

RESOLUTION R-2020-13

A RESOLUTION ADOPTING THE WINDHAM VILLAGE LAND USE PLAN.

WHEREAS, Windham Village has an interest in and is directly affected by land usage, conservation, and development in Windham Village; and

WHEREAS, Windham Village has an interest in and is directly affected by economic development and land development Windham Village; and

WHEREAS, Windham Village has interest in and is directly affected by the changes to or adoption of local zoning regulations within Windham Village; and

WHEREAS, Windham Village has previously contracted with the Portage County Regional Planning Department for the development of a comprehensive land use plan, and after much review and adjustment, the Village Council has determined that the Windham Village Land Use Plan should be adopted.

NOW, THEREFORE BE IT RESOLVED by the Village Council of Windham Ohio two thirds or more of the members thereto occurring, that:

SECTION 1: The Windham Village Land Use Plan as set forth in and attached as Exhibit A, including appendices, and further as amended by the attached Exhibit B is hereby adopted by the Village of Windham.

SECTION 2: It is hereby found and determined that all formal actions and deliberations of the Windham Village Council concerning and relating to adoption of this Resolution were done in an open meeting of this Council and that the deliberations of this Council and any of its committees that resulted in such formal action were in meetings open to the public, in compliance with all legal requirements including Section 121.22 of the State of Ohio Revised Code.

First Reading: July 21, 2020

Second Reading: August 25, 2020

Vote of Council: Ayes: 6
 Nays: 0

ATTEST:



Fiscal Officer Cheree Taylor



Mayor Scott Garrett

APPROVED AS TO FORM:



Solicitor Thomas Reitz

Land Use Plan

Windham Village

Final July 2020

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







Chapter 1 Introduction

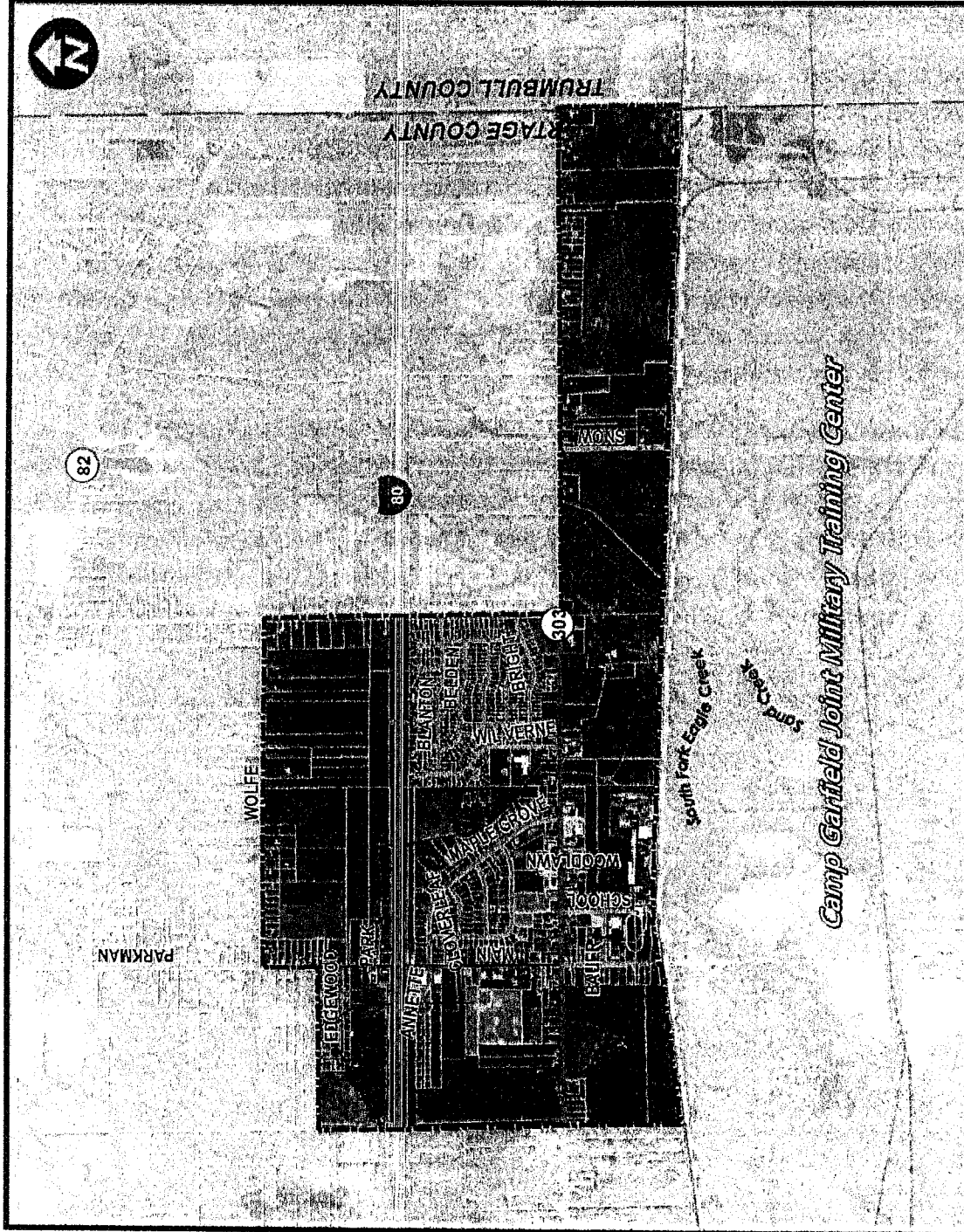
Windham Village is surrounded by the Township of Windham to the north, south, and west. Stark County borders the village to the east (Map 1). Windham Village is impacted by the development of the Township as well as by Camp James A. Garfield Joint Military Training Center (JMTC). The comprehensive planning process provides an opportunity to develop a vision for the future of Windham to ensure that growth is properly managed while being responsive to current needs.

A comprehensive land use plan is a broad set of guidelines prepared to provide direction and aid a community in making land-use and development decisions. The Comprehensive Land Use Plan focuses primarily on identifying Windham's overall approach and strategy for future growth. It assesses the impacts of growth and development on community character and future development opportunities. It promotes orderly development throughout the village and identifies areas where residential, commercial and industrial growth are most appropriate. The plan also identifies ways to preserve land which balances development pressure and the tax base. The plan respects basic private property rights and ensures that future regulations will be written in a fair and equitable manner.

The land use plan identifies Windham's goals and objectives as well as a comprehensive set of policies and implementation strategies, including suggested zoning changes. It also includes a summary of relevant background information. The elements of this plan are intended to guide decisions of the zoning commission, trustees, and landowners. As a guide for future development, the plan must be reviewed and updated regularly in order to provide the rationale necessary to implement zoning and to promote the orderly development of public services.

Map 1 Location

-  Schools
-  County Boundary
-  Windham Village
-  Camp Garfield JMTC
-  Streams and Rivers
-  Lakes and Ponds
-  Parcel
-  Parks
-  Active Railroad



Sources: Parcels, roads, Portage County GIS, 2017; Parks, compiled by Portage County Regional Planning Commission from various sources, 2016; Railroads, AMATS, 2012; Counties, ODOT, 2015; Orthophoto, ODOT, 2011; ESRI base map data, 2010; USDA/NRCS, 2011

Chapter 2 History of Windham Village

History not only provides an explanation of the significant events of a community's past, but also may be used to understand the village's current state of affairs. Dynamic economic, cultural, social, and environmental factors influence the shape and character of a community. A review of the community's history demonstrates the community's effectiveness to manage opportunities and deal with challenges. By examining the past, we may draw conclusions to help explain the present conditions and culture, and perhaps apply lessons learned in the future.

A Brief History of Ohio's Townships and Villages

A Frenchman named Robert Cavalier De LaSalle first explored Ohio in 1699, but westward expansion did not truly become a goal until after the Revolutionary War. The Land Ordinance of 1785 was passed to facilitate westward expansion. The Ordinance required a survey of the land and the establishment of orderly township boundaries, to ease the buying and selling of the land. What is now northeastern Ohio was surveyed in 1786 and became the Western Reserve of Connecticut.

Townships, based on the system of the Pilgrims, were established as the basic unit of government. In 1804, the state outlined the structure, rights, and responsibilities of township government. Duties of a township government included keeping the peace, maintaining roads, settling boundary disputes, managing civil affairs, and overseeing the poor. There were to be constables, a justice of the peace, elected trustees, a clerk and a treasurer, and other offices to uphold the township's responsibilities. Originally established as part of the township, the Village of Windham was incorporated with the State of Ohio in 1892 but remained part of the township for over 100 years until the County Prosecutor determined that inside millage tax revenues would be lost if the corporate limits of the Village and the Township were not separated. This Separation Agreement was approved by the Portage County Commissioners in 1993.

Windham Village History

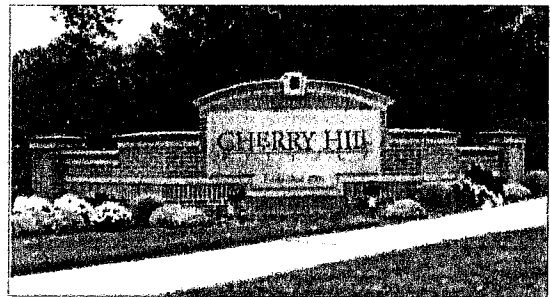
Windham Village is located on the eastern border of Portage County. The Village was formed from portions of Windham Township, one of the original townships of the Connecticut Western Reserve. In 1942, the US government chose Windham as the site of a new munitions plant, the Ravenna Army Ammunition Plant. The site covers 21,427 acres of Portage County property, including 5,700 acres in Windham Township. Over 14,000 people were employed at the plant during World War II, and the Village of Windham was home to many of these workers. As a result, Windham experienced the largest increase in population of any municipality in the United States between the 1940 and 1950 censuses (316 to 3,946). In 1957, the army ammunition plant ceased munitions production, only to be reactivated during the Vietnam War. Following the Vietnam War, the plant served as a location for demilitarization of ammunition, refurbishment of inventoried ammunition and for research and development projects. Much of the site is now occupied by the Ohio Army National Guard's Camp James A. Garfield JMTc. As can be imagined, the impact on the school system and community was immense, and its effect continues to the present day.

Chapter 3 Public Outreach and Feedback

The land use plan provides a vision for the future of development of the village. It is a reflection of what the community wants to be, how it wants to look, and embodies goals and aspirations for the future. The vision should reflect the opinions, desires and attitudes of the residents of Windham Village. Creating a vision allows the community to better understand the values of citizens and these values as a basis for planning. Holding public meetings helps to articulate the big picture view which guides short term decisions and long-term initiatives as well as develops tools to achieve Windham Village’s vision for the future.

Several community residents attended a public meeting at the Village Hall to comment on various development concepts formulated by the Portage County Regional Planning Commission. Overall, the concepts were well received by the community.

Many comments were made about how entry features would enhance the general character of the Village and improve sense of place.



Example of a potential entry feature presented to residents

Numerous housing designs were displayed for residents to see how new development would impact their community. The Village presents several opportunities for redevelopment so both single family and multi-family housing units were displayed as well as mixed-use developments that could be incorporated into the built environment.

The single family, multi-family, and mixed-use buildings were well received by the public meeting attendees. When development comes to the Village, residents expressed the necessity that it adds value to the community. Mixed-use concepts were supported in the middle of town and along Maple Grove Road where a former shopping plaza once stood.



Example of multi-family housing units presented to residents

Many residents expressed the desire for renewed direct access to Camp Garfield JMTC in hopes that new development would come to fruition from development at the military site. It is impossible to say whether or not the Ohio Army National Guard will reopen the northern gate but being a good neighbor would be beneficial to the community from a development perspective.

Various attendees of the community meeting were interested in how direct access to the Ohio Turnpike may impact the Village. Access to the turnpike was generally perceived as a good thing as long as the design was correctly executed. None of the residents wanted the turnpike access to go directly through the Village because of the possibility of increased congestion and the potential loss of housing. For these reasons providing access via Bryant Road was the preferred choice. This option makes sense for a few

reasons. There are already service exits established for maintenance vehicles that could be expanded and no subdivisions would be directly impacted by exit ramp design.

Chapter 4 Natural Resources and Development Constraints

Environmentally Sensitive Areas

Topography

The topography of Windham Village is relatively flat. According to topography maps the highest point in the village is 990 feet and the lowest is 940 feet. Areas with dramatic variations in topography are less suitable for development than level areas due to building design constraints and soil erosion. The greater the slope, the more development constraints the area faces. Development of areas with slopes of 18% to 25% should be carefully restricted and prohibited in areas of greater than 25% slope. Map 2 shows the locations of steep slopes in Windham Village.

Surface Water Resources

Water Resources within the village include wetlands, floodplains, and the South Fork of Eagle Creek. Windham Village is entirely within the upper Mahoning River watershed which covers eastern Portage County. The upper Mahoning River watershed drains a total of 539.8 square miles in Ohio and flows through parts of six counties. Major municipalities in the watershed include Warren and Alliance. The eastern portion of the watershed is predominantly comprised of urban development with some forest and agricultural lands. The western portion of the watershed is a mixture of forest, hay and pasture lands, cultivated crops and urban development.

The upper Mahoning River watershed has an existing Total Maximum Daily Load report approved in 2010 by the Environmental Protection Agency. It identified impairments for recreational use due to nutrients and bacteria. Recommended solutions included creating riparian buffers, creating and maintaining wetland areas, eliminating point sources, and improving home septic systems.

Streams and Rivers

The South Fork of Eagle Creek flows north through Windham Village to Eagle Creek north of Interstate 80 (I-80). Eagle Creek eventually flows into the Mahoning River near Leavittsburg in Trumbull County. Blocking or altering natural drainage ways such as the South Fork of Eagle Creek may result in increased flooding. Polluted stormwater runoff and sediment may negatively impact surface water throughout the Village and surrounding areas. Development activities in riparian areas must be controlled to maintain water quality.

