accommodate residential land area demand with the County's goal to maintain a contiguous and efficient urban growth pattern, in order to protect the agribusiness industry and the rural character of Preble County.
2. To have available affordable housing within an environment that is healthy, safe, convenient and attractive.
3. To increase housing opportunities for the specialized needs of the elderly and disabled.
4. To protect the integrity and stability of existing residential areas from the detrimental effects of incompatible land uses.

Residential Land Use Policies

1. Vacant tracts of land that are within current urban service areas should be preferred for development, in an effort to promote the efficient extension of services and to fill in the existing Urban Transitional Areas, to the degree feasible. The County Planning Commission will encourage new development be located within such areas and within the vicinity of existing developed areas contiguous to Urban Transitional Areas, and should discourage development in the Agricultural Areas.

2. The County Planning Commission will generally support more compact residential developments within urban areas, on smaller lots, and in more contiguous patterns of growth, in order to eliminate haphazard development on increasingly larger lots which are costly to service and wasteful of land.
3. The cluster development concept will be encouraged by the County as an alternative residential design within the Urban Transitional Areas, as it is less intrusive upon the natural resources of the County, such as its scenic views and the amount of prime agricultural land available for farming.
4. The County Planning Commission, County Rural Zoning Commission and Rural Zoning Appeals Board will work cooperatively in the preparation of zoning and subdivision provisions, as pertinent, to accommodate cluster development proposals within the Urban Transitional Areas of the County, as delineated on the Preble County Thoroughfare and Land Use Plan Map.
5. The County should encourage energy conserving designs in the development of new residential areas. Considerable energy savings may be realized in the location and design of residential areas by locating new housing in areas with sewer systems and adjacent to existing communities, in order to reduce the amount of fuel used in transportation; developing vacant or underused parcels within existing urban areas with public services already in place; and by using innovative energy conservation design in the structure, project or subdivision to maximize the potential for solar access.
6. The County should encourage the selection of multifamily housing sites and higher density housing development sites on the basis of their potential for providing a safe, attractive and convenient living environment. In general, multifamily housing should be encouraged in proximity to intensive development areas that afford immediate access to shopping, employment and services facilities, open space and recreational resources, and existing or planned principal transportation corridors.
7. The County should encourage a broad range of housing types and densities so that a choice of housing within appropriate areas is available to all Preble County residents.

8. The County should encourage proposals to develop specialized housing for the County's elderly and disabled populations.
9. The County should recognize the value of existing housing and established neighborhoods by supporting improvement and rehabilitation efforts, both public and private.
10. The County should evaluate and modify its building code and subdivision regulations, as pertinent, to encourage the use of proven and innovative building techniques and materials.
11. The County should clarify any of its regulations, zoning, building or subdivision, that unnecessarily complicate the regulatory process.

COMMERCIAL LAND USE

Commercial areas throughout the County are important elements in the physical and economic development of communities within the County. Significant changes occurring over the past several decades have had important effects on commercial development within the County. These changes in commercial development trends are characterized by:

- The development of extensive shopping and office complexes in the form of regional malls in Richmond, Indiana, and Montgomery County, Ohio, are attracting a significant portion of Preble County consumers;
- The location of shopping areas and businesses on the outskirts of several communities within the County;
- The changing nature of the retail commercial function of the City of Eaton's central business district from a general community retail shopping areas to a more specialized shopping and service area; and
- The continued growth of strip commercial development on arterial streets in several communities within the County.

Commercial Land Use Objectives...

1. To provide viable commercial uses of appropriate function, size and location to serve the commercial needs of Preble County's residents.
2. To achieve harmoniously designed commercial facilities optimally compatible with surrounding land uses and adjacent thoroughfares.
3. To the degree practical, facilitate the development of new or rehabilitated commercial areas that complement, rather than compete with, existing commercial facilities.

Commercial Land Use Policies

1. The County Planning Commission will discourage the proliferation of strip commercial areas which occur through the lot-by-lot conversion of sites to commercial uses along major thoroughfares.

2. The County Planning Commission will discourage over zoning for commercial uses, recognizing that such over zoning often results in the creation of strip and scattered patterns of development and the over saturation of the market, which can cause an overall devaluation of commercial land.
3. The County Planning Commission will encourage related and compatible businesses to be grouped in appropriate and suitably located areas. In this regard, four general types of commercial areas should be identified: municipal/community centers, general commercial areas, convenience business areas and highway service areas.
4. The County will encourage new commercial development to cluster into planned shopping centers or "theme" centers or groupings based on the premise that convenient comparison shopping is healthy and economically beneficial to participating businesses.
5. The planning of commercial centers as a unified site design, with particular attention directed to the minimization and location of access drives and efficiency of interior circulation, will be encouraged by the County. The County should assure that proposed sites are of adequate size to accommodate proper vehicle access, interior circulation and sufficient off-street parking.
6. The County will control the development of highway service centers at freeway interchange areas in an effort to protect the traffic-carrying capacities of the interchange area, and to provide safe and convenient access to highway-oriented service facilities. In this regard, the following policies will be exercised:
 - Discourage premature or piecemeal development that would limit the options of coordinated development of freeway interchange at a later date; and
 - Focus attention on the location, number and design of access drives, interior circulation, and parking sufficiency, in the interest of achieving a unified site design which emphasizes safety, efficiency and convenience of traffic movement.

7. The County Planning Commission will encourage commercial clusters and existing strip commercial areas to utilize access control measures, with the objective of minimizing traffic conflict with adjacent thoroughfares. These measures will be emphasized along major and minor arterial thoroughfares through such techniques as shared access points, limited numbers and locations of curb cuts, shared parking and service areas, and appropriate traffic control measures.
8. The County will evaluate commercial land use proposals with reference to the overall need and desirability for the proposed use at the particular location; the compatibility of the proposed development with surrounding existing and proposed land uses; the physical capabilities and characteristics of the land and infrastructure to serve the proposed development; and sufficiency of the specific site design to accommodate the proposed activities.
9. The County will require applicants for commercial developments of significant traffic-generation potential to provide traffic analysis data sufficient to evaluate the potential effect of the proposal upon adjacent thoroughfares. If it is found that the traffic impact of the proposed development will require thoroughfare improvements or traffic management devices, proportionate financial or land contributions will be required from the developer.
10. The County will recognize the City of Eaton as the traditional center of government, finance, entertainment and professional offices, and as the location of the larger and more specialized retail and services facilities serving County residents. The County will support Eaton in this role, as well as supporting such facilities in other urban areas in the County at a level appropriate to the respective residential service needs of those villages.
11. The County will require that, in general, commercial development be located in Urban Transitional Areas and that it be served by public utilities, including sanitary sewers.

INDUSTRIAL LAND USE

Preble County is not generally characterized as an industrial area. In this regard, it ranks fifth in manufacturing employment among the five counties within the Miami Valley Region. However, industrial development may encompass an array of activities beyond manufacturing, such as wholesaling, construction and research laboratories. During the past twenty years, there has been a steady increase in these types of jobs. Several communities within the County have developed some form of an industrial park or organized industrial development area, and they have active groups that promote industry in their areas. Evidence of this type of activity is particularly reflected in and adjacent to the City of Eaton and the Villages of Lewisburg, New Paris and West Alexandria.

