

Guernsey County Comprehensive Strategic Plan

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By Direction of the Guernsey County Commissioners

Ernest "Skip" Gardner, President
Dave Saft
Dave Wilson

*Guidance and Consulting Provided by
The Ohio State University Extension Office*

Consultants
Cindy Bond
Myra Moss

Prepared by:
Guernsey County Planning Commission
Norm Blanchard, Chairman
Nancy Green, Recording Secretary

Guernsey County Comprehensive Strategic Plan

In recognition for the hard work and commitment of dozens of Guernsey County citizens who participated in the development of this plan under the leadership of the coordinators listed below:

Section Coordinators

-	<i>Introduction</i>	Norm Blanchard
1.	<i>Education/Workforce</i>	Regis Woods, Chris Keylor
2.	<i>Agriculture and Open Spaces</i>	Clif Little
3.	<i>Economic Development</i>	Norm Blanchard
4.	<i>Residential and Housing</i>	Kim Haught
5.	<i>Tourism/Cultural/Historical</i>	Debbie Robinson
6.	<i>Technology</i>	Norm Blanchard
7.	<i>Infrastructure/Transportation</i>	Paul Sherry
8.	<i>Environmental Issues</i>	Lou Thornton
9.	<i>Law Enforcement/Safety Services</i>	Randy Lepage, Gerry Beckner
10.	<i>Health Care</i>	Ray Chorey
11.	<i>Social Services/Family Support</i>	Shon Gress, Kathy Jamiel
12.	<i>Community Engagement</i>	Jo Sexton
13.	<i>Future Recommendations</i>	Myra Moss, Cindy Bond (OSU Extension Consultants)

Guernsey County Comprehensive Strategic Plan

Introduction

This Comprehensive Strategic Plan was created for the purpose of providing a broad framework for the development and conservation of Guernsey County's land resources. It is the finished product stemming from the efforts of thirteen (13) Section Assignments, each chaired by local community leaders. This Strategic Plan should be viewed as a policy guide as to future decisions regarding the development of our community over the next five (5) years.

The plan addresses issues related to parks, open spaces and recreation, education, health care, and potential economic development as it relates to future land uses in the community. Past, current, and projected demographic profiles of Guernsey County were examined in detail and have been integrated into the process. Emphasis has been placed on the identification and preservation of agricultural land environmental resources. Integrated into the planning process is a close examination of the current and projected infrastructure needs relating to transportation, water and sewer services to include an assessment of the current and future technology and communications assets of the community. Lastly, as part of the land use planning process, tourism and its historical roots and potential growth is integrated into the overall process as a viable attribute to the overall development of land in Guernsey County.

It is extremely important to maintain a clear distinction between the Comprehensive Strategic Plan itself and potential implementing measures. This Plan should not be construed as an attempt to create a regulatory document. Implementing measures include such regulatory controls as zoning and subdivision codes, public land acquisition, taxation policies and public improvements, which are just some of the methods or tools to implement land use policies. These measures are specific actions and are the work of public policy and decision makers. The Comprehensive Strategic Plan simply establishes a guide for future decisions regarding land use within the community.

As described, the term "community" applies to all land within Guernsey County and encompasses the city, villages, and townships within. The scope of the plan also recognizes the influence of external social and economic growth patterns emanating from surrounding counties and communities.

A primary consideration in the preparation of the Comprehensive Strategic Plan should be its usefulness. The Guernsey County Plan is a statement of public values, beliefs, and expectations intended for coordination purposes with other jurisdictions and in making specific decisions about present and future land use. As stated earlier, the Comprehensive Strategic Plan is to provide a guide for the utilization of the land resources of Guernsey County. To accomplish this, consideration must be given to all types and categories of land use. There are many other aspects of our society that interrelate with land use activities, and all must be considered concurrently in developing a comprehensive land use plan. However, decisions on how to manage these other concerns should be consistent with, and based upon, land use considerations. This has been the approach used in developing the Comprehensive Strategic Plan. The Plan recognizes the land use impact of existing conditions and anticipates the possible impact of future changes.

Existing economic, physical and social conditions, as well as projections of the most desirable future conditions, must be used to establish balanced policy and land use allocation in the future. The balancing process should result in a plan that provides the greatest long-term benefit to the greatest number of present and future citizens of Guernsey County. A transition will be to the long-term benefit of both the individual and the public.

The original Guernsey County Land Use Plan dates back to 1965 and had little, if any, input from the citizens in the community. The Plan was not used and was regarded as a plan developed to meet the requirements of the federal government as a prerequisite to receiving grant funds.

Ten Important Principles

1. The Plan is forward looking: five- to ten-year time frame.
2. The Plan was developed through a process of extensive community involvement.
3. The Plan encouraged widespread community support.
4. The Plan is based upon, and adequately reflects, community values, beliefs, and expectations.
5. The Plan should be used to guide community decisions.
6. The Plan is designed to be a living community document that is amended from time to time reflecting community changes.
7. All meetings of every committee were open to anyone who wished to attend.
8. All media outlets in Guernsey County were kept informed of most meeting times and places.
9. Every reasonable effort was made to listen to and consider issues or concerns raised by those who are not active in the planning process.
10. The Steering Committee developed rules of procedure to facilitate the orderly development of the Plan.

Mission Statement

Guernsey County should use a citizen-based approach and educational process to develop a thorough Comprehensive Strategic Plan. By encouraging the involvement of community leaders, the plan would reflect a broad cross-section of ideas and values. The desired outcome is to have a planning document that reflects the consensus of all participants for future land use and increased economic development potential.

Guernsey County Comprehensive Strategic Plan

Vision Statement

Guernsey County will be comprised of vibrant communities, valuable national and cultural resources, and a well-maintained land use pattern that will:

- Be an appealing place to live, work, and visit.
- Create and maintain an environment that acknowledges and respects age and cultural diversities.
- Enhance and maintain farms and forests as working resources.
- Preserve and enhance open spaces, natural areas, streams, creeks, rivers, and cultural resources.
- Foster, encourage, and oversee structured growth within identifiable areas of infrastructure; i.e., industrial parks for future economic development, farm land, housing sub-divisions, recreational parks and facilities.
- Offer a wide range of economic opportunities, together with a viable travel and tourism industry, a healthy environment and effective public services for all citizens.

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Population Characteristics

The following describes the general population of Guernsey County. Some information was compiled from the 2010 U.S. Census, while other information was provided by the Office of Policy, Research, and Strategic Planning. Data was analyzed to determine descriptive attributes of the population such as age, racial composition, and educational attainment.

Overview

The 2010 population in Guernsey County was 40,807, as reported by the 2010 U.S. Census. Population projections for Guernsey County were released by the Ohio Dept. of Development for the years 2010 through 2030, indicating that Guernsey County is expected to experience average growth over the next 20-year period. This projected population is a favorable 7.5% increase over the 20-year period. While past population trends do not seem to indicate growth potential, the increased activity in the gas and oil shale drilling and production would appear to bode well for a population spike. Population figures are shown below:

<u>Total Population</u>		<u>Projected</u>	
1850	30,438	2020	42,480
1900	34,425	2030	43,360
1950	38,452		
2000	40,792		
2010	40,087		

For comparison purposes, Coshocton County's population was projected to increase only 2.6% over the same 20-year period.

Regional Population Change

<u>County Name</u>	<u>2000 Population</u>	<u>2010 Population</u>	<u>Actual Change</u>	<u>Percent Change</u>
Belmont	70,226	70,400	174	+ .002
Coshocton	36,665	36,901	236	+ .64
Guernsey	40,792	40,087	705	- 1.7
Holmes	38,943	42,366	3,423	+ 8.7
Knox	54,500	60,921	6,421	+ 11.8
Licking	145,491	166,492	21,001	+ 14.4
Muskingum	84,585	86,074	1,489	+ 1.8
Noble	14,058	14,645	587	+ 4.2
Tuscarawas	90,914	92,582	1,668	+ 1.8
Washington	63,251	61,778	1,473	- 2.3
TOTALS	639,425	672,246	32,874	+ 4.9

As the preceding table demonstrates, Guernsey County's population declined between 2000 and 2010 compared to the slight increases reported by most of its neighboring counties. The lone neighboring county with a higher loss in population was Washington. The notable exceptions of Holmes, Knox, and Licking Counties have experienced intensive growth pressures due to out migration from the Columbus and Tuscarawas Valley areas.

Population Comparisons (Similar Cities)

	<u>2010</u>	<u>2000</u>	<u>Gain/Loss</u>
Cambridge (<i>Guernsey</i>)	10,635	11,520	- 885
Coshocton (<i>Coshocton</i>)	11,216	11,682	- 466
Dover (<i>Tuscarawas</i>)	12,826	12,210	+ 616
Marietta (<i>Washington</i>)	14,085	14,515	- 430
New Philadelphia (<i>Tuscarawas</i>)	17,288	17,056	+ 232
St. Clairsville (<i>Belmont</i>)	5,184	5,057	+ 127
Steubenville (<i>Jefferson</i>)	18,659	19,015	- 356
Zanesville (<i>Muskingum</i>)	25,487	25,586	- 99

The table above indicates that Cambridge suffered the largest population loss when compared to similar area cities. This loss has a negative impact on the recruitment of larger chain retail and food establishments. This is graphically illustrated by the presence of the “big box” facilities in neighboring cities with larger populations. Increased energy activity, an expanding industrial base, and a proposed college campus in Cambridge could reverse this trend.

Population by Age

<u>Population by Age</u>	<u>Number</u>	<u>Percent</u>
Total population	40,332	100.0%
Under 5 years	2,456	6.1%
5 to 17 years	7,425	18.4%
18 to 24 years	3,234	8.0%
25 to 44 years	9,855	24.4%
45 to 64 years	11,140	27.6%
65 years and more	6,222	15.4%

Median Age = 40 years

Although nearly a third (32.5%) of the county's population is under the age of 25, from 2000 to 2010, the number of residents age 45 or older has increased 5% overall, thereby significantly increasing the median age from 37.3 to 40 years. Interestingly enough, the U.S. Census had earlier projected that between 2000 and 2030, the percentage of Guernsey County residents age 65 and older will increase from 13% to 20%, increasing the county's overall median age from 36.2 to 40.2 years.

Educational Attainment

<u>Educational Attainment</u>	<u>Number</u>	<u>Percent</u>
Persons 25 and over	27,217	100.0%
No high school diploma	4,529	16.6%
High school graduate	12,343	45.4%
Some college, no degree	4,948	18.2%
Associate degree	2,299	8.4%
Bachelors degree	1,923	7.1%
Masters degree or higher	1,175	4.3%

It is encouraging to note that not only did the number of Guernsey County residents without a high school diploma drop 5% between 2000 and 2010, the number of residents who earned an associates degree or higher increased more than 4% during the same period. It is expected that these numbers will improve considerably over the next several years with Zane State's proposed full-service campus in Cambridge. The elimination of travel times to neighboring campuses, along with a significantly expanding curriculum available to local students should encourage residents to take advantage of educational opportunities previously not nearly as convenient. At the secondary level, increased focus on meeting state graduation standards is slowly impacting positively the number of high school graduates.

Largest Areas of Population

<u>Largest Areas</u>	<u>Census 2000</u>	<u>Census 2010</u>	<u>Actual Change</u>
City of Cambridge	11,520	10,635	- 885
Cambridge Township	3,985	3,935	- 50
Jackson Township	2,825	2,782	- 43
Village of Byesville	2,574	2,438	- 136
Adams Township	2,019	2,036	+ 17
Westland Township	1,931	2,073	+ 142
Valley Township	1,939	2,263	+ 324
Center Township	1,688	1,813	+ 125
Richland Township	1,489	2,082	+ 593
Wills Township	1,179	1,613	+ 434

The four largest industrial/commercial/residential centers in the county (City of Cambridge, Village of Byesville, and Cambridge and Jackson Townships) all decreased in population from 2000 to 2010, while several of the more rural areas showed larger populations, especially the Seneca Lake and Old Washington areas, both of which reported notable increases. The provision of county water and sewer service to rural areas of the County has significantly opened development potential in these areas.

Racial Composition

<u>Population by Race</u>	<u>Number</u>	<u>Percent</u>
Total population	40,332	100.0%
White	38,541	95.6%
African-American	506	1.3%
Native American	152	0.4%
Asian	151	0.4%
Pacific Islander	0	0.0%
Hispanic (may be of any race)	360	0.9%
Other	359	0.9%
Two or more races	623	1.5%
Total minority	1,967	4.9%

It is interesting to note that while minorities account for only 5% of the Guernsey County population, they account for 17.3% of Ohio's population, and nearly 30% of the U.S. population.

Employment by Industry Sector (2008)

<u>Industry</u>	<u>Employment Number</u>	<u>Percent of Total</u>
<u>Private Sector</u>	11,649	82.4%
Goods-Producing	3,633	31.2%
- Natural Resources/Mining	188	1.6%
- Construction	528	3.7%
- Manufacturing	2,917	25.0%
Services-Providing	8,016	68.8%
- Trade/Transportation/Utilities	2,463	21.1%
- Information	145	1.2%
- Financial Services	358	3.1%
- Professional/Business Services	906	7.8%
- Education/Health Service	2,299	19.7%
- Leisure/Hospitality	1,497	12.9%
- Other Services	347	2.9%
<u>Federal Government</u>	117	1.0%
<u>State Government</u>	542	3.8%
<u>Local Government</u>	1,827	12.9%

Employment figures reflect a 7.57% increase in the goods-producing category, with the bulk of this growth in the manufacturing sector. The services industry grew by 10.35%, with increases coming in the trade/transportation/utilities and education/health services categories. All other employment sectors remained relatively stable. It is expected that the anticipated explosion in growth resulting from local oil and gas initiatives could result in growth patterns in the industrial sector which are a radical departure from previous trends.

Summary

Over the past 60 years, the population of Guernsey County, although it has annually fluctuated back and forth, has steadily increased approximately 1.5 to 2.0% every ten years. (NOTE: Figures from the 2010 U.S. Census show a 1.7% decrease from 2000 to 2010.) From these statistics, it is evident that many high school graduates have found it extremely difficult to obtain employment in the county. As a result, they have either joined the U.S. military forces, left for college, or have left for areas of greater employment potential; i.e., larger cities and/or metropolitan areas.

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Education/Workforce

Introduction and Overview

Guernsey County and the surrounding area offer a variety of educational options for pre-school (age 3) through high school and higher education.

Opportunities, pre-school through high school, are available in a number of settings:

- Cambridge City Schools
- East Guernsey Local Schools
- East Muskingum Local Schools
- Mid-East Career and Technology Centers
- Ohio Valley Education Service Center
- Rolling Hills Local Schools
- Zane State/Willett-Pratt Training Center

A wide range of varied programs exists for student and parent selection.

The Ohio Valley Education Service Center makes available to local districts and the community programs to serve all schools in the area. Education opportunities beyond high school are enhanced through Zane State College, Muskingum University, Ohio University branches, and Kent State University branches.

Key Issues

Education continues to play an important role in the development of the area. Key local issues are best addressed through a close working relationship, with continued good communication:

- *Business Climate* - create awareness within the educational systems of the current and future business environment in order to make additions and/or adjustments to services when possible.
- *Educational Standards* - review to understand how the State-regulated expectations compare to the performance standards required by local business and industry.
- *Retention of Current Business* - create a system to provide support to those businesses who may be in jeopardy.
- *Workforce Quality* - provide training/support for skill sets needed to ensure our employers are competitive in a global market.

Future goals and the strategies of the Guernsey County Comprehensive Plan for Economic Development closely relate to a direct involvement with education. A solid working relationship between education and business continues to drive the need for cooperation to assure that appropriate and adequate education and training are available to develop skills that:

- Are considered relevant by both employers and the educational system
- Are at a level which makes initial employment feasible and additional training be productive and economical
- Are transferrable from one work situation to another

Plan

The development and implementation of a Guernsey County Workforce Consortium that will include business and education leaders.

Vision

The Guernsey County Workforce Consortium envisions a regional infrastructure that fosters a collaborative system which connects the needs of the workforce and workplace in a regional context. Providing necessary connections between education and business and industry to focus on providing opportunities, information, and exploration of needs is essential. This shall be accomplished with a shared vision for economic development through the consortium.

Mission

The Workforce Consortium's mission is to provide connections between the educators and business and manufacturing members of the community that will lead to a better understanding of our current and future workforce needs in order to position our area for dynamic, global economic growth.

Strategy

Focus on providing opportunities to share information and explore needs by:

- Determining skills needed for current employers
- Identifying educational partners' programs that meet the needs of the workforce
- Identifying gaps in services
- Recommending new programs to fill training skills resource gaps
- Identifying best practices and establish methods to share information and resources to overcome skill shortages and gaps

Goals

1. Providing an opportunity for educators and business and industry to exchange information, ideas, and realities.

2. Establishing a communication method and/or frequency to form a partnership.
3. Involving employers in resourcing innovative approaches to addressing the training gaps.

Action Steps

1. Conduct an Economic Development Summit
 - a. Form committee
 - b. Develop action plan
 - c. Select date and place
 - d. Create agenda
 - e. Market the summit to business and industry with a survey
 - f. Recruit sponsors
 - g. Hold summit
 - h. Evaluate feedback from comments and surveys
 - i. Report back to stakeholders
2. Coordinating Services
 - a. Committee meets to arrange linkages for employers and training institutions
 - b. Committee works with the Skills Bank Regional Coordinator and the Ohio Dept. of Development to locate funding sources for training when possible
 - c. Committee links Guernsey County needs to best practices in the local area for replication of programs or services

Partners

- AOP-20 (Appalachian Ohio Preschool-20)
- Cambridge Area Chamber of Commerce - Human Resources Roundtable
- Cambridge City Schools
- Community Improvement Corporation
- East Guernsey Local Schools
- East Muskingum Local Schools
- Guernsey County Commissioners
- Guernsey County Ohio Means Jobs Workforce Policy Board
- Guernsey County Planning Commission
- Local Business and Industry
- Mid-East Career and Technology Center
- Ohio Valley Education Service Center
- Rolling Hills Local Schools
- Southeast Ohio Manufacturing Council (SEORMC)
- Zane State College

Implementation Plan

Education/Workforce

Goal One Beginning with the 2015-2016 school year, the percentage of students who are not workforce/career ready will decrease each year for the next four (4) years

Objective 1 Establish awareness/interest in workplace opportunities with students

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Business and industry, along with education, will work together to connect learning to workforce/career readiness	- An Advisory Committee, consisting of industry experts and curriculum experts and students will be created	Education Sub-Committee and Partners	September 2015
1.1.2		- Representatives from education will be integrated into Human Resource (HR) Round table	Education Sub-Committee and Partners	September 2015
1.1.3		- Zane State College will host a Summer Manufacturing Institute for area 6th-8th grade students	Zane State College	August 2015
1.1.4		- A program/curriculum will be created by education and supported by business and industry partners necessary to improve the "soft skills" required for workforce/career-readiness	Ohio Valley ESC and Business and Industry Partners	November 2015

Objective 2 Experience manufacturing ideas, issues, and workplace expectations and readiness with students

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.2.1	Business and industry, along with education, will work together to provide opportunities/information for mentorships and/or apprenticeships and career path choices	- Educators will participate in "strategic" tours of local business/industry entities	Education Sub-Committee and Business and Industry Partners	Ongoing - Beginning 2015-2016 school year
1.2.2		- Business and industry leaders will participate in "strategic" tours of local school district buildings	Education Sub-Committee and Business and Industry Partners	Ongoing - Beginning 2015-2016 school year

No.	Strategy	Action	Responsibility	Time Frame
1.2.3		- Develop a communication strategy for regular sharing of workforce/career readiness information between business and industry and education	Education Subcommittee and Business and Industry Partners	September 2015
1.2.4		- Create a mentorship plan to provide students with workforce/career experiences	Education Subcommittee and Business and Industry Partners	August 2015
1.2.5		- Create a regular communication strategy to increase student awareness of local workforce/career opportunities	Education Subcommittee and Business and Industry Partners	November 2015

Guernsey County Comprehensive Strategic Plan

Agriculture and Open Spaces

Introduction and Historical Background

Guernsey County has a land area of 338,170 acres. Flooding and wet soils are major concerns affecting agriculture and development. The land in Guernsey County is subject to erosion, slippage, and has a high shrink-swell potential. The depth of the soil to bedrock is considered moderate and has slow permeability that can pose major management concerns. The soils of the county have been mapped and are currently available online at:

<http://websoilsurvey.nrcs.usda.gov>

The Guernsey County local work group (2005) has identified the following soils as “Prime and Locally Important Farmland”:

Prime and Other Important Farmlands

AaB	Aaron silt loam, 2 to 8 percent slopes	All areas are prime farmland
AbB	Aaron-Upshur complex, 2 to 8 percent slopes	All areas are prime farmland
Ca	Chagrin loam, occasionally flooded	All areas are prime farmland
GdB	Gilpin silt loam, 2 to 8 percent slopes	All areas are prime farmland
GnA	Glenford silt loam, 0 to 2 percent slopes	All areas are prime farmland
GnB	Glenford silt loam, 2 to 6 percent slopes	All areas are prime farmland
He	Hartshorn silt loam, occasionally flooded	All areas are prime farmland
Ho	Holton silt loam, occasionally flooded	All areas are prime farmland
KaB	Kanawha loam, 2 to 6 percent slopes	All areas are prime farmland
KeB	Keene silt loam, 1 to 8 percent slopes	All areas are prime farmland
KfB	Keene silt loam, 2 to 6 percent slopes	All areas are prime farmland
Lc	Lindside silt loam, occasionally flooded	All areas are prime farmland
Le	Lobdell silt loam, occasionally flooded	All areas are prime farmland
LoB	Lowell silt loam, 3 to 8 percent slopes	All areas are prime farmland
MeB	Mentor silt loam, 2 to 8 percent slopes	All areas are prime farmland
MgB	Mentor silt loam, 2 to 6 percent slopes	All areas are prime farmland
OmB	Omulga silt loam, 1 to 6 percent slopes	All areas are prime farmland
SeB	Sees silty clay loam, 2 to 6 percent slopes	All areas are prime farmland
UpB	Upshur silt loam, 2 to 6 percent slopes	All areas are prime farmland
VwB	Vincent silty clay loam, 2 to 6 percent slopes	All areas are prime farmland
WhB	Wellston silt loam, 2 to 8 percent slopes	All areas are prime farmland
WkB	Westmore silt loam, 2 to 8 percent slopes	All areas are prime farmland
WtB	Woodsfield silt loam, 1 to 8 percent slopes	All areas are prime farmland
ZnB	Zanesville silt loam, 2 to 6 percent slopes	All areas are prime farmland
EuA	Euclid silt loam, rarely flooded	Prime farmland if drained
FtA	Fitchville silt loam, 0 to 3 percent slopes	Prime farmland if drained
McA	McGary silt loam, 0 to 3 percent slopes	Prime farmland if drained
Nd	Newark silt loam, occasionally flooded	Prime farmland if drained

Or	Orrville silt loam, occasionally flooded	Prime farmland if drained
Ne	Newark silt loam, frequently flooded	Prime farmland if drained and flooding or not frequently season
Zp	Zipp silty clay loam, frequently flooded	Prime farmland if drained and flooding or not frequently season
Ld	Lindside silt loam, frequently flooded	Prime farmland if protected frequently flooded during the spring
No	Nolin silt loam, frequently flooded	Prime farmland if protected frequently flooded during the spring

Locally Important Farmland

AaC	Aaron silt loam, 8 to 15 percent slopes
AbC2	Aaron-Upshur complex, 8 to 15 percent slopes, eroded
ChD	Clarksburg channery silt loam, 15 to 25 percent slopes
DkC	Dekalb channery loam, 8 to 15 percent slopes
DkD	Dekalb channery loam, 15 to 25 percent slopes
GdC	Gilpin silt loam, 8 to 15 percent slopes
GdD	Gilpin silt loam, 15 to 25 percent slopes
GrC	Guernsey silt loam, 8 to 15 percent slopes
GrD2	Guernsey silt loam, 15 to 25 percent slopes, eroded
GuD	Guernsey-Upshur complex, 15 to 25 percent slopes
LoC	Lowell silt loam, 8 to 15 percent slopes
LoD	Lowell silt loam, 15 to 25 percent slopes
LwC	Lowell-Westmoreland complex, 8 to 15 percent slopes
LwD	Lowell-Westmoreland complex, 15 to 25 percent slopes
MeC	Mentor silt loam, 8 to 15 percent slopes
MeD	Mentor silt loam, 15 to 25 percent slopes
Sa	Sarahsville silt clay loam, frequently flooded
WhC	Wellston silt loam, 8 to 15 percent slopes
WmC	Westmoreland silt loam, 8 to 15 percent slopes
WmD	Westmoreland silt loam, 15 to 25 percent slopes
WIC	Woodsfield silt loam, 8 to 15 percent slopes
ZnC	Zanesville silt loam, 6 to 15 percent slopes

The main source of farm income in the county is from the sale of livestock and livestock products. Respectively, beef, dairy, sheep/goats and hogs represent the county's largest cash-generating livestock enterprises. The most important crops, respectively, include hay, soybeans, corn and oats. The number of farms located in Guernsey County is 890. The economic output from these farms is \$19,581,000 million annually. Guernsey County ranks 11th in cattle and calves, 17th in number of sheep, and ranks 9th in hay production when compared against all Ohio Counties. The county has experienced significant agriculture growth from 2002 to 2007. During this time period, we have seen an approximately 28% increase in the market value of agriculture products sold. (Source: the Ohio Department of Agriculture 2007 statistics.)

Agriculture Committee Vision

- Preserve Prime/Locally Important Farmland
- Discourage the division of farmland parcels
- Promote the agricultural value of Prime Farmland to competing land users and decision makers
- Make it a priority that agricultural operations be:
 - Economically sustainable
 - Environmentally sustainable
 - Socially acceptable to the community

Goals and Strategies

Goal 1 Coordinated Development in Guernsey County

Development in Guernsey County should utilize cooperation between county agencies and developers, investors or landowners to ensure that the county remains diversified and retains an agricultural base. Guernsey County's various governments and agencies need to coordinate their efforts to ensure that development is directed to the areas where it will be beneficial and cost-effective to the community and where it will help Guernsey County preserve its agricultural character. Ensuring that development is concentrated in areas that have adequate public infrastructure, and locating development away from Prime/Locally Important Farmland to the greatest extent possible, will protect Guernsey County's agricultural sector, as well as the county's financial resources.

An effective land use plan addresses and incorporates all significant local issues and priorities, but must also be based on the land and its natural resources. Land use planning is both a social science and a physical and biological science. Failure to consider the natural environment can result in cost overruns, increased runoff, flooding, and environmental degradation, construction delays, and expensive planning mistakes.

Strategy Facilitate cooperation with the local Soil and Water Conservation District to provide soil and water evaluations of proposed developments.

County agencies should use soil and water data to determine if existing soil and water conditions can support the proposed land change needs. Guernsey County has a completed Soil Survey. The Soil Survey provides detailed predictions of soil behavior for selected land uses and highlights soil limitations, improvements needed to overcome limitations, and the impact of selected land uses on the environment. This information is readily accessible to the public and should be used to help form regulation guidelines for health board representatives, realtors, banking interests, and other planning agencies. For more information on soils, go to the web soil survey or the Guernsey Soil and Water Office.

Strategy Protection and preservation of prime/locally important farmland.

County planners/developers can best help preserve farmland by following the recommendations of the Comprehensive Land Use Plan.

Strategy Work with local government entities and residents to extend water and sewer lines.