Floodplains

The Federal Emergency Management Administration Flood Insurance Rate Map data shows a 100-year floodplain in the southeastern half of the village along the South Fork of Eagle Creek (Map 3).

Comprehensive flood risk reduction is extremely important in flood hazard areas. Building within the floodplain may alter the natural landscape and increase stormwater runoff. This can change the shape and size of the floodway as well as the base flood elevation, resulting in increased flood risk.

Communities have several options to protect themselves from flood risk, such as adopting standards

exceeding the minimum floodplain regulations, prohibiting fill and/or development in floodplain areas, establishing riparian setbacks, and strictly regulating stream alteration.

Wetlands

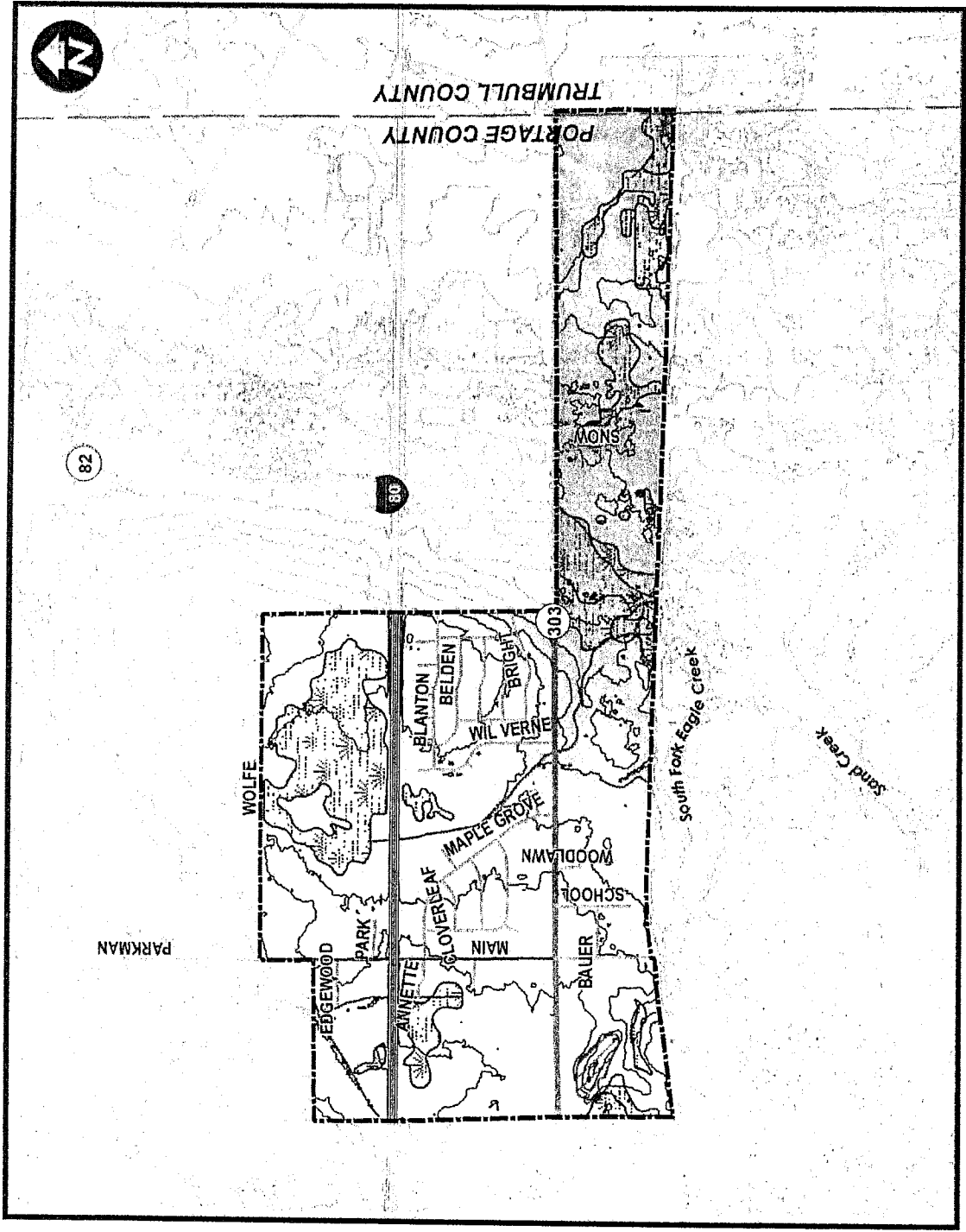
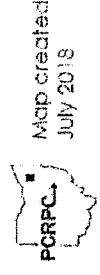
Wetlands have important economic and ecological functions that benefit both human and wildlife populations. Wetlands act as pollutant filters, groundwater recharge areas, and as a holding area for stormwater runoff which helps reduce flooding. Many of Portage County's endangered and threatened plants make their homes in wetland areas, including pondweeds, bog willows, and swamp birches. Wetlands provide commercial and recreational value. Wetland and flood zones in Windham Village can be seen in Map 3. The two major wetland areas are located north of the turnpike and south of Main Street bordering Camp Garfield JMTC.

Sensitive treatment of wetland areas is essential to the preservation of Portage County's natural resources. Proposed development of these areas necessitates consultation with the Portage County Soil and Water Conservation District. Proposed development that has potential to impact wetlands is also subject to regulation under Section 404 of the Clean Water Act of 1972 which requires a permit from the Army Corps of Engineers.

Since the late 18th century, 90 percent of Ohio's wetland resources have been destroyed or degraded through draining, filling or other modifications. Because of the valuable functions the remaining wetlands perform, it is imperative to ensure that impacts to wetlands are mitigated. Regulations may include clustering new buildings, setting aside wetlands as designated open space, and establishing buffer zones between wetlands and other land uses.

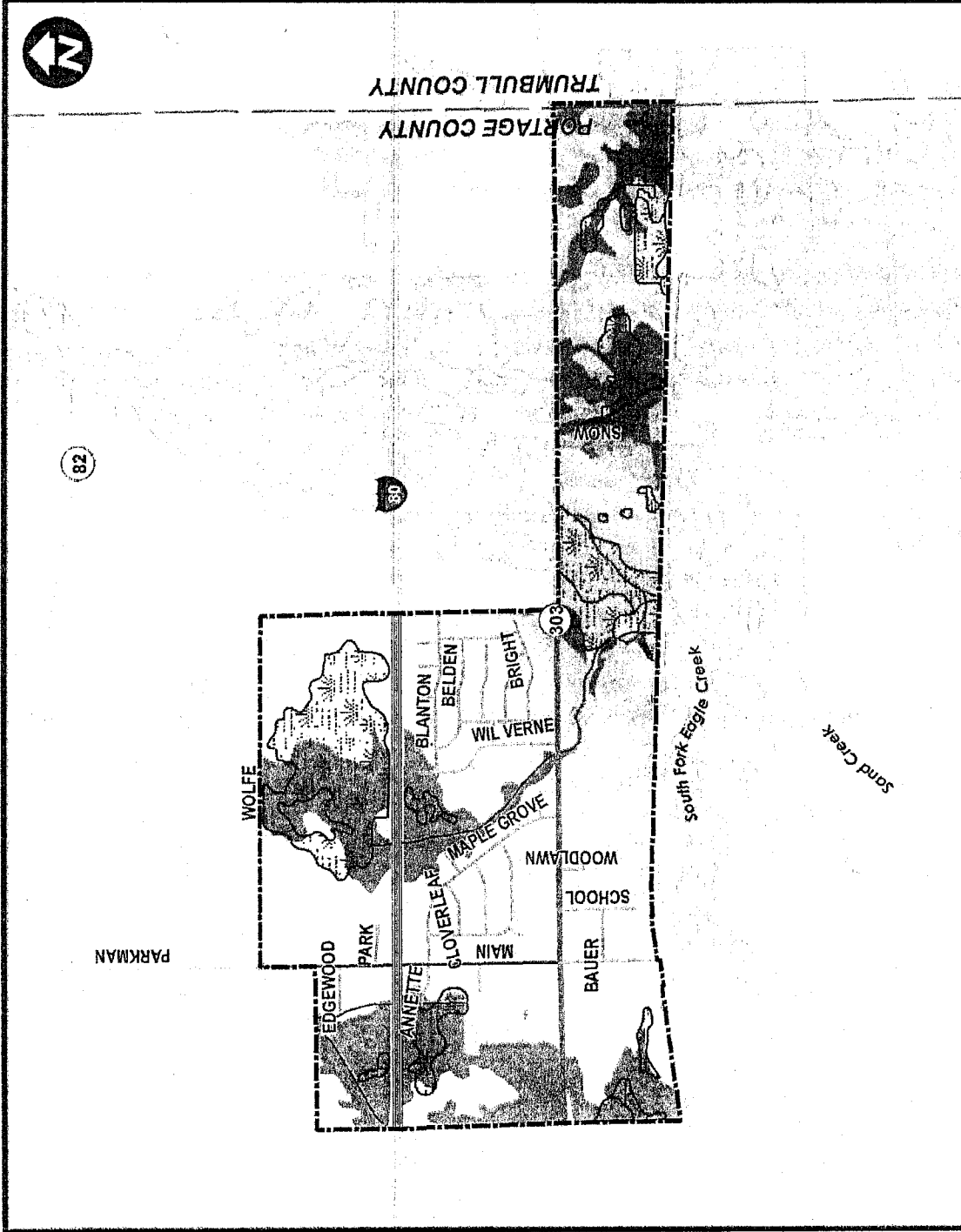
Map 2 Topography

- County Boundary
- Windham Village
- Streams and Rivers
- Lakes and Ponds
- Wetlands
- Slope percent 12 - 18%
- Contours (feet) 870 - 1000



Sources: Parcels, roads, Portage County GIS, 2017; Slopes, NRCS SSURGO digital soils data, 2006; Contours, Portage County GIS, generalized from 40-foot LIDAR points (not survey quality), 2008; ESRI basemap data, 2010; USDA/NRCS, 2011

Map 3 Wetlands & Floodplains



County Boundary

Winham Village

Streams and rivers

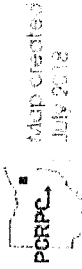
Lakes and Ponds

Wetlands

100-year floodplain (no base flood elevation)

Parks

Hydric soils



Sources: Parcels, roads, Portage County GIS, 2017; Parks, compiled by Portage County Regional Planning Commission from various sources, 2014; Wetlands, Portage County Wetland Inventory, Davey Resource Group 2004, based on data from 2000; Flood hazard areas, FEMA FIRM digital data, 2013; Hydric soils, NRCS SSURGO digital soils data, 2006; ESRI basemap data, 2010; USDA/NRCS, 2011

Groundwater Resources

Availability

The majority of drinking water within Portage County is groundwater; therefore, it is important to protect the groundwater within the vicinity of Windham Village. Quantity, quality, and availability of groundwater are important to consider when determining the types and densities of future developments. Additionally, care must be taken to prevent the pollution of the water source by manmade contamination such as chemicals, farm runoff, septic tank seepage, and sedimentation due to poorly managed development. Aquifer yields in the southern portion of the village as well as south and west of the village boundary ranges from 5 to 25 gallons per minute making it suitable for wells (Map 4).

Pollution Potential

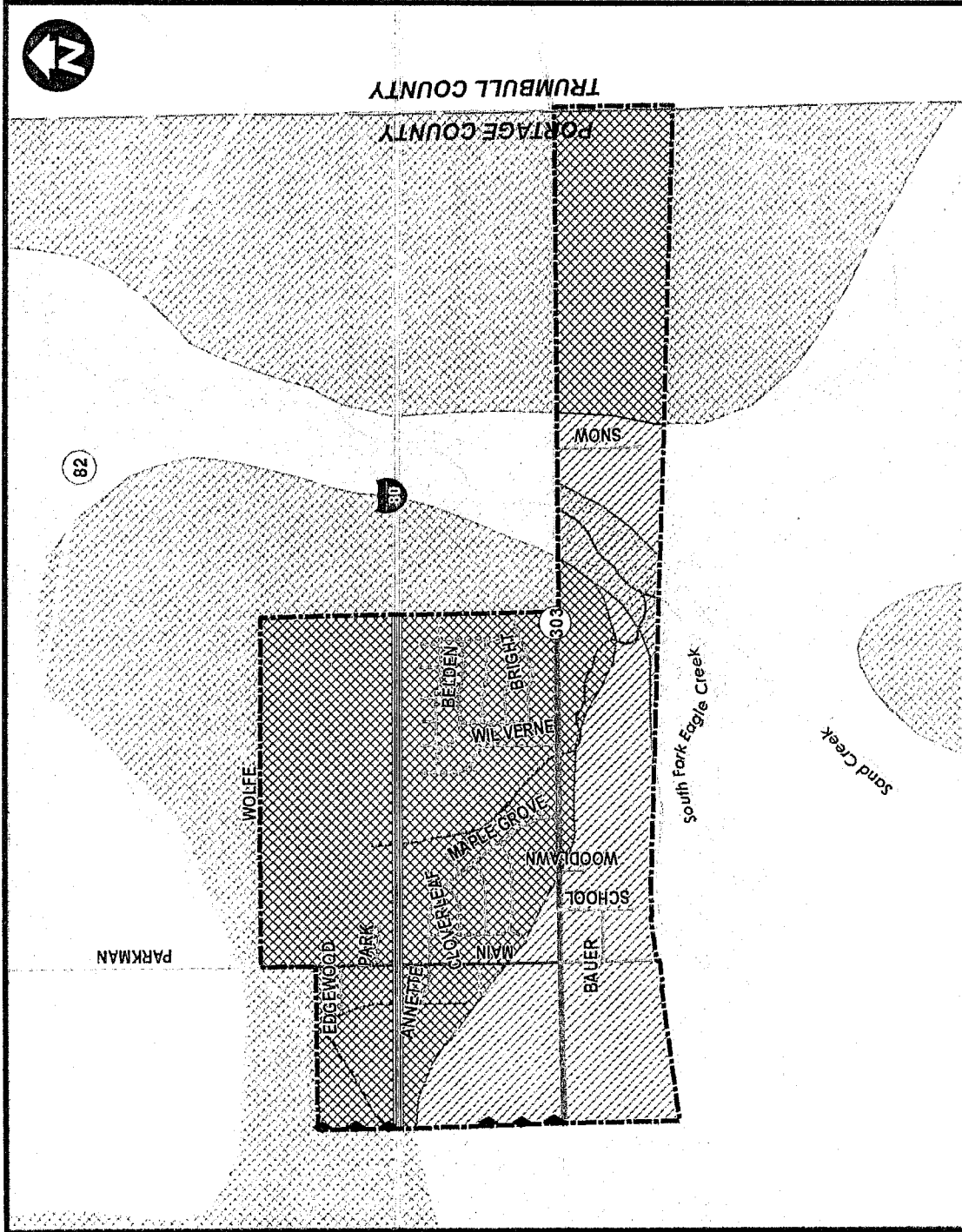
Groundwater is an extremely valuable natural resource that is growing in importance as population, production and consumption increase nationwide. Groundwater resources may be vulnerable to contamination from faulty septic systems, improper chemical storage containers, seepage from landfills, and agricultural runoff.