Industrial Land Use Objectives

1. To support the viability of existing industries by mitigating impediments to their continuation and expansion.
2. To achieve adequate land areas for future industrial growth in locations that have the greatest potential for such growth.
3. To achieve harmoniously designed industrial facilities that are compatible with surrounding land areas and adjacent thoroughfares.

Industrial Land Use Policies

1. The County will require that, in general, industrial development be located in Urban Transitional Areas and served by public utilities, including sanitary sewers, with the exception of industries which are related to agriculture or are site-specific because of resource location, such as sand and gravel operations.
2. The County Planning Commission will prepare zoning provisions that are appropriate for the accommodation of "cottage" or small scale industrial type enterprises within the County, to insure viable and compatible industrial operations within the County.

3. The County Planning Commission will discourage the over-zoning of land for industrial uses and will ensure that such zoning is based upon projected needs, as oversupply tends to diminish the value of industrial land overall. The determination of land needed for industrial uses will be based on a realistic assessment of the future industrial growth which could be attracted to Preble County.
4. The County Planning Commission will plan for the location of industries in areas which are accessible to employees and convenient to highways and rail transportation when appropriate. Proximity to freeway interchanges is a particularly important factor in contemporary industrial location.
5. The County Planning Commission will encourage the clustering of industrial uses in planned industrial parks; thus, facilitating the planning and continued management of the complex in a unified design.
6. The County Planning Commission will encourage the location of industrial uses in areas with sufficient expansion space to meet anticipated needs and future growth.
7. The County will utilize processes and local controls which encourage either retention of large lots or the consolidation of smaller parcels of industrially zoned land, in order to facilitate their use or reuse in a comprehensive rather than piecemeal fashion.
8. The County Planning Commission will discourage the location of incompatible uses within areas designated for industrial expansion.
9. The County Planning Commission will review industrial land use proposals in light of the physical capabilities and characteristics of the land (e.g., relatively flat, well-drained areas); the overall need and desirability of the proposed use at the particular location; the compatibility of the proposed development with surrounding existing and proposed land uses; the suitability of the proposed industry's characteristics with Preble County in general; and the existence of convenient access to thoroughfares and utilities, such as sewer, water, gas and electricity, of sufficient capacity to serve the infrastructure needs of the proposed

industrial development. The sufficiency of the site design proposal will also be reviewed in terms of interior access and circulation, drainage, storage and loading facilities.

10. The County Planning Commission will encourage the provision of buffers in areas where potential conflicts may arise as a result of industrial expansion. Natural buffers, such as green areas or landscaping, should be preferred; however, manmade buffers, such as screening, or use buffers, such as office facilities, should also be considered where appropriate.
11. The County will, in conjunction with local economic development agencies, identify the types of industries that are potentially suitable for location in Preble County, in terms of respective industry needs and environmental compatibility with the area.
12. The County will support the use of available development incentives in the interest of attracting industrial growth to appropriate locations in the County. In this regard, the County will recognize the need for new industry and employment opportunities in the smaller outlying communities and within and adjacent to the City of Eaton.

OPEN SPACE AND OUTDOOR RECREATIONAL LAND USE

Anything a person does to restore or "recreate" a sense of well-being is recreation. It can be a hobby, dancing, going to the movies, getting together with friends, taking a walk, joining a class, collecting wild flowers, boating, reading, playing a team sport, learning to play a musical instrument, sightseeing, hiking, and so on. People have different recreational interests during different times in their lives; moreover, an individual often has a wide variety of recreational interests at any given time. Recreation is provided by other individuals, organizations, churches, commercial enterprises and governments. Within this broad array of functions and facilities, the Plan focuses its primary attention upon outdoor facilities that are essentially land-oriented and, therefore, more compatible with the land use focus of the Plan. Although Preble County's total outdoor recreational acreage of approximately nine-thousand and five-hundred acres ranks third among the five counties that comprise the Miami Valley Region, it ranks a decided first in terms of acreage per one-thousand residents.

Approach

The Many Advantages of Open Space Preservation

In evaluating the desirability of preserving areas for permanent open space use, there are many physical, social and economic advantages which should be considered. First, preservation of open space areas often enhances the value of real estate in the vicinity. Thus, the cost of acquiring open space land and the removal of it from the tax rates can be at least partially recovered by increasing land values around it. By the same token, homes in the vicinity of open space areas and park lands tend to maintain their value; thereby protecting the community from losing tax dollars due to the depreciation of property values. Secondly, commercial and industrial firms base their site location decisions upon the total environment of the community, of which parks and open space areas are an integral part. Lastly, some of the other advantages open space areas provide are acting as a natural buffer between incompatible uses; reducing stream pollution; lessening the danger of floods by absorbing rainwater; replenishing ground water supplies; and controlling soil erosion.

Stream Valley Preservation

As previously indicated, a large portion of Preble County residents have indicated a desire to retain the rural, scenic atmosphere that now exists within the County. For many, the County's rural attractiveness was the prime factor in their decision to live here. Although portions of the County will change as development takes place, its pleasant character can be retained through design that is sensitive to the environment and through effective open space preservation programs. In this regard, Preble County contains significant stream corridors which should be utilized in retaining its scenic qualities. Furthermore, preservation of these stream corridors can serve several other important functions, such as providing green belts intertwined with developed land uses throughout the area.

The plan for stream corridor preservation incorporates the concept of an open space recreational network within which linear facilities such as stream corridors and scenic thoroughfares are utilized to tie several County attractions together. Hiking and cycling trails can also be used to tie attractions together in a similar network fashion. In addition to providing such a network of attractive areas of natural environment, stream corridor preservation aids in maintaining a well-balanced cycle of water supply. In their natural state, stream valleys act as sponge areas that retard storm water runoff. This impediment of water helps to prevent flooding downstream by slowing the water flow and permitting it to penetrate into the ground, helps recharge subsurface water-bearing aquifers, and allows a more gradual water release during dry summer months.

When land is developed without regard for the natural stream valleys, the amount and rate of water runoff is increased. This causes greater volumes of water to pass downstream points in a given period of time and equal volumes of water to pass downstream points in shorter time periods, both of which tend to cause unnecessary damage to property. And, since the water is moving at a faster rate, it cannot replenish the ground water that supports the local water supply system. Furthermore, if the natural excess water storage in stream valleys is destroyed, all the water is discharged during wet periods, leaving little or no water flow during dry periods. This causes adverse effects on the "balance of nature," as well as on sewer plant operations which are limited by stream flows.

Suggested Open Space Areas

The following is an identification of areas which are suggested additions to the County's open space inventory based upon their respective unique characteristics or locations. Most of the following areas, with the exception of Eaton Community Park and Rush Run Wildlife Area, comprise privately owned land. These areas should be preserved.

Campbellstown Swamp Woods

This unique natural area, located about ½ mile northeast of Campbellstown, contains a mixed hardwood forest, a pond, two wetland areas and a wide diversity of flora and fauna.

Devil's Backbone Area

This area is located about one mile west of Camden, and is bisected by State Route 725. The meanders of Paint Creek have cut deeply into the Richmond limestone and shale. A tall, mixed, secondary growth covers the area.

Eaton Community Park

This site is located northwest of Eaton and is bounded by Washington-Jackson Road on the north, Eaton-Gettysburg Road on the east, West Lexington Road on the south, and Seven Mile Creek on the west. This area, as recommended in the Eaton Comprehensive Plan, would make an ideal supplement to Eaton's recreation assets, located adjacent to an actively growing portion of the community.