If agreed upon by citizens and representatives to extend infrastructure into areas of prime agricultural land, this should be undertaken as carefully as possible in order to minimize negative impacts on agricultural activity. It may be necessary to establish a set of standards regarding development and subdivisions in conjunction with water and sewer extensions in prime farmland areas to diminish the likelihood of loss of prime farmland.

Strategy Develop residential building standards that encourage excessive lot sizes.

This would help reduce the amount of farmland being used for residential purposes.

Strategy Clustered development for residential housing deserves serious consideration.

A clustered development permits the same number of houses to be built on a site as would be permitted under conventional regulations, but it places the houses on smaller lots in order to create a large area of undeveloped open space. The open space can be owned in common by the residents and can be administered by a homeowners' association. Cluster developments use less land, and reduce the amount of infrastructure needed. Cluster options also make it possible to place houses at a distance from farm operations and cause less disruption to and impact upon the overall landscape. A clustered development option should be included in the County Subdivision Regulations and should be included in any future land use regulations.

Goal 2 Green Space Protection

When considering the development of parks, open spaces, corridors, trails or bikeways, government entities may wish to assess public feelings and concerns prior to development, while presenting and publishing a budget. Prior to developing the park, open space, corridor, trail or bikeway, the government entity may research the ownership of the subject land. If ownership of the land is contested, the government entity shall either purchase the land from a willing seller or acquire the land by appropriation.

Green Space includes parks, farm fields, vacant hillsides and other land uses that support primarily vegetative land cover. Maintaining the county's green spaces is essential to the ongoing vitality of the agricultural sector while providing conservation benefit and wildlife habitat.

Strategy Prime/locally important farmland for agricultural production should be preserved and protected to the maximum extent by utilizing all possible and applicable incentives.

One method to preserve prime farmland includes maintaining, extending and creating new agricultural districts in which agricultural activity, even within urban systems, is taxed at a lower rate than urban land use activities. Another method is to implement the recent legislation that allows local governments to purchase development rights from farmers. In these ways, agriculture can continue as a valued and productive way of life and major feature of landscape.

Strategy Encourage landowners to enroll in the Ohio Agricultural District designation.

The Ohio Agricultural District Program was initiated in 1982 to help preserve agricultural land and avoid costly litigation to continue commonly accepted agricultural practices. Farmers who enroll their lands in agricultural districts at no cost for five years receive exemptions from sewer and water assessments and protection from nuisance suits. The county auditor on each five-year anniversary sends renewal forms to the landowners.

The basis for the Guernsey County Agriculture Land Use Plan has been the Coshocton County Plan that has served as a template.

Overview of Open Spaces

We are blessed with two large parks within Guernsey County: Salt Fork State Park and Seneca Lake. These two parks serve as great attractions for tourists who travel from surrounding states to take in the breathtaking beauty that abounds throughout the country side. We have expanded the Parks System to provide passive recreational opportunities for our residents as well as tourists who travel here as a destination due to the abundant recreational activities available at little or no cost. We have made an assessment of the current assets and developed a plan for future development to accommodate the growing need for additional community parks, along with a network of recreational trails to attract visitors and service the needs of our residents.

In addition to the personal benefit that residents receive from the parks and open spaces, the county benefits in two other important ways. The first is an environmental benefit by preserving the open spaces and wetlands from encroachment of development and providing for the enjoyment of future generations. The preservation of our natural history has been and will continue to be a top priority for all local government entities. The second benefit comes from the economic development that we derive from the tourism that travels to Guernsey County as a destination for recreational opportunities at our beautiful State, County, City, Village, and Private Parks Systems. Most individuals make Guernsey County their destination due to the quality of life issues that exist within our county. We strive to improve the experience through the enhancement of existing facilities and the development of new opportunities that will encompass the needs of most individuals. We continue to seek the recommendations of areas that we can expand upon to make Guernsey County a place we want to call home.

Facilities Analysis

You take one look at the existing parks located throughout Guernsey County, and you will clearly see that our communities have placed a high priority on Parks and Open Spaces as an important part of development and a real sense of pride as shown by their appearance. In the past several years, development in Parks and Open Spaces has been focused on the acquisition and construction of recreational trails utilizing former railroad-owned lands to create connecting corridors to communities that allow individuals to use alternate means of transportation to blossom in communities where little has happened for a number of years. Our efforts are to establish these corridors along areas previously occupied by historical sites that highlight our heritage and the pristine wetlands, wooded areas, and wetlands that traverse the beautiful countryside.

Guernsey County continues to see a tremendous influx of tourists to the area who spend their quality time here, and they have the desire to experience what we take for granted most of the time: the breathtaking beauty that exists in our natural and man-made settings, along with the abundant wildlife that exists through the county. If we summarize the various parks, you need to categorize them by State, County, City/Village, Township and Private to be able to describe what is available for individuals to utilize.

State Parks

The Salt Fork State Park is located in the northeastern portion of Guernsey County and offers the following amenities: the landscape of rural Guernsey County appears as a patchwork of forested hills, open meadows, and misty valleys threaded by numerous streams; at the heart of this region is Salt Fork State Park, encompassing the woodlands and fields flanking Salt Fork Reservoir; and, as Ohio's largest state park, Salt Fork boasts 17,229 acres of recreational facilities to suit nearly every taste.

1. Lodge - Salt Fork Lodge, scenically overlooking the lake, has 148 guest rooms.
 - Lodge features include a dining room, coffee shop, snack bar, gift shop, lounge and lobby areas, indoor game area, and meeting rooms accommodating up to 450 people.
 - Lodge and cottage guests can enjoy indoor and outdoor swimming pools, sauna, the tennis, volleyball, basketball, and shuffleboard courts, 400-foot swimming beach, as well as boat launching and docking facilities.
2. Cottages
 - 37 two-bedroom vacation cottages in hillside and lakeside locations offer fully-furnished living and dining areas, kitchen equipped with cooking and eating utensils, bath with shower, and screened porch.
 - 17 chalet cottages also feature gas log fireplaces and hot tubs.
 - All cottages are available year round.
 - Pets are permitted in select cottages, call 800-282-7275 for details.

3. Camping

- Campground has 192 sites with electricity.
- Each site has a 50-amp electric hook up.
- 20 full-service campsites offer sewer and water hook ups as well.
- Heated shower houses, flush toilets, dump station, a separate beach, boat launching, and docking facilities for campers.
- 18 sites are wheelchair accessible.
- Group camp and horsemen's camp are available.
- Pets are permitted on designated sites.

4. Golfing

- 18-hole golf course.
- Golf pro shop.
- Snack bar.
- Driving range.
- Practice putting green.
- Tee time reservations are recommended and can be made online, or by call 740-432-7185.
- Pavilion is available by reservation for outings.

5. Fishing

- Sizable populations of largemouth bass, crappies, bluegills, walleyes, and muskellunge are present.
- fishing is particularly good in the many embayment areas, and along the artificial reef on the north branch of the lake.
- An ODNR Division of Wildlife office is located near the main park entrance.
- Valid Ohio fishing license is required.

6. Swimming

- 2,500-foot beach is one of the largest inland beaches in Ohio.
- Modern bathhouse provides showers, lockers, toilets, and a snack bar.
- Check for water quality advisories.

7. Trails

- 14 hiking trails:
 - Valley Brook Loop Trail: 0.1 miles (Easy)
 - Archery Trail: 1 mile (Easy)
 - Shadebush Trail: 2 miles (Moderate)
 - Gunn's Glen Trail: 2 miles (Moderate)
 - Deer Run Trail: 1.5 miles (Moderate)
 - Overlook Trail: 0.1 miles (Moderate)
 - Sunshine Brook Nature Trail: 0.7 miles (Moderate)
 - Forest Crest Nature Trail - Hiking: 0.3 miles (Moderate)
 - Hillcrest Trail: 1 mile (Moderate)
 - Beach Point Trail: 1 mile (Moderate)
 - Stone House Loop Trail: 1.8 miles (Moderate)
 - Morgan's Knob Loop Trail: 0.8 miles (Moderate)
 - Pine Crest Loop Trail: 1 mile (Moderate)
 - Hosak's Cave Trail: 0.5 miles (Moderate)
- Snowmobile: 19 miles (Moderate)
- Bridle: 12 miles (Moderate)

8. Picnicking

- Nine (9) picnic areas with tables and grills available in scenic locations around the lake.
- Wheelchair-accessible picnic area with hard-surfaced paths and accessible latrines, parking and tables is located off Park Road 1.
- Two (2) shelters can be reserved online or by calling 866-644-6727:
 - *Beach I* - 24' x 32' open building; paved site with 100+ parking spaces; 20 amp electric with 12 outlets; 8 picnic tables; group grill; near modern restroom water supply, beach, lake, nature center.
 - *Beach II* - 24' x 32' open building; paved site with 100+ parking spaces; 20 amp electric with 12 outlets; 8 picnic tables; group grill; near modern restroom water supply, beach, lake, nature center.

9. Boating

- Boats with unlimited horsepower are permitted on the 2,952-acre lake.
- Combined speed/ski zones are marked by buoys.
- There are 10 boat launching ramps on the lake.
- Boaters may camp on their boats in no-wake zones within 50 yards of shore.
- Swimming from boats is permitted in designated areas only.

10. Marinas

- Two (2) marinas include 469 rental docks, comfort stations, gasoline fuel stations, parking facilities, concession areas, and a variety of rental boats.

11. Winter Recreation (*conditions permitting*)

- Sledding
- Cross-country skiing
- Snowmobiling
- Ice skating
- Ice fishing
- Ice boating

12. Hunting

- Hunting is permitted on designated areas.
- Check-in with park or wildlife officers for delineation of these areas.
- Cottontail rabbit, gray and fox squirrels, deer, grouse, quail, woodchuck, raccoon, mink, muskrat, beaver, wild turkey, and waterfowl are abundant.
- An ODNR Division of Wildlife office is located near the main park entrance.
- Valid Ohio hunting license is required.

Seneca Lake Park

The Muskingum River Watershed, which covers more than 8,000 square miles and drains into the Muskingum River, is the largest wholly contained watershed in the State of Ohio, covering about 20% of the state. The Muskingum River—which is formed by the confluence of the Tuscarawas and Walhonding Rivers at Coshocton, Ohio— empties into the Ohio River at Marietta. The system of reservoirs and dams in the watershed offers flood reduction and water conservation benefits to the region’s property owners and residents. The Muskingum Watershed Conservancy District (MWCD), a political subdivision of the State of Ohio, was responsible for the development of the reservoirs and dams. Today the MWCD is dedicated to flood reduction, water conservation, and recreation in the Muskingum River Watershed. One of the Parks under their jurisdiction is the Seneca Lake Park described below:

1. Seneca Lake at a Glance

- 3,550 acres of water surface
- 399 horsepower limit
- One public boat launch ramp of of State Route 574
- 4,060 acres of land
- Conservation (Normal) Pool Elevation: 832.2 feet above sea level

2. Seneca Lake Park and Campgrounds

- 513 campsites in two locations (Class A full hookups and Class A with electric)
- Swimming beach with concession stand
- Vacation cabins, camper cabins
- Picnic shelters
- Log cabin nature center, special events
- Hiking trails
- Amphitheater and playground

Guernsey County Parks

Moore Memorial Woods

The land was donated to the Guernsey Soil and Water Conservation District in 1955 by Mr. and Mrs. Edward Wallace as a living tribute to her father, Major James W. Moore, a Civil War veteran. It is located near Old Washington in Wills Township, approximately 12 miles east of Cambridge.

Moore Woods is typical of the second growth mixed oak forests in southeast Ohio. Red, white, and chestnut oaks are the primary species found along ridge tops and side slopes. Walnut, poplar, hickory, and other hardwood species can be found in the lower areas. Many varieties of shrubs, ferns, and wild flowers grow throughout the tract. The topography ranges from flat along ridge tops and narrow valleys to very steep on side slopes. Two small streams dissect the woods, and several vernal pools form in the spring. Species of wildlife include deer, grouse, squirrels, rabbits, turkeys, songbirds, and other small mammals.

The 78-acre tract of land, which is almost entirely forested, is being maintained as a laboratory for environmental education. This is an excellent place to study forestry, soil conservation, biology, and wildlife management. There is no fee for use of the facility, and the SWCD office has staff members with expertise in these subjects. There are workshops on various subjects offered throughout the year to adults and school-age children.

It is the belief of the District that to study nature, the setting should be as close to the natural conditions as possible. Development at Moore Woods has been done with this basic theme in mind. An old township road divides the area, and there are over a mile of hiking trails. A parking area large enough for buses is available at the entrance. There is a pavilion and pit-type restroom on site.

Jackson Park

The Guernsey County Park System started with the acquisition of five acres of land located on the southwest edge of Byesville located in Jackson Township. It was formed with a partnership of the County Commissioners and Township Trustees. It has facilities constructed to accommodate the residents. It has a walking trail, pavilions, gazebo, playground facilities, stage, and a well-stocked lake.

Peters Creek S-Bridge Park

The historic S-Bridge was located on the Old National Road (U.S. Route 40), build about 1828. Where the road crossed a creek at an angle, a stone arch bridge was built at right angles to the stream flow. "S"-shaped walls were then built to guide traffic around the job from the direction of travel across the bridge and back onto the road line. An arch parallel with the stream flow and in line with the road would have been more difficult and costly to build. The bridge stood for more than 175 years when it was damaged as a result of two major storms that passed through Guernsey County in September 2004. The main structure on the southeast corner was severely damaged and was thought to be the demise of the bridge. Through the efforts of the County Commissioners, Engineer, State of Ohio, FEMA, and the Community Development Corporation, the bridge was completely dismantled brick by brick, numbered and rebuilt with reinforcements to its near original condition, thus preserving it for future generations. This historical park has become a destination for travelers, and is one of two S-Bridges located in Guernsey County, the second one being the Middlebourne S-Bridge.

Fletcher Park

Fletcher Park is one of the newer parks that was recently acquired by the County Park System which is located on property formerly owned by the Cambridge State Hospital. This beautiful wooded setting will soon be home to a planned pavilion and picnic area for residents of the Northgate Addition and individuals seeking time alone in a tranquil setting. The park is located at the south entrance to Cambridge Developmental Center.

The Great Guernsey Trail

The recently completed Great Guernsey Trail is a 5.5 mile paved walking trail that starts at 63500 Corduroy Road, Cambridge, and traverses east passing through a beautiful tranquil valley formerly occupied by the CSX Railroad. It has numerous historical sites located along the way to the destination at 204 Mail Street, Lore City. Parking lots are located at both 63500 Corduroy Road and in Lore City adjacent to the Leatherwood Park owned and operated by the Village of Lore City. Along the trail, travelers will be able to witness pristine wetlands with abundant wildlife and wild flowers native to our county. You determine the pace and the distance you desire to travel, and a lot depends on the friends you encounter along the way.

Derwent Park Complex

The Derwent Park Complex is 38 acres of ground purchased recently with a grant from the Land & Water Conservation Fund to allow for the construction of multi-use baseball/softball/football/soccer fields and paint ball course. The plan for the complex is to expand recreational opportunities for all residents and to meet the ever-changing needs of the individuals served.

Cambridge City Park

Cambridge City Parks offer something for every member of your family. Our facilities include:

Picnic shelters; fishing in city lake; sand volleyball; ducks, geese, and squirrels; basketball; tennis; softball; football; playgrounds; skate park; walking trail; covered bridge; huge shade trees; modern restrooms; meeting rooms; City Band concerts; "Boomarama" on the Fourth of July; Salt Fork Arts and Crafts Festival (second weekend in August); and Gus Macker 3-on-3 Basketball Tournament.

Stadium Complex

Recently added was the former Cambridge High School football stadium complex that is used for concerts and City-sponsored events along with high school football games.

City Pool

The City Park Pool re-opened in 1996 after an extensive overhaul. It features one and three meter diving boards, a water slide, a separate baby pool, handicap access, a concession stand, racing lanes, ample sunbathing space, lounge chairs plus in-pool fountains and sprayers. Weather permitting, the pool is open every day through the summer when Cambridge City Schools are not in session.

Recreation Center

The Ohio Army National Guard Armory, located next to the City Pool, has become the City Parks Armory Veterans Memorial Recreation Center. It features an NBA-sized wood basketball floor (also used extensively for volleyball), meeting rooms, office space, a kitchen, dining room, and the Parks Department Office.

On Park Grounds

- Tasty Treat Ice Cream Shop (near Big Pavilion)
- Dave's Caddie Shack Miniature Golf (Lakeside Drive)

Byesville Village Park

The Byesville Village Park is located in a beautiful tree-lined setting with two pavilions, gazebo/ stage, play pod and playground equipment, and basketball and tennis courts. Many events and festivals continue to be held in the facility.

Cumberland Village Park

Recently added to enhance the recreational opportunities for the residents was the construction of a new play pod with a grant acquired by the Guernsey County Community Development Corporation, who supplied all volunteer labor for the construction.

Fairview Village Park

The park is located south of the Village and has a baseball diamond and a play pod purchased with NatureWorks funds.

Lore City Village Park

Lore City has been very active in the construction of park facilities for the enhancement of recreational opportunities for the Village and surrounding communities. With the acquisition of the former Lore City Elementary School building and surrounding property, a plan was implemented to enhance the Community Building, a baseball diamond was constructed, a pavilion was built with CDBG funding, a play pod was constructed with NatureWorks funding, and additional improvements to the Community Center.

A lot of activity has taken place at the Leatherwood Park. With construction of the Great Guernsey Trail, a decision was made to make Lore City a trail head, and a flurry of activity was started with community and individuals pitching in to make it all happen. A pavilion was constructed and parking lots paved, playground equipment added, and the basketball court and baseball diamond were improved. Recently, the Lore City Festival was moved to Leatherwood Park, and upgrades were made possible by contributions from the Lore City Ladies Association and volunteer labor.

Madison Township Park

The Park is located on the former Madison School property that was conveyed by the East Guernsey School District to the Township Trustees. It has a baseball diamond, pavilion, play pod, and other miscellaneous playground items.

Old Washington Village Park

Located in the center of the Village, the Park encompasses property and equipment at the former site of Old Washington Elementary School and Buckeye Trail Middle and High Schools. It has a play pod, pavilion, and other playground equipment.

Pleasant City Village Park

Located in the center of Pleasant City, adjacent to the Volunteer Fire Department, it has a pavilion, play pod, and various playground equipment.

Quaker City Village Park

The Village Park is a flurry of activity during baseball season with two baseball diamonds, pavilion, and play pod equipment. It is the home of the Quaker City Homecoming Festival that attracts thousands to the beautiful community.

Senecaville Village Park

The Village Park is located on the grounds of the former Senecaville Elementary School. It has playground equipment and a baseball diamond.

Valley Township Park (Buffalo)

The Township Park is located just off State Route 313 southeast of Buffalo. It is owned and operated by the Township Trustees, and has a baseball diamond, pavilion, basketball court and playground equipment. It also has a graveled trail that runs around the perimeter of the facilities.

Private Recreational Facilities

Rocky Fork Recreation (Kimbolton)

Jump-start your day with a guided horse ride through picturesque wooded trails. Go for more extreme fun in a round of paint ball with friends. Next, take a guided hike as you become one with nature. Canoes and kayaks are an enjoyable way to end the day watching the sun set on the lake. The choice is yours. There is a wide range of fun and activities at Rocky Fork

Recreation, from horseback trail rides to ATV's and everything in between. For outdoor recreation and excitement, Rocky Fork Recreation is the premiere destination in southeast Ohio for fun. Families looking for a budget-friendly weekend, couples wanting to spend a special day, and even large groups or corporate events, all enjoy making memories here.

Customize your adventure to suit everyone's interest, or just go on a whim and see where nature takes you. The knowledgeable staff can assist you in creating a relaxed day or set up an exciting group event. The possibilities are endless. Keep in mind that reservations are required for some activities. Please contact Rocky Fork if you have any questions about any scheduled special events or activities that they have to offer.

Brushy Fork LLC (18351 Cadiz Road, Lore City)

The park offers many acres and trails to ride your ATV. Trails range from smooth for beginners to rough for advanced riding. Areas are available to stop and enjoy the beautiful views. Cost is \$20 per day, \$10 per half day, or \$3 per hour. Park is open Tuesday through Saturday from 10:00 a.m. to 8:00 p.m. and Sunday from 12 noon to 8:00 p.m. Call for access on Mondays. Park is located 15 minutes from I-77, north of Salt Fork State Park on U.S. Route 22.

Parks and Open Spaces Vision and Goals

An adequate number of parks, recreation areas, and natural open spaces will be preserved and maintained for future generations of Guernsey County.

Goals that have been established:

1. To identify all existing parks, recreational areas, historic sites, and natural areas within Guernsey County.
2. To recommend the parks, recreation areas, historic sites, and natural areas that should be maintained and preserved and/or expanded.
3. To suggest areas where new parks, recreation areas, and natural spaces could be established.
4. To maintain and preserve all the lands in the county dedicated to parks, recreation areas, and natural areas.
5. Preserve, maintain, and limit encroachment on open space and riparian corridors to help in the preservation of our wetlands that are vital to our water supply.

Goals and Strategies

Goal 1 **Coordinate administration of park and recreational resources between the State, County, private, and various local park and recreational facility providers.**

The Salt Fork State Park is owned and under the control of the State of Ohio. The Seneca Lake Park area is under the control of the Muskingum Watershed Conservancy District. The County has very little jurisdiction

over those lands; however, all local governments, political subdivisions and private organizations collectively work together and have individual jurisdiction of areas throughout Guernsey County. They work collectively in the planning and implementation of short- and long-range expansion of the park, natural and recreational resources within our wonderful county. As we move forward collectively, we need to expand upon the cooperation that currently exists to better manage and preserve our assets through joint development of projects to enhance and expand upon the positive attributes that make Guernsey County an attraction to visitors and to have a quality of life second to none in our region.

Goal 2

Build upon Guernsey County's existing park and recreational resources.

This portion of the plan recommends that the County look at preserving the riparian corridors and wetlands that traverse our County to ensure that our natural waterways and wetlands are preserved from encroachment of development that impedes that natural flow of the waterways and preserves the wetlands that replenish our drinking water supplies. This has been identified as a high priority to the implementation and development of the Comprehensive Land Use Plan.

Strategies

1. The Guernsey County Park Board should work directly with agencies like the Guernsey County Community Development Corporation to secure funding by means of grants to acquire areas deemed as important to the implementation of the expansion and preservation of our Parks and Open Spaces.
2. County and local governments should support the extension of the Great Guernsey Trail throughout Guernsey County.
3. The Guernsey County Park Board should work jointly with the Guernsey County Community Development Corporation to identify areas within the County that are under served and work collectively to develop and expand the Park System to better service its residents.
4. If substantial growth should occur in any township in the County that does not have a park and/or playground, either the Township Trustees or zoning laws should ensure that parks, playgrounds, and green spaces are constructed.
5. Wetlands, Open Spaces, and Riparian Corridors should be identified and evaluated for potential acquisition to provide buffer areas and to create natural areas to be protected from the encroachment of development that potentially adversely affect the natural flood plains and wetlands.

6. The County Park Board should work with agencies like the Guernsey County Community Development Corporation to acquire and preserve existing transportation corridors for the future expansion of the Great Guernsey Trail or similar recreational development.
7. The County Park Board should use its best efforts to acquire ground that has a historical importance to the County for future generations.
8. The County Park Board should work collectively with the Guernsey County Community Development Corporation to identify potential trail head parks and or parks that should be developed and secure funding for the expansion.

Implementation Plan

Agriculture and Open Spaces

Goal One Coordinate development in Guernsey County
Objective 1 Update County Land Use Plan

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Protect and preserve prime/locally important farm land	- Utilize county development plans and soil survey in finding suitable areas for industry expansion	Norm Blanchard	Ongoing
1.1.2	Update Agriculture section of County Land Use Plan	- Make revisions to plan based on committee findings	Norm Blanchard	2014-2017
	Revisit County Plan every three years	- Update plan when necessary	Norm Blanchard	
1.1.3	Plan development for housing	- Encourage cluster development	Norm Blanchard	2017

Goal Two Green space protection
Objective 1 Maintain the county green spaces for the ongoing vitality of park, recreation and agriculture

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
2.1.1	Incentives may be utilized to encourage and preserve green space	- Encourage agricultural districts and/or preservation and protection through long-term easement	Norm Blanchard	2015

Goal Three Involve Ag and Natural Resource representatives in county planning
Objective 1 Have Ag and Natural Resource representatives on Planning Committee

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
3.1.1	Maintain Ag/Natural Resource representation	- Have members represented on CIC planning committee	Norm Blanchard	Ongoing

Guernsey County Comprehensive Strategic Plan

Economic Development

Introduction and Overview

The Comprehensive Plan can be Guernsey County's most important document regarding economic growth, development, and change. It establishes the framework to help guide public and private activities as they relate to land use and resource utilization. It can serve as a basis for future land development decisions. In addition to the environmental and social considerations, it is necessary to consider the economic relationships as well.

In determining land use policy and making land use related decisions, it is vital that economic impacts are made a part of the process. The nature of comprehensive planning indicates that these economic considerations be generalized and in the best interests of the general public. The plan cannot determine specific individual economic relationships. It can give general guidance in making larger, county-wide land use decisions and provide the economic perspective that can also be extended to specific issues.

Guernsey County Today

Guernsey County today has a solid agricultural, tourism, and industrial base which provides a stable economy for the county. In looking at today from a perspective of development of the commercial and industrial base, the following are some observations:

- Guernsey County has a rich history of agriculture, tourism, and industry. The County has developed along its major transportation arteries. Agriculture has played a major role in its development and still does today. Industrial and commercial facilities have developed, expanded and are continuing to prosper. The general downturn of the nation's economy has taken its toll on local second-tier auto suppliers, with two closings occurring as a result, but an impressive number of existing industries are making significant capital investments locally, strengthening their position in the global economy.
- County officials have been creative in meeting the terrain, flood plain, and mining issues which exist throughout a portion of the County. The use of grant funding, along with strategic planning and placement of business parks, has provided for significant growth of industry in the area. The Commissioners have aggressively extended water services to previously-unserved portions of the County, creating new possibilities for growth in areas previously unattractive for development. Concurrently, continuous improvements to the D.O. Hall Business Center are creating shovel-ready sites which will put the County in a favorable position for the attraction of new investment.
- The influx of oil and gas industry affiliates into the County has provided a spike in economic activity. The economic stimulus has been generated from lease fees creating more disposable income, the sale or lease of all significant buildings in the County, major gains in employment opportunities, and proposed construction of new hospitality facilities. The challenge will be to take the increased tax revenues generated by the

new growth and program them into sustainable County projects that will provide long-range economic gains. The increased activity has highlighted the need for improving housing and infrastructure assets to accommodate what is anticipated to be a sustained growth period.

Effective development plans should align economic development strategies with land use, transportation, infrastructure, and workforce development plans at regional and county levels. Alignment with strategic partners can bring valuable information, services, or products into the collaborative venture.

The County's slow transition to an industrial climate is expected to continue, but the farm as an economic unit should remain viable, assuming there are no major shifts in public policy directed against their efficiency. The agricultural sector's share of Guernsey County's employment understates agriculture's importance because it fails to account for the indirect effect farm production has on the local economy. The main function of the economic goals and policies of Guernsey County are to enhance economic conditions relative to land use decisions. The most direct effect upon the economy will be in areas of land-based economic activities such as agriculture.