Portage County lies within the Glaciated Central hydrogeologic region. The entire County is covered by variable thicknesses of glacial till and outwash sands and gravels that have a moderate to high pollution potential index. The County is crossed by a network of buried valleys that constitute a major ground water resource and exhibit moderate to high vulnerability to contamination. The glacial deposits are underlain by sandstone and shale sequences; both are used for domestic and municipal supplies. Areas containing recent aluminum in valleys exhibit moderately high susceptibility to contamination. Pollution potential indexes for these areas range from moderate to moderately high. Eleven hydrogeologic settings were identified in the country with ground water pollution potential indexes ranging from 71 to 204 for general pollution potential and 87 to 230 for pesticide pollution potential. Windham Village's groundwater pollution potential was in the middle for both general pollution potential index with ranges between 140 to 149. The pesticide pollution potential as a higher potential with an index of 160 to 180 (see Map 5). The highest pollution potential in Windham Village is along the South Fork of Eagle Creek and generally follows the underlying buried valley aquifer. There is also a source water pollution protection area just outside of the village's western border associated with the public drinking water wells.

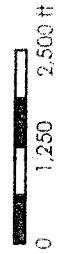
Critical Natural Areas

The Critical Natural Areas shown on Map 6 is an overlay of all environmentally sensitive areas in Windham Village and surrounding areas. These include characteristics such as steep slopes, water resources, threatened or endangered species, floodplains, and areas of high ground water pollution potential. Windham Village has a large natural area running along the South Fork of Eagle Creek comprising the majority of the eastern end of the village.

Map 4 Groundwater Availability



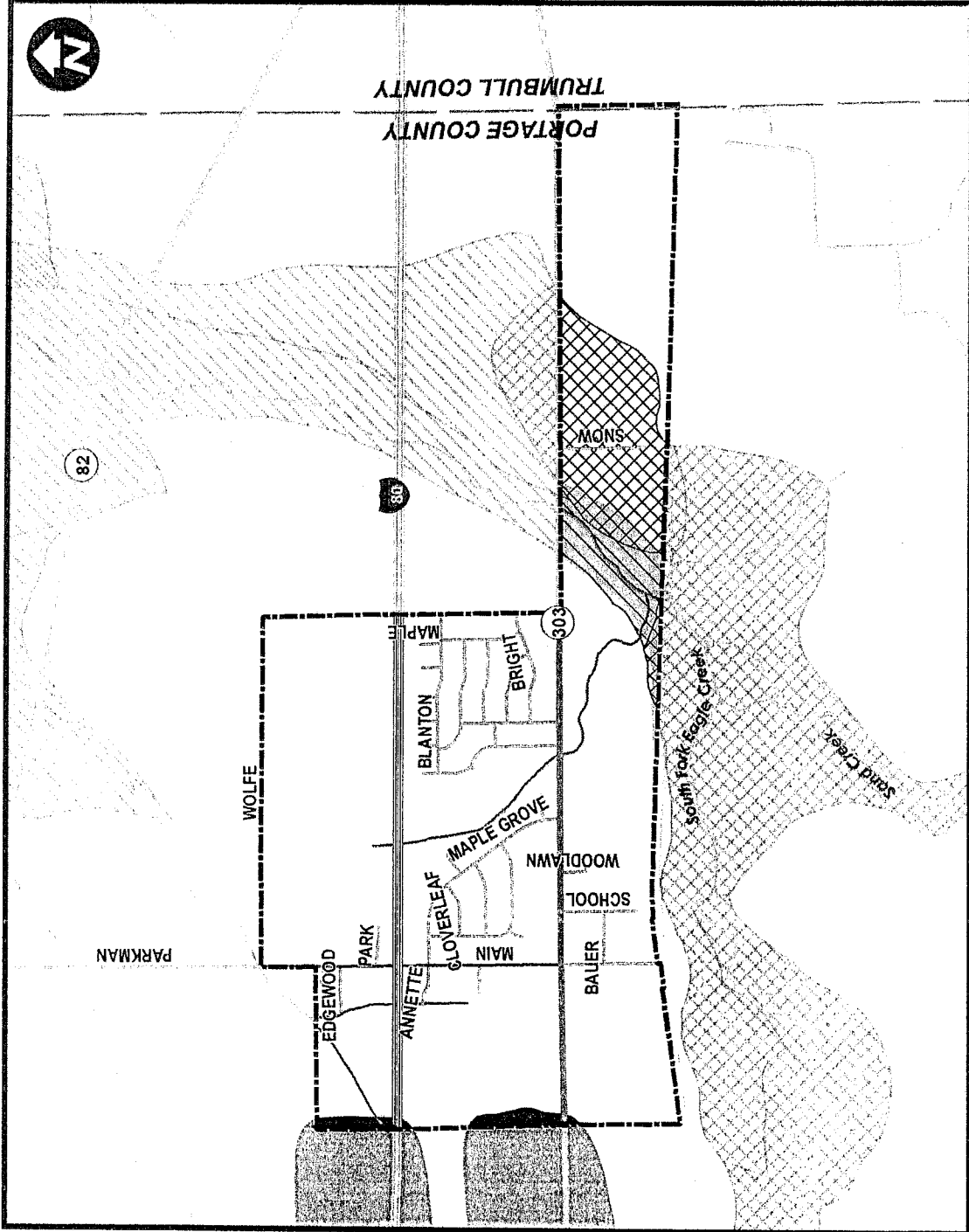
- County Boundary
- Public Wells
- Streams and Rivers
- Lakes and Ponds
- Yield of glacial aquifers
 - 5 - 25 gpm
 - < 5 gpm
- Buried Valley Aquifer



Map created
July 2018
PCRPC

Sources: Parcels, roads, Portage County Gis, 2017; Aquifer data from Ohio Dept. of Natural Resources, 2000; Public well data, Ohio EPA, 2018; Counties, ODOT, 2015; ESRI basemap data, 2010; USDA/NRCS, 2011

Map 5 Groundwater Pollution Potential



◆ Public Wells

— Streams and Rivers

■ Lakes and Ponds

■ Buried Valley Aquifer

■ Source Water Protection Area

■ 1-year travel time

■ 5-year travel time

Pesticide Pollution Potential Index

▨ 160 - 170

▩ 171 - 180









▧ 181 - 190

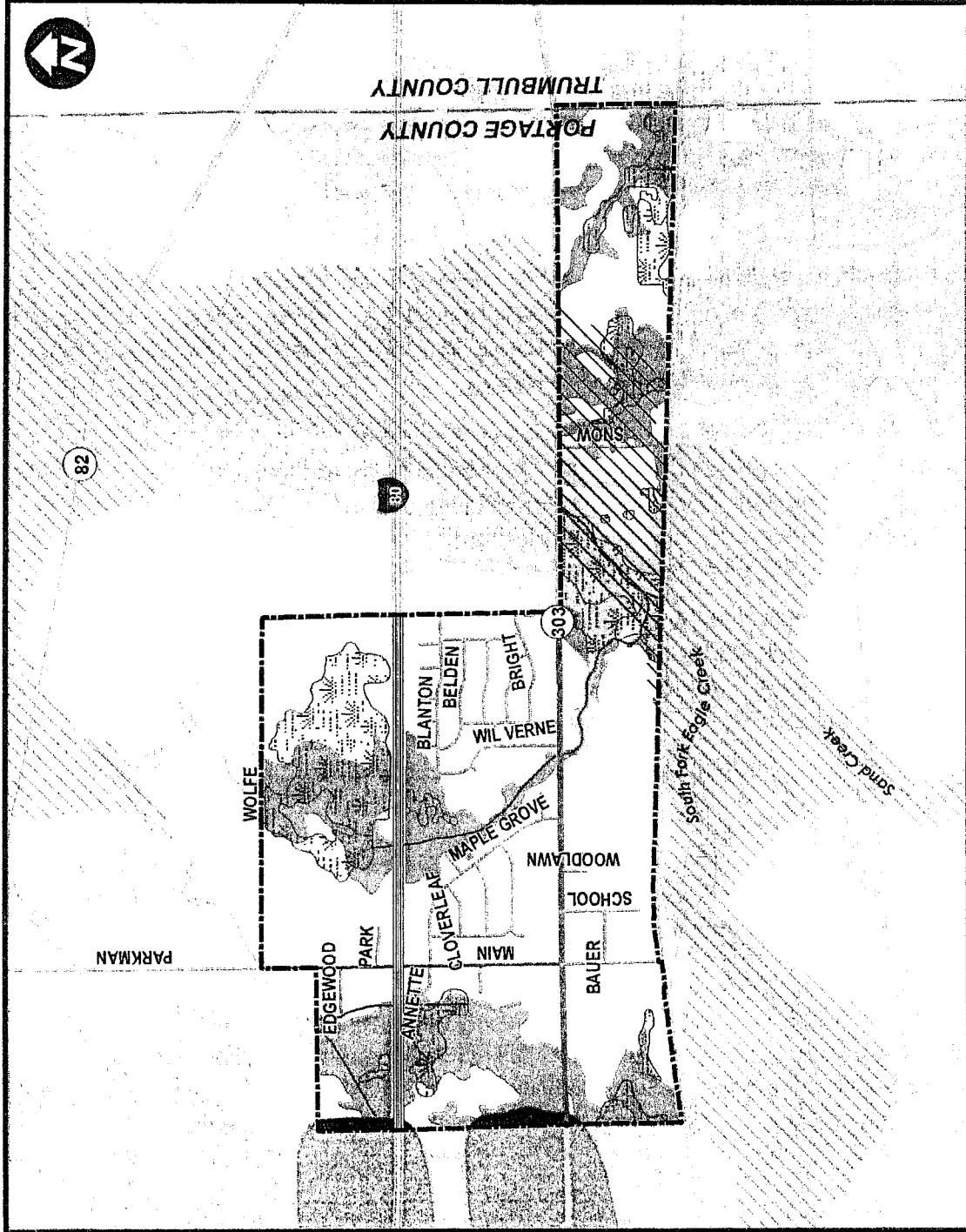
0 1,250 2,500 ft

Map created July 2018

Sources: Roads - Portage County GIS Dept., 2017; Groundwater pollution potential - Ohio Dept. of Natural Resources Report No. 22, digital map data, 1991; Public wells, Drinking water source protection - Ohio EPA, 2018; ESRI basemap data, 2010; USGS; NOAA; USDA/NRCS, 2011; Counties, ODOI 2015

Map 6 Critical Natural Areas

-  Streams and rivers
-  Lakes and Ponds
-  Wetlands
-  100-year floodplain (no base flood elevation)
-  Hydric soils
-  High Groundwater Pollution Potential Area
- Source Water Protection Area**
-  1-year travel time
-  5-year travel time



Sources: Roads, Water, Portage County GIS, 2017; Wetlands, Portage County Wetland Inventory, Davey Resource Group 2004, based on data from 2000; Flood hazard areas, FEMA FIRM digital data, 2013; Soils, NRCS SSURGO digital soils data, 2006; Groundwater pollution potential, ODMR Report No. 22, digital map data, 1991; Drinking water source protection, Ohio EPA, 2018; USDA/NRCS, 2011; USGS NOAA

Soil Considerations

Windham Village contains several different soil associations according to the soil survey conducted by the US Department of Agriculture (USDA) Natural Resource Conservation Service. The location of these soil series is shown in Map 7. Analysis of soil considerations is integral to development in order to determine what land uses the soil will support and the affects a land use may have on the natural environment. The major soil considerations are the Mahoning Series, Sebring Series, and the Mitiwanga Series.

Mahoning Series

The Mahoning series consists of deep, somewhat poorly drained, nearly level to gently sloping soils that formed in silty clay loam or clay loam glacial till. Mahoning soils have a moderately deep root zone and moderate available water capacity. This series is often characterized by a seasonally high or perched water table from October to June. These soils are slow to dry out in spring unless they have been artificially drained.

A large portion of Mahoning soils are used to cultivate corn soybeans, oats, and wheat. Some areas are used as pasture, and others are wooded. Cultivated crops include grass-legume meadow, wheat, and corn. Most areas of Mahoning solids are not adequately drained for intensive crop production although this should not impact development within the Village.