Glacial Hills Natural Area

This area is located within Jefferson Township and contains large moraines and unique vegetation.

Rush Run Wildlife Area

This area, located in Somers Township, is owned by the State of Ohio. Additional land could be acquired by the State at this facility. Surrounding lands include fields, woodlands and a diversity of flora and fauna.

Seven Mile Creek Woods (Stotler Woods Area)

This site, running through Washington, Gasper and Somers Townships, consists of an unusually fine mixed climax forest on the dissected bluffs of Seven Mile Creek. A rich, leafy forest floor and the presence of young trees suggest that this area has not been pastured for many years. A small creek flows over Brassfield limestone, and there is a small foot path adjacent to the stream.

U.S. Route 127 Scenic Area

Running south of the City of Eaton, the rare combination of rolling topography and sweeping vistas adjacent to U.S. Route 127 should be protected as a scenic area through zoning and scenic easements.

Twin Creek Area Reserve

Running through Harrison, Twin, Lanier and Gratis Townships, the area around Twin Creek contains varied topography, vegetative cover and a broad flood plain.

Open Space and Outdoor Recreational Land Use Objectives

1. To achieve recreational and open space facilities of sufficient size and characteristics, and in appropriate locations, to adequately serve the needs and interests of Preble County residents.
2. To preserve, protect and strengthen, when needed, the established inventory of recreational and open space facilities within the County.

3. To recognize and foster, where feasible, a natural or manmade linkage of open space recreational areas within the County.
4. To establish an implementation strategy that utilizes existing programs, laws and public policies to work toward achievement of the County's open space and recreational area needs.

Open Space and Outdoor Recreational Land Use Policies

1. The County should seek to preserve open space areas that border existing communities in the interest of curtailing urban sprawl, and to provide a recognizable and definitive urban pattern to such communities.
2. The County will encourage, where practical, the utilization or preservation of non-useable areas for recreational uses or for open space needs. Such areas include flood plain areas, heavily forested areas, areas of poor drainage, areas with steep slopes or other areas with unique natural features.
3. The County should encourage the development of combined or adjoining school, park and recreational facilities, where feasible, in order that they may be given maximum and efficient use while reducing land costs.
4. The County will encourage the use of a full range of mechanisms to acquire and maintain natural open space and recreational areas. These mechanisms include public and private land acquisition, property dedications, use of easements, tax incentives, use of flexible zoning and subdivision regulations, and use of abandoned or unneeded right-of-ways and other alternative measures, when and where feasible.
5. The County will pursue all necessary steps to establish a Countywide park district as a vehicle for accepting and managing park and open space area donations.
6. The County Planning Commission will encourage flexible zoning and subdivision regulations that provide incentives to preserve existing tree cover and unique natural features of various sites.

7. The County will continue to support the recreational plans and programs offered by the State of Ohio, the City of Eaton, and the various villages and townships within the County.

THE PLAN FOR TRANSPORTATION

INTRODUCTION

One of the most vital elements of Preble County is its transportation system. Streets and highways are essential to the orderly functioning of a rural county because they provide mobility for people and goods, as well as access to land. Functional planning for transportation must include highways, railways, transit and pedestrian ways.

RURAL TRANSPORTATION CHARACTERISTICS

In predominately rural areas such as Preble County, nearly 90% of all trips are made by automobile. This means that the family without access to a car has serious problems. Therefore, many County residents must own and maintain cars at the expense of other needs. Even in households with a car, some members may be "transportation handicapped" when the family breadwinner takes that vehicle to work and leaves the others stranded. This is true for 29% of the households in Preble County that own vehicles.

The reasons for mobility problems within the County are obvious. Public transportation does not exist. Taxi services do not exist. Shopping areas are rarely within walking distance. Persons without telephones have difficulty arranging for ride sharing. There is little car pooling within the County. The aversion to car pooling here may be caused by drivers taking many trips and the fact that destinations are often widely scattered. Generally speaking, rural residents make more and longer auto trips than urban residents, and people in areas like Preble County make the most trips per day of all Americans. Furthermore, County residents often need to travel to several towns or locations outside the County in order to obtain a full range of services.

INVENTORY

Thoroughfares are classified according to the functions they serve with respect to the total highway system. The main designations within such a functional classification are *Arterials*, which provide highway mobility; *Collectors*, which expedite movement within a localized area; and *Locals*, which serve as access to adjacent property. Preble County also has several *Private* roads. The functional classification of any thoroughfare is derived directly from the travel

characteristics of its users. For example, the "main road" between two towns, such as West Alexandria and Lewisburg, is categorized as an *Arterial* because it functions in the same way as an interstate route between two major cities. However, the design of each of these types of roads is radically different because of the wide difference in traffic volume. (Note: the terms *Freeway* and *Expressway* are not functional classifications but describe geometric design types.)

Principal Arterials

The primary function of Principal Arterials is to provide a high level of mobility for relatively high volumes of traffic traveling over a relatively long distance between major destinations. Volumes may range from five-thousand ADT (Average Daily Traffic) on rural routes to in excess of twenty-thousand ADT on urban routes. I-79, U.S. Route 35 and U.S. Route 127 are examples of such thoroughfares in Preble County.

Minor Arterials

These thoroughfares accommodate traffic volumes which typically range between two-thousand to five-thousand ADT in rural areas, and between five-thousand to ten-thousand ADT in urban areas. U.S. Route 127, State Route 503 and U.S. Route 40 are examples of such thoroughfares in Preble County.

Collectors

The primary function of Collectors is to expedite movement within a localized area. Collectors serve the dual functions of mobility and land access by connecting the Locals to the Arterials. Major Collectors have traffic volumes ranging between one-thousand to three-thousand ADT on rural routes, and two-thousand to ten-thousand ADT in urban areas. Minor Collectors typically have traffic volumes less than seven-hundred and fifty ADT. All County roads within Preble County can generally be classified as Collectors.

Locals

Local roads are designed for low speed and low traffic volumes. They provide the first access link between individual properties and the higher mobility highway system. All the township roads within Preble County can be classified as local roads. The few private roads that exist in the County, mostly within subdivisions, can also be classified as local roads; however, the maintenance of these roads is generally the responsibility of the owners or users of the road, as opposed to public roads.

RAILWAYS

Although numerous rail lines have been discontinued within the Miami Valley Region, Preble County is still served by an actively used rail facility which runs through the County from the south and the west, serving Camden and Eaton.

TRANSPORTATION THEORY

Land Use - Transportation Cycle

The development of transportation plans must be based upon a number of theoretical concepts about the way the County functions and the role of transportation. The first of these is an understanding of the relationship between transportation and land use. When transportation access to a parcel of land is improved, the land becomes more attractive and is often developed for commercial or residential use. As land is developed, the greater amount of activity leads to increased travel demands. This increased demand, over time, causes an overloading of the transportation facilities which respond with an increase in supply and capacity. The cycle is thereby repeated again with the increased accessibility affecting the pattern of land use.

An example of this cycle can be seen along the segment of U.S. Route 127 in the northern portion of the City of Eaton. U.S. Route 127, which was originally built to accommodate a reasonable amount of traffic, has attracted a significant amount of commercial development. These developments have collectively generated a large amount of traffic that has led to congestion, which, in turn, has resulted in the need for extensive improvements to the thoroughfare in the interest of improving its traffic-carrying capacity.