Key Issues for Guernsey County

In the late 1990's, a blue ribbon task force dubbed "Guernsey County Vision 20/20" (comprised of a broad-based membership of community and industrial leaders) embarked upon creation of a Comprehensive Plan for the county, which served as an upgrade for the original plan developed in 1965. The key county issues affecting economic development which were identified then have been reaffirmed in this current process. These issues have been translated into an economic development vision for the future. It is the view of this committee that the county will support the provision of increased employment opportunities for all residents of the county through:

- Maintenance of a favorable business climate.
- Establishment of additional development sites.
- Maintenance of a strong agricultural economy.
- Development of middle/upper income housing.
- Continued promotion of leadership cooperation.
- Improvement of workforce quality.
- Focus on retention of current industry.
- Maintenance of a diversified business and industrial base.
- Exploration of regionalization of infrastructure.

Goals and Strategies

Goal 1 Maintenance of a favorable business climate

Strategies Other areas of the State may hold the edge in the focus of industrial site selectors due to the amenities indigenous to their locale such as population, markets, development land, infrastructure, or incentives. To compete, Guernsey County economic development officials must concentrate on efficient and business-friendly processes for securing and working with clients. Assistance to new or expanding industry must be forthright, personal, knowledgeable, and readily available. Access to State and local available incentives or funding sources must be secured for requesting entities and must be provided expeditiously and with minimal burden to the company. The Port Authority's Rural Business Enterprise Revolving Loan Program has been, and continues to be, a viable source of funding. Focused primarily on small business start-up or expansion, the fund can supplement conventional funding to jump-start emerging organizations. It is imperative that economic development officials fully utilize every form of assistance available to companies of all sizes.

Goal 2 Establishment of additional development sites

Strategies Currently, the D.O. Hall Business Center holds the County's primary potential for industrial growth. Development efforts have provided for upgraded access and improved infrastructure. Now efforts must focus on improvement of available sites within the 140 remaining vacant acres of the park to provide shovel-ready sites for immediate occupancy.

With the CIA, CIC, and Port Authority leading economic development efforts, the County must now begin to focus on acquisition of additional lands for the construction of one or more new industrial parks for availability when D.O. Hall vacant properties are exhausted. It is recognized that there are many attractive industrial and/or commercial properties in the county under private ownership which must receive consideration. Public/private partnerships should be encouraged to derive maximum potential for occupancy of these sites. This will require joint funding efforts for infrastructure and pricing that would be business-friendly. Meantime, efforts must continue to focus on acquisition of properties which allow county officials to exercise control of development of these new parks and to negotiate pricing so as to provide a "win-win" situation for the County and the prospective industry enhancing our main goal—job creation.

Goal 3 Maintenance of a strong agricultural economy

Strategies Protect areas designated as "prime farmland" on the Land Use Plan Map for agricultural land uses, with the exception of prime farmland designated on the map for future development. Areas identified as prime farmland on the Land Use Plan Map are intended, as the name implies, primarily for agricultural use in large commercial farm units. There is widespread support from property owners for maintaining these areas for the exclusive use of farming and protecting them from non-farm conflicts. These areas are the foundation of the agricultural industry in Guernsey County and are intended to be maintained for long-term

agricultural production. Prime farmland can be protected through land use regulations, use of available preferential taxing policies, or support for voluntary preservation initiatives.

Continue to promote and support agriculture as an important part of the economy and economic development. Promote public and private programs to aid the agricultural economy. Promote agriculture as a preferred land use in rural areas.

Adhere to and support the agricultural initiatives discussed in the Agriculture Section of this plan.

Goal 4 Development of middle/upper income housing

Strategies Housing in this economic category is extremely desirable if we are to attract and locate mid- and upper-level management personnel in Guernsey County, and thus build a strong and growing tax base. However, this might be one of the County's most difficult strategies because without some form of subsidies, housing contractors are reluctant to build "spec" housing in sufficient quantities to provide a selection for prospective buyers. There are several new, fully-served housing developments in existence, but actual home construction in these potential communities has been slow. Without adequate home construction across the entire economic spectrum, the County will continue to lose a substantial number of potential residents to neighboring communities such as New Concord or Zanesville. This may suggest that economic development leaders focus on new areas for planned housing additions.

Goal 5 Continued promotion of leadership cooperation

Strategies Guernsey County has built an enviable reputation of cooperation between government and economic development officials and must continue to foster these relationships. The County's economic development priorities are derived from the functioning of the Planning Commission, Community Improvement Corporation (CIC), Port Authority, Community Development Corporation (CDC), and supported privately by the Community Industrial Association (CIA). Members of each of these organizations are intertwined with County, City, Village, and Township representatives so there is maximum input in the actions of each. The CIC acts as the clearinghouse for the bulk of economic development activities which serves to eliminate most duplication of effort. It should also be noted that the Regional Airport Authority, Chamber of Commerce, Visitors and Convention Bureau, and Cambridge Main Street are all integral partners in progress, and must be supported to all extent possible to foster their viability.

Goal 6 Improvement of workforce quality

Strategies The establishment of the Zane State branch in Guernsey County, along with the growth and function of the Ohio Department of Jobs and Family Services "One-Stop" Center has assisted in making significant strides in training the unemployed. There is still much to be done. Many of Guernsey County's

unemployed have been dislocated from a long-time job or are just skills challenged, and therefore, nearly unemployable. Zane State's announcement of a proposed full college campus in Cambridge should make some profound changes in the educational landscape of the County. We must, however, continue to expand training opportunities in the trades, providing employable skills for local industry. A strong business-education partnership must be nurtured to ensure the proper skills are being taught. The burgeoning Skills Bank program should help match industrial needs to necessary training and education programs.

Goal 7 Remain focused on retention of current industry

Strategies The County must guard against a focus on attraction of new industry at the expense of attention to existing companies. We should work to ensure that factors that can be controlled locally such as the provision of adequate infrastructure to serve industrial needs receive consistent priority. The County must remain sensitive to industrial requirements through frequent visits or ready accessibility. Companies must be kept abreast of new opportunities which arise periodically such as foreign trade junkets or seminars, energy-saving subsidies, or new government incentives. The goal should be to help local industry thrive and expand.

Goal 8 Maintenance of a diversified business and industrial base

Strategies Coordination with the City, Village, local realtors, and private land owners must be continually emphasized to assist in maintenance of a database identifying available properties and buildings and their pertinent information. Such an inventory helps county officials respond effectively to companies interested in locating within their county and serves businesses of a variety of sizes and functions.

The County should work with business owners and operators and community groups to formulate redevelopment plans for existing commercial areas. Although redevelopment of existing commercial areas (both within municipalities and in the unincorporated county) will occur via the private sector, the County may find that it can attract more serious attention to these sites if it can present potential developers with a well-thought-out scenario for its development. When a community has a redevelopment plan for an area, a potential developer may be more interested for two reasons:

1. The developer's initial, and potentially cursory, assumptions regarding the area's potential may be challenged by the analysis provided in the redevelopment plan; and
2. The developer will have a more clear understanding of the site's potential and the type of redevelopment most likely to gain the local government's (and citizens') approval.

Such a redevelopment plan should include an analysis of the area's assets and liabilities, its short- and long-term market opportunities, an identification of potential land uses and land use mixes, and a concept site design indicating how

the area can be redeveloped successfully. Redevelopment plans should be developed with ample opportunity for public involvement, and should be shared with both citizens and potential developers at every opportunity.

Facilitate a secondary center of economic activity near the Village of Old Washington. The Village has existing but limited infrastructure, and does afford additional opportunities for economic development. Economic activity in this location can vary widely, but it may be appropriate to focus on activities that will benefit from their proximity to the smaller population center or niche strategies that can draw on a wide trade area.

The county should recognize and encourage small scale industries as viable alternatives to larger, conventional enterprises. Nationally, small business growth creates the large majority of new jobs and new wealth, and small business growth strategies are often particularly well suited to largely rural areas. It may be beneficial to review county practices with existing small business operators to identify any opportunities for facilitating small business start-up and growth and address any potential impediments.

Goal 9 Coordination of infrastructure improvements

Strategies Regionalization of county water and sewer infrastructure was a hot topic in the early 2000's. Despite some merit to the discussion, it lost impetus when government officials at the County, City, and Village levels acknowledged reluctance to surrender assets to some form of regional authority. The County has now evolved to regional cooperation and an increase in joint planning. With some difficulties, these efforts have increased efficiency and provided significantly increased service to more remote areas of the county. The objective of county officials should be to focus on cooperative efforts to minimize duplication and provide economics of scale. A joint effort such as the development at D.O. Hall, which involved the County, City of Cambridge, Village of Byesville, Jackson Township, and economic development agencies is a prime example of the successes resulting from maximum cooperation.

Goal 10 Development of the County Home farm property

Strategies The County has a significant land asset in the County Home farm lying south of Old Washington. The 400-acre parcel is free of impediments from previous mining operations and the problems created by flood plain issues. The Commissioners have laid the ground work for development of the property by construction of a 12-inch water line along the western boundary of the property. The water service is of sufficient size to support any development on the property. Creating job-ready sites within the farm will require the installation of some form of sanitary sewer service connecting to a major sewer network. Package sewer plants are not looked upon favorably. Access routes also need significant upgrade, especially to accommodate truck traffic. Ideally, County officials should target office or light manufacturing facilities for location within the proposed park to be compatible with the surrounding residential and agricultural land spaces.

Implementation Plan

Economic Development

Goal One Maximize usage of development sites in the D.O. Hall Business Center
Objective 1 Explore leasing, mine mitigation, and funding options to promote development

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Explore leasing as a viable alternative to sale of property in D.O. Hall when that option meets the needs of clients whose usages are an appropriate fit for the park	<ul style="list-style-type: none">- Conduct discussions with CIA to determine feasibility- Contact surrounding economic development professionals for input- Survey current lease rates with owners and realtors	Norm Blanchard	May 2015
1.1.2	Research all options available to overcome obstacles presented by the presence of mines	<ul style="list-style-type: none">- Consult with geotech- Obtain input from local site developers- Work with private firms to discuss options for mine grouting	Norm Blanchard	June 2015
1.1.3	Establish feasibility of development of western-most 45 acres of the park	<ul style="list-style-type: none">- Consult civil engineer to develop feasibility- Secure resources for site prep	Norm Blanchard	April 2015

Goal Two Establish a new business park
Objective 1 Identify available sites suitable for development

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
2.1.1	Determine availability of potential sites throughout the county	<ul style="list-style-type: none">- Contact local realtors- Solicit sites from property owners	Norm Blanchard	June 2015
2.1.2	Find options for reactivating rail line, Byesville to Derwent	<ul style="list-style-type: none">- Expand initiatives with private developers to rehabilitate right-of-way- Link CIC web site to realtor multiple list system	Norm Blanchard	May 2015

Goal Three Create additional tax incentive districts

Objective 1 Designate new CRA and Tax Incentive Financing District

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
3.1.1	Designate tax incentive financing district	- Work with City and/or County to designate most appropriate sites	Norm Blanchard	May 2015
3.1.2	Designate new Community Reinvestment Area (CRA)	- Work with City and/or County to designate most appropriate sites - Brief appropriate townships and school districts	Norm Blanchard	May 2015

Goal Four Research economic development funding options

Objective 1 To determine if new development funding sources are available

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
4.1.1	Research legal requirements in establishing development fund	- Contact Port Authority	Norm Blanchard	April 2015
4.1.2	Research fund development structures and options	- Contact REA & Assoc., Peoples Bank, and the Development and Finance Authority of Tuscarawas County for input and guidance	Norm Blanchard	April 2015
4.1.3	Research all available state and federal funding sources	- Meet with state and federal sources capable of providing development funds	Norm Blanchard	May 2015

Guernsey County
Comprehensive Strategic Plan
Residential Development and Housing

Mission Statement

To identify important concerns in the housing market, and to communicate these concerns to the Task Force.

Goal & Objectives

To assemble all current and relevant housing studies and obtain input from professionals in the housing field (lenders, realtors, developers), which will provide a statistical background to assist in an ongoing effort to identify housing needs and concerns.

Current State

The Housing Committee acknowledged that progress has been made since the 2000 Guernsey Vision 20/20 Plan. Telephone and high-speed internet services are now, or soon will be, available in rural areas, as well as the City of Cambridge and villages.

The County Commissioners have made expansion of water and sewer lines a priority, and have been successful at obtaining federal and state grant funds. The City of Cambridge has also been successful in obtaining grant funds for installation of new water and sewer lines, as well as the replacement of old, but more is needed. In addition, the City created a permanent street paving fund.

The economy of the County has been hit hard, and the loss of employers/jobs has meant that the foreclosure rate is very high, leading to the need for more affordable rentals. The number of available affordable rental units is not able to meet the demand.

The County has experienced some expansion/retention of current industries, including the growing health care industry, bringing additional executives and professionals to the County. These professionals often purchase housing in a neighboring county due to lack of executive housing in the County. At times, professionals are here for a short-term purpose, and cannot find upscale lodging for their extended stay. Those professionals seeking upscale rentals with amenities often find housing in a neighboring county which satisfies their needs.

Even with the state of the current economy, local lenders are busy refinancing existing housing loans, which allows some homeowners to remain in their homes. The number of new residential home loans being processed remains low.

Many potential home buyers are not able to meet current credit criteria. Lenders no longer fund speculative housing loans, which inhibits housing development.

Needs

The Housing Committee did use all available data to identify major needs/concerns. As mentioned previously, the continuation of paved streets, installation of water and sewer, natural gas service, and upgraded telephone and internet will always be necessary. These remain the incentive for builders and developers to create new housing, and for buyers to purchase existing housing.

Another concern is the need for moderate county-wide zoning, necessary not only as an incentive for builders/home buyers, but also to offer some protection of property values for current property owners. The need for executive-style housing remains, with condominiums and short-lease rentals, both with upgraded amenities, which are currently non-existent.

The Cambridge Metropolitan Housing Authority (CMHA) has indicated the huge need for an increase in housing vouchers to assist the extremely-low income, very low income, and low income residents (ELI, VLI, and LI) of the County. The Department of Housing and Urban Development's Housing Choice Voucher Program (previously known as the Section 8 Program) provides vouchers which allow for rental subsidies. CMHA's waiting list of 750+ for the Housing Choice Voucher Program is greater than the number of households CMHA currently serves under the program. The waiting list continues to grow as no new vouchers have been made available for smaller, rural communities such as Guernsey County.

Under the Low-Moderate Income (LMI) umbrella of housing, an example of the need for affordable rentals is evidenced by the number of inquiries received at The Village at Skye Meadows, a property designed for those ages 55 and older. Specifically, well over 100 inquiries have been received at this development due to the affordable rents at the site. Clearly, there continues to be a need for affordable housing rentals in the County. Finally, based on the quick lease-up of The Village at Skye Meadows, it is our opinion that as the population of baby boomers reaches retirement age, the need for affordable housing will continue to grow.

Cambridge Management Corporation understands the need to explore possible County locations for future affordable housing development.

There is a need to create or extend an outreach program to educate potential home buyers in the process of purchasing a home, as well as continued credit counseling sessions.

Priorities

- The need for county-wide water and sewer is critical in order for additional housing creation. This is the number one priority.
- Effective land use planning is also necessary.
- Different types of needed housing have been identified. Once there is water and sewer available, a greater effort can be made to meet the housing demands from executive housing, to affordable rental housing. To guarantee quality construction, a County Building Department should be established.
- Concern must remain for our area residents who cannot afford the escalating home purchase and rental costs. The most vulnerable are our elderly, handicapped, and low income residents.

- Promote housing partnerships to create affordable housing, both rental and home ownership.
- Attention should be given to homeless and potential homeless persons impacted by the high housing costs caused by the oil and gas industry.

Planning Issues

There is a need to retain affordable housing units for our local residents. The oil/gas housing needs have caused an escalation in rental housing costs, with many of our residents unable to find affordable housing. Cambridge Metropolitan Housing Authority (CMHA) and Cambridge Management Corporation (CMC) agree that affordable housing units need to be retained. However, CMC does not have any lengthy waiting lists for their developments, and CMHA reports that Housing Choice Voucher holders are able to find homes/apartments easily.

With the flurry of new construction occurring, including multi-unit rental buildings, the County may wish to consider the creation of a building department, to have oversight on construction. We need to ensure that during this building boom, the construction is according to code and of good quality.

It is important to focus on creation of executive housing, as many oil and gas professionals are looking to relocate to Guernsey County. The County does not have the inventory to satisfy this need. New construction of rental units is a must, as there is noticeable lack availability for the needs of those coming to the area for the oil and gas industry. Once again, this construction points to the importance of the establishment of a building department.

Consideration should be given to the establishment of a Vacant Residential and Commercial Properties Program, which would determine the responsibilities of owners and/or persons in control of the buildings and structures, with the purpose of accelerating the rehabilitation and/or demolition of vacant buildings. This would shift the responsibility and cost burden directly onto the building owners. We may then see more viable residential construction sites become available.

Existing Conditions and Trends

Per the May 30, 2014, market study conducted by Vogt Santer Insights, the following information was shared:

Apartment Analysis

We identified and surveyed 32 conventional housing projects containing a total of 919 rental units within the Guernsey County (Cambridge-Byesville) area during our updated May 2014 evaluation, following our December 2012 in-person evaluation of the market. This survey was conducted to establish the overall strength of the rental market and to identify performance of different types of conventional rental housing (affordable, market-rate, senior, etc.), age and quality. The 32 total rental projects have a combined occupancy rate of 98.9%, an excellent rate for rental housing. The following table summarizes the breakdown of conventional housing units surveyed with the Site PMA. The current (May 2014) occupancy rates are compared to the December 2012 occupancy rates.

Cambridge-Byesville and Guernsey County

<i>Project Type</i>	<i>Projects Surveyed</i>	<i>Total Units</i>	<i>Vacant Units</i>	<i>Current Occupancy Rate</i>	<i>December '12 Occupancy Rate</i>	<i>Change in Occupancy</i>
Market-rate	19	337	10	97.0%	95.5%	+1.5 percentage pts.
Tax Credit	3	150	0	100.0%	98.4%	+1.6 percentage pts.
Tax Credit/ Government-subsidized	3	153	0	100.0%	100.0%	--
Government-subsidized	7	279	0	100.0%	99.6%	+0.4 percentage pts.
TOTAL	32	919	10	98.9%	98.0%	+0.9 percentage pts.

All segments of the conventional rental market in each area are considered to be performing well. A 95.0% overall market occupancy rate is considered to be typical in most stable non-urban conventional rental markets. As such, the current 98.9% occupancy rate is considered to be much higher than typical. In December 2012, the overall occupancy rate was also high, but not quite as high, at 98.0%. Most of the rental segments surveyed have experienced increases in occupancy levels since Vogt Santer Insights last surveyed projects in December 2012. This is an indication of the increasing demand for rental housing, which is likely due in part to the increase in oil/gas exploration in the region.

According to area apartment managers, and/or based on our previous December 2012 survey of this market, the median gross rents for market-rate rental units have increased significantly more than the Tax Credit median gross rents. Due to programmatic limitations, this is not surprising, as affordable rental housing generally does not have the ability to increase rents due to programmatic limitations. The greater increase in market-rate rents, coupled with the increase in occupancy levels over the past 18 months (since December 2012) indicates a strengthening rental housing market.

Goals, Objectives, and Strategies

- Encourage the development of county-wide water and sewer to make new construction possible. The creation of a task force (Guernsey County Action Committee) will allow for additional input to the City and County to realize this critical goal.
- Establish a county-wide building department that will review projects, make recommendations and sign off that the project is meeting local compliance, and also have oversight on the construction phase.
- The Guernsey County Housing Committee would be formed for the purpose of collecting and disbursing data, researching various funding sources, bringing together potential partners for housing creation, meet with local governments and agencies, track trends, and compile market data. In addition, the Housing Task Force will network with housing providers, developers, and social service agencies to encourage affordable housing opportunities. The Housing Task Force, working with the Region 7 Continuum of Care (COC) will track homeless and potential homeless, and will support efforts by GMN Tri-County, Samaritan House, Haven of Hope, Salvation Army, and others to obtain grant funding to assist this impacted population.

Implementation Plan

Residential and Housing

Goal One Housing development
Objective 1 Extend water/sewer county wide

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Encourage partnerships between local governments to realize goal	- Attend meetings; send letters of recommendation	Guernsey County Commissioners; City of Cambridge; Village Administrators; township trustees; Guernsey County Planning Commission	Ongoing/ Long-Term
1.1.2	Involve villages, townships, and general public	- Form Task Force for all local governments to exchange information	Guernsey County Housing Advisory Committee; Guernsey County Commissioners; City of Cambridge; villages; townships; community stakeholders	Medium-Term
1.1.3	Research funding resources	- Apply for federal and state grant funds	Guernsey County Commissioners; City of Cambridge; Cambridge-Guernsey Co. CIC; OMEGA	Long-Term
1.1.4	Effective Land Use planning	- Review proposed projects to ensure land is suitable	Guernsey County Plan. Commission; Guernsey Soil & Water Conservation; Guernsey County Commissioners; City of Cambridge	Long-Term

Objective 2 Housing construction

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.2.1	Create a Housing Task Force	- Develop a committee of community leaders (realtors, developers, contractors, lenders, investment property owners, housing professionals)	Guernsey County Commissioners; City of Cambridge; Guernsey Housing Advisory Committee; Cambridge-Guernsey Co. CIC	Long-Term

No.	Strategy	Action	Responsibility	Time Frame
1.2.2	Open dialogue with oil/gas companies	- Extend invitation to companies to learn about opportunities of housing partnerships	Guernsey County Plan. Commission; Cambridge-Guernsey Co. CIC Housing Task Force	Long-Term
1.2.3	Establish county-wide building department	- Initiate meetings to discuss possibility of county-wide building department	Guernsey County Commissioners; City of Cambridge; Guernsey County Plan. Commission; Cambridge-Guernsey Co. CIC; villages; townships; Housing Task Force	Medium-Term
1.2.4	Establishment of county-wide: vacant residential and commercial properties program to include county, villages, and townships; update housing inventory; establish housing types needed	- Present plan that would outline process, the end result being additional buildable lots	Guernsey County Commissioners; City of Cambridge; Guernsey County Plan. Commission; villages; townships; Housing Task Force	Medium-Term

Objective 3 Affordable housing

No.	Strategy	Action	Responsibility	Time Frame
1.3.1	Create and maintain partnerships with housing providers and developers	- Open dialogue, explain objectives; invite to task force meetings	Housing Task Force; Economic and Community Development; Cambridge Management Corp.	Long-Term
1.3.2	Identify funding resources	- Research federal, state, and private funds; tax credits; foundation funds; local resources	Housing Task Force; Economic and Community Development	Long-Term
1.3.3	Network with local social service providers	- Invite to Housing Task Force	Housing Task Force	Long-Term
1.3.4	Pursue severance tax dollars on oil/gas production to be reinvested in Guernsey County	- Write letters of support to legislators for these tax dollars to return to Guernsey County	Housing Task Force;	Long-Term
1.3.5	Create a county-wide housing inventory	- County survey of existing housing stock, research data to determine types of housing needed	Economic and Community Development; Housing Task Force; Zane State or Muskingum University Survey Class	Long-Term
1.3.6	Identify homelessness needs created by the impact of shale development; identify preventative measures	- Network with Region 7 CoC, transitional housing, domestic shelter, and social service agencies	Region 7 Continuum of Care; Housing Task Force; Social Service Agencies; Economic and Community Development; CDC	Long-Term

Guernsey County Comprehensive Strategic Plan

Tourism/Cultural/Historical

Introduction

In December 1999, consultant Bob Ramsey of Ramsey Management Group, Inc., was hired by the Cambridge/Guernsey County Visitors and Convention Bureau (VCB) to facilitate a planning session for our 2000 Action Plan. He wrote the following: "Success in 2000 and beyond will come to marketing organizations with the best team, best leadership, best ideas, best implementation, and clearest sense of purpose. The Guernsey County/Cambridge VCB has all these ingredients and will succeed if these recommendations are acted on and implemented."

In 2010, the Guernsey County Planning Commission asked the VCB to participate in creating a Guernsey County Comprehensive Strategic Tourism Plan as one of the 15 areas affecting the safety and welfare of the citizens of Guernsey County. We were asked to create goals that enhance the county's tourism opportunities and market assets to obtain maximum benefit from revenue and enjoyment of our many attractions. On July 8, 2010, the Cambridge Area Chamber of Commerce facilitated a strategic planning session with Team Tourism to create goals for this plan.

To continue the body of work created by the VCB Board of Directors, staff and Team Tourism, we have incorporated the 2000 goals Consultant Ramsey facilitated in our 2010 goals as we realized that many mirrored the words he wrote over ten years ago.

The Cambridge/Guernsey County VCB Today

Mission Statement

The Cambridge/Guernsey County Visitors and Convention Bureau will promote tourism in our area, educate the local public as to the value and importance of tourism to our area, and promote the development of tourism-related businesses.

Economic Impact Statement

The tourism industry's economic impact in Guernsey County for 2011 is based on data as a result of an integrated consumer-based research study organized by the Ohio Department of Development's Tourism Division (TourismOhio) and conducted by Longwoods International and Tourism Economics. The VCB was one of 61 county/city convention and visitors bureaus, cities, and economic development boards that took part in the study. According to the report, Guernsey County's tourism industry contributed more than \$15.7 million in local taxes; generated \$115.9 million in sales for local businesses; and sustained more than 1,571 local jobs in 2011.

Goals

While the VCB Board of Directors and staff recognize that the span of this plan is five years, we also recognize that some of these goals are ongoing and others will take more than a five-year period to reach.

Goal 1 (2000) **Develop a clear sense of purpose of the Cambridge/Guernsey County Visitors and Convention Bureau.**

- Recommendations*
1. Establish a clear vision of the VCB.
 2. Establish the mission of the VCB.
 3. Establish the VCB's role in selling and marketing of the area.
 4. Get a consensus and agreement from the Board of Directors on the purpose.
 5. Adopt a clear strategic plan for 2000 with measurable goals.
 6. Communicate the VCB's purpose to the travel and tourism community (*Stonewall Marketing Group was hired in January 2005 for advertising purposes*).
 7. Promote the VCB's purpose to the general public in everything the VCB does (*Stonewall's services expanded to include PR in January 2007*).

Goal 2 (2000) **Develop and implement a marketing plan to increase occupancy in local hotels/motels.**

- Recommendations*
1. Identify Cambridge/Guernsey County's key travel and tourism market segments:
 - Travel & Tourism - transient visitor
 - Convention Sales - local organizations, associations
 - Corporate Groups - local meetings
 - Motor Coaches - tour operators
 - Other - sporting events, local attractions
 2. Increase cooperative partnerships with local lodging sales and marketing programs.
 3. Identify use of e-commerce with improvements to web site and electronic communication.
 4. Attend major travel industry trade shows.
 5. Participate in industry education seminars.
 6. Implement staff training in sales and marketing.
 7. Strengthen the relationship with the Ohio tourism office.

Goal 2 (2010)

Social Networking/Internet - has become and will continue to be an important marketing tool. The staff is already using Facebook and Twitter, and has obtained a .mobi site. Ways in which the VCB can continue to reach our markets include:

- In 2012, incorporated "Pinterest."
- Capture I-70/I-77 commuter names and e-mail addresses.
- Have free wi fi throughout downtown Cambridge.
- Obtain a .mobi site.
- Use social media to market Guernsey County tourism products, including foursquare, Facebook, twitter, and flicker.
- Post discount offers on the county's Facebook page to make "fans" aware of events.