The largest portion of the Mahoning Series encompasses the Mahoning-Urban land complex. This part of the soil layout consists of 20 to 60 percent undisturbed Mahoning soils on undeveloped lots, in some parts of developed lots, and in small wooded areas; 25 to 50 percent borrow or fill areas; and 15 to 30 percent areas of buildings, driveways, and streets. It is in urban or industrial areas, and much of the natural soil has been destroyed or covered as a result of grading and digging.

In fill areas, 1 to 3 feet of fill material overlies the undisturbed Mahoning soils or inclusions of Trumbull or Remsen soils. The fill material consists of Mahoning subsoil material and, in some places, of limy glacial till. In borrow areas, subsoil and substratum material are exposed.

The surface layer in graded areas commonly has a low content of organic matter and poor tilth. It has a narrow range of moisture content suitable for tillage. The surface layer is subject to crusting after rainfall.

Seasonal wetness is a limitation, particularly if grading has resulted in depressed or bowl-shaped areas. The hazard of erosion is severe on slopes and where the soil has been left bare. Measures are needed to control gullyng and sedimentation during construction.

Sebring Series

The Sebring series consists of deep, poorly drained, nearly level soils that formed in in silty sediments. These soils are on stream terraces throughout the country. Sebring soils have a deep root zone in summer when then water table is low and in drained areas. The available water capacity is high, and permeability is moderately slow. These soils are soft and compressible if saturated.

Mitiwanga Series

The Mitiwanga series consists of moderately deep, somewhat poorly drained, nearly level to gently sloping soils that formed in glacial till 20 to 40 inches thick overlying sandstone bedrock. These soils are on undulation uplands.

In a representative profile, the surface layer is dark grayish brown silt loam 6 inches thick. The subsoil is yellowish brown, brown and dark yellowish brown silty clay loam that has gray mottles and coating. It extends to a depth of 31 inches. Sandstone bedrock is at a depth of 31 inches.

Mitiwanga soils have a moderately deep root zone and a moderate available water capacity. Permeability is moderate. These soils have a water table near the surface late in winter and in spring.

Most areas of Mitiwanga soils are not cultivated. Cultivated areas are used mostly for grass-legume meadow, wheat, or corn. Most areas of Mitiwanga soils are not adequately drained for intensive crop production.

Ur—Urban Land. Urban land consists of areas 10 acres or more in size that are covered by buildings, pavement, or other manmade surfaces. It includes commercial and industrial areas, large factories, shopping centers, warehouses, and railroad yards. Slopes range from 0-25 percent. Most areas have a low infiltration rate and very rapid runoff. These areas significantly increase the volume of water flowing into nearby streams immediately after periods of rainfall. Urban areas can cause siltation of nearby streams unless there is careful management during construction and land reshaping. Not assigned to a capability unit; not assigned to a woodland suitability group.

Oil and Gas Wells

Map 8 shows the location of oil and gas wells in Windham Village. The only oil and gas well located within Village limits is in the southern portion of the Village along the Camp Garfield JMTC border. Although there is not a concentration of oil and gas wells in the Village, they are found throughout Portage County. It is unlikely that oil and gas wells will expand directly within the Village but they could expand within the county in close proximity to the Village.

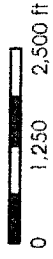
State law prevents Township jurisdiction from prohibiting the use of land for oil and gas drilling, although the Townships may regulate various aspects related to the health and safety. Oil and gas wells may impact surrounding homes and businesses, as well as roads due to truck travel.

Sand and Gravel Deposits

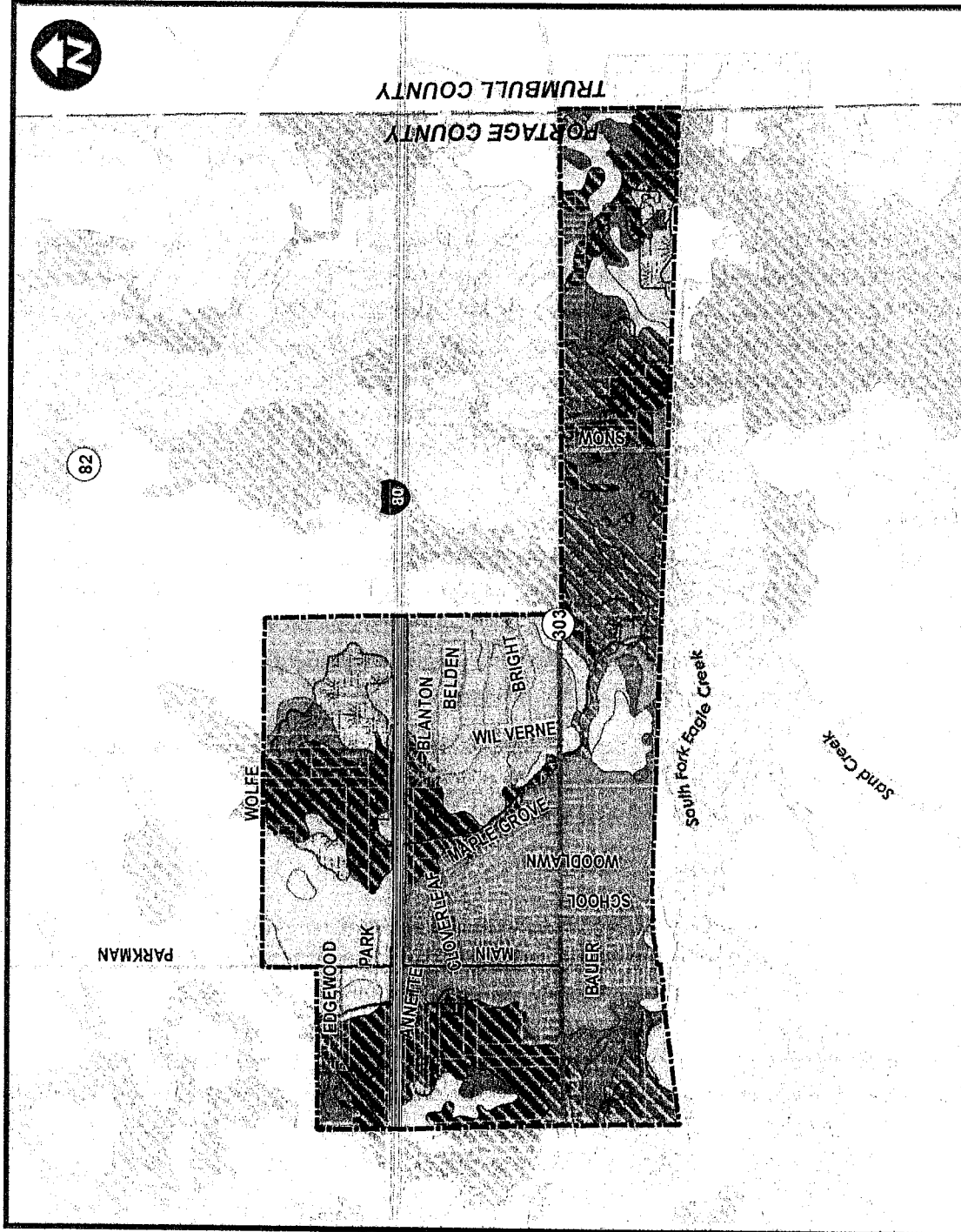
Sand and gravel extraction provides a source of revenue and economic benefit to communities. Local sand and gravel extraction may also provide economical construction materials to nearby communities; however, drawbacks include increased truck traffic, noise, disruption of scenic rural views, safety concerns, and potential pollution. Typically, surface mines do not create a great deal of groundwater pollution if carefully managed. Other safety issues include slope stability and soil loss, which can be alleviated through the maintenance of a proper slope ratio and the planting of vegetation to hold soil. There are currently no Sand or Gravel Mines located within the Village but there are numerous sand and gravel extraction locations throughout the county. The closest sand and gravel mine is located northeast of the Village on Route 82.

Map 7 Soil Associations

- Streams and Rivers
- Lakes and Ponds
- Parcels
- Wetlands
- Hydric soils
- Other Soils
- Pits and Quarries
- Other Urban
- Mahoning
- Mahoning - Urban
- Mitiwanga
- Sebring
- Water



Map created
July 2018



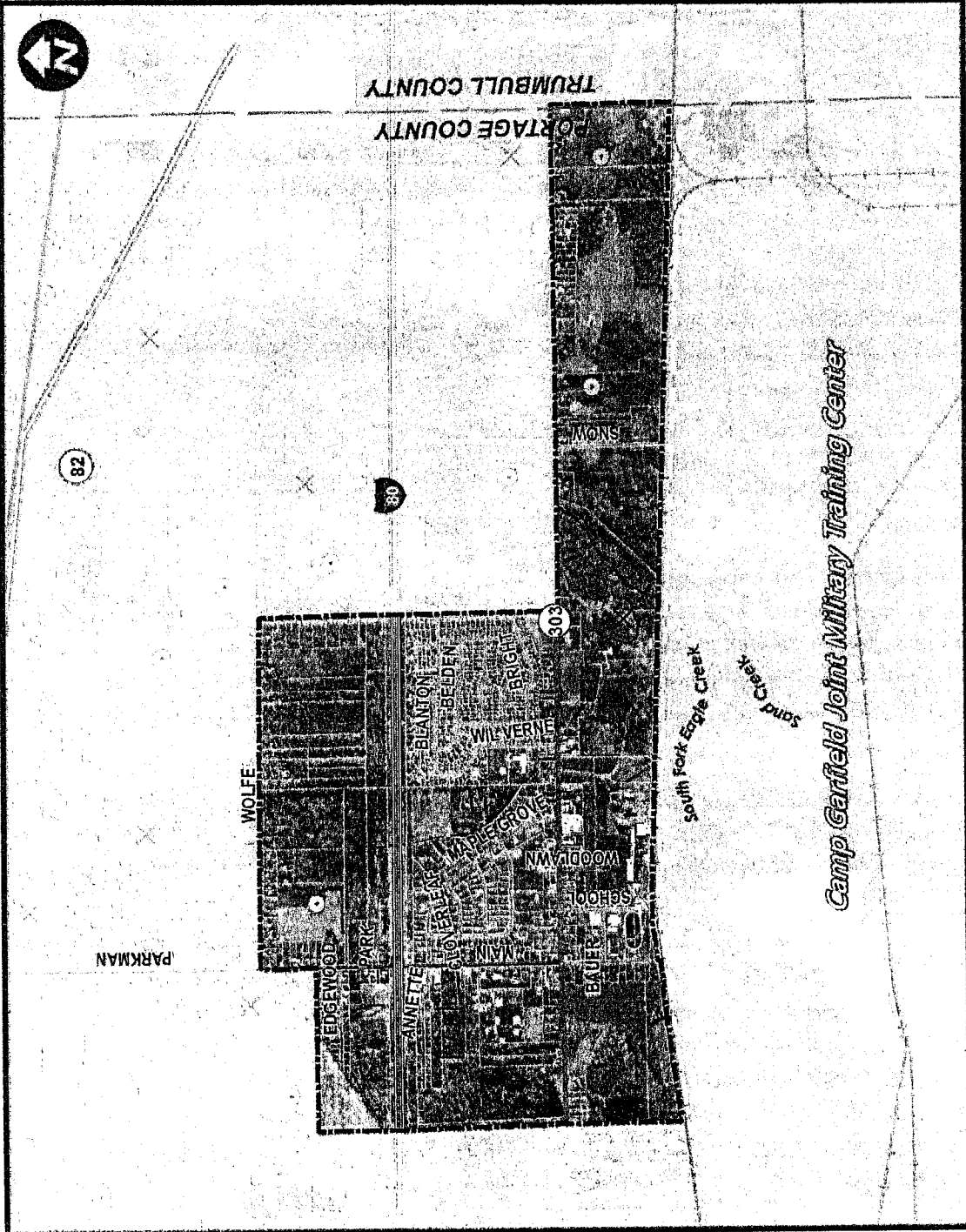
Sources: Parcels, roads, Portage County GIS, 2017; Soils, NRCS SSURGO digital soils data, 2006; Soil descriptions from the Portage County Soil Survey, 1978; Counties, ODOT, 2015; Wetlands, Portage County Wetland Inventory, Davey Resource Group 2004, based on data from 2000; ESRI basemap data, 2010; USDA/NRCS, 2011

Map 8 Industrial Operations

- Transmission Lines
- Camp Garfield JMTc
- Streams and rivers
- Lakes and Ponds
- Oil & Gas Wells by status**
 - X Expired permit
 - Injection
 - ⊛ Oil and gas
 - ⊙ Plugged
- Industrial Mineral Mines**
- Sand & Gravel
- Pipelines**
 - Oil, other



Map created
October 2015



Sources: Roads, Water, Portage County GIS, 2017; Industrial Mines, ODNR Mineral Resources Management, 2018; Oil & Gas Wells, ODNR Division of Oil & Gas Resource Management, 2018; Pipelines, Akron Metropolitan Area Transportation Agency, updated by Portage County Regional Planning, 2015; ESRI basemap data, 2010; USDA/NRCS, 2011; Counties, ODOT 2015; Orthophoto, ODCI, 2011

Chapter 5 Population and Economic Characteristics

A clear understanding of the present characteristics of Windham Village establishes a basic framework for considering its future. Recent trends in population and housing growth can be analyzed through a review of census statistics, building permit data, real estate sales data and lot creation records. Reliable demographic information is very useful in identifying trends and determining the community's future growth requirements.

Historic Population Growth

The most recent census data from 2010 indicates Windham Village's population was 2,209 (Table 1). This was 597 people less than the 2000 census which indicates the population was 2,806, or a 2.38% decrease. Windham is best known as the site of Camp Garfield JMTC which established in 1940 at the onset of WWII and covers 21,427 acres of Portage County, including 5,700 acres of Windham Township. Camp Garfield JMTC was one of sixty plants nationwide that manufactured a variety of ammunition for the war effort. Nothing has impacted population growth in Windham Village more than Camp Garfield JMTC. Windham Village had the greatest growth of any town in the United States between 1940 and 1950 (316 to 3,946 inhabitants).