Derived Demand

The second theoretical concept underlying transportation planning is that of derived demand. This theory, which is related to the land use-transportation cycle, states that the demand for travel derives from the demand to do other things. In other words, most people do not travel just for the sake of traveling, but rather for specific purposes such as to work, shop or visit. Through this concept, it is possible to relate the amount of trips made to the level of land use activities. For example, the number of trips into a shopping center can be related to the size of the center and to the employment there. Therefore, it is possible to predict future travel patterns and volumes as a function of land use characteristics.

Impedance Minimization

The third concept, impedance minimization, refers to the attempt to reduce the negative aspects of travel, such as cost, time, discomfort and inconvenience. Travelers behave in such a way as to minimize the impedance of travel as they perceive it. This concept is used to explain the choice of the route of travel between two points (use of minimum time path); the mode of travel (combination of minimum cost, travel time and inconvenience); and the choice of destination (minimization of travel time to a place that serves the travel need).

TRANSPORTATION OBJECTIVES

1. To achieve a convenient, safe, efficient and economical transportation system for the movement of people and goods within and through Preble County.
2. To achieve a transportation network that relates harmoniously with the existing, developing and planned land use patterns within Preble County.
3. To promote land use patterns and characteristics that will optimize the use of existing and planned transportation facilities and services, and to provide for choice in using alternative transportation modes where feasible.

TRANSPORTATION POLICES

1. The County Planning Commission will review all major transportation proposals with regard to the purpose of the recommended improvement; the benefits expected to be achieved; the anticipated impacts of the proposal; the proposal's ability to achieve area-wide transportation objectives; and the existence of other alternatives which would meet the objectives of the subject proposal.
2. The County Planning Commission will promote transportation planning that is coordinated among all affected jurisdictions within the County. This specifically includes pursuing the development of uniform thoroughfare standards wherever feasible. Reciprocal review of plans that affect more than one jurisdiction will also be a part of such program.
3. The County Planning Commission will evaluate new development proposals with regards to the potential impacts the development may be expected to have on the surrounding transportation system, as well as the sufficiency of the proposed development's internal circulation plan.
4. Because improvements in the County's Thoroughfare Plan are, to a large extent, required to accommodate the needs generated by development adjacent to the thoroughfares, the County will require developers to dedicate rights-of-way or to construct roadways designated in the County's Thoroughfare Plan, and as described below.
 - In all cases, rights-of-way necessary to implement the Plan will be dedicated to the County at the time of development of the property.
 - In cases where there are missing segments in the traffic circulation system or where new thoroughfares are to be constructed, the developer will construct and dedicate to Preble County that portion of the thoroughfare that lies within or abuts the boundary lines of the development.

- If for reasons of safety or system continuity, the County Engineer deems the improvement of the thoroughfare unfeasible at the time of development, the developer will provide a performance bond or other security for his share of the cost in lieu of undertaking construction at that time.

The above requirements will be implemented through appropriate land development regulations which may provide exemptions and waiver, modifications or variances where the existing road capacity in the area of the development is adequate to provide for the traffic generated by development.

5. The County will explore the development of appropriate criteria, standards and appropriate fee structures to equitably define the developer's obligations and costs associated with the dedication or construction of necessary offsite road improvements.
6. The County Planning Commission, recognizing that roadways have significant impact in the drainage patterns of particular areas, will encourage provisions to address existing and potential drainage problems through proper construction and continued maintenance. Such provisions should apply to the adequacy of storm sewer systems within urban areas and to the drainage patterns along rural roadways, particularly as they relate to field and ditch drainage.

TRANSPORTATION PLAN RECOMMENDATIONS

In consideration of the above outlined concepts, a process has evolved for the planning of the County's transportation facilities and service needs. Transportation planning activities must first be divided into three geographical levels: countywide planning, corridor-level planning and spot-improvement planning.

Countywide Planning

Countywide planning is aimed at the development of an overall thoroughfare system for the entire County, taking into consideration the County's relationship to adjacent counties. Preble County is served reasonably well by east-west and north-south thoroughfares that bisect the County through its northern and mid-portion in an east-west orientation, and through its eastern and central portion in a north-south orientation. The major concern must be maintaining the traffic-carrying capacity of these facilities through proper access control and interior circulation improvements, both of which are discussed in the next two sections of the Plan.

Countywide Planning Recommendations

1. The County should seek to connect Collector roads to form a loop road system whenever possible.
2. The County should evaluate its standards and specifications for thoroughfares to assure adequacy and to avoid over-design that could be costly to construct and maintain, and wasteful of resources.
3. The Preble County Thoroughfare and Land Use Plan, when combined with the table of Recommended Thoroughfare Design Standards at the end of this section, provides a guideline for planning the various thoroughfares throughout the County by functional category.
4. The County should strongly support a bypass around the City of Eaton's urban center.

Corridor Level Planning

Corridor level planning is aimed at improvements and controls along the County's Principal Arterials such as U.S. Route 127, State Route 503 and U.S. Route 35. Such corridors can be used for positive purposes and if not properly managed, could be exploited at considerable public expense. These corridors have three major attributes:

- They are vital to the transportation needs of the County;
- The characteristics of these corridors and the land adjacent to them reflect the lifestyle of Preble County. A view of rural, uncluttered scenery gives people a positive impression of the County, and provides "a good feeling" of a place to live, work or visit; and
- The free flow of traffic along these corridors promotes economic growth.

The two major threats to these corridors are (1) the numerous driveways connecting directly onto the thoroughfares reduce their efficiency and safety, and (2) the commercial development occurring along certain segments of the corridors contributes to inefficiency and detracts from the rural characteristics of the County.

Corridor Level Planning Recommendations

1. The County should seek to limit major intersections to essential locations, as guided by the table of Recommended Thoroughfare Design Standards at the end of this section.
2. The County should seek to protect the scenic nature of U.S. Route 127 through zoning and a continuing landscape program.

Spot-Improvement Planning

Spot-improvement planning is aimed at the needs of particular intersections and road segments. As the use of land in Preble County changes, there is a corresponding change in the traffic along the County's thoroughfares. Many of the County's roads, which were satisfactory for the low traffic volumes associated with the rural economy of the past, were not designed to handle the increasing number of residences. Under certain conditions, the upgrading of a rural road may be counterproductive both to the taxpayer and to the resident. For example, if the road is upgraded, the maximum speed limit might also be increased, creating a greater probability that traffic accidents will be more numerous and more serious. In addition, the upgraded road may be exploited for development, resulting in greater vehicle traffic which would nullify the advantage of upgrading the road in the first place. Nevertheless, it is important that the County thoroughfares be maintained and improved as needed to provide safe and efficient travel.

Spot-Improvement Planning Recommendations

1. The County should support a program of spot-improvements aimed at the needs of particular intersections and road segments.
2. The County should amend its subdivision regulations to require the developer to make necessary improvements to the thoroughfare that serves the development, in terms of widening, construction of parallel service roads, provision of drop-off lanes, or any other necessary measures.