Newspaper - during the strategic planning session, Team Tourism members recognized that the local media is supportive of local tourism efforts. They felt the following could be improved upon:

- An Arts & Entertainment section should be created in the newspaper.
- Individuals should be encouraged to write positive articles monthly in the letter to the editor.
- Weekly articles in the newspaper could highlight attractions in Guernsey County.
- In January 2007, the VCB, with Stonewall's support, created a media/PR schedule for the local media, particularly a monthly article "Talking Tourism." Participants in the planning session felt the articles are good and should continue to feature different facilities each time.

Billboards - good signage should be created for the traveling public on our major interstates and in town.

- Place billboards coming from the north, south, east, and west on Interstates 70 and 77.
- Place billboards on Southgate Parkway to promote downtown Cambridge.
- Maps and sign boards should be placed in downtown Cambridge for pedestrian visitors.

Discounts - in today's economy, discounts serve as an incentive to visitors.

- Provide an incentive to visitors who visit a certain minimum number of tourism spots.

Goal 3 (2000)

Determine the uniqueness of Cambridge's visitor attributes and market it to the local community and traveling public.

Recommendations

1. Determine positive attributes of Cambridge/Guernsey County (avoid any focus on what Cambridge/Guernsey doesn't offer).
2. Position Cambridge/Guernsey County as a fun, moderately-priced convenient getaway destination.

Goal 3 (2010)

Historic Sites - it is important to preserve and enhance our existing sites, for example:

- Kennedy Stone House
- Our "S" bridges
- Historic downtown buildings
- American Indian Pow-Wow sites
- Hold more events at local historic sites

National Road

- National Road Fairview to New Concord
- Historic Mile Markers
- Historic National Road Driving Tours

Genealogy

- Genealogy Triangle: Library-Genealogy Society-Courthouse
- Historic "forgotten" cemeteries

Create New Sites

- History Museum with events

Marketing Sites

- Create marketing system for historic sites including a brochure, web site, or link to all of the historic sites in Guernsey County
- Weekly story in newspaper of historic sites in Guernsey County

The Arts and Culture

Art Walks

- Hold studio stroll and create a map to each site on VisitGuernseyCounty.com web site
- Create a web site that lists artists, open studios, events like the studio stroll blogs, press releases, and how to contact artists

Art Gallery

- Create a large facility capable of housing individual rooms for each artist to work their craft at least one day a week; allow visitors and residents the opportunity to paint, write, and draw or sing to express themselves
- A fund raising committee could ask for donations from all businesses for a new building or use an old building and renovate it like the old municipal court for an art gallery
- Create a cultural “alley” with music, art, and theater
- Have a place for arts, science, and discoveries

Art Festival

- Revive the Salt Fork Arts & Crafts Festival to high quality art and non-profit food
- Offer an all-inclusive arts festival to attract tourists

Music Festival

- Add a jazz festival
- Schedule monthly concerts free to the public at various parks and promote to visitors and residents
- Add an Art and Entertainment event once a month on Friday or Saturday nights
- Add music events both indoor and outdoor

Museums

Train and Coal Miners' Museums

- Coal miner's statue was added at Byesville Scenic Railway Depot Museum in 2012
- Create a caboose and depot museum

- Create a railroad museum in old Cambridge depot with the existing train display

Other Museums

- Create an Appalachian History Museum
- Enhance the Hopalong Cassidy Museum
- Add a Glass/Pottery Heritage Museum
- Help the Guernsey County Historical Museum increase the number of hours they are open
- Create a modern interactive museum

Ethnic Heritage

- Even though Byesville Holy Trinity is closed, highlight immigrants from Poland/Czech Republic
- Have more slide narrated presentations of Guernsey County

Goal 4 (2000) Build new alliances with gas stations, restaurants, property owners, and retail stores.

- Recommendations*
1. Expand support relationship with travel-related businesses
 2. Increase participation of target and travel-related business

Goal 4 (2010) Have tourism brochures available at gas stations and restaurants along Southgate Parkway and other entrances into Guernsey County.

Goal 5 (2000) Communicate the economic value and impact of traveler dollars to the local community.

- Recommendations*
1. Create awareness of the importance of tourism dollars to Cambridge/Guernsey County
 2. Educate the local community about the economic impact of the hospitality industry
 3. Regularly track the pertinent information: visitor expenditures on food, shopping, lodging, transportation, recreations, jobs, local/state taxes
 4. Communicate economic value of area events and meetings
 5. Regular press releases on area events highlighting economic impact

Goal 5 (2010)

Capture of Trade Dollars

Hospitality

- Welcome visitors to area and tell them we want them to come back and bring others
- Hire friendly and knowledgeable employees who greet people who come through the door and who are familiar with our tourism products
- Develop ways for Guernsey County residents to become tourists in their county in order to educate the public
- Offer training programs for front line workers

Miscellaneous

- Encourage our political leaders to support our organizations and attend events

Student Travel

- Promote historic Cambridge to local middle school students
- Create student historic tours

Local Driving Tours

- Create a driving tour of the few coal mine companies in Guernsey County
- Create a driving tour for motorists on a tourist information radio station
- Create Guernsey County tours for residents to take on the Z-Bus
- Increase historic tours of older buildings
- Tourism shuttle around the county

Walking Tours

- Enhance the historic walking tour of downtown
- Create a ghost tour

Goal 6 (2000) **Improve personal relations as the coordinator and spokesperson of Cambridge/Guernsey County's travel and tourism industry.**

- Recommendations*
1. Hold regular industry group meetings: team tourism, hotel/motel, others
 2. Regularly communicate VCB activities, events, and happenings in Cambridge/Guernsey County

Goal 6 (2010) **Partnerships/Networking - The VCB serves as one collective umbrella for tourism:**

- A close, working partnership among all attractions, events, and the VCB
- Form more partnerships with neighboring counties to capitalize on their strengths as well as ours
- Partner with neighboring counties to develop tour packages
- Stronger partnerships between tourism partners
- Build more partnerships
- Look at consolidating resources—establish common ground
- Additional community support of special projects

Goal 7 (2000) **Improve customer services to visitors.**

- Recommendations*
1. Develop ongoing customer-friendly training for customer-contact personnel
 2. Hold semi-annual tours of the area for customer-contact personnel
 3. Develop a "mystery" shopper program to recognize hospitality-friendly personnel
 4. Increase opportunities for VCB to serve as resource for meeting planners, tour operators, and event organizers
 5. Increase level of service provided groups, including event planning, customized maps, and on-site assistance

Goal 7 (2010) **Community Involvement**

- Promote networking among tourism industry members, perhaps creating teams/focus groups; food, lodging, entertainment, festivals

- Encourage businesses to refer/promote businesses; i.e., Salt Fork, to area attractions
- Foster more cooperation from our schools and city park for sporting event information
- Work to promote all attractions with the help of the Cambridge Area Chamber of Commerce, Cambridge Main Street and VCB
- Businesses must carry items that tourists want to purchase
- Monitor effectiveness of any and all programs for return on investment
- Encourage students/youths to be involved in our community

Volunteers

- Develop a volunteer program and include training for step-on guides and greeters
- Cultivate community volunteers and create a recognition program to keep them from getting burned out
- Attract more ambassadors to serve as step-on guides for motor coaches and greet visitors at the Dickens Welcome Center

Goal 8 (2000)

Develop attractions and products to increase visits and overnight stays in Cambridge.

Recommendations

1. Explore long-term development options of businesses/attractions to attract overnight visitors
2. Work closely with Cambridge Economic Development Director
3. Establish and develop the plans for an Ohio Appalachian Heritage Center in Guernsey (added on August 8, 2000)

Goal 8 (2010)

More activities and attractions are “key” in the success of tourism.

- More overnight packages for individuals to purchase
- All properties should have packages on their web sites

Motor Coaches and Tours

- The motor coach industry in Guernsey County is thriving; in 2010, \$300,000 in business has been booked
- More motor coaches year-round

- Create motor coach parking

Downtown Cambridge

- To better serve our tourists, develop a more unified effort by downtown merchants
- Encourage longer retail hours, especially during special events, weekends, and holidays; businesses and restaurants should be open on Sundays
- Keep windows of empty store fronts filled with displays
- Attract more restaurants downtown
- Fill empty spaces on Wheeling Avenue with businesses and turn open lot beside Hallmark into green space and make vacant lots attractive
- Coordinate downtown building exteriors so they are aesthetically pleasing
- Recruit a B & B to open downtown
- Focus on downtown beautification
- Create more late-night activities for visitors
- Brick-paved pedestrian area in downtown
- Place a gazebo on Main Street (maybe in Unity Presbyterian parking lot)
- Develop a public place with beautiful gardens to serve food
- Construct convenient public restrooms downtown
- Present "Main Street" events each month
- Clean sidewalks in front of stores: snow, trash, etc.
- Support development along Turner Avenue
- Place a Gateway "Welcome to the City" closer to interchange
- Offer more precise in-town signage
- Promote local business owners to work together and not out source

- Create a map of old downtown buildings (Cambridge, Byesville, Pleasant City)

Parking

- Offer free parking for out-of-state plates when parked downtown
- Increase downtown parking
- Develop new traffic pattern to minimize Wheeling Avenue to through traffic so there will be no truck traffic

Shopping

- Attract large department stores, clothing stores, and a shopping mall

Restaurants

- Entice nationwide chain restaurants, local restaurants, family-type restaurants, and ice cream shops to locate in Guernsey County

Dickens Victorian Village

- Expand courthouse lights to the four corners around the courthouse, along Main Street and Southgate, Steubenville Avenue and side streets, beyond Cambridge to the Byesville area to have at least one scene in outlying towns
- Special shopping day during Dickens for residents to shop downtown with deep discounts

Lakes: Salt Fork and Seneca

- Capture visitors from Salt Fork and Seneca Lake and attract them to Cambridge

Churches

- Offer an hour of service during special events
- Make sure each church has mementos or items for sale that represent their heritage
- Encourage a more unified front with the churches and their histories

Cambridge Performing Arts Centre (CPAC)

- Renovate CPAC as more than just the community theater since it is a historic site
- Better publicity for CPAC events

Byesville Scenic Railway (ALL ON HOLD)

- Extend train from Cambridge to Derwent to the Wilds with a stop at Cumberland
- Apply for/seek grants to extend railroad to the Wilds
- Hold a special event to attract volunteers to serve in all capacities with running the train
- Advertise special train events; i.e., the December train rides along with Dickens tours, Halloween rides
- Offer "Murder Mystery" on the train in the evenings and/or evening train rides
- Offer railroad dinner excursions during holidays and include summer picnics
- Continue the wine and cheese train rides
- Advertise the train state-wide
- Train to sponsor special trips and publicize in Columbus, Canton and Wheeling
- Increase the train schedule so it runs more often
- Encourage Guernsey County organizations to ride the train

Miscellaneous

- Utilize the old municipal court
- Work with the Guernsey County Fair Board to promote large attractions: boat shows, car shows, horse shows
- Encourage attractions to be open on Sunday
- Focus on ethnic groups to promote tours; i.e., Scotch, Irish, and African American, and promote ethnic culture
- Celebrate our quirkiness like "Bigfoot"

- Hold more activities at the Living Word in the winter
- Recruit a roller skating rink

Goal 9 (2000) Develop new partnerships to better utilize the Pritchard Laughlin Civic Center.

- Recommendations*
1. Determine all the possible uses of the Center
 2. Communicate advantages of using the Center to build overnight sales
 3. Establish a new, positive relationship with the staff of the Center

Goal 10 (2000) Review existing organizational and governance structure.

- Recommendations*
1. Develop an organizational financial flow chart
 2. Research the history of the VCB
 3. Create a clear understanding of the VCB's relationship with other organizations

Goal 11 (2010) Take advantage of, promote, and build upon our natural resources (recreational facilities and activities).

Walking and Biking Trails

- Expansion of existing or creation of another walking or biking trail throughout county
- Utilize "Rails to Trails" program
- Entice bike rental and sales shop along Great Guernsey Trail
- More advertising of the Great Guernsey Trail
- Focus on "green" events on the Great Guernsey Trail, including narrative walks

Lakes and Parks

- Capitalize on Seneca and Salt Fork Lakes through events and more "cool stuff" along the water like river towns
- Entice campers to our attractions
- Encourage Cambridge City Park to hold more events

- Develop more parks throughout the county
- Be an ATV-friendly community
- Entice an outdoor recreation store
- Offer water sports for kids

Wills Creek

- Clean up Wills Creek for boating
- Create a livery

the Wilds

- Encourage the Wilds to be more involved with local communities
- Hold events like the “Eco-thon” (5K and 10K) event

Miscellaneous

- Construct more recreational fields like soccer and baseball fields and tennis courts
- Hold physical family-type events
- Entice a mini-golf mountain
- Cover the city pool for year-round use
- Create an ice skating rink
- Better advertising of outdoor activities

Miscellaneous Suggestions/Goals

While valid, the following suggestions/goals created by members of Team Tourism may not be the role of the VCB to meet, but to share with other organizations.

Marketing

Develop a target area for Guernsey County attractions. Properties and businesses to target with advertising at specific times throughout the year; for example, Columbus, Wheeling, and Parkersburg.

Miscellaneous

- Encourage growth in Byesville.

- Promote local governments and agencies to working together toward the common goal.
- Promote county-wide inclusiveness by encouraging small businesses and attractions to participate in tourism efforts, like Brushy Fork and Grand Haven.
- Recognize and take advantage of our location (within a one-day drive of 60% of U.S. population).
- Build more vacation accommodations, especially with food and beverage.
- Create outreach programs.
- Connect with people's political and social concerns.
- Build solid infrastructure.

Special Events

- Family Events/Activities
 - Family, children's, and teen events that are free and/or educational
- Period Events/Re-enactments
 - Civil War, WWI, WWII re-enactments on Main Street
 - Create Veterans' Day, Halloween, Christmas and western events
 - Have a historical festival that includes glass, Civil War, railroad, etc.
- Cambridge City Park
 - Utilize the city park for events
 - Continue the Gus Macker 3-on-3 basketball tournament
 - Entice more tournaments like the Road Runner Girls Softball Tournament that brought more than 60+ teams into the county
- Food
 - Have a BBQ every month (Friday, Saturday or Sunday) in downtown Cambridge for visitors to the area
 - Extend Farmers Market hours
 - Hold food festivals or competitions
- Miscellaneous
 - Have one Event Coordinator

- All businesses partner to attract “big-name performers” to support a performance and split profits
- Consolidate as many current events into larger, combined events
- Guernsey County VCB sponsor or build more community-wide events that will strengthen our community support for tourism
- More professional festivals and with authentic themes for our area
- Continue to involve outlying communities in events and activities
- Publish how to receive information on community events and advertise our events
- Create a “master calendar” to avoid too many events going on at the same time
- Create an antique show

Funding

Work to secure funding sources to assist entertainment, theater, and the arts.

Implementation Plan

Tourism/Cultural/Historical

Goal One Guernsey County will be the top of mind destination when potential visitors think of Southeastern Ohio

Objective 1 Maintain and expand marketing

No.	Strategy	Action	Responsibility	Time Frame
1.1.1	Promote the uniqueness of Guernsey County's attributes and market to the local community	- Develop the culture of volunteers and elevate them to ambassadors - Coordinate agencies/ organizations	Chamber, VCB, Dickens, Main St. and others VCB	2016 Ongoing
1.1.2	Attract potential visitors to our county	- Utilize the results of the segmented marketing survey	VCB	Ongoing

Goal Two Transient travelers will choose to stop/overnight in Guernsey County

Objective 1 Capture travelers along I-70/I-77/U.S. Route 22

No.	Strategy	Action	Responsibility	Time Frame
2.1.1	Promote our unique destination	- Interstate signage	Guernsey County Lodging Assoc. and VCB	Ongoing
2.1.2	Educate our partners on social media	- Seminars; e-mails	VCB	Ongoing
2.1.3	Use Segmented Marketing results to do target marketing	- Work with tourism partners on co-op marketing opportunities	VCB	Ongoing

Guernsey County Comprehensive Strategic Plan

Technology

Guernsey County's Current Broadband Situation

Throughout the past decade, the distinction between local and global communities has narrowed and faded. Communities that saw little need for broadband technology in their daily commercial and cultural activities must now take advantage of new and larger opportunities to increase their productivity and improve their lifestyles. Broadband strips away barriers that have prevented growth in the past and enables an array of opportunity that can improve the economic, educational, and lifestyle experiences for its users. Guernsey County understands the benefits that broadband provides and has prepared a vision to take advantage of these opportunities.

Connected Nation released a first-of-its-kind economic impact study titled "The Economic Impact of Stimulating Broadband Nationally." The study estimates the economic impact of broadband growth in Ohio and projects similar benefit for all states. With a 7% increase in broadband adoption in Ohio, the study shows the potential to:

- Create and retain over 96,000 jobs.
- Create more than \$3.6 billion in direct income growth.
- Save Ohioans roughly \$25.4 million in average health care costs.
- Save residents more than \$248 million in annual gas mileage costs.
- Cut more than 125.6 million pounds in average annual CO2 emissions.

Guernsey County, containing approximately .3% of Ohio's population, could expect to secure about 337 jobs, and create approximately \$12 million in annual direct income growth with the same 7% increase in broadband use.

Furthermore, if 100% of households and businesses were fully equipped and engaged in a broadband economy, the benefits described here could be multiplied by a factor of 10, producing an even more substantial impact on the state's economy, the lifestyles of its citizens, and the conservation of natural resources.

Where Are We Today?

Guernsey County has a population of 40,087. It has a land area of 522 square miles, of which 98.4% is rural. The largest municipalities include the City of Cambridge, also the County Seat, with a population of 10,635; Cambridge Township, population 3,787; and Adams Township, population 3,105.

Today, Guernsey County's broadband needs are served by A T & T, Suddenlink, Time Warner, Verizon, and Windstream. Mobile wireless providers are also available including A T & T, Sprint and Verizon Wireless, and offer several levels of service pricing options. Satellite access is provided by HughesNet, SkyWay, USA, LLC and WildBlue at generally higher prices than the fixed broadband providers mentioned above. Where broadband service is available, the

county's average access speed is 2.2 Mbps, slightly faster than the state average of 2.1 Mbps. The average Guernsey County resident pays \$36.77 per month for broadband service, slightly more than the state average of \$35.13.

Broadband and technology are starting to be utilized in Guernsey County. Computer ownership, internet usage, and broadband adoption are all below the state averages. The home broadband adoption rate is 30% in Guernsey County, while the state average is 55%. This equates to approximately 11,283 households as potential subscribers. According to Connect Ohio's *Ohio Technology Trends 2007*, education, cost, and availability are the leading barriers to technology adoption. The leading barriers to computer ownership in Guernsey County are lack of perceived need and affordability. Barriers to internet adoption include the lack of ownership and lack of perceived need. The leading barriers to broadband adoption among internet users can be remedied through education and training, since lack of perceived need accounts for 51% of non adoption and availability accounts for 26%.

Barriers to Broadband Adoption

(Among Ohio residents who do not subscribe to home broadband service)

	<u>Guernsey Co.</u>	<u>State Average</u>
Don't need broadband or don't understand the benefit	51%	51%
Broadband is too expensive	15%	18%
Don't own a computer	3%	13%
Broadband is not available in my area	26%	12%
You can get broadband elsewhere	3%	6%
Other	3%	3%

Source: 2008 Connect Ohio Statewide Residential Technology Assessment

Internet applications and services are on par with the state average on most accounts. The leading applications among Guernsey County internet users are:

- E-mail
- Using a search engine
- Purchasing products online
- Online research for products or services
- Reading online

An eCommunity Leadership Team has been formed, under the direction of Connect Ohio, to identify the community's strengths and weaknesses and cast a vision for a future that takes full advantage of high-speed connectivity. This team will develop strategies to affect positive change and lead the effort to install specific solutions to take advantage of the opportunities available to Guernsey County. Members of the eCommunity Leadership Team were selected based upon their interest, influence, and ability to address the initiative from the perspective of several specific community sectors. Connect Ohio has assembled this community team and

directed a series of discovery meetings which have led to this assessment, and will continue to guide the effort to set specific strategies and carry them through to implementation, enabling Guernsey County to achieve the benefits of ubiquitous broadband availability and wide adoption.

Many organizations from each of the nine sectors of the community within Guernsey County have web sites. Some include:

- City of Cambridge www.cambridgeoh.org
- Cambridge Chamber of Commerce www.cambridgeohiochamber.com
- GMN Tri-County CAC www.gmncac.org
- Mid-East Career and Technology Center www.mid-east.k12.oh.us
- OMEGA www.omegadistrict.org
- Cambridge City School District www.omeresa.net
- Rural Action www.ruralaction.org
- Southeastern Ohio Regional Medical Center www.seormc.org
- Guernsey Co. Visitors and Convention Bureau www.visitguernseycounty.com
- Zane State College www.zanestate.edu
- Cambridge-Guernsey Co. CIC www.cgccic.org

In assessing the situation and working to identify key projects to effectively bring broadband throughout Guernsey County, leaders have considered issues of Availability, Affordability, Adoption, Awareness, and Applications that may be needed to bring the full benefit of the internet to its businesses and citizens. These overarching objectives are considered when selecting projects on which to focus within each sector.

Where Do We Need to Be? - Guernsey County's Self-Assessment

Through the assessment and vision process, the Guernsey County eCommunity Leadership Team identified the current status of each of the nine sectors evaluated and outlined their vision for each. The assessment and vision is summarized in the following table with 0 representing the absence of technology, 3 midpoint, and 5 most technology tools are planned or in place. These values are specific to their sector.

Guernsey County Assessment Overview

<i>Sector</i>	<i>Networked Places</i>		<i>Applications & Services</i>		<i>Leadership</i>	
	<i>Current</i>	<i>Goal</i>	<i>Current</i>	<i>Goal</i>	<i>Current</i>	<i>Goal</i>
Agriculture	1	3	2	3	1	2
Business & Industry	1	4	1	4	1	4
Community-Based Organizations	3	4	3	4	3	4
Government	3	4	4	4	4	4
Health Care	3	4	2	3	3	4
Higher Education	3	4	4	5	4	5
K-12 Education	3	4	2	4	2	4
Libraries	4	5	5	5	5	5
Tourism, Recreation & Parks	3	5	3	5	2	5

In addition to the subjective scoring by the eCommunity Leadership Team, Connect Ohio has conducted significant research in Guernsey County and throughout the state. Connect Ohio's Residential and Business Technology Assessments are used to provide insights to the specific opportunities and challenges present in Guernsey County. Connected Nation's Economic Impact Study of February 2008 provides additional research, incorporating data from similar projects to help in identifying the impact of the specific projects undertaken here. Finally, U.S. Census data and information from the Ohio Department of Development are incorporated to provide information useful in quantifying opportunities, and to provide contrast and background to Guernsey County's unique makeup. These Connect Ohio documents are available on our web site, www.connectohio.gov, and the U.S. Census and Department of Development data are available on their web sites, www.census.gov and www.development.ohio.gov, respectively.

How Do We Get There?

Priority projects as defined by the Guernsey County eCommunity Leadership Team are listed below with details describing each plan. Other project ideas can be found in each sector-specific report.

Priority is awarded to the projects based upon how well they solve a specific problem, or exploit a specific opportunity in the areas of:

- | | |
|----------------------|---|
| <i>Availability</i> | Does the project increase the availability of broadband services to areas currently under served? Connect Ohio has provided maps that identify areas with and without broadband availability. Population overlays are provided to ensure that no one is left outside the digital divide. Maps are available online at www.connectohio.gov . |
| <i>Affordability</i> | Does the project promote new competition, bundling, better technology, or include grants, community sponsors, or other items that promote more affordable broadband access? |
| <i>Adoption</i> | What elements of the project help to ensure that more residents and businesses take advantage of available broadband supply? Is Connect Ohio's "No Child Left Offline" program utilized?

Are there libraries, schools, community centers or other public access points where people can adopt a pattern of usage? Can we provide applications that open the eyes of Ohioans to the opportunity that comes along with broadband adoption? |
| <i>Awareness</i> | Does the project include an element of public relations, media coverage, a campaign sponsored by vocal citizen groups, or other plans to alert the public to the benefits that will come along with it? How will people know that the improved access or additional applications are available? |
| <i>Applications</i> | Is the project able to supply new ways to use the internet? What types of benefits need to flow through the connection to bring advances in education, health care, economic development, etc.? Are there opportunities to bring course work, jobs, diagnosis, or other applications to the community? |

In selecting the Priority Projects above, Connect Ohio convened a core leadership team, comprised of local leaders from nine specific sectors. These sectors include Agriculture, Business and Industry, Community Organizations, Government, Health Care, Higher Education, K-12, Libraries, and Recreation and Tourism. Each sector team examined the status and opportunities within their own realm of the community and determined a vision for the broadband-enabled future. Each sector then worked to produce a list of meaningful projects which would benefit them.

The sector projects were then rolled up to help in prioritizing larger community-wide projects and scored to determine their value to the community as a whole. The end result is a slate of three different types of projects:

- *Community-wide Priority Projects* - These are listed above, and are deemed to be the most meaningful projects, with the largest impact on Guernsey County as a whole,
- *Sector Priority Projects* - Listed below and identified as the most impactful projects that can be undertaken within their specific sector of the community, and
- *Sector Project Ideas* - Upgrades and ideas that can be put into play to help the specific sector of the community enhance its offerings.

Additionally, the following updates complete a description of the current outlook:

First is the awarding of the \$95 million Connecting Appalachia: Middle Mile Stimulus grant for 34 counties of Ohio. Over the past three years, vital public sites were connected to high-speed internet, including schools, colleges, public safety forces, and industrial sites. The middle mile fiber optic lines awarded to Horizon Communications also allow Wireless Internet Service Providers (WISPs) to reach out to previously unserved rural areas. Concerted efforts are underway to court such WISPs on a regional basis. The same should be done on a county basis.

Secondly, the U.S. Department of Agriculture approved a grant to help those low-income citizens of Guernsey County to learn computer basics and how to use the internet effectively. This operation is currently carried out.

Thirdly, the land lines for local telephone service have changed hands; as the plans for Frontier's efforts continue to unfold, there will be new opportunities to expand DSL (a form of broadband) and direct high-speed lines. Local decision makers must voice their opinions now and over the next few years.

Implementation Plan

Technology

Goal One Expand connectivity to critical areas of the County
Objective 1 Determine areas of highest need

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Examine priorities for areas of development	- Place on Planning Commission agenda	Chairman, Plan. Commission	June 2015
1.1.2	Solicit input from local development entities	- Discuss with CIC and Port Authority	Economic Development Director	May 2015

Goal Two Assess current broadband assets and capabilities
Objective 1 Collect appropriate data

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
2.1.1	Determine sources of broadband information	- Meet with Horizon Telcom	Norm Blanchard	May 2015
2.1.2	Inventory additional broadband assets	- Meet with broadband providers	Norm Blanchard	April 2015

Goal Three Provide broadband capabilities where needed
Objective 1 Solicit broadband needs from industry

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
3.1.1	Contact major employers	- Meet with tech officials at facilities	CIC	July 2015
3.1.2	Assist efforts to provide broadband	- Work with broadband providers	Economic Development Director	

Guernsey County Comprehensive Strategic Plan

Infrastructure (Water/Sewer/Transportation)

Mission Statement *(Water and Sewer)*

Identify areas that water and sewer providers can support the Vision Statement of the Comprehensive Strategic Plan.

Goals and Objectives

The purpose of this section is to provide an understanding of what resources are available and what challenges face the community with respect to water and sewer service. We will also identify actions that could help prepare the County to meet the goals of the comprehensive plan.