Table 1. Historic Population Growth

Year	Population	Percent Change
1940	316	-
1950	3,946	1,148%
1960	3,777	-4.3%
1970	3,360	-11.0%
1980	3,721	10.7%
1990	2,943	-20.9%
2000	2,806	-4.7%
2010	2,209	-21.3%

Source: U.S. Census

Much of Camp Garfield is now occupied by the Ohio Army National Guard. Large sections of have been investigated for contamination and are in various stages of clean-up under the Department of Defense's Environmental Restoration Program. As remediation treatments are completed, the land is turned over to the Ohio Army National Guard for training uses.

Windham's population will likely continue to reflect development at the camp. The U.S. Missile Defense Agency is considering three siting options for a new missile interceptor base including Camp Garfield JMTC. No final decision has been made, but the village population may increase should any new development occur.

Population Growth and Projections

Windham Village experienced the highest growth of any village in the United States between 1940 and 1950 due to WWII arms manufacturing at the army ammunition plant. Since then, the Village has seen a decline in population each decennial census outside of the 1980 census. In 2016, the estimated population was 2,202. In 2015 the estimated population was 2,211. The population estimates are based off of the 2010 census with a -0.2% average annual rate of change. The Akron Metropolitan Area Transportation Study (AMATS) creates population projections every 5 years. The most recent projections

were completed in 2017 using the ACS 2012-2016 estimates and show continued population decline in Windham Village through 2045 (Table 2). This trend will likely continue unless the missile defense base is established and the northern gate reopened. Developing a direct connection to the Ohio Turnpike may also create an influx of businesses and residents

Table 2. Projected Population Growth

Year	Population	Percent Change
2010 (actual)	2,209	
2020	1,853	-16.1%
2025	1,790	-3.4%
2030	1,745	-2.5%
2035	1,710	-2.0%
2040	1,682	-1.6%
2045	1,658	-1.4%

Source: U.S. Census, 2010; AMATS population projections based on ACS data, 2017

Age Structure

The population of Windham Village is aging as seen through the median age increases during each of the last three censuses (Table 3). From 1990 to 2010 the median age increased 6.2 years. According to the 2010 census, 20% of the population was 55 or older which is an increase from 14% of the population during both the 1990 and 2000 censuses. Between 1990 and 2010 age groups younger than 39 have decreased while age groups 55 and older have increased. This indicates that there may be an increased demand for services and alternative housing utilized by older persons in the future.

In 1990 the largest age group consisted of people under the age of 5. By 2000 the largest age group was aged between 10 and 14 and by 2010 the largest age group was between the ages 15-19 and 20-24. This indicates that people are born in the village, spend their childhood there, and then leave once they become working age. Over this time period, fewer, and fewer people are choosing to raise their children in the Village.

Table 3. Age Structure

Age Group	1990	2000	2010
Under 5 years	342	273	211
5 to 9 years	307	276	177
10 to 14 years	281	312	176
15 to 19 years	282	232	185
20 to 24 years	234	200	185
25 to 29 years	265	191	130
30 to 34 years	225	200	125
35 to 39 years	213	213	146
40 to 44 years	161	215	146
45 to 49 years	129	180	149
50 to 54 years	103	114	140
55 to 59 years	97	95	134
60 to 64 years	107	88	94
65 to 69 years	87	64	75
70 to 74 years	54	68	59
75 to 79 years	27	51	29
80 to 84 years	21	23	30
85 years and over	8	11	18

Source: 2011-2015 American Community Survey 5-year estimates

Education Levels

In 2015, there were approximately 1,111 Windham Village residents age 25 or older. Of these, 82.1% of residents had attained at least a high school diploma (Table 4). Approximately 16.1% attended some college or were currently attending, and 11.5% were college graduates.

Table 4. Education Level of Persons 25 years and older

Degree	2015 Population	Percent
Less than 9 th grade	42	3.8%
9 th through 12 th grade, no diploma	157	14.1%
High School Graduate	606	54.5%
Some college, no degree	179	16.1%
Associates degree	61	5.5%
Bachelor's degree	51	4.6%
Graduate or professional degree	15	1.4%

Source: 2011-2015 American Community Survey 5-year estimates

Household Income

The median household income for Windham Village was \$37,569 according to the American Community Survey. The greatest number of households fell into the \$50,000-74,999 range, followed by the \$35,000-49,999 range (Table 5). In 2015, 52% out of 679 households made at least \$35,000, while 37.7% made less than \$25,000.

Table 5. Household Income

Income	Households	Percent
Less than \$10,000	99	14.6%
\$10,000 to \$14,999	77	11.3%
\$15,000 to \$24,999	80	11.8%
\$25,000 to \$34,999	70	10.3%
\$35,000 to \$49,999	125	18.4%
\$50,000 to \$74,999	140	20.6%
\$75,000 to \$99,999	57	8.4%
\$100,000 to \$149,999	31	4.6%
\$150,000 to \$199,999	0	0.0%
\$200,000 or more	0	0.0%

Source: 2011-2015 American Community Survey 5-year estimates

Note: Income is in 2015 inflation-adjusted dollars

Labor Force Characteristics

Approximately 54.4% of persons aged 16 or older, or 742 persons, were participating in the labor force in 2015. The top three industries employing Windham Village residents were manufacturing, healthcare/social assistance services, and retail (Table 6). Manufacturing employed the most residents, at 31.8% of the labor force. Healthcare/social services employed 13.8% of the population and retail employed 11.1% of the population. According to the 2015 American Community Survey, only 2.5% of Windham Village workers aged 16 or older walked to work. Of the remaining workers, nearly 80% of people drove to work alone.

Table 6. Employment by Industry

Industry	Persons	Percent
Agriculture, forestry, fishing and hunting, and mining:	11	1.4
Agriculture, forestry, fishing and hunting	3	0.4
Mining, quarrying, and oil and gas extraction	8	1.1
Construction	35	4.7
Manufacturing	236	31.8
Wholesale trade	19	2.6
Retail trade	83	11.2
Transportation and warehousing, and utilities	13	1.8
Transportation and warehousing	13	1.8
Utilities	0	0
Information	12	1.6
Finance and insurance, and real estate and rental and leasing:	25	3.4
Finance and insurance	14	1.9
Real estate and rental and leasing	11	1.5
Professional, scientific, and management, and administrative and waste management services:	33	4.4
Professional, scientific, and technical services	15	2
Management of companies and enterprises	0	0
Administrative and support and waste management services	18	2.4
Educational services, and health care and social assistance:	166	22.4
Educational services	63	8.5
Health care and social assistance	103	13.9
Arts, entertainment, and recreation, and accommodation and food services	79	10.6
Arts, entertainment, and recreation	13	1.8
Accommodation and food services	66	8.9
Other services, except public administration	19	2.6
Public administration	11	1.5

Source: 2011-2015 American Community Survey 5-year estimates

Development Trends

Commercial

Between 1984 and 2017 approximately 303 commercial building permits were issued by the Portage County Building Department (Table 7). The number of permits issued each year increased through 2009, before dropping off from 2010 through 2017. One possible cause for the decline in commercial building permits may be the economic recession from 2007 to 2009.

Table 7. Commercial Building Permits

Year	Permits Issued
1984 – 1989	52
1990 – 1999	68
2000 – 2009	128
2010 – 2017	55

Source: Portage County Building Department

Residential

Housing Unit Trends

According to Census data, the total number of housing units has decreased 21.26 % since 2000. In the 2010 Census there were 1,045 housing units in the Village. This was down from the 1,143 housing units recorded in the 2000 census. According to the 2015 American Community Survey estimates, there are now 900 housing units in the village (Table 8).

Of the 900 total housing units, 75.4% were occupied while 24.6% were vacant. Of the 679 occupied housing units, 286 were owner-occupied and 393 or 57.9% were renter-occupied. In 2015, the majority of housing units in the village were single family homes at (Table 9). Multi-unit structures (i.e. apartments, condominiums) accounted for 39.7% of all housing structures in Windham Village.

Approximately 33% of households had 2 people and 27.5% of households had 4 or more people. The average household size was slightly higher in renter occupied units compared to owner occupied units. The average household size was 2.55 in owner occupied units and the average size was 2.83 in renter occupied units. In 2010 the median housing value of owner occupied housing units was \$94,100 and the median rent was \$709. The 2015 estimates show both of these values decreasing. The median value for owner-occupied housing units was \$82,300 and the median rent was \$666.

Construction Trends

Between 1997 and 2017 approximately 193 residential building permits were issued by the Portage County Building Department (Table 10). The number of permits issued each year increased through 2005, before dropping off from 2006 through 2017. One possible cause for the decline in residential building permits may be the economic recession from 2007 to 2009. The recession affected housing prices and construction from 2006 through 2012.

Housing costs are broken down based on the Windham School District which extends outside of the Village limits. Between 2012 and 2017, 157 houses were sold. The average price of houses sold was \$70,319.85 and the median price was \$61,787.

Table 8. Housing Unit Information

Year	Total Dwelling Units	Percent Decrease
2000	1,143	-
2010	1,045	8.57
2015	900	13.88

Source: U.S. Census; 2011-2015 American Community Survey 5-year estimates

Table 9. Housing Structures

Structure Type	Number of Units	Percent
1-unit, detached	478	53.1
1-unit, attached	32	3.6
2 units	35	3.9
3 or 4 units	76	8.4
5 to 9 units	247	27.4
10 to 19 units	0	0
20 or more units	0	0
Mobile home	32	3.6

Source: 2011-2015 American Community Survey 5-year estimates

Table 10. Rate of Housing Construction

Year	Residential Permits
1997 – 2000	86
2001 – 2005	82
2006 – 2010	12
2011 – 2015	10
2016 – 2017	3

Source: Portage County Building Department

Table 11. Windham School District Housing Average Sales Prices

	2012	2013	2014	2015	2016	2017
January	\$31,000	-	\$55,775	\$162,500	\$43,875	\$126,533
February	\$20,500	\$18,875	\$39,000	\$94,167	-	-
March	\$61,033	\$62,000	\$79,000	-	\$52,475	-
April	\$48,750	\$73,267	\$31,000	-	\$18,275	\$120,000
May	\$28,825	\$50,050	\$61,575	\$26,751	\$73,300	\$48,250
June	\$64,825	\$36,056	\$36,500	\$41,259	\$114,850	\$47,000
July	\$130,500	\$66,500	\$65,000	-	\$135,000	\$80,000
August	\$52,885	\$72,450	\$67,300	\$106,000	\$207,000	\$75,188
September	\$57,633	\$150,000	\$86,000	\$56,125	\$76,200	\$59,500
October	\$52,700	\$55,300	\$34,100	\$78,933	-	\$97,250
November	\$35,000	\$85,133	\$151,100	\$68,000	\$90,000	-
December	\$59,500	\$31,665	\$54,500	\$64,570	\$91,533	-
Average	\$53,595.92	\$63,754.18	\$63,404.17	\$77,589.44	\$90,250.80	\$81,715.13
Number of Sales	34	29	23	25	28	18

Source: Northeast Ohio Real Estate Exchange, October 2017

Chapter 6 Land Use and Infrastructure

It is important to examine existing land use patterns and environmental constraints when planning for the future. This helps to determine the best locations for growth and development. Windham's land use needs, such as residential, industrial or agricultural must be integrated with its infrastructure capacity, environmental constraints, and community desires in order to best manage future growth.

Land Use

Windham Village is the largest Village entity in Portage County. The Village's 2,209 residents span over 2.06 square miles resulting in a low-density suburban development pattern. Suburban housing patterns account for most of the village between Horn Rd. and County Highway 229 (Main Street), north of State Route 303. Commercial and community uses line Center Street (SR 303) and Main Street (Map 9). HarbisonWalker, the Village's largest company, is located on the southern border of the Village abutting the Camp Garfield JMTC.

Zoning

Zoning helps determine how land uses develop. The Zoning Map of Windham Village shows the Village is divided into 8 different zoning districts: 3 residential districts, M-Mixed Use District, C-1 Commercial District, C-2 Commercial District, I-Industrial District, and RC- Recreation (Map 10).

The R-1 residential district's purpose is to accommodate residential development at a low density in areas that do not have available centralized sewer and water facilities. Single-family and two-family dwellings are permitted in this district. Conditionally permitted uses include, schools, churches, parks, and medical institutions. The minimum lot size for a single-family home is .75 acre for a single-family dwelling and 1.5 acres for a duplex. Minimum setbacks and height restrictions are required in this district. The R-1 district takes up the entirety of Windham Village north of the Ohio Turnpike. There is also a much smaller portion of the district located in the southwest portion of the Village.

A majority of Windham Village residents live in the R-2-Residential District. The purpose of this district is to accommodate residential development at densities of two to four families per net acre in areas which are, or can be at the time of development, serviced by central water and sewer facilities, storm sewers, and paved streets with curbs and gutters. This district comprises mainly of single-family dwellings, but accessory buildings incidental to the principal use and which do not include activity conducted as business. A majority of this district is located east of Main Street, north of Center Street, and south of the Ohio Turnpike.

The R-3 Residential District purpose is to encourage apartment development at densities up to eight dwellings per net acre in support of a community core. Development consists primarily of row houses and garden apartments, and in groupings which will provide for the efficient development and utilization of community facilities such as water and sewers, and commercial services. This district encompasses a small portion of the Village along Brook CT, and the Center Street and Horn Road intersection.