RECOMMENDED THOROUGHFARE DESIGN STANDARDS

STREET FUNCTIONAL CLASSIFICATION (for 2-way movement)	Minimum Lane Width	Parking	Minimum Sidewalk Width†	Optional Bikeway Guidelines	Buffer	Median Including Left Turn Bay	Back/Back Curb	Minimum Row Width
Local Low Density	2 at 11'	Permitted	2 at 4' 8'	Class 3	2 at 6.5' to 7.5' 13' to 15'	None	35'	60'
Local Medium Density	2 at 11' 22'	Restricted ₄	2 at 5' 10'	Class 3	2 at 5.5' 11'	None	41'	60'
Minor Collector	2 at 11' 22'	Restricted ₄	2 at 5' 10'	Class 3	2 at 6.5' 13'	●	41'	60'
Major Collector	2 at 12' 24'	Permitted/ Restricted ₄	2 at 5' 10'	Class 2	2 at 9.5' 19'	●	52'	80'
Arterial Minor (2-Lane)	2 at 12' 24'	Discouraged	2 at 5' 10'	Class 2	2 at 16.5' 33'	●	52'	100'
Arterial Major (4-Lane)	4 at 12' 48'	None	2 at 5' 10'	Class 1	2 at 5' 10'	14' min. 16' max.	65'	110'

₄ May be restricted to provide for traffic operation.

† Sidewalk requirements should be based upon the relative intensity of potential pedestrian use. Such decisions will be rendered by County officials in conjunction with the County Planning Commission during review of the proposed development.

● Parking prohibited with left turn channelization for improved traffic flow.

Bikeways: Class 3: Share roadway with automobile, wide curb lane on high volume streets.

Class 2: In buffer zone or on pavement adjacent to roadway.

Class 1: Exclusive facility, parallel to roadway.

APPENDIX

- **PREBLE COUNTY DEMOGRAPHICS**
- **GLOSSARY OF PLANNING RELATED TERMS**

PREBLE COUNTY DEMOGRAPHICS

INTRODUCTION

This section summarizes social and economic data for Preble County as a whole, each township within the County, and the five largest municipalities within the County: Camden, Eaton, Lewisburg, New Paris and West Alexandria. For comparison purposes, the data in this section is based on statistics contained within the 1980 and 1990 Census of Population as compiled by the United States Census Bureau, as well as some historical data contained in the 1960 and 1970 Census of Population. In addition, more current data, obtained from the Census of Business and the Preble County Building Regulations Department, was utilized wherever available and pertinent to this study. The following demographic data is particularly useful in understanding how the County and its individual townships are growing in terms of population and economic activities, and undergoing change in social and economic characteristics over time. The information is also of value in identifying trends, which can then be used to project growth and change in the County as a general reference for determining future land use and service needs.

POPULATION GROWTH AND CHANGE - *See Tables II-1 and II-2 for complete statistics*

The estimated population for 1998, as provided by the U.S. Census Bureau, places Preble County's population at forty-three-thousand, two-hundred and forty-two - an increase of 33% since 1960, 24.5% since 1970, 13% since 1980 and 7.8% since 1990. Within the County, eight of the twelve townships grew in population between 1960 and 1970, ten increased in population between 1970 and 1980, and eight increased in populations between 1980 and 1990. Camden, Eaton, Lewisburg, New Paris and West Alexandria all experienced population increases between 1960 and 1970, while Lewisburg and West Alexandria experienced some population loss between 1970 and 1980. It is also interesting to note that Camden has considerably outpaced the City of Eaton in the rate of population growth since 1970. The following population growth was experienced by these municipalities between 1980 and 1990: Camden - two-hundred and thirty-nine persons (12%), Eaton - five-hundred and fifty-seven persons (8%), Lewisburg - one-hundred and thirty-four persons (9%), New Paris - ninety-two persons (5%) and West Alexandria - one-hundred and forty-seven persons (11%).

Table II - 1 contains population data for the County and its townships for 1980 and 1990; population growth in terms of numerical and percentage changes; percent of building permits issued in each township between 1990 and 1998; population estimates based upon previous census trends; and population estimates based upon the number of building permits issued in each township.

Table II-2 contains population projections for the County as a whole, as well as for the individual townships for 1999, 2000, 2005, 2010, 2015 and 2020. All townships are expected to increase in population, except for Dixon, Israel and Jackson Townships. The County overall is projected to grow by 13,260 persons (33%) between 1990 and 2020. Washington, Gasper and Harrison Townships are projected to experience the largest overall growth during this period. Gasper Township is expected to experience the greatest rate of growth at 2,386 persons (94%), as compared to Harrison Township at 1,355 persons (29%) and Washington Township at 2,761 persons (27%) during this time.

TABLE II - 1

1998 POPULATION ESTIMATES FOR PREBLE COUNTY AND INDIVIDUAL TOWNSHIPS

POLITICAL SUBDIVISION	A			B			C	
	1980	1990	Total and % Change 1980 - 1990	% of County Increase 1980 - 1990	% of Single Unit Building Permits 1980 - 1990	1998 Estimated Population Growth Based on B	1998 Estimated Population Growth Based on C	
Preble County	38,223	40,113	+1,890 + 4.9%	100%	100%	43,242	43,242	
Dixon Township	657	626	- 31 - 4.8%	-1.6%	1.0%	611	657	
Casper Township	1,114	1,531	+ 417 +37.4%	+22.1%	27.6%	2,176	2,394	
Gratis Township	4,140	4,474	+334 +8.1%	+17.7%	9.6%	4,990	4,774	
Harrison Township	4,297	4,330	+33 +0.8%	+1.7%	10.9%	4,381	4,671	
Israel Township	1,404	1,350	- 54 -3.9%	-2.9%	1.4%	1,323	1,393	
Jackson Township	1,314	1,247	- 67 -5.1%	-3.5%	2.0%	1,214	1,309	
Jefferson Township	3,831	3,783	- 48 -1.3%	-2.5%	3.3%	3,759	3,886	
Lauder Township	3,621	3,722	+101 +2.8%	+5.3%	9.4%	3,877	4,016	
Mourne Township	2,496	2,515	+19 +0.1%	+1.0%	2.2%	2,544	2,583	
Somers Township	3,824	4,333	+509 +13.3%	+26.9%	4.7%	5,120	4,480	
Twin Township	2,745	2,818	+73 +3.9%	+3.4%	5.5%	2,931	2,290	
Washington Township	8,780	9,384	+604 +6.8%	+32.0%	22.5%	10,316	10,089	

Source: U.S. Census Bureau - 1980 and 1990
Preble County Building Regulations Department

TABLE II - 2
POPULATION PROJECTIONS FOR PREBLE COUNTY AND INDIVIDUAL TOWNSHIPS
FOR 1999, 2000, 2005, 2010, 2015 and 2020

POLITICAL SUBDIVISION	1999	2000	2005	2010	2015	2020
Preble County	43,367	44,111	46,315	48,521	50,947	53,373
Dixon Township	611	610	605	600	595	590
Gasper Township	2,532	2,756	3,422	4,088	4,503	4,918
Gratis Township	4,774	4,841	5,041	5,241	5,436	5,631
Harrison Township	4,730	4,820	5,087	5,353	5,719	6,085
Israel Township	1,313	1,312	1,307	1,302	1,297	1,292
Jackson Township	1,214	1,213	1,208	1,203	1,198	1,193
Jefferson Township	3,950	3,987	4,098	4,209	4,453	4,697
Lanier Township	3,989	4,049	4,227	4,405	4,576	4,747
Monroe Township	2,548	2,556	2,578	2,600	2,624	2,648
Somers Township	4,466	4,496	4,585	4,674	4,821	4,968
Twin Township	3,018	3,063	3,196	3,329	3,476	3,623
Washington Township (including City of Eaton)	10,220	10,407	10,962	11,517	12,249	12,981

Source: Consultant's estimates and projections.