Current State

The fundamental goal of every water and sewer utility is to provide the needed quantity and quality of uninterrupted service to each customer at the lowest possible price while allowing for reinvestment into the system itself. Currently, there are several providers of water and sewer in the County that operate either as satellite providers or operate as a standalone utility providing service to specific geographic area.

As time goes by, two separate needs are constantly changing: the need to expand and the need to maintain existing facilities. The ability to expand either the water or sewer system is tied to the capacity and condition of the existing infrastructure that feeds the expansion area. This inter-connectivity continues through the system, touching each and every piece of the system that in even the smallest way, contributes to the ability to provide service to the existing and new customers.

The region is currently bracing for a variety of impacts from the development associated with the regional resurgence in harvesting, processing, and distribution of oil and natural gas. In 2010, speculations were forming that the Utica and/or Marcellus Shale could produce large volumes of oil and/or natural gas via the deep horizontal well development method known as *fracking*. Since then, more geological data has been collected, analyzed, and tested by many different companies. As the research progressed, it was commonly agreed upon that the Utica Shale had the greatest potential to provide a wide range of products throughout the area surrounding and including Guernsey County.

We can look to areas such as Williamsport, PA, and Williston, ND, to see what the current and ongoing impacts are on the communities, specifically infrastructure. The fast growth is something that leaders feel they can manage or in some cases, are aware of what they will have to tolerate. Many of the impacts are simply a change that may be seen as desirable or may generate unwanted frustration. For example, commerce would like to see an increase in traffic, but having traffic delays may cause frustration to motorists that are used to little traffic.

However, the bigger question is, how can the negative impacts of the post growth period be mitigated to ensure the community is stable for long after the boon.

In dealing with water, sewer, and electric infrastructure, it has been commonly established that the developer creating the need is also responsible for most of the cost of bringing these utilities to a specific location. As such, it is left to the well developers to determine the most economical manner to serve their site. Since the demand is temporary, it may be more cost effective to have the infrastructure also to be temporary. This remedy is of little consequence to the public since the well sites are sparsely located and remote to most of the population.

Of the six points listed in the Vision Statement, three are directly tied to our ability to provide water and sanitary sewer service. Of the remaining three ideals, two are independent of water and sewer, and the last is a cultural tone for the people themselves to carry out. So, if looking at the relationship between the Vision and water and sewer service, one would need to recognize that our ability to attain the goals set forth in the vision is directly limited by our ability to provide water and sewer services.

The total County water consumption is about 5.5 MGD, with approximately 63 percent being retained for transportation to a POTW. The balance is being used in product generation and treated by individual or small batch plants. The water production of Cambridge and Byesville combined is in excess of 6 MGD, and the Cambridge WPCP has treatment of over 3 MGD currently unused. The challenge is then focused on the distribution and collection of the products.

Water is generally less expensive to transport than sewer; the pipes are often smaller and can be placed in the ground more shallowly and along any road grade. Sewer is generally more expensive due to the impacts of grade and depth required for gravity flow. However, in short-term analysis, many options include a small treatment or package plant. This option effectively changes the costs from capital construction to operation and maintenance costs. In recent years, this situation has become evident in several locations around Guernsey County.

Our ability to drive job growth with manufacturing will require redundant or many water lines to be replaced. Historically, most of the water systems adjacent to undeveloped land were installed to provide residential flow, not commercial or industrial. The challenge that faces the water purveyors is that since major development is driven by private interests, they have no way of knowing what areas are next to be developed. This makes development difficult to manage since resources are very limited and slow to come if they are available.

Actions

- Develop a listing of areas and their property owners that are suitable for growth and development.
- Identify what is needed in these areas to make them marketable for each use.
- Assign a lead group to develop plans of how to address the needs.
- Develop plans to more efficiently provide services throughout the County.
- Continue to replace and upgrade interior infrastructure in preparation for future expansion.

Conclusion

- Funding will be the common hold up for replacement and expansion plans.
- Efforts must also be made to retain customers by providing services and pricing in a fair manner.

Introduction and Overview (Transportation)

The Guernsey County major thoroughfare system will comprise both rural and urban type roads to accommodate the present and prospective development and the important primary and secondary traffic demands of both an intra-county and inter-county nature. The proposed county road system is to be developed by rehabilitating, modernizing and augmenting the existing network of county facilities.

Interstate Highways

The interstate highway system through Guernsey County east-west and north-south is critical to the area's development potential, putting Guernsey County within a two-hour drive of six major population centers in four directions. The county is a one-day drive from 60% of America's total population. No major upgrades are planned in the near future, though the need for improvements to certain aspects of the interstate system in Guernsey County are becoming increasingly apparent. Priorities for interstate access are listed below in no particular order:

- The congestion at the I-70 interchange with State Route 209, specifically the south side of the interchange, is of major concern. The location of a truck stop immediately adjacent to the interchange has compounded the problem. Truck traffic has increased the congestion, tying up traffic in all directions. The most expeditious solution in discussion would be to construct a ramp from State Route 209 north to I-70 east right at the intersection with Dozer Road. This solution eliminates the requirement for trucks exiting the truck stop to cross five lanes of traffic to proceed eastbound on I-70. An additional possible solution would be to create a second access to the truck stop directly across State Route 209 from the I-70 eastbound off ramp. The access would allow truck traffic to exit the off ramp and proceed directly across State Route 209 to the entrance, which would parallel I-70 and lead to a back access point to the truck stop. This would eliminate the current traffic jam arising from trucks lined up to turn left from State Route 209.
- Completion of interchange #178 at Federal Mogul could provide access to more than 100 acres of development land. The upgrade would include the addition of access ramps, both east- and west-bound, and extension of a connector to Co. Rd. 15 (Claysville Road). Development land opened by this improvement would have high visibility with its existence directly adjacent to the interstate.
- The 400-acre County Home Farm, lying three miles from I-70 at St. Rt. 285, is becoming increasingly attractive as a potential development site. Critical to its utility will be providing a most expeditious transportation artery from the exit to either County Home Road to the east or Range Road to the west. Either or both of the roads will also require a major upgrade, depending on the final development plan.

Primary Thoroughfares

The primary thoroughfares consist of three main routes: existing U.S. Route 40 from Old Washington to the west county line; State Route 209 from Cambridge to Byesville; and U.S. Route 22 from Cambridge to the county line northeast of Londonderry. These routes, together with the Interstate Routes, form the backbone of the system for accommodating through movements and primary local movements about the county.

Excessive truck traffic through downtown Cambridge is a recognized problem. It has been proposed that U.S. Route 40 be shifted from Wheeling Avenue to Steubenville Avenue in the center of the city, and that new connections be made at either end of Steubenville Avenue—on the west to Tunnel Hill and on the east to East Wheeling Avenue. Widening of Steubenville Avenue, also included in the plan, would entail significant purchase or right-of-way, effectively eliminating many existing structures. A less expensive and more expeditious method of reducing truck traffic in the Cambridge downtown area would be to explore the feasibility of creating a truck route bringing traffic off the interstate at exit 178 (near Federal Mogul) and into Cambridge on U.S. Route 40. This plan allows truck traffic to access industries in west Cambridge without passing through downtown on Wheeling Avenue.

Secondary Thoroughfares

The secondary thoroughfare network is designed to provide connections between adjacent community trade centers. Improved access is also provided to the recreation areas including the secondary entrances to Salt Fork State Park. The network consists of existing highways, existing highways to be widened, and new routes. Several potential highway improvements are being discussed to improve transportation arteries to critical points throughout the county. Among them are:

- Provide direct access to the State Hospital area from I-77. Portions of the State Hospital campus are owned by a consortium of local government authorities for development of a business/light industry park, necessitating more expeditious access from Interstate 77. This makes the business park more attractive to industry while minimizing traffic that currently must pass through downtown Cambridge.
- Improve State Route 209 corridor from current multi-lane area to I-77. As noted earlier in this plan, the objective of this improvement would be to improve access to the growing Byesville Industrial Park while diminishing the truck traffic through the Village of Byesville.
- Traffic, especially truck traffic, is increasing through the Village of Old Washington. The intersection of State Route 285 and County Road 900 in the center of the Village must be improved to provide adequate turn radius in each direction, along with increased visibility, thereby ensuring the safety of motorists and pedestrians alike.

Tertiary Thoroughfares

Tertiary thoroughfares are intended to round out the total system of thoroughfares and to provide the connections that are necessary between given points, but which it is anticipated will involve relatively minor volumes of traffic. These thoroughfares consist primarily of the county road system serving nearly every sector of the county. Maintenance of these secondary roads

is mandatory for the smooth flow of traffic to remote areas of the county and represents a significant impact on the safety and welfare of the citizens in these areas. With input from the County Engineer's Office and several townships, the following priorities are established:

- There is a need to perform traffic counts for all the county highways to develop a ten-year plan for road and bridge improvements.
- Widening and resurfacing of county roads must be accomplished based on priorities determined by traffic volumes.
- There are seven bridges over Wills Creek which are critical to traffic flows in the areas they serve. Maintenance and replacement of these bridges must be done commensurate with priorities determined by the above-cited traffic studies.
- Ensure the intersections throughout the county are widened and/or upgraded to ensure improved access to rural areas for emergency vehicles.
- Townships have focused on the need for attracting business to some previously undeveloped areas. They have cited Lake Ridge Road and Rhinehart Road as two thoroughfares which, when improved, could offer attractive business access. In the process of prioritization, consideration may be given to potential for development along with current traffic volumes.

It is extremely important that there is a strong focus on bringing all county roads up to acceptable standards.

Selected Thoroughfare Improvements

Whitaker Road Improvements

Relating to continued development of the D.O. Hall Business Center and the Wal-Mart area, the upgrade of Whitaker Road becomes an important factor for expediting growth in those areas. Lying strategically adjacent to these primary commercial areas, initial steps have been taken to improve this artery by the installation of a 12-inch water service. The upgrade of this township road to state standards would provide a full loop service to the business park while creating additional road frontage for commercial and retail development. The project would involve raising low portions of the road to an elevation above the flood plain, widening to state standards, paving to a width complying with state requirements, and placement of a traffic signal at State Route 209.

Hartley Property Access

Situated on a plateau overlooking Southgate Parkway, a 73-acre parcel owned by the Hartley family, has long been in consideration for commercial development. The proximity and commanding view of the interstate system in four directions provides exceptional visibility to locals and travelers alike. With development ground at a premium, officials should look seriously at initiating the engineering and planning to provide highway access to the hilltop, along with water and sewer infrastructure and utilities. Previous discussions have identified two potential access routes with one of the two already roughly cut into the hill providing limited access.

Appearance/Maintenance

Recognizing funding constraints, the committee acknowledges the need to maintain our thoroughfares to the highest degree of repair possible. Additionally, the area relies heavily on tourism, which implies the necessity to constantly monitor and maintain the appearance of our byways. This is especially important as we maintain the entrances to our municipalities from the interstates. It also mandates that our heavily-traveled highways are a priority for appearance upgrades.

Road Maintenance and County Growth

Vehicle transportation infrastructure has a relatively short life cycle with high maintenance cost. A typical asphalt road has an expected life between 8-10 years which depends greatly on the amount of heavy truck traffic. These circumstances are very different than those discussed with water and sewer lines. With the short life cycle, it is likely that once a developer is done with their use of the road, the road will soon need repairs which will then be the burden of either the City, County, or Township.

The methods in place now have been designed to assure that no additional damage is caused to the road and it is brought back to the same condition as it was originally. The County has developed several documents to manage and protect the roads to be used by developers for the duration of their work. Examples of these documents are as follows:

*Hauling Permit, paved and unpaved
Road Use Maintenance Agreement (RUMA)
Bridge RUMA
Private or Commercial Drive Permit
Open Cut or Boring Permit*

Rail

Rail in the county, as across the state, has experienced a diminished role, which is now a trend that appears to be recovering. In Guernsey County, track has been removed in some areas and left in disrepair in others. Rail going east from Cambridge has been replaced by a popular bicycle trail which was developed by the Community Development Corporation under the Trails Act. Rail south from Byesville was purchased by a private owner and is slowly being returned to service for freight hauling services. To date, approximately four miles of the nine mile right-of-way from Derwent to Cumberland has been upgraded, but major obstacles to further improvements exist in major upgrades necessary to make the bridges passable. It will require significant expense to accomplish the necessary improvements. This rail artery could take on significant importance if the development of AEP lands south of Cumberland into a mega business park even comes to fruition.

Evidence of the resurgence of rail in the area can be seen in increased usage by Colgate resulting in their own rail upgrades. Additionally, Island Aseptics benefits from the construction of a new spur to bring rail into their plant, thereby improving their transportation costs position. Other local companies, especially gas- and oil-related companies, have expressed the desire to have rail access, and these requirements must be considered in the overall transportation requirements projected for the county. With the exploding amount of truck traffic on our highways, it is becoming apparent that the advantages of rail transportation are rising in the overall planning, both locally and statewide. Improving rail service in our area is a recognized priority:

- The provision of rail service to Cambridge's west end business park. Both Encore Plastics and Centria Coil Coatings have expressed interest in having rail access. The road bed still exists with minor relocation of surrounding structures.
- Rail to eastern portions of the county has been cited as a priority primarily to restore service from the area to the Ohio River. Developing ports on the river would offer an alternate to shipping routes, which could have long-term benefits to the transportation costs for local industries.
- Rail service to properties on U.S. Route 40 West would provide an invaluable asset for possible development of selected parcels. The Ohio Central main line runs through many of these parcels, which would expedite the construction of rail sidings necessary to provide rail service.

The development of an inter-modal rail facility should be considered as an option to expand rail utility in the county. Rail-to-truck transfer has been an often-discussed possibility to allow industrial facilities inaccessible by rail to, at least, have the advantages of a local transfer facility. The benefits of an inter-modal facility should grow increasingly attractive, with the development of a new port on the Ohio River which will transfer barge cargo to inland-bound rail cars.

Airport

Existing Conditions

The inventory of existing conditions at the Cambridge Municipal Airport (CDI) has occurred over a period from 2000 through 2005. The inventory gathered over this period will serve as an overview/base map for the airport facility, its role in the aviation system, and its relationship to the development within the surrounding Cambridge regional area. Delta Airport Consultants has made every effort to see that the data is current and relevant to the purpose of this report. However, because development surrounding the airport area is happening at such a fast rate, some existing conditions depicted herein may already be outdated.

The airport facility and its surrounding environment was inventoried, and data germane to this project was collected over a period extending from the beginning of 2000 and run through April 2005. Data collected included items such as historical topographical surveys, aerial and ground photos, as-built and future plans, socio-economic, capital development, environmental, and other related data.

Airport Historical Development

The original Cambridge Airport was located north of Cambridge off Old State Route 21. Because of several factors, the airport was closed in the mid 1950's. The proceeds were placed in a trust fund for the construction of a new airport. In May 1965, the State of Ohio passed a \$5 million bond issue targeted specifically for airport construction. In late 1965, Guernsey County received a \$100,000 state grant to build a new airport facility. This was matched with the City of Cambridge's \$56,000 from the proceeds from the sale of the old airport, along with a federal grant for the remaining funds needed to construct a new airport facility. The new Cambridge Airport was completed on November 17, 1969, at a reported cost of \$310,677.48. The airport construction included the grading and paving of a 3,500 foot runway and a 150 feet by 150 feet square aircraft parking and tie-down area. This initial

construction was followed by a second phase, under an FAA grant to install a non-directional radio beacon (NDB), a rotating light beacon, radio-operated runway lights, lighted wind tee, visual approach slope indicator lights (VASI's), and runway end identification lights (REIL's) for each runway end, and terrain obstruction lights in the hills surrounding the airport.

The airport remained unchanged until ten years later. In 1979, the runway was resurfaced and painted, and in 1981, the main hangar building was erected and aircraft fuel facilities were installed. In 1985, an administration building was constructed, and in 1988, the runway was extended from 3,500 feet to 4,300 feet.

Although originally owned and operated solely by the City of Cambridge, the financial support of the airport was expanded in 1974 to include Guernsey County and not just the City of Cambridge. The Cambridge Municipal Airport is now owned and operated by the Cambridge Area Regional Airport Authority. The Cambridge Area Regional Airport Authority was formed under Ohio Revised Code, Section 308.2, entitled "*Creation of Regional Airport Authority.*" However, grant matching funds and operating expenses are still currently funded mostly by the City of Cambridge and Guernsey County.

Strategic Plan

The Cambridge Area Regional Airport Authority has contracted with Delta Airport Consultants, Inc., to provide planning, engineering, and consulting services for airport development at the Cambridge Municipal Airport (CDI). Delta Airport Consultants, Inc.'s services included updating the existing Airport Layout Plan (ALPU) document to meet current Federal Aviation Administration (FAA) standards and realistically accommodate the future demands of the aviation and surrounding communities. A few basic airport facility development items resulted from the planning update effort. They are: the need for additional hangars and aircraft parking spaces within the terminal area and the need for additional runway length and a parallel taxiway within the runway area.

By importance, the need to lengthen Runway 4-22 from 4,300 feet to 5,000 feet was recommended number one priority, followed by the need for additional hangar and aircraft parking space, then lastly followed by the need for a parallel taxiway. The need to lengthen Runway 4-22 is because common turbo jet aircraft intending to utilize CDI today need an overall balanced runway length of at least 5,000 feet to operate safely and efficiently based on the stage length/mission of the aircraft frequenting the airport. It was projected through forecast data generated by Delta Airport Consultants, Inc., and commitment/justification letters generated by current and potential users that at least 500 annual operations will be performed at the airport by the aircraft that require the overall balanced runway length of 5,000 feet.

The need for additional hangar and aircraft parking space was recommended and depicted on the ALPU document because the airport facility is currently at 100 percent capacity for hangar space, and for at least four days a week throughout the year, the existing aircraft apron is at 100 percent of its total capacity. The apron, when it is full, is comprised of 80 percent itinerant aircraft and 20 percent based aircraft.

The need for a parallel taxiway for Runway 4-22 is directly proportional to the amount of traffic utilizing Runway 4-22 at a given time. Since CDI has only one runway and the traffic utilizing and projected to utilize the airport vary greatly in size and approach speeds, it was recommended that a parallel taxiway be constructed to evade possible capacity and safety issues related to aircraft back-taxiing on the runway.

The planning efforts performed by Delta Airport Consultants, Inc., throughout the ALPU process provided detailed engineering design analysis, rationale, and cost estimates associated with the projected development as described above at the airport. The concepts related to the lengthening of Runway 4-22 were based on the following four runway extension alternatives:

Alternative No. 1	Do Nothing, Leave Runway Length at 4,300 Feet
Alternative No. 2	Extend Approach End of Runway 22 by 700 Feet
Alternative No. 3	Extend Approach End of Runway 04 by 700 Feet
Alternative No. 4	Extend Approach End of Runway 22 by 500 Feet and Approach End of Runway 04 by 200 Feet

All design concepts and rationale contained in this report were developed utilizing the most current FAA airport design regulations, orders, policies, procedures, and advisory circulars. Based on the findings represented in detail in the narrative report, Alternative No. 4 was chosen to be the most viable alternative which best met the FAA standards. In addition, Alternative No. 4 realistically and most economically accommodated the future demands of the aviation and surrounding communities and at the same time, provided an overall balanced runway length of 5,000 feet. The Alternative No. 4 concept has, consequently, been reflected on the ALPU document.

In addition, per the advisement of the FAA, Delta Airport Consultants, Inc., is in the process of developing the Runway 4-22 Safety Area Feasibility and Environmental Review document for the existing deficient Runway 4-22 safety area at CDI. Included in the feasibility and environmental review document is an environmental review of the future runway extension as depicted on the ALPU. In the feasibility document, the runway extension and its impacts are looked at only from a cumulative impact standpoint, and are not to be intended to be interpreted as justification for an extension or as an Environmental Assessment for the proposed Runway 4-22 extension. However, the feasibility and environmental document still follows guidelines contained in the *Airport Environmental Handbook* (FAA Order 5050.4) and the *Policies and Procedures for Considering Environmental Impacts* (FAA Order 1050.1)—the foundation documents used in preparing an environmental assessment for a runway extension. A full environmental assessment for the extension to Runway 4-22 is anticipated to be prepared soon.

<u>Legend</u>	<i>CCM/A</i>	Construction, Construction Management/Administration
	<i>EA</i>	Environmental Assessment
	<i>FONSI</i>	Finding of No Significant Impact
	<i>P/S</i>	Plans/Specifications
	<i>AE/FS</i>	Avigation Easement/Fee-Simple Property Acquisition
	<i>MIRL</i>	Medium Intensity Runway Lighting
	<i>RSA</i>	Runway Safety Area
	<i>RPZ</i>	Runway Protection Zone
	<i>FY2015</i>	Federal Fiscal Year Beginning October 1, 2014

Immediate Priorities

1. **FY2015** Reimbursement: Prepare P/S for Runway 4-22 Rehabilitation (mill & fill) (P/S = \$90,000)
2. **FY2015** Runway 4-22 Rehabilitation (mill & fill) (Construction = \$1,400,000)

Future Proposed Improvements

1. **FY2016** Rehabilitate/Overlay Transient Aircraft Parking Aprons (AP A, AP B, T/H A) - P/S, Bidding, CCM/A (\$759,000)
2. **FY2016** RPZ Property Acquisition: CIC St. Rt. 209 Property - AE/FS (\$96,000)
3. **FY2017** Runway 4-22 Safety Area (RSA) Study for Runway Strengthening and Extension (\$50,000)
4. **FY2017** Runway 4-22 Environmental Document (FONSI) or EA for Runway Extension, Taxiway to Runway 4 end (\$210,000)
5. **FY2017** Wildlife Hazard Assessment Study (WHA) (\$36,000)
6. **FY2017** Runway 4-22 Strengthening and Extension, MIRL, Taxiway to 4 end - P/S, Bidding (\$266,000)
7. **FY2018** Reimbursement: CIC St. Rt. 209 Property - AE/FS (\$96,000)
8. **FY2018** Reimbursement: Runway 4-22 Strengthening and Extension, MIRL, Taxiway to 4 end - P/S, Bidding (\$266,000)
9. **FY2018** Runway 4-22 Strengthening and Extension, MIRL - CCM/A (\$1,900,000)
10. **FY2019** Reimbursement: Dever/Lemmon Property - AE/FS (\$22,000)
11. **FY2019** Reimbursement: Land (Northeast Apron Expansion Area) (\$63,000)
12. **FY2019** Construct Partial Parallel Taxiway to Runway 4 End - CCM/A (multi-year grant Phase 2 of line item 8 project) (\$750,000)
13. **FY2020** Airport Obstruction Light Rehabilitation Phase 1(Poles #3 and #4) - CCM/A (\$166,000)
14. **FY2020** Airport Obstruction Light Rehabilitation Phase 2 (Poles #1, 2, 5, 6, 7) - CCM/A (\$412,000)
15. **FY2020** Airport Obstruction Light FAA Flight Check Reimbursable Agreement, Administration (\$12,000)
16. **FY2021** ALP/Master Plan Update per current physical airport conditions (\$120,000)
17. **FY2021** Wildlife/Security fencing - P/S (\$22,000)
18. **FY2022** Wildlife/Security fencing Phase 1 - CCM/A (\$141,000)
19. **FY2023** Wildlife/Security fencing Phase 2 - CCM/A (\$141,000)
20. **FY2024** Land Acquisition for Approach, RPZ, etc. (\$250,000)

Implementation Plan

Water and Sanitation Systems

Goal One Provide water/sewer to under-served areas of the County

Objective 1 Identify locations suitable for development

No.	Strategy	Action	Responsibility	Time Frame
1.1.1	Locate landowners and determine interest	- Identify land	Norm Blanchard	2015
1.1.2	Fund development	- Develop a strategy to include all leveraged monies possible	Norm Blanchard	2015
1.1.3	Develop private/public team	- Contact developers and find one interested in Guernsey County	Norm Blanchard	2016

Goal Two Develop an efficient utility availability throughout the County

Objective 1 Determine the most cost-efficient manner to provide water/sewer

No.	Strategy	Action	Responsibility	Time Frame
2.1.1	Perform a rate study	- Hire a consultant	Paul Sherry	2016
2.1.2	Share results of rate study	- Meet with producers	Paul Sherry	2017
2.1.3	Provide services better	- Develop steps to improve	Paul Sherry	2018

Implementation Plan

Transportation

Goal One Improve traffic flow at St. Rt. 209, Dozer Road, and I-70

Objective 1 Plan, design, and install improvements

No.	Strategy	Action	Responsibility	Time Frame
1.1.1	Partner with ODOT	- Meet with ODOT District Office	Norm Blanchard, G.C. Commissioners	2015
1.1.2	Involve Economic Development from State	- Meet with OhioJobs	Norm Blanchard, Paul Sherry	2015
1.1.3	Develop plans	- Convince ODOT to fund project	All	2016

Goal Two Expand access at Exit #178

Objective 1 Open southern land for development

No.	Strategy	Action	Responsibility	Time Frame
2.1.1	Partner with ODOT	- Meet with ODOT District Office	Norm Blanchard, G.C. Commissioners	2016
2.1.2	Involve Economic Development from State	- Meet with OhioJobs	Norm Blanchard, Paul Sherry	2016
2.1.3	Develop plans	- Convince ODOT to fund project	All	2017

Transportation (Airport)

Goal One Extend and repair runway

Objective 1 Determine funding sources

No.	Strategy	Action	Responsibility	Time Frame
1.1.1	Obtain commitment from FAA	- Develop action plan	Dave Mourer	2015
1.1.2	Self fund improvements	- Develop construction plan and costs	Dave Mourer	2016
1.1.3	Determine if grant-funded improvements are best	- Evaluate funding availability and options	Dave Mourer	2016

Guernsey County Comprehensive Strategic Plan

Environmental Issues

Introduction

Guernsey County is located in east-central Ohio. The county was formed in 1810 and has an area of 338,170 acres, or about 529 square miles. The county is rich with natural resources. These resources include water, mineral, woodlands, soils, and fish and wildlife. Each resource area will be expanded on further. Solid waste and sewage sludge will also be addressed.

Water Resources

Almost all of Guernsey County is within the Muskingum River watershed. The creeks and rivers in Guernsey County drain mostly into Wills Creek, a tributary of the Muskingum River. Skull Fork, in the northeast corner of the county, is a tributary of Stillwater Creek, which drains into the Tuscarawas River. A small area of southeastern Spencer Township drains into Duck Creek, which flows into the Ohio River. There are over 524 miles of streams within Guernsey County and over 6,000 acres of surface water.

Water resources include both ground water and surface water. Both are utilized for drinking water sources. The two largest public water systems are the City of Cambridge and the Village of Byesville. The City of Cambridge uses water from Wills Creek for its source of water. Cambridge water plant has an average treatment rate of 3.5 million gallons per day, with a design capacity of 7 million gallons. The Village of Byesville's new Wetzler-Haynes filtration plant has an average treatment rate of 1.6 - 2 million gallons per day, with an expandable design capacity up to 4.5 million gallons.

Rural homeowners depend on wells, springs, or in some instances, county water for their source. The average private well in Guernsey County only supplies 1 - 3 gallons per minute of water for household use.

Adequate quantities and quality of water can be a challenge to land use planning in certain areas of the county.

Goal **To efficiently utilize the combined water resources of Guernsey County for the benefit of the county and its residents, while maintaining good quality water for public water supplies, and use for agricultural, industrial, commercial, municipal, recreational, and other beneficial uses.**

- Strategies***
1. The County should consider the physical capacity of the land and water to accommodate land uses when planning for the location type and density of development.