The C-1 Local Commercial District was established to provide uses which principally accommodate the sale of convenience retail goods and personal services purchased frequently for daily or weekly needs. It is intended that the design of this district will encourage groupings of establishments located on a

unified site provided adequate off-street parking facilities as well as an efficient and safe method of handling vehicular and pedestrian traffic. This district is concentrated along the northside of Center Street and wraps up Maple Grove Road. There is an additional section of the district located on North Main Street abutting the Turnpike.

The C-2 General Commercial District aims to accommodate multi-purpose retail and business development free from residential and industrial activities and with regulations designed to minimize disruption to and adequate level of traffic flow along those major roads serving the permitted activities. Gasoline filling stations, drive-in eating establishments, and wholesale establishments would be appropriate in this district. This district is located along the south side of East Center Street, Center Street and Main Street intersection, and the northwestern border of the Village abutting the Ohio Turnpike.

Mixed Use District space is primarily located along Center Street but frontage also exists along Main Street. The district provides a variety of personal services, recreation, government, and community uses intended to serve the entire community and within walking distance of neighboring, established residential and commercial districts. Permitted principle uses in the district include but are not limited to; personal services, restaurants, libraries, and professional and administrative offices.

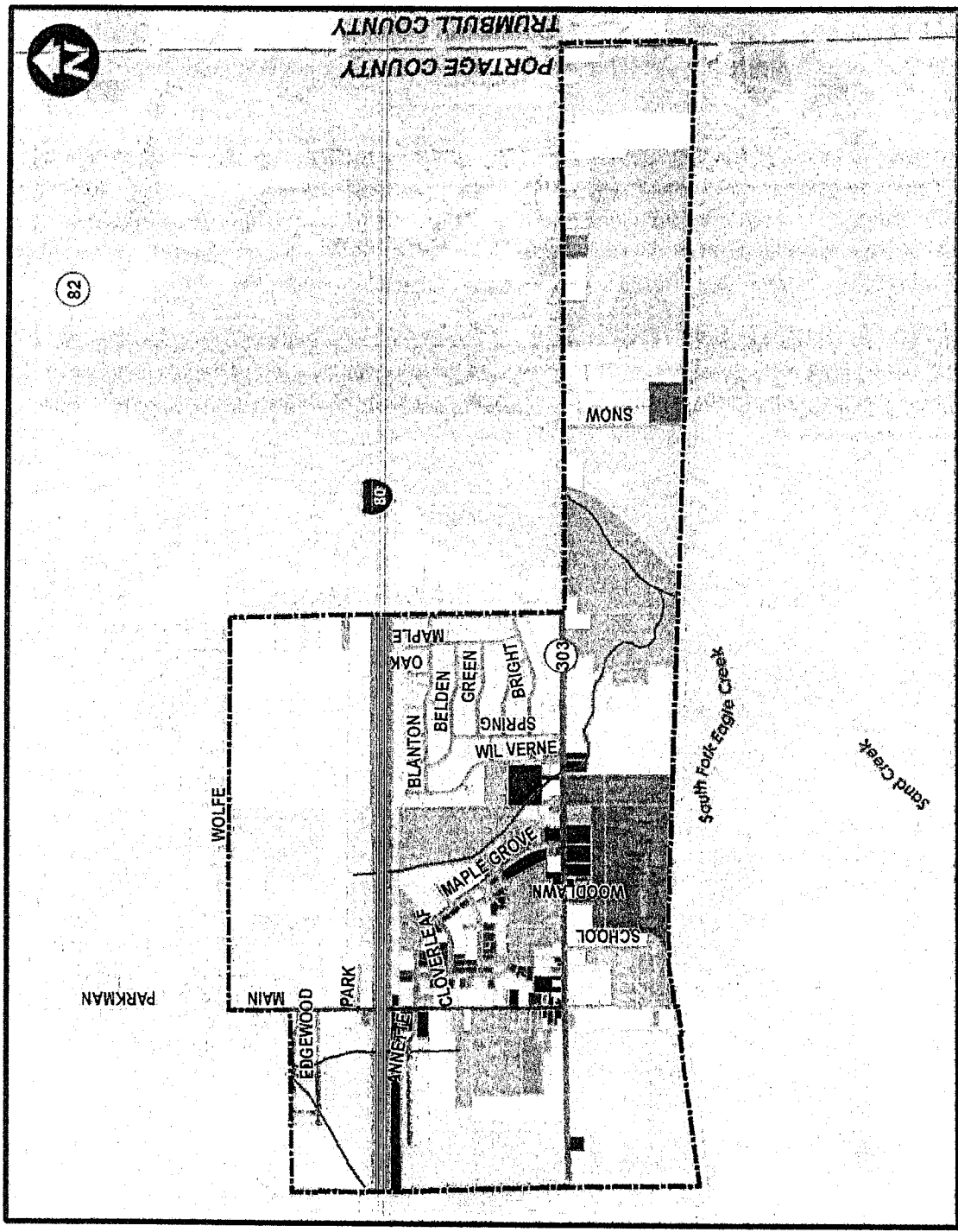
I-Industrial district is located along the southern border of the Village abutting Camp Garfield JMTC. The purpose of this district is to provide for and accommodate industrial uses in the fields of repair, storage, manufacturing, processing, wholesaling and distribution, free from the encroachment of residential, retail and institutional uses.

Map 9 Land Use

- Streams and Rivers
- Parcel
- Land Use**
- Agriculture
- Vacant
- Industrial
- Multi-Family Residential
- Commercial
- Single Family Residential
- Two Family Residential
- Public / Quasi-Public
- Housing Authority



Map created July 2018



Sources: Roads, Portage County GIS, 2017; Parcels & Land Use Classification, Portage County Auditor, 2018; Parks, compiled by Portage County Regional Planning Commission from various sources, 2016; Railroads, AMATS, 2012; Counties, ODOT, 2015; Orthophoto, ODOT, 2011; ESRI base map data, 2010

Map 10 Zoning

Streams and Rivers

Lakes and Ponds

Parcel

Zoning Code

R-1 - Residential

R-2 - Residential

R-3 - Residential

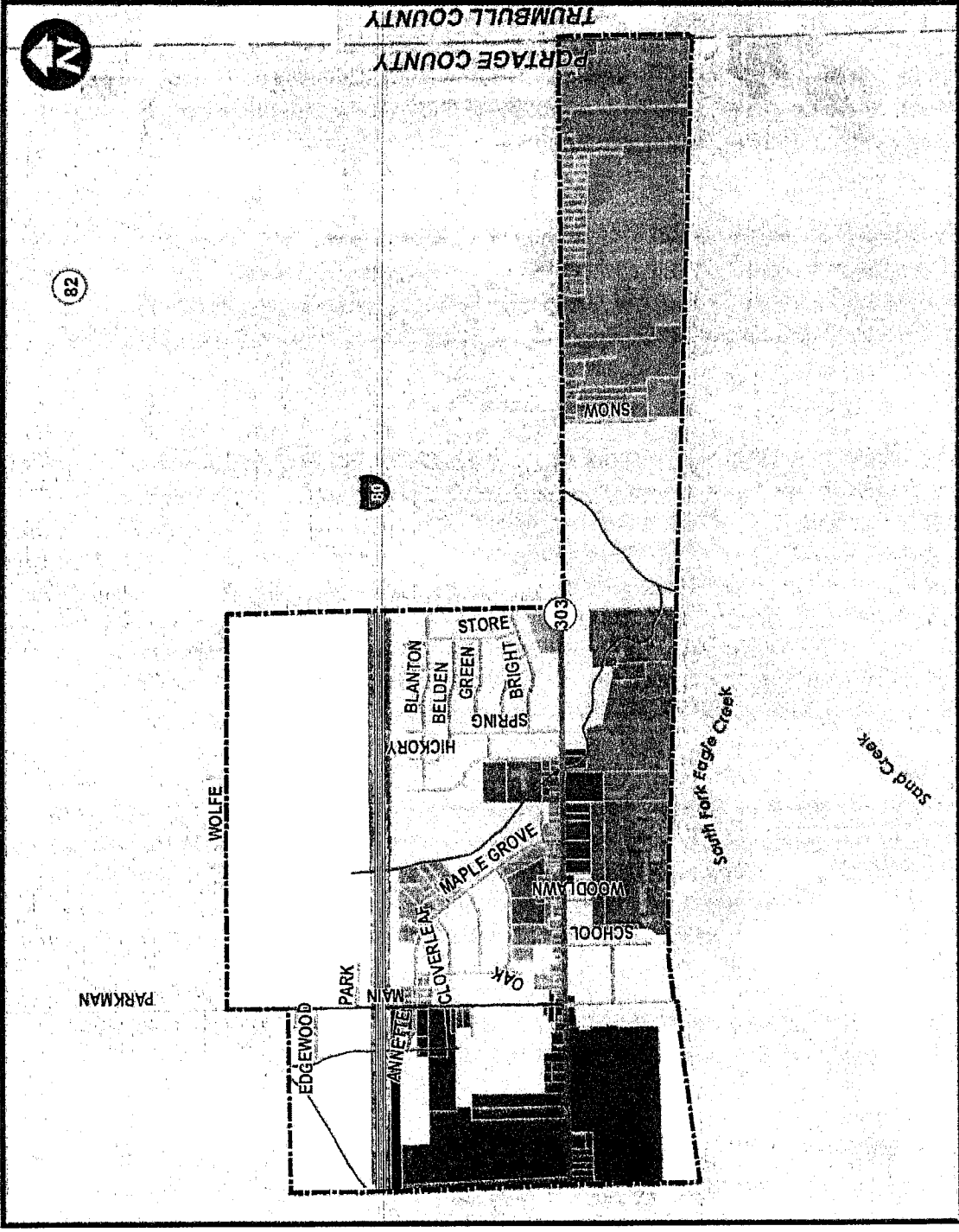
M - Mixed Use

C-1 - Commercial

C-2 - Commercial

I - Industrial

RC - Recreation



Sources: Roads: Portage County GIS, 2017; Parcels: Portage County Auditor, 2018; Zoning: Portage County Regional Planning Commission, 2020; Counties: ODOT, 2015; Orthophoto: ODOT, 2011

Community Infrastructure and Facilities

Stormwater and Sanitary Sewer

The Clean Water Act requires that all municipal, industrial, and commercial facilities discharging wastewater or stormwater directly from a point source into a water of the United States must obtain a National Pollutant Discharge Elimination System (NPDES) permit. All permits are written to ensure that receiving waters will achieve their Water Quality Standards. Windham Village is serviced by Portage County sewers through Windham generalized sewer service area. The sewer system service area encompasses the entirety of the Village and extends onto Camp Garfield JMTC. On the eastern edge of town there is a NPDES Wastewater Discharge Permit for 0.5-1 million gallons per day. The central and southern portion of the village is currently served by sanitary sewers, but the rest of the Village does not have a Wastewater Treatment Planning Prescription.

Water

Windham Village is served by central water according to the Water Resources department. This is a major advantage over private wells in a village setting. Having central water provides a constant supply of water and water pressure, provides fire protection for the community, and decreased fire insurance rates. These advantages can aid development in the Village moving forward as new businesses come to town.

Roads

The intersection of State Route (SR) 303 and County Highway (CH) 229 create the busiest intersection of Windham Village. Both roads are classified as major collectors by the Ohio Department of Transportation (see Map 11). SR 303 provides access to points east and west of the village, while CH 229 provides access to points north of the Village. CH 229 does not provide access south of the Village due to Camp Garfield JMTC. These two roads serve as the main thoroughfare to Windham Village and the nearby communities of Garrettsville, Newton Falls, and beyond. The Ohio Turnpike (I-80) borders the northern section of the Village but there is no direct access. Maple Grove Road serves as a crosstown connection allowing residents to bypass the SR 303 and CH 229 intersection. The rest of the roads are largely laid out in a suburban pattern and lined with single family homes.

Traffic Levels

The Akron Metropolitan Area Transportation Study (AMATS) collects data on average daily traffic (ADT) levels throughout Portage, Summit, and parts of Wayne Counties. The 2013 AMATS study found that SR 303 received the largest amount of vehicular traffic through Windham. Between 2,000 and 3,300 vehicles travel on SR 303 on an annual average day. No other road in the village received an average annual daily traffic near 5,000 vehicles, although CH 229 likely has the second highest average annual daily traffic count.

Interstate 80 has the highest number of daily traffic, but there is no direct access to the Village. An estimated 30,000-45,000 vehicles use the highway per day.

Recreational Facilities

Two parks are located in Windham Village. The Windham Village community park has 15.2 acres of developed land and 17.1 total acres. There are 6 baseball/softball fields, 2 tennis courts, and 2 outdoor

basketball courts. The Windham neighborhood park features 6 acres of developed land. There are 2 baseball/softball fields located at that park.

Windham Village also owns the Windham Village Community Center and Hall. The community center was built during the World War II era by the Federal Government and has a capacity of over 600. Over the years the building has fallen into disrepair and has not been utilized for several years. As the Village financial situation has improved over the years, the building has been rehabilitated and upgraded to utilize it to its full function.

In 2015 the Village completed Phase 1 of the upgrades which included rehabbing the main hall, foyer, bathroom renovations, basement and foundation repairs, minor exterior repairs and kitchen renovations. Phase 1 was completed in order to make the Hall usable. The rental rates were set low in order to promote use and now there is rarely a weekend when the building is not in use. It is currently booked several months out.

There is still a need for repairs in order to preserve the building. The following is proposed:

- Replace the existing failing asphalt roof with a new metal roof system
- Replace the gutter and downspouts
- Paint the exterior and replace the existing siding
- Add 3 new ADA compliant exterior decks for ingress and egress
- Add new security lightning

The Community Center and Hall is located at 9647 East Center Street and is in Census Tract 6006.03, Block Group 1 is considered to be 67.50% low-moderate income (LMI). The Community Center and Hall will benefit all residents in the Village which is considered to be 65% LMI.