POPULATION DISTRIBUTION - See Table II-3 for complete statistics

As Table II-3 indicates, the portion of the County's population residing in municipalities and the portion residing in unincorporated areas has remained constant since 1960, with an increase of three-thousand, eight-hundred and nine persons residing in the municipalities and three-thousand, eight-hundred and six persons residing in the unincorporated areas.

Geographically, the County's most populous townships are not located in the same part of the County. Jefferson Township is located in the northwestern corner of the County; Harrison is located in the northeastern corner; Lanier and Gratis Townships are located in the southeastern portion of the County; Washington Township is located in the center; and Somers Township is located in the lower south central part of the County. These six townships are also home to the County's largest municipalities: New Paris, Lewisburg, West Alexandria (a portion of), Gratis, the City of Eaton and Camden, respectively.

TABLE II-3
POPULATION DISTRIBUTION 1960 - 1990

	City/Villages	Unincorporated Areas
1960	13,522 (42%)	18,976 (58%)
1970	14,978 (43%)	19,741 (57%)
1980	16,054 (42%)	22,169 (58%)
1990	17,331 (43%)	22,782 (57%)

Source: U.S. Census Bureau - 1960, 1970, 1980 and 1990.

AGE COMPOSITION - See Table II-4 for complete statistics

Like the rest of the United States, Preble County's population has been aging, primarily due to two factors: (1) the aging of those persons born during the "baby boom" of 1946 to 1964, and (2) the subsequent decline in the nation's birth rate. The aging of the County's population is reflected in the increase of the median age in the County. In 1960, the median age of Preble County residents was 27.6; in 1970, it was 27.9; in 1980, it was 30.4; and in 1990, it was 33.7.

In both 1980 and 1990, 7% of the County's population was under the age of five. However, in 1990, 21% of the County's population was school age (ages five to seventeen) - representing a decline of 2% from 1980; 60% of the population was of working age (ages eighteen to sixty-four) - an increase of 1% from 1980; and 12% of the County's population was sixty-five years of age or over - an increase of 1% from 1980. Table II-4 indicates the number of persons by age groupings in 1990 for the County overall, as well as for the individual townships.

TABLE II - 4
1990 PERSONS BY AGE

POLITICAL SUBDIVISION	Under 5 years	Ages 5-17	Ages 18-64	Ages 65+	Age Median
Preble County	2,844	8,225	24,116	4,928	33.7
Dixon Township	44	137	305	73	32.3
Gasper Township	107	312	1,017	202	36.9
Gratis Township	302	944	2,826	402	32.8
Harrison Township	341	914	2,626	494	32.6
Israel Township	103	305	818	171	34.2
Jackson Township	80	248	741	153	34.2
Jefferson Township	280	729	2,310	464	33.9
Lanier Township	267	758	2,277	432	33.6
Monroe Township	195	493	1,481	505	32.6
Somers Township	318	957	2,532	409	31.8
Twin Township	171	608	1,795	251	33.4
Washington Township	636	1,802	5,500	1,572	35.1

NOTE: Township totals include incorporated areas.

Source: U.S. Census Bureau - 1990.

AVERAGE HOUSEHOLD SIZE

Since 1960, the respective average number of persons in households in the nation has been declining. This trend is due to several factors, including a decline in births, persons postponing marriage and families, and an increase in the number of single person households. This decrease in household size is reflected in Preble County, where households averaged 3.44 person in 1960; 3.25 persons in 1970; 2.89 persons in 1980; and 2.77 persons in 1990. This decrease in average household size is expected to continue well into the 21st century, with the County's average household size possibly reduced to 2.40 persons or less by 2020.

While household size is decreasing, the number of households in the County is increasing at a faster rate than its population. Preble County had ten-thousand, five-hundred and ninety-three households in 1970, thirteen-thousand, one-hundred and twenty-two households in 1980, and fourteen-thousand, three-hundred and forty-seven households in 1990. Based upon an estimated household-size of 2.40, Preble County would be expected to have some twenty-two-thousand, two-hundred and thirty-nine households by the year 2020. This increase in households will most likely lead to the construction of significantly more housing units within the County, while the continuing decrease in household size will require more housing designed to meet the needs and desires of such small households, compromised in many cases of older persons.

INCOME AND POVERTY STATUS

The median family income for Preble County in 1989 was \$31,188, representing an increase of nearly 61% over the 1979 median family income. Comparatively, some of the County's twelve townships exceeded the overall County percentage increase, with Jackson Township realizing the greatest increase at 90.7%. Gratis Township had the lowest increase during this period, at 26%. Furthermore, 6.4% of the County's families had incomes below the poverty level in 1989. Among the townships, nine reported a higher percentage of families below the poverty level than the County overall, with Harrison Township having the highest percentage at 9.9%. Washington Township had the lowest percentage of families below the poverty level at 4.0%.

EDUCATION LEVELS

Based upon the 1990 Census statistics, of those twenty-five years of age and older in Preble County, 72.5% were high school graduates, and 7.0% had completed four or more years of college. The percentage of high school graduates increased by 16.5% from 1980, while college graduates declined by 1.0%.

OCCUPATION AND EMPLOYMENT

According to the information contained in the 1990 Census, 15.6% of employed persons sixteen years of age and older were working in managerial and professional specialty occupations compared to 15% in 1980; 25.5% in technical sales and administrative support occupations as compared to 22% in 1980; 13.3% in service occupations compared to 11% in 1980; 4.3% in farming, forestry and fishing occupations compared to 6% in 1980; 16.9% in precision production, craft and repair occupations compared to 17% in 1980; and 25% as operators, fabricators and laborers compared to 29% in 1980.

Furthermore, mirroring national and state trends, unemployment rates for the County have dramatically decreased since the early eighties. In this regard, the unemployment rate for Preble County dropped from 12.1% in 1982 to 3.5% in 1987, while the unemployment rate for the entire State of Ohio dropped from 12.5% in 1982 to 4% in 1987, and the U.S. rate dropped from 9.7% to 4.5% during this time period.

COMMUTING PATTERNS

Based upon the 1990 Census, 46.5% of County residents worked in Preble County; 43.8% worked outside of Preble County, but inside the State of Ohio; and 9.7% worked outside of the State. Among the County's twelve townships and the City of Eaton, Eaton had the highest percentage of persons who worked in Preble County, at 70.2%, while Gratis and Israel Townships had the lowest percentages, at 24.2% and 32.7% respectively. Jefferson Township had the highest percentage of residents who worked out of the State, while only 0.2% of Gratis Township residents did so. Additionally, mean travel time to work for all employed County residents not working at home was 24.3 minutes, as reported in the 1990 Census. The greatest percentage of residents, at 19.5%, spent between thirty to forty-four minutes traveling to work, followed by 19.3% who spent between twenty to twenty-four minutes, and 18.2% who spent less

than ten minutes. The longest time spent traveling to work was between forty-five and fifty-nine minutes, as reported by a majority of Gasper and Lanier Township residents, while the majority of residents in the City of Eaton and Washington Township spent from five to seven minutes.