 2. Minimize soil erosion and sedimentation by encouraging soil conservation techniques. Educational programs and technical assistance should be provided in voluntary erosion abatement.

3. Guernsey County should continue to support watershed management practices that protect and enhance water quality and quantity.

Mineral Resources

The largest visible impact to land is surface mining. According to the Soil Survey of Guernsey County, by 1991, about 12,000 acres of land in Guernsey County had been affected by surface mining. About 60 percent of the land was mined before the 1972 Reclamation Law.

The most up-to-date information for production was provided by the Ohio Department of Natural Resources, Division of Mineral Resources Management.

Industrial mineral production is limited to one site in Guernsey County, Spencer Township. The site produces 250,000 tons of limestone annually which has and should remain stable. In 2009, coal production in Guernsey County amounted to about 400,000 tons. The Division of Mineral Resources Management has received several new applications for mining, and they expect the number of applications to increase in future years. In 2013, oil and gas production in Guernsey County included 3,677,734 barrels of oil and 100,119,054 mcf of natural gas.

The area of Guernsey County most affected by underground mines is large portions of Jackson, Valley, and Richland Townships. The southern half of Center Township and the southeast corner of Cambridge Township also have areas of underground mines. These underground mines cause concerns regarding land development because of the potential for mine subsidence. Previously strip-mined land that was mined prior to the reclamation law is estimated to be in excess of 3,000 acres. This land is considered to be abandoned mine land.

There are no underground mines currently active in Guernsey County. A coal permit has been issued for surface and underground mine for two sections of Washington Township and a surface permit for four sections in Millwood Township. There is an approved coal application for surface mine in two sections of Wheeling Township and three pending coal applications—two for surface and one for waste disposal in Knox, Millwood, and Londonderry Townships. Most mineral and coal production is surface mined in the northwest and southeast portions of the county.

In 2009, a major natural gas pipeline traversed the county. The REX (Rockies Express) pipeline poses both opportunities and challenges to development.

The advent of developing technologies in oil and gas exploration may have an impact on the Guernsey County environmental resources. Marcellus and Utica shale deposits within the county could be potentially beneficial economically to the landowners and the community. Extraction of these resources could also pose challenges to development and add to environmental concerns if Best Management Practices are not followed.

Goal **To plan for and protect mineral and aggregate resources for future use.**

- Strategies*
1. Work with the Ohio Department of Natural Resources, Division of Mineral Resources to identify areas with resources that may impact development.
 2. Work with county, state, and federal agencies to minimize the negative impacts such as erosion and water degradation of water quality as a result of mineral extraction.

Forests/Woodlands

The location of Guernsey County in the un-glaciated part of Ohio lends itself to large tracts of woodlands and forested areas. In 1980, about 165,000 acres or nearly 50 percent of the county was wooded. In 1991, woodland acres were estimated by the U.S. Forest Service to be 184,000 acres. By 2008, the woodland acre estimate increased to 198,000 acres or over 58% of the land in the county. The wooded acreage occurs mainly as privately owned stands of timber and farm wood lots. The woodland is mainly mixed hardwoods. The dominant woodland species are oak, yellow poplar, black cherry, red maple, sugar maple, ash, and beech.

Forests and woodlands provide numerous benefits to the community. Forest products in 2001 contributed \$33 million or 2.1% of Guernsey County's output, 1.6% of the employment, and 1.9% of the value added. Woodlands provide not only economic benefits, but aesthetic and wildlife habitat as well.

Goal **Protect and enhance our forest resource.**

- Strategies*
1. Forest management and harvesting activities in Guernsey County should be conducted according to industry Best Management Practices (BMP's).
 2. Education efforts targeted toward forest landowners should be coordinated to enhance the quality of woodlands in Guernsey County through conservation and management practices such as timber stand improvement and invasive species control.

Soils

From the ground up, everything starts with soil. Guernsey County was the final county in the state to receive a printed soil survey. Every acre of land in the county has a soil type associated with it and characteristics of its own. There are 71 different soil types with 115 map units in the county. The soil survey contains information from woodland management to agricultural yield expectations to wildlife and septic. Copies of the soil survey are available at the Guernsey Soil and Water Conservation District.

Flooding and wetness are the major management concerns affecting farmland and development in areas on flood plains and stream terraces. Many of the soils in these areas can be drained and used for agriculture. Erosion, slope, hillside slippage, a high shrink-swell potential, a moderate depth to bedrock, and slow permeability are the major management concerns in the uplands.

About 60,000 acres or about 20 percent of the county soils are considered to be Prime Farmland. More information about this can be found in the Agriculture section of this document.

Goal **Anticipate and plan for the potential impacts of soil types to identified development.**

- Strategies*
1. Encourage the continued use of the Soil Survey of Guernsey County and other soil resources available on the web such as Web Soil Survey and Soils Datamart when areas are identified for potential development.

2. Continue to involve the Guernsey Soil and Water Conservation District in assisting with evaluation of sites from a soil resource prospective.

Fish and Wildlife Habitat

Guernsey County, located in the hill country of un-glaciated Ohio, is a mix of forest land and farmland. This mix of habitat provides ideal food and cover for a wide variety of wildlife species. Whitetail deer, wild turkeys, squirrels, rabbits, and fur bearers, to name a few, can be found throughout the county. Salt Fork Lake in its entirety and portions of Piedmont and Seneca Lakes are located in Guernsey County. These lakes, plus other ponds, streams, and wetlands, provide aquatic habitat for bass, catfish, sauger, and pan fish, to list some of the prevalent species. Waterfowl and assorted shore birds can be found on or around the lakes, ponds, and wetlands of the county. Bald eagles and osprey also can be found nesting around area lakes. Guernsey County has abundant public land available for wildlife enthusiasts. Salt Fork Wildlife Area and State Park, Buffalo Fork Wildlife Area, James Wildlife Area and portions of Egypt Valley Wildlife Area, Seneca Lake Park, and Piedmont Lake Park provide over 20,000 acres for wildlife recreation. These public lands, along with private lands, draw thousands of visitors annually to Guernsey County, providing a huge boost to the local economy.

Healthy fish and wildlife populations are dependent on the quality and quantity of their habitat. Awareness of the needs of fish and wildlife should be exercised when planning development or land use changes within Guernsey County.

There is only one animal listed for Guernsey County as federally endangered, and that is the Indiana Bat. Ohio includes bobcat, black bear, northern harrier, yellow-bellied sapsucker, timber rattlesnake, and eastern massasauga as endangered. Threatened species in Ohio that are in Guernsey County include barn owl, dark-eyed junco, bald eagle, osprey, spotted turtle and Blanding's turtle.

Goal **Maintain a diverse and balanced habitat for fish and wildlife.**

- Strategies*
1. Encourage management practices on woodland acres that provide habitat for wildlife.
 2. Encourage management practices that protect or enhance water quality that benefits fish habitat.
 3. Should be aware of potential wildlife/human conflicts when development replaces habitat.
 4. Consider impact of development on threatened or endangered species.

Solid Waste Disposal

At the current time, there are no licensed solid waste disposal landfills located in Guernsey County. Solid waste disposal continues to be an issue that needs to be addressed.

Goal **Reduce solid waste output of Guernsey County.**

Strategy Work with Solid Waste District to educate community on the benefits and opportunities for recycling.

Sewage Sludge Disposal

Sewage sludge disposal is regulated by the Ohio EPA. There are two main producers of sewage sludge in Guernsey County: the City of Cambridge and the Village of Byesville. The City of Cambridge uses four methods to either dispose or beneficially reuse sludge generated at the treatment facility. The majority of sludge generated is shipped to Quasar where it is anaerobically digested to create methane gas which in turn is burned to generate electricity. The City also composts sludge with wood chips to make Class A Exceptional Quality organic material used for reclamation in the city. If necessary, the City still has the option to land apply in accordance with their permit. The last option available is to dispose of the sludge in a licensed solid waste landfill. The Village of Byesville currently land applies their sewage sludge. The Village of Byesville installed a filter press to reduce the volume of sludge and will begin composting to aid in additional treatment. Byesville will be land applying dry sludge after this.

Sewage sludge can be a resource used to enhance productivity of lower fertility land.

Goal **Utilize sewage sludge disposal and/or compost to enhance the productivity of the land.**

Strategies

1. Encourage the land application of sludge and/or compost according to OEPA guidelines and standards.
2. Educate the general public on the benefits of utilizing sewage sludge and compost as a soil amendment.

Implementation Plan

Environmental Issues

Goal One To efficiently utilize the combined water resources of Guernsey County for the benefit of all users

Objective 1 Watershed management, physical capacity, pollutant control

No.	Strategy	Action	Responsibility	Time Frame
1.1.1	The County should consider the physical capacity of the water resources when planning the location, type and density of development	- Predetermine potential locations for various types of businesses requiring water resources	CIA/CIC	Ongoing
1.1.2	Minimize soil erosion and sedimentation by encouraging soil conservation techniques	- Work with local MSWCD, GCSW, NRCS, and OSU Extension personnel with outreach and planning assistance	Guernsey Co. Engineer	Ongoing

Goal Two To plan for and protect mineral and aggregate resources for future use

Objective 1 Identify and minimize negative impacts to development and water quality resources

No.	Strategy	Action	Responsibility	Time Frame
2.1.1	Work with the ODNR, Division of Mineral Resources to identify areas that may impact development	- Review prospective development sites with ODNR	CIA/CIC	July 2015
2.1.2	Work with county, state, and federal agencies to minimize the negative impacts of erosion and water quality as a result of mineral extraction	- Review existing operational violations and submit comments on proposed permits	Guernsey County Commissioners	Ongoing

Goal Three Protect and enhance our forest resources

Objective 1 Promote landowner education to enhance woodland quality and ensure proper harvesting activities

No.	Strategy	Action	Responsibility	Time Frame
3.1.1	Forest enhancement and harvesting activities in Guernsey County should be conducted according to industry Best Management Practices (BMPs)	- Outreach program intended to educate the logging industry with regard to BMPs	Guernsey County Commissioners	Ongoing
3.1.2	Education of forest landowners should be coordinated to enhance the quality of woodlands in Guernsey County through conservation and management practices	- Outreach program for landowner education	Guernsey County Commissioners	Ongoing

Goal Four Maintain a diverse and balanced habitat for fish and wildlife

Objective 1 Encourage management practices to enhance woodland use to the benefit of fish and wildlife

No.	Strategy	Action	Responsibility	Time Frame
4.1.1	Encourage management practices on woodland acres that provide habitat for wildlife	- Outreach program for landowner education	Guernsey County Commissioners	Ongoing
4.1.2	Encourage management practices that protect and/or enhance water quality	- Outreach program for landowner education including potential regulatory alternatives	Guernsey County Commissioners	Ongoing
4.1.3	Consider impact of reduced wildlife habitat including threatened or endangered species due to development	- Review development possibilities with ODNR	Guernsey County Commissioners	Ongoing

Guernsey County

Comprehensive Strategic Plan

Law Enforcement/Safety Services

Introduction and Overview

The Guernsey County Sheriff's Office began April 23, 1810. To date, 45 men have served as the Sheriff. There have been five jails since the county started, three of which were located behind the court house, one that was located in the old Brown High School a half block away from the court house, and the current jail that is located at 601 Southgate Parkway. The current jail was built between 1992 and 1994. Prisoners were moved into the building in April 1995. A consulting firm was contracted to do a size study in the early 1990's to recommend the amount of inmate beds the county would need. Their study revealed the county would need 66 beds and that would be sufficient until 2010. No consideration was used for growth, changes in laws such as the creation of a felony of the fifth degree, and future economic challenges. After occupying the jail, it took exactly two months for the jail to reach capacity. The average daily population usually stands around 75 inmates. The most recent census placed Guernsey County with over 41,000 residents. With the intersections of I-70 and I-77 and two large recreational lakes, the population of the jail has consistently been approximately two-thirds felony. The jail budget is \$1,396,189 for 2010, with a staff of 19 that includes the jail administrator and two cooks. The sheriff's budget for 2010 is \$1,621,947, with a staff of 24 that includes the full-time operation of Emergency 911, civil clerk, and an administrative secretary.

In 2005, the county was facing a major budget shortfall, and the Commissioners placed an across-the-board reduction to all county offices. This resulted in the Sheriff's Office losing nine employees. Since 2005, three of the corrections staff have returned; however, three positions still remain unfilled. In addition to that, the office has experienced six retirements of command personnel. In a para military operation such as law enforcement, command structure is very much needed through complex investigations, emergency operations, and day-to-day process.

The Cambridge Police Department also occupies the law enforcement center, and the City of Cambridge pays an annual lease for office space for their operations. The police annual budget is \$2,335,856, with a staff of just under 30. They do not have jail responsibilities. The residents have passed two levies that augment the police department budget.

Recently, the Village of Byesville contracted with the sheriff for police coverage. The Byesville Police Department that existed for over 100 years was dissolved by council. This agency at one time had one officer on duty 24 hours a day, seven days a week. The remaining burden of calls drops entirely on the deputies. In addition to this, the Guernsey County Sheriff's Office was asked to spearhead Region 8 homeland security for southeast Ohio, which consists of ten counties and numerous police departments. All meetings are hosted by the Guernsey County Sheriff's Office, with regional staff required.

With the cutback in personnel and the extra responsibility required from homeland security and the Village of Byesville, the Sheriff and his staff have initiated both short- and long-term objectives. These objectives do not affect just the safety of Guernsey County citizens, but they fulfill expectations from the public that the law enforcement community has and is preparing for future issues confronting our communities.

Goals

- Goal 1** Increase the capacity of the County Jail facility by twenty (20) additional beds. This increased capacity will allow the judicial system to use incarceration more frequently in sentencing, an option which does not always currently exist due to overcrowding with the current jail capacity.
- Goal 2** Upgrade in-house computer system (with the passage of S.B. 77, current system will no longer handle the extra load required).
- Goal 3** Critical to officer safety, (communications) will attempt to locate four, or if required, five repeater locations which will enable officers to communicate from their portable radios throughout Guernsey County.
- Goal 4** Fill the vacancies of one officer on midnight shift and one officer on day shift. This should cut the possibility of an officer working by themselves.
- Goal 5** Return the command structure to the Sheriff's Office; i.e., the title of Captain, a lieutenant and sergeant on each shift. Also return the detective positions of sergeant, which saved overtime dollars.
- Goal 6** Locate four security and traffic cameras in the four corners area of the county, then continue to add security cameras that officers and dispatch can view from their patrol units and dispatch. This will add to officer response. Then expand this into the private sector.

Emergency Management

Introduction

The purpose of this section is to serve as a framework for decision making over a five-year period (2015-2020). It outlines a disciplined effort to produce fundamental decisions that shape what the Emergency Management Agency plans to accomplish by selecting a rational course of action.

This plan identifies actions, activities, and planning efforts that are currently active and critical for continued success in the management of the county-wide emergency operations and provides for periodic review and updates.

Mission Statement

The mission of the Guernsey County Emergency Management Agency (EMA) is to maintain a high level of preparedness, to protect the citizens of Guernsey County, to mitigate loss of life and vital assets prior to, during, and after a disaster, and to facilitate the speedy recovery of Guernsey County following a disaster. We strive to accomplish this through a continuing program of outreach, coordination, planning, training, and exercising for all hazards and for all four phases of emergency management: 1) mitigation; 2) preparedness; 3) response; and 4) recovery.

Vision

All of Guernsey County's elected officials, emergency response agencies, emergency support agencies, and private sector resource providers work together to improve emergency management strategies through partnerships, innovative and streamlined programs, and collaborative policymaking.

EMA Planning Responsibilities

The Emergency Management Agency is responsible for performing technical work in the development, implementation, and management of county-wide disaster preparedness, response, recovery, and mitigation. To accomplish this task, the EMA develops and maintains the following documents and facilities:

- Emergency Operations Plan (EOP)
- Hazard-Specific Annexes to the EOP
- Continuity of Operations Plan
- Hazard Identification and Risk Assessment
- Hazard Mitigation Plan
- County-wide Standard Operating Guidelines
- Mutual Aid Agreements
- Primary Emergency Operations Center

Goals and Objectives

Strategic goals represent the vital areas of the County's emergency operation, planning, and management. They are derived from the foundational mission and vision statements of the Guernsey County Emergency Management Agency. For each goal statement, a set of objectives were identified. These objectives are intended to ensure that the goals are achieved within the next five years. Although this strategic plan does not specifically outline goals and objectives beyond five years, some goals will continue to be enhanced and changed during the life cycle of this strategic plan.

Goal 1 Strengthen inter-agency coordination through the formation of partnerships and collaboration with other organizations to maintain a comprehensive emergency management program involving all stakeholders.

Objectives

- 1.1 Develop, maintain, and enhance relationships with all levels of government, local community and faith-based organizations, business and industry, and voluntary organizations with a mission toward preparedness.
- 1.2 Develop and maintain a joint public information center in conjunction with the emergency operations center to support the coordinated release of vital information to meet the needs of the media and citizens.

Goal 2 Ensure county-wide compliance with the National Incident Management System (NIMS).

Objectives

- 2.1 Serve as the county's single point of contact for overall NIMS implementation.

- 2.2 Conduct one NIMSCAST (NIMS Capability Assessment) annually to evaluate compliance with NIMS requirement.
- 2.3 Continue to conduct ongoing basic NIMS and Incident Command System (ICS) training to responders and volunteers as required.
- 2.4 Offer Intermediate and Advanced Incident Command System (ICS) training for supervisors and managers, as needed.
- 2.5 Complete NIMS-compliant typing and inventory of county resources.

Goal 3 (Mitigation) Implement programs to lessen or eliminate the impact of potential disasters and emergencies.

- Objectives*
- 3.1 Review, update, and enhance the Guernsey County All-Hazard Mitigation Plan.
 - 3.2 Expand outdoor warning sirens to cover areas of dense population.
 - 3.3 Maintain a county mass notification system that features self-registration by community members who wish to receive emergency notifications via home and mobile devices.
 - 3.4 Continue to seek funding for the purpose of mitigating flood-prone structures to include buy-outs, elevations, and dikes.

Goal 4 (Preparedness) Strengthen preparedness, response, and recovery capabilities through planning, training, resources management, and public education.

- Objectives*
- 4.1 Maintain all-hazard plans, ensuring that multi-agency and jurisdictional plans are developed through a coordinated and collaborative planning process and integrate the standards provided by the National Incident Management System in all planning documents as required.
 - 4.2 Integrate the needs of “vulnerable” populations in emergency planning and information sharing.
 - 4.3 Develop and secure mutual aid agreements with and between local community- and faith-based organizations, government agencies, the private sector, and private non-profits for resources and possible reimbursement of costs.
 - 4.4 Enhance and maintain emergency management capabilities through training and exercises by the development, implementation, and sustainment of a comprehensive training and exercise program that provides for a multi-hazard and multi-discipline approach through coordination and collaboration to reduce agency training and exercise costs and to share resources when appropriate.

- 4.5 Support the collaboration of local public information officers in disseminating preparedness information during all phases of emergency management through the use of a Joint Information System.
- 4.6 Increase public education, information, and awareness to ensure better preparedness by the residents to protect themselves and their families, properties, and businesses.
- 4.7 Promote volunteerism that supports emergency response activities and provide training and exercise opportunities for citizen preparedness.

Goal 5 (Response) Ensure all emergency response capabilities are coordinated, unified, and standardized.

- Objectives*
- 5.1 Enhance communications capabilities and technologies to ensure operability and inter-operability for all stakeholders, and system redundancy to ensure continuity of operations.
 - 5.2 Continue to seek funding to ensure first response community has the equipment necessary for multi-discipline response in an all-hazard environment.
 - 5.3 Support the enhancement of regional specialized units for all-hazard response.
 - 5.4 Enhance coordination and response activities through a system of resource typing, inventoried resources, and credentialing.

Goal 6 (Recovery) Develop and enhance county-wide recovery operations planning.

- Objectives*
- 6.1 Foster public and private partnerships to address all aspects of recovery.
 - 6.2 Continue engagement of the Guernsey County Long-Term Recovery Committee to ensure the ongoing capability.
 - 6.3 Develop long-term recovery annex to County's emergency Operations Plan.
 - 6.4 Enhance existing Continuity of Operation Planning and Continuity of Government.
 - 6.5 Encourage and assist with Disaster Response and Continuity of Operations planning in the business and private sector.

Implementation Plan

Law Enforcement/Safety Services

Goal One Increase the capacity of the County Jail facility by 20 beds

Objective 1 Provide opportunity to use incarceration more frequently in sentencing

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Build a strong data base justifying need	- Present proposal to the Commissioners	Sheriff/Chief	September 2015
1.1.2	Explore funding or housing alternatives	- Work with City and County to explore all options	Sheriff/Chief	August 2015

Goal Two Increase office computer capability

Objective 1 Upgrade in-house computer system

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
2.1.1	Explore opportunities for funding the upgrade	- Look for grant options or internal funding sources	Sheriff/Chief	June 2015
2.1.2	Determine equipment and hardware need	- Select vendor for source of equipment	Sheriff/Chief	July 2015

Goal Three Strengthen inter-agency coordination

Objective 1 Form partnerships with other organizations to maintain EMA Program

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
3.1.1	Develop, maintain, and enhance relationship with government and private organizations	- Schedule initial and periodic meeting with all appropriate organizations	Emergency Management Director	June 2015
3.1.2	Develop and maintain a joint public information center	- Coordinate with local media to ensure timely dissemination of information	Emergency Management Director	July 2015

Goal Four Ensure compliance with the National Incident Management System (NIMS)

Objective 1 Serve as the County's single point of contact for NIMS implementation

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
4.1.1	Position the EMA Office to provide leadership and guidance for emergency preparedness	- Coordinate with first responder to streamline emergency responses	Emergency Management Director	July 2015

Guernsey County Comprehensive Strategic Plan

Health Care

Introduction

Health care in Guernsey County is provided by the Cambridge-Guernsey County Health Department, a diverse base of independent physicians, and Southeastern Ohio Regional Medical Center.

Mission

The mission of the Cambridge-Guernsey County Health Department is to continually strive for improved quality of life for all individuals in Guernsey County by promoting health, preventing disease and injury, and assuring a safe, clean environment.

Southeastern Ohio Regional Medical Center (Southeastern Med) exists to provide high quality, comprehensive, affordable, patient-centered health care in a caring and safe environment while addressing community needs.

Overview

Cambridge-Guernsey County Health Department

Public Health is defined as the science and practice of protecting and improving the health of a community. Many of the duties of the Health Department involve health issues that are faced everyday—such as ensuring the safety of food at local restaurants or protecting local drinking water. Public Health also has an active role in other areas such as preparing for emergencies and disasters, and preventing injuries as well as the spread of disease. This is accomplished through preventive medicine, health education, control of communicable diseases, application of sanitary measures, and monitoring of environmental hazards. Public Health epitomizes what the community does collectively to assure healthy conditions for our residents. Through an effective, organized and sustained effort, the Cambridge-Guernsey County Health Department provides many essential services that promote health. These services include:

- Assessing the health needs of our community
- Health education programs on topics such as nutrition, infectious diseases, bioterrorism and pandemic flu preparedness
- Providing preventive health services such as screening exams and testing
- Developing, enacting, and enforcing regulations that directly impact our health such as food and water safety, sewage regulations, and safe workplaces
- Conducting research on health topics such as childhood obesity and smoking cessation, as well as communicable disease control and surveillance

- Child Passenger Safety/Infant, Child, and Adolescent Immunizations
- Family planning and contraception
- Promoting and improving the health of women, infants, and children
- Food service licensing, inspections, and food-borne illness investigations
- Adult and Childhood Vaccinations
- General Medical Clinic for school/sports/employment physicals as well as acute and chronic conditions

Southeastern Ohio Regional Medical Center

Southeastern Ohio Regional Medical Center is a not-for-profit community hospital with its primary campus located at 1341 Clark Street, Cambridge, Ohio. At this location, the hospital operates a 98-bed, Joint Commission-accredited acute care hospital staffed with over 80 physicians. The hospital contains an emergency room and fast track clinic staffed with Board-Certified emergency trained physicians. Southeastern Med provides acute health care needs, meeting the needs of the community we serve. Services provided include: general surgery, orthopedics, cancer services, telestroke medicine, cardiology and vascular services in collaboration with The Ohio State University, urology, otolaryngology, a state-of-the-art OB-GYN childbirth center, lab and diagnostic imaging services, cardiovascular/pulmonary rehabilitation, outpatient mammography screening, respiratory therapy and numerous wellness and health education initiatives. Surrounding the campus are physician offices. The hospital operates its own Emergency Medicine Services—United Ambulance—with satellite locations in adjoining Noble County and Byesville. The hospital owns and operates a satellite facility on Brick Church Road that houses a general practice office, Occupational/Physical Therapy, Sports Medicine, and Occupational Medicine. Southeastern Ohio Regional Medical Center is Guernsey County's largest employer, employing approximately 700 associates.

While the Cambridge-Guernsey County Health Department focuses on Guernsey County, Southeastern Ohio Regional Medical Center serves New Concord to the west in Muskingum County, Caldwell to the south in Noble County, Barnesville to the east in Belmont County, and Newscomerstown to the north in Tuscarawas County, in addition to the primary market of Guernsey County. The overall population of the primary and secondary markets for Southeastern Med is approximately 97,000 lives. For the hospital to remain viable, those who live within the primary and secondary markets of Southeastern Med must view the hospital as their first choice for diagnostic testing and acute care.

Southeastern Med remains a viable, not-for-profit community hospital. The hospital is keeping pace with the transformation of health care brought by the Affordable Care Act. The hospital continues to make a major investment in a new electronic health information record that will align with a state-wide health information network system, enabling local health care information and data at hospital and patient level to be shared globally.

The hospital is focused on attaining the triple aim of improving the quality of healthcare while reducing the cost of services provided while enhancing customer satisfaction. The hospital and its medical staff is committed to fulfilling the mission of Southeastern Med, which is to provide high-quality, comprehensive, affordable, patient-centered health care in a caring and safe environment while addressing community needs.

As we look to the future, we are aware that our health care pricing and payment system lacks stability and predictability. Risk is being shifted from payer to providers. We will closely monitor reimbursement. With sixty (60) percent of the net revenue collected by Southeastern Med derived from Medicare and Medicaid, we can experience significant impact with Congressional action to address our nation's budget deficit.

State Medicaid expansion and the addition of a health insurance exchange could have positive impacts on the hospital, reducing our charity care and bad debt write offs (\$13,000,000 in 2012).

The hospital completed a Community Needs Assessment survey during 2012 that will provide the foundation for interaction and collaboration amongst various entities that can impact the quality of life in Guernsey County in the forthcoming years.

Vision

Cambridge-Guernsey County Health Department

The vision of the Cambridge-Guernsey County Health Department is to promote a healthier community by enhancing health policies, improving the environment, and being the source of information for better health.

To achieve the vision of the Health Department and to fulfill the core public health functions, the following goals have been set by the Board of Health and the Cambridge-Guernsey County Health Department staff:

- Control communicable disease and prevent epidemics
- Promote health, safety, and healthy lifestyle choices and behaviors through education
- Identify community health problems
- Provide personal and community health care services
- Respond to disasters and assist in recovery
- Coordinate community resources to meet health needs
- Protect the environment from environmental hazards
- Enforce laws and regulations that protect health and ensure safety

The Cambridge-Guernsey County Health Department has a variety of programs available through the Environmental Division, Nursing Division, and Health Education Division to accomplish this mission. Through these divisions, we offer a variety of services for adults and children as well as community health programs. Our services are made available to all Guernsey County residents.