Public Schools

Windham Village and Windham Township are served by Windham Exempted Village Schools. The district is made up of two buildings. Katherine Thomas Elementary serves grades PreK-5 and the Junior and Senior School serves grades 6-12.

The elementary school has a student population of about 230 students and has a strong partnership with Youngstown State University where a balanced literacy program and math program was created. The University provides ongoing professional development for the staff. The high school houses approximately 250 students. The Junior/Senior high offers many sports for students to participate in. Other than athletics, there are numerous other academic clubs/societies students can participate in during their middle and high school years at Windham. Band and Choir are offered for those interested in being part of the Fine and Performing Arts. National Honor Society is also available to middle and high school students who carry a 3.2 grade point average.

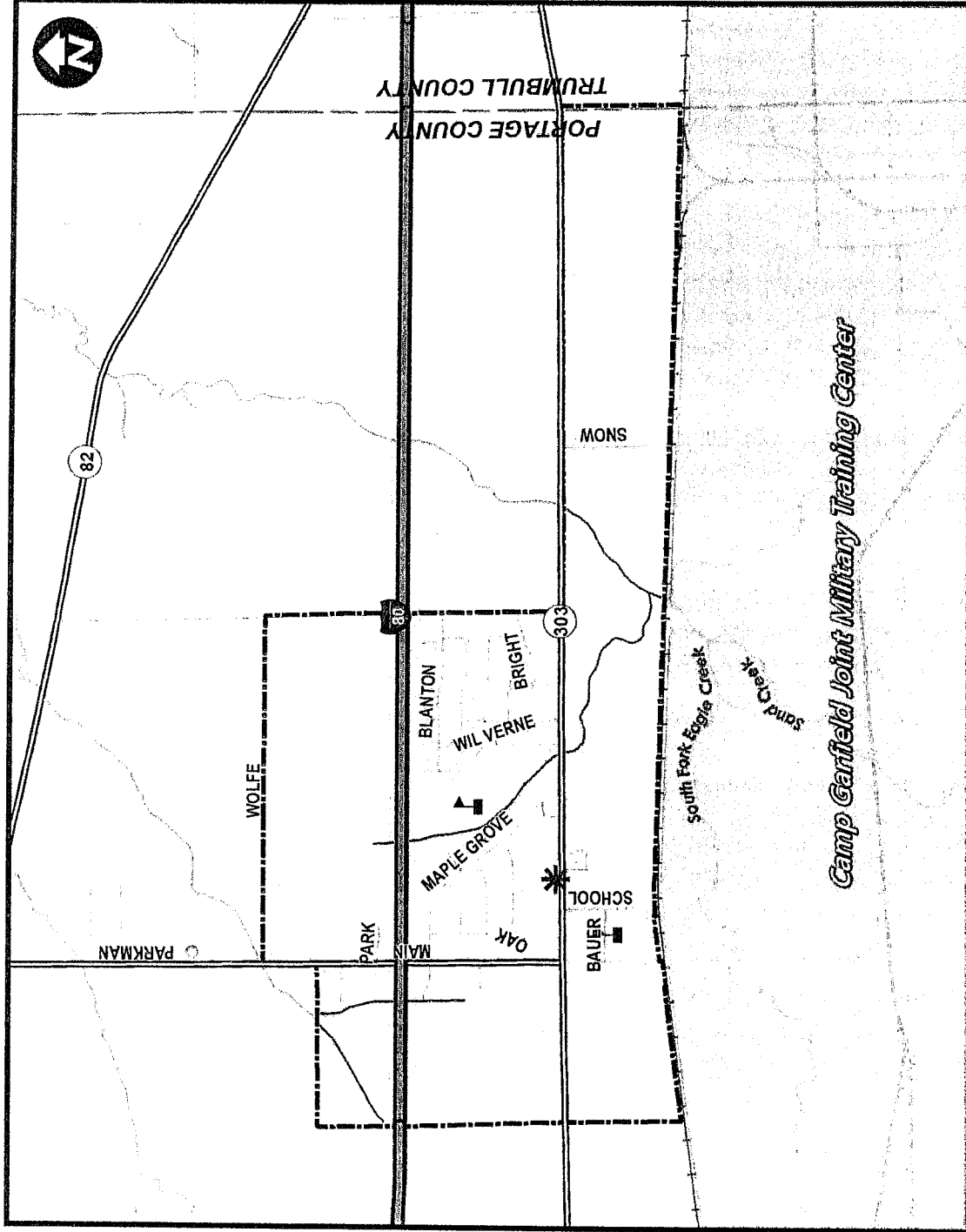
The district is focused on building the capacity for its students to be productive and successful citizens. Ohio's New Learning Standards are the foundation for teaching and curriculum as teachers prepare the students for the future. The 2017 - 2018 school district report card had an overall grade of "C" based on six components: Achievement, Progress, Gap Closing, Graduation Rate, K-3 Literacy, and Prepared for Success.

Map 11 Community Facilities

- * Fire Station
 - o Cemetery
 - ▤ Schools
 - ▤ Camp Garfield JMTC
- Functional Class**
- ▬ Interstate
 - ▬ Major Collector Road
 - ▬ Local Roads
 - ▬ Parks
 - ▬ Active Railroad
 - ▬ Streams and rivers
 - ▬ Lakes and Ponds



Map created
October 2018



Sources: Parcels, roads, Portage County GIS, January 2017; Parks, compiled by Portage County Regional Planning Commission from various sources, 2016; Institutions, Government Buildings, ESRI Base Layer Data, 2009; Road Functional Class, ODOT, 2018

Police Department

Windham Village employs their own village police department. There are 4 full time officers, 6 part time officers, and an office clerk. The department has a good relationship with surrounding community departments and provide mutual aid to each other. The Portage County Sheriff Post North is also located within the Village on Main Street, although it only functions as an office space.

Fire Protection

The Fire Department is staffed with at least 2 EMT's from 8:00 A.M. to 8 P.M. Village residents are seeing excellent responses times.

Chapter 7 Economy

Commercial businesses and industries are vital to the local economy of Windham Village as well as the surrounding townships. They provide employment opportunities to local area residents and tax revenues to maintain public services, including the Windham Exempted Village School System. In addition, a healthy local economy supports many types of businesses and provides good and services for the local residents and the other business in the community. The tax money contributed by these business helps reduce the amount of taxes paid by local residents.

The purpose of this chapter is to analyze and evaluate the commercial and industrial makeup of the Village. The findings should identify economic programs and strategies that will encourage a healthy business climate and attract new investment, make available more employment opportunities for residents and create more diversified local economy to serve the changing needs of the community.

Existing Commercial and Industrial Business

Commercial and retail businesses are primarily located along Main Street and Center Street. Harbison Walker International, the largest employer, is located on the southern portion of the Village near Camp Garfield JMTc. Each business is categorized as to whether it is engaged in manufacturing, providing a service or retail merchandise (Table 12). Additionally, a general description of the type of product or service the business provides is also listed in the table.

Table 12. Windham Village Top Employers

Business Name	Type	Number of Employees
Harbison Walker International	Manufacturing	100
Rick Kuntz Trucking Inc	Service	35
Windham Township Appliance	Service	20
Northeast Ohio Oil Field Service	Service	15
Chicago Steel & Iron	Retail	9
Circle K	Service	8
Dollar General	Retail	8
C&B Recycling	Manufacturing	7
Cortland Savings Bank	Service	7
R & R Installations	Service	6

Source: Portage Development Board, 2018

Of the businesses in Windham Village, 27 % are engaged in providing a service. Types of services provided include meal preparation, medical, financial, auto repair and construction. Of the service related businesses 17% of businesses involved food.




Retail oriented businesses comprise 18% of all Windham Village businesses. These businesses featured gasoline and convenience marts, a hardware store, and a pharmacy. There is no full-service grocery store within the Village. The closest full-service grocery is 4.5 miles away in Garrettsville.




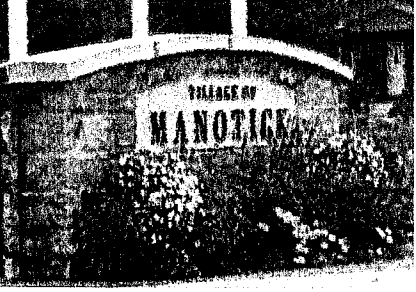

The business inventory indicated that there were two manufacturing businesses: HarbisonWalker and C & B Recycling. HarbisonWalker is the largest business employer in the community. An estimated 100 workers are employed there.


Commercial and Industrial Employment Potential

The marketplace, household incomes, employment levels, and investment opportunities are regional in nature; therefore, a healthy business economy is especially important not only for the Village, but for the surrounding communities.

There are currently over 300 vacant lots in Windham Village. Several of these lots are potential locations for commercial and industrial development (Map 12). Map 12 shows vacant and agricultural lands within the village limits along with suggested uses. Map 13 shows publicly held lands that may be used in lieu of vacant lands for the recommended use. The number associated with the recommended use correlates with the numbers in the list below. This was also presented at the community meeting.

Map Number	Potential Use	Example
1	Mixed-Use Commercial and/or Greenspace	
		
2	Mixed-Use Greenspace and/or Town Center	

Map Number	Potential Use	Example
2	Mixed-Use Greenspace and/or Town Center	
3	Senior Housing, Commercial, and/or Multi-Family	
4	Entry Feature	
4	Entry Feature	
5	Single Family	

<i>Map Number</i>	<i>Potential Use</i>	<i>Example</i>
5	Single Family	

Picture Locations & Credits: Akron, Cleveland, Chagrin Falls & Batavia Ohio; Ottawa, Ontario, Canada;

Appendix A contains a list of parcels over one acre shown in Map 12.

Map 12 Vacant Land

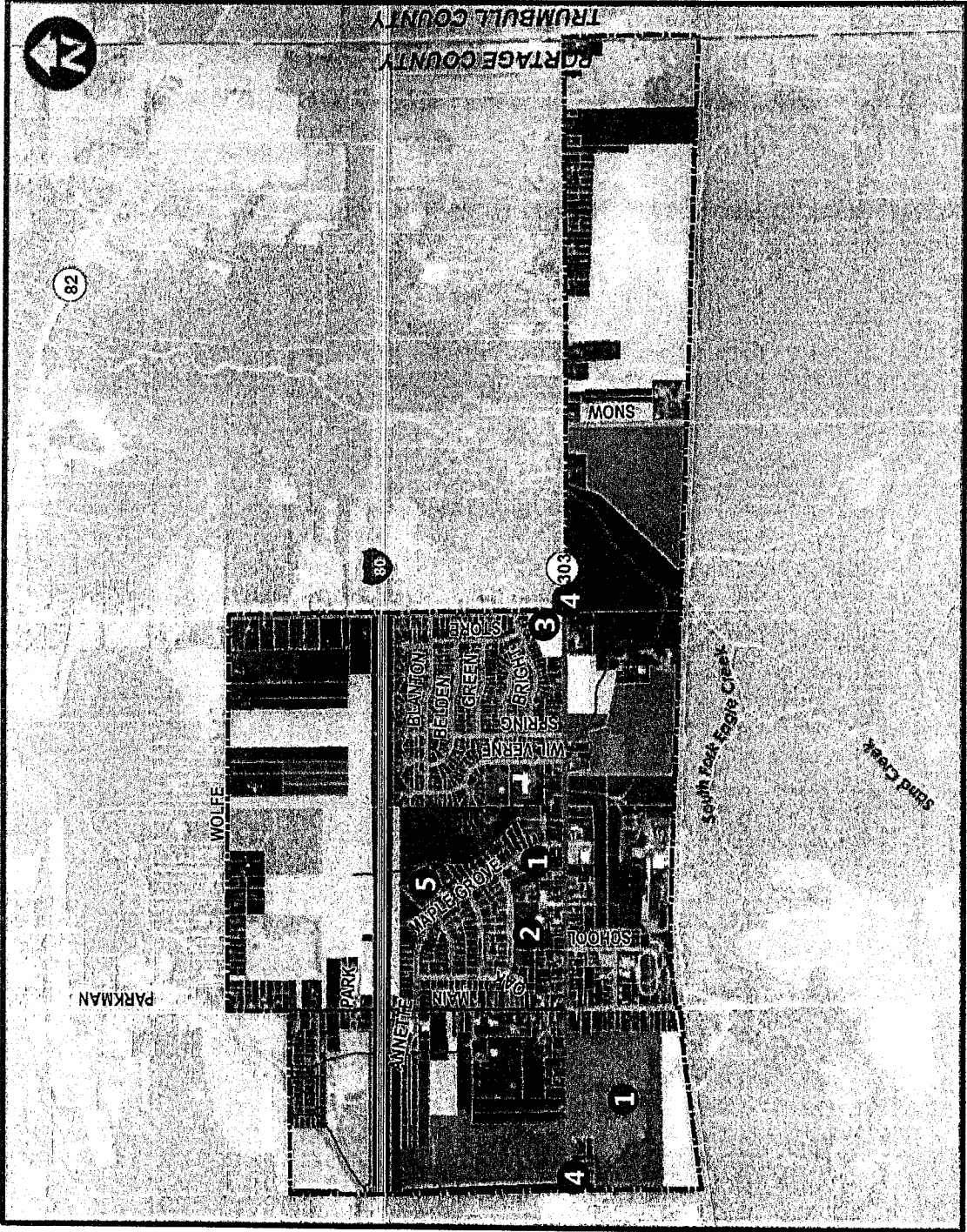
Parcel

Vacant & Agricultural Parcels by Acres

- 1.03 - 5.00
- 5.01 - 20.00
- 20.01 - 40.00
- 40.01 - 60.00
- 60.01 - 80.84

① Mixed Use Commercial / Greenspace
 ② Mixed Use Greenspace / Town Center
 ③ Senior Housing / Commercial / Multi-family
 ④ Entry Feature
 ⑤ Single Family

0 1,100 2,200 ft



Map created
October 2018

Sources: Roads, Portage County GIS, 2017; Parcels & Land Use Classification, Portage County Auditor, 2018; Counties, ODOT, 2015; Streams, USDA/NRCS 2011; updated by PCRPC 2015; ESRI base map data, 2010; Orthophoto, ESRI basemap, 2016

Five Factors Driving Economic Growth in Small Cities

1. **Development of the entrepreneurial ecosystem:** Create an environment where people want to do business, then identify and support entrepreneurs. Entrepreneurs and other local champions should find ways to prop up local innovators. Support their risk-taking. Connect them to others in the entrepreneurial ecosystem. Give these entrepreneurs every chance to succeed.
 - a. Maplewood Career Center
 - b. Fortis

Fairfield, Iowa has proven a leader in this regard. The local newspaper includes a column that features a local entrepreneur; an Entrepreneur “Hall of Fame” at the high school inspires students to pursue their own business idea; its extensive peer-to-peer mentoring program pairs successful entrepreneurs with startups to help them navigate local bureaucracy and potential landmines they might encounter in the community; and a local angle/venture capital fund helps to seed nascent businesses. Over the past 15 years, this small city has created 3,000 new jobs and personal income has tripled.