BUSINESS ESTABLISHMENTS - See Tables II-5 and II-6 for complete statistics

As can be seen in Table II-5, the number of business establishments in Preble County has grown from six-hundred and thirty-one in 1985 to seven-hundred and twenty in 1996. While industries of all sizes have increased in number - with the exception of businesses employing between five-hundred to nine-hundred and ninety-nine persons - the largest increase has been in the smaller size businesses employing one to four persons, which have increased by three-hundred and six establishments, and those employing five to nine persons, which have increased by forty-eight establishments. The growth in the number of County business establishments by type of industry can be seen in Table II-6.

TABLE II - 5
NUMBER OF BUSINESSES BY NUMBER OF PAID EMPLOYEES
1990 - 1996

No. of Businesses	Number of Paid Employees									
	Total	1 - 4	5 - 9	10 - 19	20 - 49	50 - 99	100 - 249	250 - 499	500 - 999	1,000+
1990	651	376	141	64	40	12	14	4	0	0
1996	720	421	147	77	41	14	16	3	1	0

Source: U.S. Census Bureau - County Business Patterns, 1990 and 1996.

TABLE II - 6
NUMBER OF BUSINESSES BY TYPE OF INDUSTRY

Type of Industry	Number of Businesses			
	1980	1986	1990	1996
Agricultural services, forestry, fisheries	5	9	13	13
Mining	3	2	2	4
Contract Construction	69	65	83	116
Manufacturing	52	53	56	61
Transportation and Public Utilities	21	28	22	38
Wholesale Trade	46	45	46	41
Retail Trade	168	172	174	167
Finance, Insurance and Real Estate	33	34	38	51
Services	124	174	189	227
Non-classifiable Establishments	35	49	28	2
TOTALS	556	631	651	720

Source: U.S. Census Bureau - County Business Patterns, 1980, 1985, 1990 and 1996.

AGRICULTURAL CHARACTERISTICS – See Table II-7 for complete statistics

Table II-7 presents a comparison of significant characteristics of the agribusiness industry in Preble County from 1978 to 1992. Reflecting state and national trends, the number of farms in Preble County has decreased by 24%, while the average size of farms has increased by 19% from 1978 to 1992. Also significant is the 10% decrease in the amount of farmland and the 10% decrease in crop land during this time period.

TABLE II - 7
AGRICULTURAL CHARACTERISTICS
 1978 - 1992

	1978	1982	1987	1992
Number of Farms	1,394	1,319	1,183	1,067
Average Farm Size in Acres	161	158	179	191
Number of Acres in Farmland	225,021	208,908	211,432	204,079
Total Acres of Crop Land	187,145	175,748	183,559	179,653
Average, Per Farm, Estimated Market Value of Land & Buildings	\$280,931	\$279,547	\$238,769	\$300,669
Average, Per Farm, Estimated Market Value of Machinery & Equipment	N/A	N/A	\$49,641	\$50,860
Average, Per Farm, Market Value of Agricultural Products Sold	\$35,132	\$42,544	\$53,958	\$61,737
Percentage of Farmers where Farming is Operator's Primary Occupation	52%	52%	53%	50%

Source: U.S. Census Bureau – Ohio Census of Population, 1978, 1982, 1987 and 1992.

HOUSING – See Table II - 8 for complete statistics

Housing Units

Preble County had fifteen-thousand, one-hundred and seventy-four housing units in 1990, representing an 8.7% increase over the 1980 total of thirteen-thousand, nine-hundred and fifty-eight housing units. Single family units comprised 84.8% of this total, 9.1% were multifamily structures, and 5.9% were mobile homes, with the remaining 0.2% consisting of seasonal units. The greatest percentage of multifamily units were located in Eaton at, 21.5%, and Jefferson Township, at 12.2%. The highest percentage of mobile homes, at 21.9%, were located in Somers Township, followed by 11.4% in Jefferson Township. From 1980 to 1990, Gasper Township realized the greatest percentage increase in housing units, at 27.4%, followed by Somers Township, at 22.6%.

Housing Value

The median value of single family residences in Preble County was \$52,700 in 1990 – a 40.5% increase over the 1980 median value of \$37,500. Only five of the County's twelve townships exceeded this median value, led by Gasper Township, at \$69,400. Monroe Township had the least median value of \$44,600. Among the municipalities, Lewisburg had the highest median value, at \$49,700, while New Paris had the lowest value, at \$38,000.

Public Utilities

Gasper Township has the largest percentage of its housing units served by central utilities, with 96.4% having central water and 93.7% having central sewer. In contrast, no units in Dixon Township were served by central water or sewer. Among the municipalities, Camden had the greatest percentage of units served by central water, at 96.5%, while West Alexandria had the largest percentage of units served by central sewer, at 98.9%.

TABLE II - 8

1990 HOUSING UNITS BY JURISDICTION

JURISDICTION	Total Units		Change		Type of Structure			Median Value	Public Utilities	
	1980	1990	No.	%	1 Unit	Multi	Mobile		Water	Sewer
Dixon Township	227	224	-5	-2.2%	209	1	8	\$48,300	0%	0%
Gasper Township	493	628	+135	+27.4%	656	0	27	\$69,400	96.4%	93.7%
Grady Township	1,338	1,525	+187	+14.0%	1,436	21	68	\$56,700	72.3%	73.7%
Harrison Township	1,581	1,594	+13	+0.1%	1,407	144	33	\$54,900	46.6%	39.1%
Israel Township	508	561	+53	+10.4%	532	13	37	\$45,400	33.5%	26.0%
Jackson Township	488	476	-12	-2.5%	426	12	23	\$51,400	1.9%	1.9%
Jefferson Township	1,371	1,471	+100	+7.3%	1,123	180	168	\$46,000	54.3%	53.2%
Lanier Township	1,249	1,382	+133	+10.6%	1,188	134	54	\$56,800	38.2%	28.4%
Monroe Township	921	924	+3	+0.3%	870	23	31	\$44,600	43.9%	26.7%
Somers Township	1,333	1,634	+301	+22.6%	1,091	130	358	\$48,600	55.3%	50.5%
Twin Township	930	998	+68	+7.3%	890	61	57	\$57,600	21.1%	23.1%
Washington Township	3,519	3,757	+238	+6.8%	3,035	663	28	\$52,035	80.1%	78.0%

NOTE: Township statistics include incorporated areas.

Camden	736	880	+144	+19.6%	494	128	258	\$43,700	96.5%	91.5%
Eaton	2,840	3,083	+242	+8.5%	2,392	663	28	\$48,900	96.4%	93.7%
Lewisburg	590	592	+2	+0.3%	479	100	13	\$49,700	95.4%	94.1%
New Paris	709	768	+59	+8.3%	173	164	131	\$38,000	97.8%	95.8%
West Alexandria	500	565	+65	+13.0%	457	106	2	\$49,200	96.2%	98.9%

Source: U.S. Census Bureau - 1980 and 1990.

GLOSSARY OF PLANNING - RELATED TERMS

The following terms, which appear in the Plan, are defined here for clarification purposes.

AQUIFER

A geological unit in which porous permeable conditions exist, thereby providing the capacity for yielding usable amounts of water.

AQUIFER RECHARGE AREA

An area that contains soils and geological features that are conducive to allowing significant amounts of surface water to percolate into the groundwater.