Southeastern Ohio Regional Medical Center

Located at the crossroads of southeastern Ohio, Southeastern Ohio Regional Medical Center (Southeastern Med) will remain as a center for health care excellence in the region where we

serve our patients, physicians, and associates. Leadership recognizes that: 1) maintaining access to affordable, quality healthcare is critical to the success of our community; 2) as the county's largest employer, Southeastern Med plays an integral role in the community's financial health.

Southeastern Med will strive to execute on two parallel pursuits—to advance our quality agenda while optimizing care efficiency and profitability. What heretofore has been an either/or philosophy is now our greatest challenge—the need to balance investments in quality and efficiency to improve our financial performance and customer experience.

The Medical Center's current Strategic Plan can be viewed at the web site www.seormc.org.

Competition and Collaboration

The accelerating commodification of healthcare caused by employers' concern for cost, safety, quality, and the continued shifting of cost to the consumer will result in the customer making healthcare decisions based on quality and price in addition to accessibility. Competition will not only be non-hospital treatment facilities such as retail clinics found in groceries and pharmacies, stand-alone ambulatory surgical centers, physician offices, and diagnostic imaging centers, but major tertiary centers. It is often presumed that size is accompanied by high quality and low prices. At times, joint decisions between physician and customer often results in customer selection of larger hospitals. As markets in larger tertiary centers tighten, they will expand their service presence into rural community settings through joint ventures, stand-alone clinics, affiliations, and acquisitions.

Southeastern Med will continue to collaborate with hospitals in Barnesville, Cadiz, Coshocton, Zanesville, and Columbus to fulfill community health care needs. The opportunity to align with larger tertiary health care centers, while retaining our autonomy, will be critical for the hospital to successfully compete in the prevailing complex medical care environment. Physician shortage, and the challenge to recruit specialists to rural areas such as Guernsey County, and the increasing demand on capital to maintain technology during a time of declining reimbursement will be met by leveraging physician resources in adjoining communities and leveraging our relationships with Lake Erie College of Medicine and the Physician Assistant Program at Marietta College. This strategy will reduce the need to provide practice subsidies and diminish the constant threat of losing physicians and specialists and their families from rural southeastern Ohio. Joint ventures will become a part of our business model.

Growth

The Board of Directors, Senior Management, and Department Directors, collectively the leadership, will continue to focus on quality and safety while streamlining processes to enhance efficiency of operations and appropriate use of clinical resources, enabling the Medical Center to remain viable. Investment in digital radiology, telemedicine, and our new electronic health record will provide seamless access to real time results, reducing medical errors and sharing of patient health information domestically. The delivery and quality of customer care has been aided by increased usage of physician extenders and our hospitalist program. As an outcome of our success in physician recruiting and an increase in our Medicare population, our volumes have shown growth. We look for continued growth with the expansion of cancer, ear-nose-throat, urology, orthopedics, wound care services, and cardiology vascular services lines.

Healthcare Reform

Healthcare remains highly scrutinized with continued emphasis on transparency, rising costs, declining reimbursement, declining volumes, growing competition from large tertiary hospitals as well as physicians, a shortage of primary care physicians and nurses, an increasing challenge to retain and recruit primary care and specialty physicians, and an increasing threat to not-for-profit hospital tax-exempt status at all levels of government. The hospital will focus on transformation, implementing the many unknown changes that will be brought by Healthcare Reform as regulations are written.

Healthcare Reform emphasis on wellness and prevention versus care of chronic disease will result in increased collaboration between the Cambridge-Guernsey County Health Department, other community agencies such as the Area Agency on Aging Region 9, Senior Citizen Center, United Way agencies, and the hospital. Changes in federal funding make the placement of a Federally Qualified Health Care Clinic in Guernsey County a strategic county initiative. A Federally Qualified Health Care Clinic will provide behavioral health services, OB-GYN, dental, and primary care to the insured, under-insured, and uninsured, supplementing those services already provided by Southeastern Med and the Cambridge-Guernsey County Health Department.

Facilities

The Master Facility Plan has the primary healthcare campus and freestanding physician offices remaining in their current location. Future plans call for the consolidation of several physician offices and the relocation of several outpatient services into a new Outpatient Medical Office Building to be located adjacent to the existing patient care tower. The new building will aid in recruiting new specialists, free up needed space within the Medical Center, reduce the burden of having outpatient services in the original hospital built in 1952, and will provide additional space for physician practices to practice high-volume medicine using physician extenders. We will provide more services in an office setting to improve accessibility for our customers.

People

The most important resource of any business is its people and leadership. Strong Board governance, open communication, partnering with physicians, succession planning, and leadership development will provide the foundation to continue our position as the health care provider of choice.

Implementation Plan

Health Care

Goal One Assess the health needs of our community

Objective 1 Complete a community needs assessment

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Complete and share findings of S.E. Med Community Needs Assessment and Guernsey County Health Dept. Assessment with health care committee members	- Needs Assessment will be shared with Salvation Army, Six County MRDD, Senior Citizen Center, Job & Family Services, Drug & Alcohol Abuse Council, AAA9, school nurses, United Way	SEORMC CEO, Representative from Health Dept.	Q2 2015
1.1.2	Ongoing meetings of group to share successes and ideas	- Meet a minimum of at least semi-annually to discuss community health	SEORMC CEO	Next meeting Q2 2015

Goal Two Improve accessibility to health services

Objective 1 Increase accessibility and affordability of health care services

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
2.1.1	Identify and enroll community members who are eligible for Medicaid under Ohio Medicaid expansion	- Hospital and Job & Family Services work to identify and enroll eligible participants	SEORMC/Job & Family Services	In place and ongoing (a success)
2.1.2	Explore the placement of a federally-qualified health care clinic in Guernsey County	- Work with Muskingum Valley Health Services to establish a qualified health care clinic in Guernsey County	SEORMC	Application Made; 2015
2.1.3	Increase access to screenings, clinics, and education sessions	- Schedule and publicize screenings and education sessions; United Way and Salvation Army increase use of prescription cards; physician recruitment responsibility of SEORMC	SEORMC, Health Dept., Senior Citizen Center, United Way, Salvation Army	Underway

Goal Three Address nutrition, obesity, and physical activity needs

Objective 1 Improve education and access to nutrition, obesity, and physical activities

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
3.1.1	Improve awareness and access to healthy foods for all age groups	- Access to healthy foods for all age groups	Senior Citizen Center (elderly) SEORMC (all); United Way (all); Salvation Army (youth)	SEORMC Veggie U at school level; United Way food bank; Senior Citizen Meals on Wheels; Brown Bag Lunches; in place
3.1.2	Physical activity opportunities	- Events for exercise	SEORMC and other community organizations	Walk with a Doc; in place

Goal Four Participate in community initiatives to address substance abuse and mental health

Objective 1 Work collaboratively amongst all participants in health care segment to address these two issues; separate and address as fits with resources and purpose

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
4.1.1	Improve access to mental health resources	- Expand resources and accessibility	Six-County MRDD; Drug & Alcohol Council	Resource expansion and accessibility occurred with passage of levy to fund Six-County; new leadership and access to additional funding at Drug & Alcohol abuse council; Ongoing
4.1.2	Active participation with all community organizations to curtail drug usage	- Expand counseling in hospital setting; be active in advocacy efforts; explore establishment of a Community Coalition Leader	Drug & Alcohol Council	Ongoing

Guernsey County Comprehensive Strategic Plan

Social Services/Family Support

Introduction and Overview

Guernsey County, Ohio's, social services and faith-based organizations have a long history of strong community partnerships and collaboration. Over the past several years, social service providers have increasingly recognized that families seeking assistance often face multiple, complex needs and that they require the services of more than one program. For example, Temporary Assistance to Needy Families (TANF) workers who have focused on helping move clients into jobs, often find that in addition to needing basic job skills, their clients may face substance abuse, domestic violence, or mental health issues that interfere with successfully obtaining and keeping a job. Child welfare workers are increasingly recognizing that in addition to mental health, substance abuse, and domestic violence challenges, their clients frequently need economic supports and assistance to more effectively manage their lives and provide adequate care for their children as well as the older adults within and outside of their immediate family.

In order to access the range of services they need, these families must often go to multiple locations and interact with a range of rules and regulations and a variety of caseworkers and case plans. Some caseworkers may have inconsistent expectations and obligations in different case plans or programs may conflict. In addition, agencies often face limitations (actual or perceived) on the type of services they can fund. The fragmentation and complexity of such service delivery makes it extremely difficult, if not impossible, for many families to obtain the services they need. Ironically, the most vulnerable families, those who need the most help, are the least likely to be able to navigate such a complex, fragmented "system." Thus, a number of states and localities have begun experimenting with ways to provide a more family-centered, seamless service delivery system, a system that offers a broad continuum of services and tailors these services to the strengths and needs of individual families. The goal is generally to provide services and supports to families to help them move towards greater independence while promoting the health and well-being of all family members. The service array is intended to focus not only on immediate, crisis needs of families, but also to provide prevention and early intervention services that help families avoid reaching a crisis.

The purpose of the Social Services subcommittee was to evaluate and review the influx of the oil and gas industry in Guernsey County and to determine what, if any, impact it has on social services and faith-based organizations in our region. Guernsey County operates in accordance with an integrated social services system in our small rural Appalachian community. A comprehensive list of local social service, profit, non-profit, and faith-based organizations were invited to participate in several meetings to discuss and evaluate the subcommittee's objective of determining what impact, both positive and negative, the oil and gas influx in our area would have on our services, programs, and more importantly, the individuals and families who were served.

The Social Services subcommittee identified that there are a variety of factors that come into play when conducting a comprehensive county-wide strategic plan to address the issue at

hand, and the group felt that there were five reoccurring themes in each of our meetings and discussions they wished to review and develop a comprehensive strategic plan. These primary themes include:

Primary Themes

- Long-Term Impact on Social Services and Community Faith-Based Programs
- Housing (Unaffordable Rent and Lack of Affordable Housing)
- Education/Job Training (Lack of Job Skills/Locally Skilled Workforce)
- Drugs (Increased Drug Use Results in Job Insecurity, Increased Crime and Increased Social Services Reliance/Dependency)
- Giving (Opportunity to Increase Philanthropic Giving)

Long-Term Impact on Social Services and Community Faith-Based Programs

No one fully knows the long-term impact that the oil and gas industry will have on Guernsey County's social services and community faith-based organizations. Each of the identified themes and components may vary in emphasis and may be approached in different ways, but they are core components, which are also associated as the key concerns and opportunities that must be reviewed and addressed in an effort to maintain Guernsey County's integrated systems of social service delivery.

Housing

Perceptions about housing and housing-related issues also varied among the organizations, and are clearly correlated with the amount of energy-related activity occurring in each social service or faith-based organizations area or township. In particular, given the temporary nature of much of the oil and gas workforce, the availability of rental housing is a critical aspect. One important measure is the current vacancy rate and a trend whereby landlords have raised rent prices, evicted tenants (which comprise of the local workforce), and as a result of new unaffordable rent, this has caused them to become homeless or temporarily displaced. Availability and cost of housing is probably the most significant boom-related issue in Guernsey County. One interviewee described the housing situation as simply "Stressed. Completely stressed." Another stated "It's the key issue for every organization in the community."

With the rush of economic refugees from the rest of the country into townships within Guernsey County that have had decades of depopulation, the single most pressing issue of the oil boom in relation to social services is that of housing, which extends to and aggravates many associated social challenges. The general lack of housing and shortage of affordable housing connect to more specific problems, including price gouging, substandard living conditions, and homelessness; difficulties in hiring because of a lack of available housing; and temporary labor housing known as "man camps." The subcommittee pointed to the centrality of the housing issue in relation to rising prices, substandard conditions, and increased rates of homelessness. From the epicenter of the patch, it was noted that: "Rents are jumping \$375 to \$1,500 at a crack...while renters are typically given only one month notification." It was also described that elderly and disabled individuals on fixed incomes who were hit with a three-fold rent increase from \$450 to \$2,400 (but did not provide a specific time frame). In counties across the State, rent increases have forced vulnerable individuals to leave their home communities. Either

voluntarily or through eviction, many have moved into substandard arrangements, including overcrowding or other risky living arrangements. Job seekers from areas of the country with high rates of unemployment often arrive to discover a lack of affordable housing. Even counties far from the edge of the oil patch are affected. During the current boom, it was noted that after experiencing depopulations for decades, some local townships have families moving into “houses that haven’t been lived in for years.” These include houses with insufficient water and heating systems, in some cases requiring people to heat their homes with cooking ovens or to live with tangled masses of extension cords from the overuse of space heaters. Others are unable to find housing of any sort and are simply left homeless.

The shortage creates hiring challenges for companies generating the wealth, for construction companies who could help build housing, and for social service agencies. As more employees are essential to meet the rapidly growing demand for law enforcement, emergency response, public health, social services, public works, and medical services, it is important that Guernsey County is prepared to address any housing issues and crises.

The subcommittee noted the potential for an increase in child protection and foster care cases stemming from environmental issues, including substandard living conditions, a preexisting and increasing day care shortage, and a shrinking supply of foster homes. Families who have come to the oil patch often have few familial or community networks or other local supports—a marked difference for rural social workers used to small communities and readily available family resources. These observations have been reinforced by human service center workers and in legislative testimonies conducted in other states where shale and Utica shale play is also underway. Human service workers reported increases in child protection and foster care cases involving families “increasingly from out of state.” There was only minimal discussion from the subcommittee about domestic violence issues. However, current trends indicate troubling increases in domestic violence issues are already disproportionate to potential population increases.

Although concerns about housing and social challenges dominated the discussion, there were frequent references to the oil boom’s benefits. These included economic development, partnerships with oil companies, decreases in traditional social welfare and cash assistance programs, and the potential for building long-term community capacity. However, these were always considered in the context of mitigating factors and tended to be mixed blessings at best.

Despite the housing crunch, perceived lessons from past booms have resulted in communities being reluctant to invest in the infrastructure necessary to build more adequate housing. In addition, the subcommittee noted that the rapid accumulation of wealth often corroborates concerns about social and economic injustices, including greed among landlords to exploit a booming local economy at the expense of the poor, elderly, and disabled.

Objective

- A. Goal Objective Take actions to resolve housing/rental crisis.
 - 1. Create an accessible list of housing services
 - 2. A list of housing services and opportunities will be available to all members of the community
 - 3. Booklet made for renters on available/affordable housing

- Work with the Housing subcommittee to design and create a free rental housing booklet for middle- to low-income families and individuals of all ages to assist them in finding affordable housing throughout Guernsey County.
- Encourage and support local applications requesting State and Federal Housing Funds and Housing Construction Grants.
- Provide ongoing training and education to residents who find it difficult or challenging to secure affordable housing and/or transition from renting to home ownership.
- Provide “budget planning” education and assistance.
- Educate public.
- Communicate.
- Sales or levy tax.
- Work with fair housing to build affordable housing.
- Transition hotels to apartments.
- Educate renters about opportunities to buy instead of rent.
- Where does tax money go from oil and gas?
- Advocates for taxes in legislature to keep oil and gas tax locally to help with infrastructure/expenses.
- Advocate for rural housing (not just housing within Cambridge)
- Communicate within Social Service organization to work together to meet transitional housing needs.
 - Establish communication tool/venue.
- Overcome territorial (agency) boundaries.
- Work with churches.
- Housing styles for accessibility (first floor or one floor).
- Quality of life.

Education-Job Training

Schools were discussed the most in detail in the subcommittee meetings. Participants discussed the issues of the local under-paid workforce competing with energy sector jobs, as well as paying wages sufficient to allow local workers and non-workers to afford housing and other costs of living in the community. Just as significant a challenge, however, are the specific characteristics of the children that have accompanied the boom. Many of the children that have come into the community in the past couple of years are several behind the local hometown students of the same age. This is mostly attributable to the transient lifestyle of their families, though a high proportion also have special needs. Because many of the kids are technically homeless and/or reside in temporary housing, their needs have to be prioritized under federal law. This takes resources away from the hometown children and presents special challenges. Moreover, newly-located children of the oil and gas industry create an extraordinarily dynamic educational environment. "You may have a kid for a day, five days, six weeks, or nine months. Then they are gone." said one education administrator. In addition, local schools are not equipped to handle the influx of students who cannot read or speak English.

Some 400 workers are typically needed to construct and maintain a well for its lifetime. They have about 150 different occupations and work at different times during the well's three phases. The total number of hours worked by these individuals on a single well over the course of the year is the equivalent of 11.5 full-time jobs. For counties and townships with a high density of wells, the impacts can be substantial and threaten to overwhelm existing infrastructure and resources.

The rapid inflation in wage levels is an important impact issue, particularly for the types of businesses and local government agencies that do not directly benefit from oil and gas activity.

Workforce Development is so complex and critical to our local economy and social services infrastructure; we support a system that is financially responsible, easy to access and utilize, and provides training that businesses demand and workers need. Federal mandates and regulations prevent innovation and responsiveness. It is keeping Ohio from moving forward. The structural unemployment we are facing in Ohio must be addressed by rapidly training our available workers to match them with available jobs. The education system in Ohio needs to better react to business need and implement necessary changes more quickly. Ohio needs to work within all systems to promote the values of high character and lifelong learning so that our workers are ready to adapt to the ever-changing economy. Public and private resources must be laser focused on providing Guernsey County workers with the skills they need. It is only then with a strategic alignment of our workforce development system to the needs of business that we will be better able to help businesses and workers compete and succeed.

Many job seekers have needs beyond that of finding a job, such as applying for government services, adjusting to reduced income, or facing foreclosure. Guernsey County's strong social services and community faith-based networks are a point of connection to ensure that people get the services they need as seamlessly as possible.

Objective

- B. Goal Objective Improve the education and training skills of our local "workable" workforce and their work ethic.

1. Through improved/increased education and training opportunities.
 2. Reducing drug use.
 3. Community motivation and participation.
 4. By providing other supportive and intervening social services which improve job and housing retention while improving self-sufficiency and financial independence and decreases the demand the reliance upon social services providers.
- Work with other community planning subcommittees to collectively address common issues and concerns identified in order to create and reinforce community collaborative partnerships that create viable solutions, improvements, and promote economic/employment growth.
 - Serve as a community partner with the Education subcommittee and local school systems to help support increased/improved community education.
 - Serve as a community partner with the area colleges, trade schools, and universities to help support and advocate for an improved/workable workforce and improved local work ethic.
 - Serve as community partners to the local government, health care/hospital, public safety, and other subcommittees that are committed to helping reduce and eliminate drug use, drug sales, and other drug-related dependencies and abuses within our community.
 - Committed to helping reduce and eliminate drug use, drug sales, and other drug-related dependencies and abuses within our community.

Drugs

One of the most distressing woes shared by numerous organizations is dealing with the correlation of unemployment to substance abuse. Many oil and gas industry employers cannot find workers able to pass a drug test. Through client comment, it has been suggested that staying on unemployment or in a treatment program is often preferable to an out-of-work individual over finding gainful employment. This type of cultural belief system and workplace mentality impacts a wide range and scope of social services organizations. These programs are real issues facing Ohio's workforce and significantly affect our local employers' ability to find qualified workers.

Objective

- C. Goal Objective Serve as community partners to the local government, health care/hospital, public safety, and other subcommittees that are committed to helping reduce and eliminate drug use, drug sales, and other drug-related dependencies and abuses without our community.

1. Develop and sign pledges and MOUs agreeing to work with a variety of government and community partners to help reduce and eliminate drugs throughout Guernsey Co.
2. Make referrals and/or provide leads that connect clients with rehabilitative help and/or make inquiries and take action that leads to reduced drug trafficking, reduced sales, and reduced use in our communities.
3. Provide and distribute anti-drug campaign, rehabilitative resources, and other educational materials that encourage reduced drug use and sales.
4. Increase community partnership and advocacy efforts to include all socio-economic cohorts and age groups with the Guernsey County Drug and Alcohol organization.

Giving

Guernsey County has experienced many years of socio-economic hardship, job loss, and high levels of unemployment until the oil and gas industry has prompted a new job resurgence and created new methods of wealth in our community.

Studies have projected employment growth, wealth creation, and an increase in Ohio's gross State product from development of the Utica shale (Kleinhenz and Associates 2011); conservative estimates point to the support of about 40,000 jobs and \$5.8 billion in output in 2013. The Ohio Department of Jobs and Family Services reports that in the fourth quarter of 2012, employment in core shale-related industries increased by 17.7 percent (1,319 jobs) compared to the same quarter in 2011. At the same time, employment in ancillary industries (e.g., freight truck delivery and environmental consulting) declined by 0.1 percent (77 jobs).

There are conflicting statistics about the number of jobs created in counties that are home to drilling and midstream projects, but there is no doubt that these counties experienced a boost of economic activity—sales receipts for 2013's first quarter were 14 percent higher (\$4.1 billion) compared to 2012's first quarter (\$3.6 billion) (Hill and Kinahan 2013).

There are many acres of land under drilling leases owned by public and institutional entities, schools, governments, and private businesses. These property owners are paid lease bonuses for granting drilling rights to oil- and gas-producing companies and receive royalty payments as a percentage of production value if a well drilled on their property produces hydrocarbons.

Increased wealth has introduced challenges such as a growing demand for financial services, financial management, and family wealth planning for those who have become "rich overnight." In addition, anecdotal stories of charitable donations from those in core shale counties indicate philanthropic development in these communities, but there are few management resources to support and guide such efforts.

The current social services and community and faith-based climate in Guernsey County is that non-profit organizations and churches have seen little, or no, philanthropic giving or oil and gas residuals, which would benefit their mission and cause.

The drilling boom of Utica is predicted to extend over the next 10 years, and the associated wealth accumulation and increased spending may be expected over, minimally, the next 20 years.

The Social Services subcommittee adamantly believes that there is great potential and long-term rewards for Guernsey County residents and non-profit leaders to take a much more active and engaged role in creating, marketing, and generating philanthropic and corporate giving opportunities, especially within the oil and gas energy industry.

Objective

- D. Goal Objective To increase philanthropic giving in Guernsey County.
1. Create an increased awareness about corporate giving and donations among the oil and gas industry and philanthropic opportunities for oil and gas landowners who've retained lease agreements and/or earned royalties.
 2. Encourage a "giving versus taking" culture by developing and creating a one-day **Philanthropic Summit Event** in Guernsey County designed to educate and create a greater awareness regarding philanthropic and corporate giving opportunities. Invite oil and gas companies, local churches, non-profit organizations, and the general public.
 - Oil and Gas CEO's/Corporate Representatives
 - Foundation of Appalachian Ohio
 - Cambridge/Guernsey Foundation
 - OSU Extension
 - Session: "How to Establish an Endowment"
 - Benefits of tax-deductible donations/contributions
 - Oil and gas royalties
 - Mineral rights - land lease agreements
 3. Serve as advocates in support of local oil and gas tax dollars to remain local and support Guernsey County infrastructures and social services assistance programs; i.e., Federal, State, and Local Tax Law Legislation and Advocacy.
 4. Provide a workshop/training on "how to" establish and create an endowment fund within an organization and encourage a culture of giving.
 5. Develop and create creative marketing outreach tools and strategies to better connect and encourage the oil and gas industry to support philanthropic/corporate giving to social service organizations and churches.

6. Participate in community events in order to promote and encourage individuals and communities to become more active and engaged in philanthropic giving.
 7. Create new alternative local funding support pools and program expansion funding options for social service organizations.
- Invite industry.
 - Invite oil and gas company representatives to our respective organizations (Management, CEO's).
 - Participate in community events to educate about philanthropic giving and engage smaller local townships and communities.
 - Volunteer time—ask oil and gas not just for money.
 - Educate oil and gas about philanthropic and donation opportunities.
 - Training on “how to” establish endowment, corporate giving.
 - More alternative local funding support options.
 - Educate community about opportunities.
 - Create a “giving” culture versus a “taking” culture.
 - Tax-deductible giving.
 - Educate public about the impact of local oil and gas tax dollars going to the State level and depleting local levies and support measures.
 - Sustainability through giving of organizations.

Summary

Utica Shale development significantly affects predominantly rural communities with relatively low population density, little economic and social diversification, and limited local governance capacity. Guernsey County is currently experiencing this particular type of development, but we believe our community is better poised and better prepared than most to handle and adapt to anticipated influxes and change. Most similarly-sized communities cannot easily absorb change, and the development has been associated with challenges to social and family services, emergency response services, and law enforcement. Increased communication capacity, enhanced equipment and training, and most importantly, additional individuals are needed to provide these services.

Statistical evidence of population growth in townships specifically due to increased economic activity in the Utica footprint is lacking, but there is certainly an in-migration of temporary labor, which strains the availability of rental property and other local resources (the size and duration of this surge are largely dependent on the economic pace of the shale development).

Small community infrastructures are ill equipped to handle shale development-related emergencies and the increase in crimes related to the influx of male workers in their 20s and 30s. Increased substance abuse, disorderly conduct, and warrants from other states due to the

nomadic nature of temporary workers all require an increased police presence. Crime impacts social services in that more often than not, families seeking assistance often face multiple, complex needs and that they require the services of more than one program. Most temporary workers do not bring their families to the Utica region, but hosting communities should be ready for the associated challenges reported by townships in the Marcellus play, such as accommodating incoming children (e.g., in schools and day care) and hiring more staff for family and social services. The biggest complication is the cost of increased emergency, social, and community services and whether the demand for these services occurs before local budgets can generate the income to fund them.

Shale development occurs largely in rural areas, where small municipalities and townships experience major social impacts. The rapid short-term influx of out-of-state workers has direct and significant consequences, such as changes in the community's culture and quality of life as well as cost-of-living and tax increases to cover the need for enhanced physical and social infrastructure.

An open community dialogue combined with state government assistance for educational and infrastructure needs can help capture the benefits and avoid a boom-to-bust cycle by establishing procedures and mechanisms for local control and sustainable long-term planning.

Most shale-related regulations are stipulated at the state government level, which is also where most tax benefits accrue (only a small share of increased state tax revenue comes to municipalities). Small communities often do not have the personnel and funding to respond to the challenges they face and lack land zoning regulations and appropriate strategies to address the changes associated with shale development.

Public policy changes are needed so that as Guernsey County is directly affected by shale development, our county and townships should receive an appropriate share of economic benefits that currently accrue at the state and national levels. Appropriate policies can also promote local control and monitoring as well as training to help residents in affected communities acquire the skills that are needed in order to benefit from employment opportunities. State and municipal governments should support the creation of an inventory of major assets and resources, comprehensive plans including regulations, and zoning and land development ordinances to bolster local control. The strength and influence of the Social Services and Community and Faith-Based network and infrastructure in Guernsey County should be actively engaged and involved in all aspects of the development, implementation, and support of a county-wide effort and plan to address the impacts of the oil and gas influx we're experiencing. How well we maximize our community relationships and partnerships and proactively collaborate to better prepare our community will be a momentous effort and a testament of our success and ability to positively adapt and embrace economic and societal change.

Implementation Plan

In support of Guernsey County's overall mission to maintain and expand the vision of this 2015 edition of the Guernsey County Plan, the Social Services subcommittee has identified five themed areas which have been discussed and expanded into a series of primary objections and tasks as are reflected and included in the social services matrix which follows. It should be noted that while each strategy has a target completion date, many continue to be under development or are under review for more appropriate assignment. Many of these objectives also possess the stature for long-term development and implementation, and therefore, will be ongoing after initial action has been fully achieved.

Implementation Plan

Social Services/Family Support

Goal One Significantly increase long-term philanthropic and corporate giving from oil and gas companies, as well as land leasers, to Guernsey County social services, non-profits organizations, charities, and churches

Objective 1 Educate and create a greater awareness about philanthropic and community giving opportunities

No.	Strategy	Action	Responsibility	Time Frame
1.1.1	Encourage a "giving vs. taking" culture by developing and creating a one-day <i>Philanthropic Summit Event</i> in Guernsey County designed to educate and create a greater awareness regarding philanthropic and corporate giving opportunities; invite oil/gas companies, local churches, non-profit organizations, and the general public	- Work with OSU Extension, community partners, and oil/gas industry to create and host a one-day <i>Philanthropic Summit Event</i> in Guernsey County	Social Services Subcommittee	Ongoing
	<ul style="list-style-type: none"> - Oil/gas CEO's/Corporate Reps. - Foundation of Appalachian Ohio - Cambridge/Guernsey Foundation - OSU Extension - Session: "How to Establish an Endowment" - Benefits of tax-deductible donations and contributions (oil/gas royalties and mineral rights-land lease agreements) - Federal, state and local tax laws 			
1.1.2	Provide a workshop/training on "how to" establish and create an endowment fund within an organization and encourage a culture of giving	- Arrange for OSU Extension and/or the Foundation of Appalachian Ohio to provide a workshop on how to create an endowment fund within your social service organization	OSU Extension Office/Foundation of Appalachian Ohio	May 2015
		- Create a local alternative funding source that supports new and existing programs and fills gaps resulting from funding shortfalls and budget cuts	Cambridge/Guernsey County Fund; United Way	June 2015
1.1.3	Develop and create creative marketing outreach tools and strategies to better connect and encourage the oil/gas industry to support philanthropic/corporate giving to social service organizations and churches	- Hotel front desk "Welcome Package/Brochure" - "I am Guernsey County" television commercials - Restaurants, including Coupon Monthly; surveys; ref. cards/brochure racks; business cards; menus	Social Services Subcommittee; Chamber of Commerce; VCB; media outlets	May 2015/ Ongoing

No.	Strategy	Action	Responsibility	Time Frame
1.1.3	(continued)	<ul style="list-style-type: none"> - Newspaper, including local education/awareness and featured agency articles - Radio - Mailers - Facebook - Web page (Social Services) - Youtube video - Links on existing web sites - Visitors guide (survey) - Message/telemarketing - Welcome Wagon 		
1.1.4	Participate in community events in order to promote and encourage individuals and communities to become more active and engaged in philanthropic giving	<ul style="list-style-type: none"> - Obtain monetary contributions/pledges - Recruit volunteers and promote local volunteerism - Promote non-profits at "Shale-a-Bration" 	Individual Non-Profit Organizations; Churches; Chamber of Commerce	Ongoing
1.1.5	Create new alternative local funding support pools and program expansion funding options for social services organizations	<ul style="list-style-type: none"> - Advocate for severance income tax revenues to "stay local" in order to help sustain local infrastructure and support mechanisms - Creation of new endowment funds (individual non-profit organizations, churches, and charities; United Way "Future Program" endowment fund 	Community Advocates/Legislators	Ongoing

Goal Two Advocate for the creation of a new and improved rental housing/apartment booklet designed for middle- to low-income families and individuals of all ages; and create rental housing marketing tools that will assist newcomers/visitors and locals better connect and secure affordable, available, fair housing and ultimately help them find a place to live

Objective 1 Create a booklet designed for renters in search of available/affordable rental housing that will be available to all members of the community

No.	Strategy	Action	Responsibility	Time Frame
2.1.1	Work with the Housing Subcommittee to design and create a free rental housing booklet for middle- to low-income families and individuals of all ages to assist them in finding affordable housing throughout Guernsey County	<ul style="list-style-type: none"> - Housing Subcommittee - Cambridge Management Corporation (Metro Housing) - Landlord Association - Spectrum Publications - Realtors/brokers 	Housing Subcommittee/ Roundtable	May 2015

No.	Strategy	Action	Responsibility	Time Frame
2.1.2	Provide ongoing training and education to residents who find it difficult or challenging to secure affordable housing and/or transition from renting to home ownership	<ul style="list-style-type: none"> - Work with GMN Tri-Co. and other agencies that provide viable housing counseling and home ownership options - Individual social services groups and churches commit to serve as referral agencies to connect potential renters and homeowners with help and assistance - Work with GCDJFS to host job, housing, and budgeting trainings and workshops throughout the county at non-traditional locations 	GMN Tri-County; Housing Sub-Committee; Housing Authority; DJFS; PRC: Prevention, Retention, and Contingency	Ongoing
2.1.3	Provide “budget planning” education and assistance	<ul style="list-style-type: none"> - Develop and offer budget planning and education classes for individuals experiencing difficulties with securing housing; require rental assistance or desire to transition from “renter” to “home owner” 	DJFS; PRC: Prevention, Retention, and Contingency; GMN Tri-County; Housing Authority; Banks; OSU Extension; volunteers	Ongoing

Goal Three Improve our local “workable” workforce and their ethics through improved/increased education, reduced drug use, community motivation, and by providing other supportive and intervening social services, which improve job and housing retention while improving self-sufficiency and financial independence and decrease the demand and reliance upon social services providers

Objective 1 Work with other community planning subcommittees to collectively address common issues and concerns identified in order to create and reinforce community collaborative partnerships that create viable solutions, improvements, and promote economic/employment growth

No.	Strategy	Action	Responsibility	Time Frame
3.1.1	Serve as a community partner with the education subcommittee and local school systems to help support increased/improved community education	<ul style="list-style-type: none"> - Develop MOUs with each of the county-wide school systems - Initiate and support “creative learning opportunities”, which address the aforementioned focus areas and support the overall health, well being, and independence of individuals and families, including Project More; MADD/DADD; DARE; Family and Children First 	Education Subcommittee; DJFS; CIC; County-wide Schools; Social Services Organizations; churches; Non-profit organizations; charities	Ongoing

Council; tutoring; latch key after school programs; volunteering

No.	Strategy	Action	Responsibility	Time Frame
3.1.2	Serve as a community partner with the area colleges, trade schools, and universities to help support and advocate for an improved/workable workforce and improved local work ethic	<ul style="list-style-type: none"> - Develop MOUs with each of the local colleges, training schools, and universities - Refer and connect the unemployed and under-employed to potential job fairs, job trainings; classes and job readiness providers that can assist them with finding a job, or provide them with skilled training, which will enhance their overall job marketability and work availability and readiness 	Education Subcommittee; DJFS; CIC; County-wide Schools; Social Services Organizations; churches; Non-profit organizations; charities	Ongoing
3.1.3	Serve as community partners to the local government, health care/hospital, public safety, and other subcommittees that are committed to helping reduce and eliminate drug use, drug sales, and other drug-related dependencies and abuses within our community	<ul style="list-style-type: none"> - Develop and sign pledges and MOUs agreeing to work with a variety of government and community partners to help reduce and eliminate drugs throughout Guernsey Co. - Make referrals and/or provide leads that connect clients with rehabilitative help and/or make inquiries and take action that leads to reduced drug trafficking, reduced sales, and reduced use in our communities - Provide and distribute anti-drug campaign, rehabilitative resources, and other educational materials that encourage reduced drug use and sales 	Guernsey Co. Sheriff; Police; Guernsey Co. Drug/Alcohol; SEORMC; Social Services Organizations; churches; non-profit organizations; charities; schools; businesses;	Ongoing

Guernsey County Comprehensive Strategic Plan

Community Engagement

Overview

The Guernsey County Long-Range Strategic Plan for Community Engagement is developed to support and drive management and growth of strategic plans that will take Guernsey County through the next five to twenty years and beyond. This plan, which will depend heavily on the culture of the community and its leadership, should be a framework for moving the community forward in its plans and execution of those plans.

The plan for community engagement was developed from input by a team of business people and residents of all ages. It reflects community values, beliefs, and expectations. It also reflects the appreciation of the historical significance that has shaped the area, as well as the hopes and dreams for the future.

The development team assessed current assets of the County. Guernsey County has a long history of gas and oil extraction, as well as coal mining and agriculture. Hardscrabble work has been the backbone of the economy in this rural Appalachian community. We are also a great manufacturing community. Additionally, the raw natural beauty of the area will always be important to recreation on land and on our waterways, which is valued by residents and visitors alike. Finally, the importance of education and the arts reflect the recognition and appreciation of creativity and knowledge as critical components to a well-rounded culture. Local talent has been born and raised in Cambridge.

There is a “humbleness” and conservative nature in Guernsey County residents. We love the country, we love our families, and we demonstrate commitment to the community through extensive volunteerism and civic involvement at every level. We cherish relatively low crime, low cost of living, small businesses, and a friendly community. At the same time, we strive for accessibility to metro markets and resources that can help us keep pace with advanced technologies and developments. We really want the best of both worlds and want to find a way to get the right balance without giving up what we cherish.

An influx of monies from harvesting gas and oil is welcome, but with conditions. We have more millionaires, wealthy farmers, and more tax money in the city and county. We want this to mean that we will invest in the future with this money—increase donations to worthy causes, fix old buildings, improve and rehabilitate what is important to the community. We want to build upon what made us who we are—churchgoers, stewards of the land, hard workers with a rich quality of life, living where we hope our children and their children will want to live.

It is time to redefine and brand our community according to our rich heritage combined with a forward-looking approach. There is a perception that needs to be turned around about Appalachia. We need to become more aware of what we can become and perhaps it is focused on being a model for clean energy and related innovation and business development in the industry—being in the heart of the Utica.

Because we are good at community involvement and we know what we want, we should harness the commitment from residents that got us where we are—and take ourselves to the next level. The Community Engagement Plan outlines three goals:

1. Guernsey County recognizes the positive attributes of the County.
2. Guernsey County is recognized for its cultural heritage, deep roots, and small town feel, as well as a community embracing positive change and progress, with an eye to the future.
3. Residents and businesses rally to be engaged and involved in the community to make positive changes.

Reaching these goals will take considerable coordination, cheerleading, and communication as outlined in the Implementation Plan for Community Engagement. However, to find success in the strategic plan, the community and its leadership must be committed and engaged in the plan.

Implementation Plan

Community Engagement

Goal One Guernsey County residents recognize the positive attributes of the County

Objective 1 Raise public awareness of all the good things currently happening and being planned for the County

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.1.1	Promote positive outcomes and successes in the communities	- Develop team of champions made up of key business leaders, respected community members and visionaries to support and promote the good aspects and opportunities in the County	Chamber of Commerce, media, public and private partnerships	2015 and Ongoing
1.1.2	Deepen residents' knowledge of community	- Host regular community-wide gatherings	Chamber of Commerce	2015 and Ongoing

Objective 2 Guernsey County citizens speak confidently and with pride and a positive self-image of the County

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
1.2.1	Utilize community ambassadors in promotions, community events, and testimonials to influence and inspire residents	- Collaborate with VCB, Main Street, and other community organizations to develop ambassador program	Chamber of Commerce, VCB, Main Street, other organizations	2015

Goal Two Guernsey County is recognized for its cultural heritage, deep roots and small town feel, as well as a community embracing positive change and progress, and an eye to the future

Objective 1 Engage citizens of Guernsey County in creating a shared image (brand) of the County

<i>No.</i>	<i>Strategy</i>	<i>Action</i>	<i>Responsibility</i>	<i>Time Frame</i>
2.1.1	Explore the creation of an image/brand that represents our rich heritage and exciting future	- Reach out to community leaders and citizens to provide input	Chamber of Commerce, team of champions	2015

No.	Strategy	Action	Responsibility	Time Frame
2.1.2	Develop a Community of Interest	- Hold "Honor Our Community Day" to honor volunteers, organizations, entire community—partner with all organizations, churches, business	Chamber of Commerce, team of champions, all organizations, churches	2015 and Ongoing
2.1.3	Include the Community of Interest	- Publish community reports on progress of plan	Planning Commission	2015 and Ongoing
2.1.4	Tighten bond between private and public entities	- Preserve involvement of the county planning group to facilitate change into the future; Hold semi-annual meetings to monitor progress of plan and hold each other accountable	CIC, Ohio Means Jobs, Chamber of Commerce, schools	2015

Goal Three Residents and businesses rally to be engaged and involved in the community

Objective 1 Gain public acceptance and engagement in community enhancement activities

No.	Strategy	Action	Responsibility	Time Frame
3.1.1	Gain commitment and involvement to work from the inside, out	- Develop workshops for neighborhoods and schools like Neighborhood Watch, Watch, Dogs, DARE, others to be explored	Chamber of Commerce, churches, schools, community organizations	2015 and Ongoing

Guernsey County Comprehensive Strategic Plan

Future Recommendations

Identification of Planning Issues

The goals and strategies contained within this section are intended to supplement and focus those developed through the 2013 Guernsey County Comprehensive Strategic Plan. They are intended to provide a long-term implementation strategy to address challenges and opportunities brought about by shale development in the county. The existing and anticipated increase in revenues and resources Guernsey County, as a direct and indirect result of shale development, has the potential to provide a means by which local leaders can seek to accomplish Goals and Strategies from the 2013 plan. Through the prioritization of needs and developing cost and revenue planning to meeting these needs, the accomplishment of goals can be sequenced over the life of this plan.

The 2013 Comprehensive Strategic Plan provided a guide for the utilization of land resources of Guernsey County, and gave consideration of all types and categories of land use. It recognized the impact of existing conditions and tried to anticipate the possible impact of future changes. The impact of development in the shale oil and gas industry was only just beginning to be felt in the county. It was difficult in 2013 to anticipate the changes in economic growth, infrastructure demand, housing availability, and social service/health care needs, transportation networks and private wealth generation. As a result, the need to revisit the 2013 plan became a necessity, as recognized by the Guernsey County Planning Commission.

Planning issues for Guernsey County through this 2015 plan revision/update determined through a three-stage process. The first stage was the creation of broad based workgroups and their engagement in the creation of sector plans. Community input into these sector plans was obtained in two ways: 1) through the facilitation of input gathering sessions with community leaders and residents; and 2) through the engagement of a broad range of interests among the workgroup membership. The ten important principles stated in the 2013 plan included extensive community involvement and widespread community support with a plan based upon, and reflecting, community values, beliefs, and expectations. This supplemental planning process sought to incorporate these principles.

This input was used in the second stage by the individual workgroups to create sector plans that reflected in the community's expectations for the future. This second stage resulted in the formulation of goals, objectives, strategies, and Implementation Plans that identified what needed to be done, who would do it, by when, and what additional resources/initiatives were needed.

The third and final stage in the determination of Planning Issues entailed bringing the workgroups chairs/co-chairs together in a meeting to share their individual sector plans in order to identify the consensus themes that emerged. These themes were then articulated as Planning Issues.

The Growth Management section of the plan is not meant to supplant individual workgroup's implementation plans. It is the overall intent of this shale planning initiative to encourage the implementation of each workgroup's plan by those organizations and individuals identified with the responsibility to move the goals and strategies forward. The purpose of the development of Planning Issues and related Planning Priorities is to find those areas of agreement from all of the workgroup plans and identify priorities for which all or most of the workgroups can collaboratively play a part in implementation. Additionally, these Issues and Priorities can be communicated to community leaders and residents so that they understand and find their place in moving this planning agenda forward.

Planning Issue One: Planning and coordination for future economic development within Guernsey County

Guernsey County leaders and citizens are committed to their future development as an economically vibrant and healthy community. They recognize the importance of a diverse economy to the well being of families and individuals and its ability to fund the public services that are needed by residents. Building on the 2013 Comprehensive Strategic Plan, leaders recognize that the Shale oil and gas boom in Guernsey County and the surrounding region has the potential to provide leverage and increased resources that benefit the community's workforce, businesses sector, and quality of life in long-term sustainable ways. The oil and gas boom also may result in conflicts regarding future land uses and balanced development approaches.

The challenge of economic growth brought about by shale and other non-renewable natural resource-based development is that extraction permanently reduces the natural capital (shale oil and gas) levels of the region. Countering the reduction in natural capital levels requires a corresponding increase in public or human capital (Hartwick's Rule). Simply stated, it means that to achieve the maximum sustainable benefit from an exhaustible natural resource such as oil and gas, governments should invest the increased revenues produced from that resource into forms of capital that have long-lasting value (Solow 1974, Hartwick 1977). Thus, public and human capital such as infrastructure, water systems, public education, and workforce development should not only be maintained to counter the direct effects of extraction, but should be increased to counter the loss of natural capital in the long run.

This 2015 update focuses on the development of a skilled, educated workforce that will provide benefit to existing and new business and industry and provide opportunities for Guernsey County youth while counteracting the eventual impact of downturns in the oil and gas industry. It also recognizes the critical role that infrastructure—water, sewer, telecommunications, transportation (air, roads, rail) plays in supporting future economic development as well as providing opportunities for enhanced quality of life for community residents. Finally, this plan builds upon the 2013 Plan's focus on appropriate land uses. County land use patterns must include and balance the preservation of productive land for agriculture, available sites for business and industry, and maintenance of open spaces and recreational amenities, all interconnecting Guernsey County's future economic health and overall quality of life.

Planning Priorities

Develop Guernsey County's Workforce

A quality workforce is a cornerstone of community economic development. With the advent of

shale development, and the demand for a broad range of job skills and abilities, Guernsey County can be in a good position to use current business and industry labor demands to intentionally build long-term employment opportunities for residents as well as creating a quality workforce for employers. This plan will seek to identify needed skills and opportunities that will be generated by employment growth in the shale industry as well as other employment sectors stimulated by shale growth. Through educational approaches and programs available at all levels—K-12, technical schools, colleges and universities—this plan will seek to develop a local workforce that will not only be sought by shale-related industries, but will provide a catalyst for growth and economic diversification beyond shale and long into the future. Mutual understanding of critical issues for Guernsey County’s business community and educational sector are important in building productive collaborations. The creation of a Business-Education Partnership through this 2015 planning process must be the link that assists educators in providing the required skills necessary to meet employers’ needs—gas/oil and other wise.

Having supportive networks to enable youth and adults, particularly those at risk, to be successful participants in the workforce is an important component to creating social capital. A “work ready” local labor force has the following qualities: capable of passing drug tests, educated and/or skilled, good work ethic, responsible, and understands and meets employer’s requirements. These standards can be challenging for individuals and limit the potential workforce needed for business and industry growth. To address them in a coordinated way, it is necessary to bring together supportive services, workforce development entities, and employers to achieve the common goal of creating a skilled and available workforce.

Identify New and Expand Existing Sites/Parks to Accommodate Business and Industry Growth

An opportunity for business and industry to find suitable places to locate or expand is an important component of economic growth and workforce creation. Local opportunities for well-paying jobs allow youth to stay, and young, educated families to return to the area. The availability of a variety of development sites and business parks served by infrastructure that supports this development (water, sewer, storm water systems, electric, gas, transportation networks, and telecommunications) is critical. Sites currently available in the community include the D.O. Hall Business Center. This park has the potential to be expanded and more fully utilized once certain issues are addressed. A feasibility analysis that considers pricing/leasing options, the mitigation of underground mines, and the potential development of the westernmost 45 acres, should be conducted to address the full utilization of this park. Also, an identification of additional sites throughout the County that may be suitable for development should be undertaken, as should the identification and designation of additional CRA and Tax Incentive Financing Districts.

Use Life Cycle Cost Analysis in Improving Existing Infrastructure Related to Oil and Gas Development Throughout Guernsey County

The importance of creating development site options cannot be overemphasized. The cost analysis of providing business parks, fully served by infrastructure that supports this development (water, sewer, storm water systems, electric, gas, transportation networks, and telecommunications), is critical. The opportunity to work with developers/businesses through the generation of Impact Fees to support the costs of site/development specific infrastructure should continue to be utilized. In some unique cases, there may be opportunities to partner by sharing infrastructure development costs with oil and gas developers to provide utilities to

under-served areas. Utilities have long life cycles—50 to 100 years—and operation costs are low. A reduction in the initial cost of construction would allow the governmental entity to take over and operate the extended system without placing an undue burden on the community.

Improve/Develop Transportation Networks - Roads, Airport, Rail

Roadways have a relatively short life cycle, 8-10 years, with high maintenance costs. Road Use Maintenance Agreements, where the oil and gas developer commits to bringing the road back to original condition once construction is completed, will continue to be used to manage and protect County roads. Attention must be given almost immediately to sectors of the local state highway system where significantly increased traffic flow has created congestion and exposure to accidents. Southgate Parkway, specifically at both the north and south ramps to I-70, has become difficult to transverse, especially during peak periods. The County must be prepared to upgrade access points to all new high development areas that emerge during this growth period.

Rapidly increasing oil and gas activity has driven drilling and well-service companies to deliver high quantities of drilling materials such as frack sand into the heart of the shale play. Since the most economic transport of these materials is by rail, the focus on rail service into the Cambridge area has reached a high level. Numerous additional rail spurs have been built by local companies, and service by Ohio Central, our rail provider, has been upgraded. As high quantities of materials arrive into the heart of Cambridge by rail, the need to transload and ship out by truck will put increased pressure on city/county access roads. Thus, rail and highway planning must be a coordinated effort.

Finally, the vast majority of the oil and gas companies operating in the County are based in distant states such as Texas, Oklahoma, Louisiana, and others. Their primary mode of maintaining supervision of their drilling assets is to fly into Cambridge, often in aircraft which approach the limits of the Cambridge Airport's ability to handle their take-offs and landings. Further, once on the ground, weight limitations often prevent them from fueling in sufficient amounts for a non-stop return home. These factors, along with the larger size of corporate jet aircraft, have put increased pressure on local authorities to lengthen the existing runway from 4,300 to 4,900 feet. Increasing runway weight capacity would also be desirable. Both lengthening and strengthening the runway are expensive actions. To be accomplished, the County, City of Cambridge, and the Airport Authority will have to work closely to explore every possible funding option to accomplish one or both of these objectives. The airport is a major piece to the development of commerce in the area and will have to receive significant consideration in the area's funding decisions.

Open Spaces, Agriculture, Parks and Recreation

The agricultural community in Guernsey County is a major contributor to the area's economic base. It has the potential to provide economic opportunities for youth who are now able to remain in the family business because of new income offered through shale leases and royalties. The continued growth and health of this industry is tied to planning and preservation of prime/locally important farm land as indicated by soil types that are highly productive for farming. Balancing the needs of the agricultural industry with the expansion of business sites and housing development is critical from a county-wide land use perspective. The identification of land areas in the County suitable for agricultural, business/industry development and housing is an important role the Planning Commission should undertake. Creating land use maps will

provide an overall blueprint for this development, minimizing conflicting land use decisions. Also effective would be the engaging of agricultural representatives in providing input into county planning decisions, as members of the CIC and/or subcommittee of the Guernsey County Planning Commission.

Recreation and parks are important quality of life amenities that a more highly skilled and educated workforce is looking for in a place to locate. Tools such as agricultural districts cluster housing development and preservation/protection through long-term easements are available to preserve open spaces and agricultural lands.

Provide Range of Housing Opportunities and Alternatives to Meet the Needs of All Income Levels

The availability of a variety of housing options serving different income levels is important to the future shale-related economic and workforce development for Guernsey County. Much of the growth to date has been in housing for temporary workers, including motels and rentals, the latter of which have begun to displace lower income, elderly, and handicapped residents because of escalating rental costs. At the other end of the housing continuum, the limited availability of more “upscale” owner-occupied housing is pushing incoming professionals and skilled workers to look to other communities (Marietta, Zanesville, New Concord) for their housing needs. Guernsey County is missing an opportunity to invite and involve these families in contributing to the local economy.

Planning Issue Two: Building an Engaged Community, Governmental, and Corporate Coalition

Over 100 local volunteers participated in some way in the development of this addendum to the Guernsey County Strategic Comprehensive Plan. Among the roles undertaken were providing leadership to and participating on work groups, offering input to the various key topics addressed through this plan, and developing and writing implementation strategies to address impacts of shale development. This engagement of a wide range of sectors in the community set the stage for an ongoing, engaged citizen, government and corporate coalition that can continue to work toward supporting and building Guernsey County’s future.

Planning Priorities

Identify and Develop Financial, Volunteer, and Other Resources to Help Community Meet Goals

Resources in many forms will be needed to enable Guernsey County to meet its collective goals as identified through this plan. These resources can be in the form of financial sources, volunteer services, and donated goods and services. Resources are likely to not come from one source, but will require coordinated strategies and contributions to achieve the wide range of planning goals proposed through this Strategic Comprehensive approach.

During the planning process, the various workgroups identified the following potential public and private strategies to increase access to needed resources:

- Develop funding structures and options for Economic Development
- Promote growth in Philanthropic giving

- Seek increased corporate contributions from Oil and Gas Industry
- Target local tax revenues to help support Plan goals
- Increase local volunteerism and community engagement in furthering goals
- Seek grant and loan support for initiatives contained in the Plan

It is recommended that the leadership for the implementation of the Strategic Comprehensive Plan seek to maintain the engagement of governmental, corporate leaders and citizens in the ongoing implementation and assessment of the plan. This could be accomplished by creating and periodically convening a coalition of workgroup leaders, public officials, corporate representatives, non-profit and social/health service organizations, agricultural and environmental interests, citizens and others to evaluate progress toward meeting goals, make any changes to the plan that are needed, and promote the plan and its accomplishments to the broader community.

Develop a Positive Shared Image/Brand for Guernsey County

Guernsey County residents often do not recognize or are not aware of their community's assets. Because there is no shared understanding or clear image of the community's positive attributes, the resulting image can be confused or less than positive, both among internal audiences and to the outside world. The creation and promotion of a positive image/brand for Guernsey County would raise community self esteem and would present an external image of pride. The creation of a community-wide dialogue to determine a shared image/brand for the county can be initiated with the intended result of developing an image statement and marketing plan for Guernsey County. This plan's purpose would be two-fold: to raise local awareness and increase community pride, and to develop an image that can be used to market the community to potential investors and residents. Because of their marketing expertise and experience, local organizations such as the Chamber and Visitors and Convention Bureau can help in the guidance of this effort.

Recommendations and Next Steps

Recommendation #1

Use the economic cluster data prepared by OSU Extension professionals and shared with the Guernsey County planning officials and volunteers to build attraction, business retention and expansion, and entrepreneurial strategies for Guernsey County's future development.

Recommendation #2

Develop a "job ready" workforce with the skills and training that existing and future employers (See Recommendation #1) are seeking. An important element of "job readiness" are soft skills that are so often identified by employers, including written and oral communication skills, team work, decision making, work ethic, responsibility, etc. Initiatives that seek to create a quality workforce in Guernsey County must include these elements, and involve K-12 educators, parents, and community organizations already working with youth.

Recommendation #3

Develop a Guernsey County Land Use Plan, with complete GIS-based mapping, to identify areas of the county suitable for business and residential development, location of existing and

needed infrastructure improvements/expansions, location of highly-productive agricultural lands to be preserved for agricultural production, and open space/recreational lands to be retained or developed. Examine the future possible introduction of land use strategies and controls to support development patterns consistent with this Land Use Plan.

Recommendation #4

Create an ongoing group of community leaders to champion the plan, monitor its success, and continue to collaboratively reach goals. Participants could include representatives from various community sectors, including business and industry (especially oil and gas), Economic Development entities (CoC, CIC, Tourism, Agriculture, etc.), social and health services, elected/appointed officials, and Guernsey County citizens. Areas of collaboration might involve the identification of varied resources (financial and volunteer) that could be identified, developed, or combined in order to achieve key community goals.

Recommendation #5

Develop a positive, shared image/brand for Guernsey County to use to instill community pride and form the basis of a marketing message to be used to promote the area to outside investors.