AGRICULTURE

As defined in Section 303.01 of the Ohio Revised Code, "agriculture" includes farming; ranching; aquiculture; apiculture; horticulture; viticulture; animal husbandry, including, but not limited to, the care and raising of livestock, equine, and fur-bearing animals; poultry husbandry and the production of poultry and poultry products; dairy production; the production of field crops, tobacco, fruits, vegetables, nursery stock, ornamental shrubs, ornamental trees, flowers, sod, or mushrooms; timber; pasturage; any combination of the foregoing; the processing, drying, storage, and marketing of agricultural products when those activities are conducted in conjunction with, but are secondary to, such husbandry or production.

AGRICULTURAL SOILS, PRIME

Those soils which are best suited for the production of food, fiber and other crops. Prime agricultural soils have been determined for Preble County based upon average yields per acre of principal crops and the capability grouping of each soil type. Prime agricultural soils fall within capability class I and II as they are described in the *Soil Survey of Preble County*, published by the United States Department of Agriculture, Soil Conservation Service.

BUSINESS, GENERAL

Commercial uses which generally require locations on or near major thoroughfares or their intersections, and which tend to serve the day-to-day needs of the community, as well as supplying its more durable and permanent needs. General business uses include, but are not limited to, such activities as furniture stores, department stores, discount merchandise stores, appliance stores and clothing stores.

BUSINESS, HIGHWAY

Commercial uses which generally require locations on or near major thoroughfares or their intersections, and which tend to serve the motoring public. Highway business uses include, but are not limited to, such activities as automobile service stations, truck service centers, restaurants and motels.

BUSINESS, OFFICE TYPE

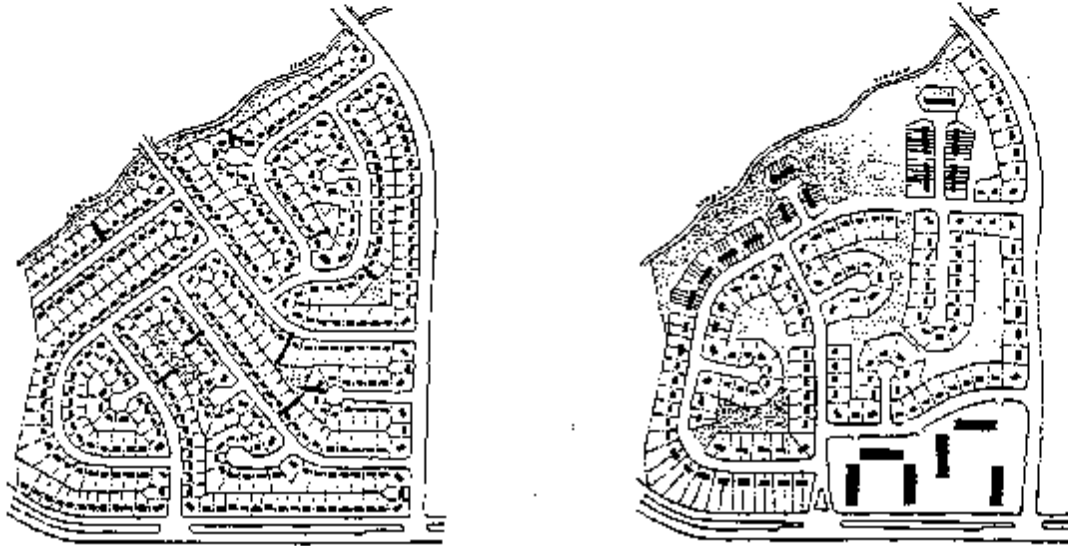
Quasi-commercial uses which may often be transitional between retail businesses and manufacturing and residential uses. Office-type businesses generally accommodate such services as administrative, executive, professional, clerical and financial, as well as educational and religious facilities.

CLUSTER DEVELOPMENT

Generally refers to a development pattern - for residential, commercial, industrial, institutional, or combination of such uses - in which the uses are grouped or "clustered" through a density transfer, rather than spread evenly throughout a parcel as in conventional lot-by-lot development. Such development may be authorized by permitting smaller lot sizes if a specified portion of the land is kept in permanent open space either through dedication or through creation of a homeowners association. Cluster zoning is favored by many communities and developers since it allows them to keep in open space they may have found un-buildable anyway, e.g., steep hillsides, ravines, wetlands - to create less monotonous designs, and to save money by building fewer streets and shorter utility lines, and by planners and public officials for the same reasons. Cluster development does not allow for an increase in the number of lots permitted under a conventional subdivision or an increase in the overall density of the development, it simply permits

a reduction in lot area and bulk requirements with the resultant "extra" land being devoted to open space. See Diagram below.

The plat on the left shows development under typical lot-by-lot zoning. The plat on the right shows development under cluster zoning. Note that both tracts have the same density, but clustering allows for more open space.



COMPREHENSIVE LAND USE PLAN, or THE PLAN

This document, as adopted by the Preble County Planning Commission and Board of County Commissioners, Preble County, Ohio, which provides goals, objectives and policies as a guideline for the future use of land within the County and the necessary supporting infrastructure such as thoroughfares, parks and open spaces, etc. The Plan also includes the Preble County Thoroughfare and Land Use Map, which generally depicts guideline areas for the expansion of urban uses

INDUSTRY, GENERAL

A use engaged in the basic processing and manufacturing of materials or products predominately from extracted or raw materials, or a use engaged in the storage thereof, or in manufacturing processes using heavy machinery. Such uses generally require locations with ready access to major thoroughfares or rail lines.

INDUSTRY, LIGHT

A use engaged in the manufacturing - predominately from previously prepared materials - of finished products or parts, including processing, fabrication, assembly, packaging, incidental storage and distribution of such products, but generally excluding basic industrial processing as characterized by general industry.

INDUSTRIAL PARK

A planned, coordinated development of a tract of land with two or more separate industrial buildings. Such development is planned, designed, constructed and managed on an integrated and coordinated basis, with special attention given to onsite vehicular circulation, parking, building design and landscaping.

INFRASTRUCTURE

Infrastructure consists of those facilities and services needed to support development such as utilities, thoroughfares, schools, emergency services and the like.

ISSUE

A problem or concern which usually has multiple potential methods or strategies that may be pursued in its resolution.

LAND USE

A description of how land is occupied or utilized.

LAND USE PLAN

The land use element of the Plan showing the existing and proposed location of various types of land activities. *See Comprehensive Land Use Plan.*

OBJECTIVE

A measurable achievement a community desires to accomplish in the future. By itself, an objective is not particularly helpful in making day-to-day decisions, but it does provide a general direction for more specific statements to assist County decision makers.

OPEN SPACE AREAS

Areas included in the Plan which are suggested for preservation, recreation or parks. Open space areas do not include Agricultural Areas, as defined in the Plan.

POLICY

A course of action by which objectives are achieved. It provides guidance for the daily decisions made by County government; therefore, it must have the political commitment of the elected officials of the community.

PREEMPT

The occupation or use of land such that it cannot be used for another purpose.

PLANNING

The decision-making process in which goals and objectives are established, existing resources and conditions analyzed, strategies developed, and regulations enacted to achieve the goals and objectives for the future development of the County.

POLICE POWER

The authority of government to exercise controls designed to protect the public's health, safety, morals and general welfare. As distinct from eminent domain powers, which the government may exercise to take property, no compensation need be paid for the imposition of police power controls as they do not include the taking of property.