2. **Human investments driving new economic growth:** Successful communities recognize their vitality is dependent on new innovations, enhanced educational opportunities and strong human capital. These communities identify human capital assets and leverage these opportunities for long-term economic success.

In the 1980s, Dubuque, Iowa led the Midwest in unemployment. Today, Dubuque is engaging young, university talent—despite the fact that this small city is not home to any colleges or universities. University of Wisconsin has a campus about 35 miles away; another small college is 30 miles away. In conjunction with its Chamber of Commerce, the City of Dubuque established a young professionals (YP) organization at each college and university within a 60-mile radius. The YP Chapters offer an extensive internship program, and, for graduates in certain high-demand fields who relocate to Dubuque, the city created a college loan repayment program.

3. **Strong social capital:** Successful small communities have cultivated a strong social fabric with relationships that go deep and are durable over the long-term. Research finds that successful communities identify and engage residents to help craft and implement a long-term vision. But not everyone likes to go to community meetings. That’s why Marshall, Michigan created a “meeting in a box” for those who have great ideas but don’t show up to meetings. Hundreds of people in this community of just 7,000 people participated through the “meeting in a box” mechanism.

It’s equally important to extend citizen engagement to the youngest of residents—including school children and young adults. Research shows that young people who have fond memories of their hometowns are more likely to get involved and return to that town when they’re ready to settle down and raise their own families.

4. **Strong quality of place:** Successful communities create vibrant downtown environments where people want to be. This generation of talent is the first to identify more strongly with their communities with their communities and not their employers which is why placemaking has become so essential to creating hip, lively cities. Communities that embrace their assets are viewed as authentic places that tend to become regional destinations.

- 5. Dedication to Progress:** Repeatedly, the researchers found that successful thriving, and “cool” cities where proactive and determined to push their community forward, no matter how small the steps. Sometimes it starts with petunias. Simple, short-term projects can test concepts and build momentum for larger revitalization efforts.

When the only grocery store in Argonia, Kansas closed, residents banded together and committed to opening their own grocery store as a community cooperative. They knew having a grocery store was critical to keeping people in their community. But keeping people wasn’t enough; they needed to attract residents. They used the momentum from the grocery co-op and worked with local builders to create a housing development where new residents were offered homes at cost if they were willing to move to Argonia.

While many of these communities don’t regularly attract national attention, they show promise for revitalization. Even the smallest of efforts help generate support for larger scale projects that help to beautify Main Streets districts and support local businesses.

Economic Development Incentive Programs

Ohio offers two programs that are designed to enhance economic development in the community—the Ohio Enterprise Zone program and the Community Reinvestment Areas program. These programs are designed to provide a reduction in real property and personal tax as compensation for capital investment and job creation by new and expanding businesses. Several other programs enable sharing the benefits of economic development projects and central services between adjoining political units or assist with the rehabilitation of existing buildings.

Opportunity Zone Program

Census Tract 6006.03, which contains Windham Village and Township, was recommended to the US Treasury by Governor Kasich as an Opportunity Zone in March 2018 and designated by the Secretary of the US Treasury on April 9, 2018. Opportunity Zones are defined by the US Treasury as an economically distressed community where new investments, under certain conditions, may be eligible for preferential tax treatment. These zones are eligible for Qualified Opportunity Funds, which have yet to be formed by the federal government. The Qualified Opportunity Fund is meant to be an investment that is set up as either a partnership or corporation for investing in eligible property located in an Opportunity Zone and utilizes the investor’s prior investment to fund the Opportunity Fund. The funds are expected to encourage economic development by:

- Allowing investors to defer tax on prior gains until the date on which the investment is sold or exchanged or until December 31, 2026, whichever is earlier, as long as those gains are reinvested in a Qualified Opportunity Fund
- Qualifying the investor for an increase in basis equal to the fair market value of the investment on the date that investment is sold or exchanged if it has been held for at least ten years

Ohio Enterprise Zone Program

The Ohio Enterprise Zone is an economic development tool administered by municipal and county governments that provides real and personal property tax exemptions to business making investments in Ohio. Enterprise zones are designated areas of land in which business can receive tax incentives in the form of tax exemptions on eligible new investments. The Enterprise Zone Program can provide tax

Chapter 8 Implementation

The Land Use Plan is intended to serve as a guide to help direct the manner in which Windham Village will develop in the future. The previous chapters of this Plan examined the natural and man-made resources of the Village. This examination helped to identify appropriate locations for various types of land uses, as well as the areas of the Village where development should be limited based on the incompatibility of certain land uses with other land uses or the physical environment. The views and opinions of the community assisted in determining the land use policy recommendations expressed in this Plan.

Perhaps the most important piece of the land use plan is implementation. The implementation chapter details the actions which should be taken to guide village development. Without this piece, the Plan is simply a stack of paper on a shelf. Elements such as revising the zoning code to support the land use plan are imperative to the Plan's effectiveness and value. Some recommendations need to be acted on immediately while others may have to wait 5-10 years to be applied. Collaboration and communication are key to ensuring the actions taken achieve the intent of the land use plan goals and objectives.

The implementation section is divided into two sections. The first outlines a list of general policies for plan implementation. These are not related to any specific goal but guide the execution of the Plan as a whole. It details what needs to happen in order to move forward with the Plan and throughout its long-term implementation. The second section summarizes the objectives and strategies from each chapter.

General Policies for Implementation

1. Adopt the Plan as the official policy document of the Village to guide development, funding and land use decisions

Above all else, the Plan must first be adopted by the Village. Once adopted, the Plan becomes official and should be followed when making land use decisions. The Plan is the first step in creating a more legally stable and enforceable system.

2. Require compliance with the Plan in rezoning/development requests and provide written record of such discussion and agreement for each rezoning and development decision

It must be documented that decisions being made are in compliance with the recommendations in the existing land use plan. Staff reports presented to the Planning Commission and Village Council should include the planning principles or goals of the Plan and should discuss the proposal's conformity with them. Decisions must be consistent in order for the Village to avoid legal trouble; providing guidance for this is a primary purpose of the land use plan.

3. Require compliance with the Plan in rezoning/development requests and provide written record of such discussion and agreement for each rezoning and development decision

It must be documented that decisions being made are in compliance with the recommendations in the existing land use plan. Staff reports should include the planning principles or goals of the Plan and should discuss the proposal's conformity with them. Decisions must be consistent in order for the Township to avoid legal trouble; providing guidance for this is a primary purpose of the land use plan.

4. Maintain the official future land use map using parcel information obtained from the Portage County Auditor

The Future Land Use map should be prepared and maintained using Geographic Information Systems mapping data, detailed to the parcel level. As information is updated and available, the map should reflect the most current information and be revised when needed.

5. Obtain and allocate funding to achieve goals and objectives

The process of securing funding is a challenge and must be taken on by individuals who are assertive and organized. These individuals must determine who the key players are regarding funding of priorities, grants available, innovative programs, government assistance and those who may be willing to donate money or land to achieve the goals in the land use plan.

6. Monitor the progress of the plan.

To ensure that the Plan does not end up on a shelf, track initiatives that have begun, goals that have been achieved, land that has been set aside, etc.

7. Involve stakeholders and community members in the Plan implementation

In order to maintain community trust and make the land use plan a true reflection of the community's best interests, the public must be involved in implementation. This can be accomplished through volunteers promoting the Plan, residents starting block watches and local events, or business leaders introducing sustainable initiatives into their practices.

8. Coordinate and communicate with surrounding jurisdictions and the PCRPC

Many of the recommendations in the Plan depend on partnerships and collaboration with surrounding areas or organizations. A regional perspective on growth and assistance will help Windham Village move forward in the future. In addition, the Portage County Regional Planning Commission can assist in grant and funding information, zoning amendment reviews, zoning technique recommendations, and mapping.

9. Amend the Plan when circumstances are sufficient to warrant a change in the agreed-upon policy in order to support a proposal that deviates from the goals and objectives of the Plan

There should be very few instances that the Plan will need to be amended in the next five years; however, if circumstances do arise that require policies to change in order to accommodate a proposal that is in the best interest of the community, the amendment will need to be reviewed and adopted by the Planning Commission and Village Council.

10. Be proactive vs. reactive

The Village should take an aggressive stance on preferred development, property acquisition for preservation areas, and funding opportunities.

Goals and Objectives

The following are the recommended objectives and strategies that will be the guide for all future land use, development, and capital improvement decisions of Windham Village.

1. Intergovernmental Cooperation—Windham Village will maintain good relationships with government units in and around the region.

- a. Participate in regional planning efforts and coordinate all planning activities with neighboring communities, Portage County, and relevant agencies.
- b. Cooperate with surrounding communities to establish programs that preserve and protect agriculture.

- c. Help preserve large blocks of farmland in the surrounding communities from non-agricultural developments by restricting the extension of infrastructure improvements into the rural landscape and by providing areas to develop and redevelop within the Village.
2. **Create an identity for Windham Village through a viable and visible town center.**
 - a. Development should be integrated and compatible with surrounding buildings.
 - b. Preserve the close-knit pattern of smaller lot sizes and the mix of residential, retail, office and community uses.
 - c. Build upon community assets: Windham Community Center, Windham Community Park, and Windham High School.
 - d. Establish a Brand for the village.
 - e. Consider creating an entry way feature or developing a town center identity.
 3. **Consider historic preservation of long term established areas.**
 - a. Develop a town center master plan.
 - b. Identify older structures which may have historic value.
 - c. Identify and address any limitations to downtown development.
 - d. Communicate an overall sense of place by including prominent gateway entrances, gathering places, and connections to surrounding neighborhoods.
 - e. Promote downtown pride by utilizing pedestrian friendly streetscapes and landscapes.
 4. **Advocate for direct access to Camp Garfield JMTC**
 - a. Advocate for direct access to Camp Garfield via Main Street.
 - b. Establish and maintain good working relationships with Camp Garfield leaders.
 - c. Identify positive results that would come to fruition from direct access.
 5. **Advocate for Turnpike access once direct access is established to Camp Garfield JMTC.**
 - a. Once direct access to Camp Garfield is established via Main Street a Turnpike access would be feasible and aid Windham Village Development.
 6. **Develop areas that are favorable in attracting residents and businesses.**
 - a. Establish a comprehensive marketing campaign for the Village of Windham.
 - b. Promote Windham Village as a beneficial place to live and conduct business.
 - c. Continue to develop historic town center.
 7. **Plan for orderly and efficient land use.**
 - a. Maintain a balance of integrated land uses.
 - b. Identify sites for development, particularly brownfield sites with existing utilities/infrastructure.
 8. **Support local business through concentrated commercial development**

Creating concentrated commercial and business development provides an environment that encourages innovation and entrepreneurship. Each build on local strengths for business success and growth, while offering business a functional and attractive place to locate. Concentrated commercial development provides convenient access to an array of amenities and fosters an environment of economic competitiveness for new and existing business ventures.

 - a. Maintain infrastructure inventory and identify infrastructure needs.
 - b. Develop a list of current businesses and potential expansion sites to identify infrastructure needs.
 9. **Consider mixed-use development primarily residential and commercial.**
 - a. Work with land owners

- b. Encourage public partnerships

10. Provide sufficient opportunities for industrial development within the community.

- a. Market and promote industrial areas as appropriate.
- b. Promote development and redevelopment that maximizes existing infrastructure.
- c. Promote industrial development, where appropriate to encourage compatibility with residential and commercial uses.

11. Consider areas for urban redevelopment and renewal pursuant to Ohio Revised Code 721.

- a. Work with property owners
- b. Identify areas for redevelopment
- c. Strive to find and attract businesses that would enhance the village
- d. Promote existing infrastructure

12. Increase homeownership opportunities.

Homeownership has consistently shown tangible financial and social benefits. Homeowners are more likely to be involved in community civic engagement, local elections, and volunteer work compared to renters. Research has also found that other things being equal, children of homeowners do better in school. Lower crime and lower drug usage were also among the findings for children of homeowners as well as better health outcomes.

- a. Provide potential homebuyers information about the fiscal responsibilities of buying a home by providing budget and credit counseling and seminars on the home buying process.
- b. Educate the community on benefits of homeownership compared to renting.
- c. Inform residents of the Homestead Tax reduction program.
- d. Educate Residents about Habitat for Humanity opportunities for home ownerships.

13. Implement via outside funding sources.

- a. Grants
- b. Public private partnership
- c. Investment via opportunity zone designation

Exhibit B

To be inserted in the Windham Land Use Plan as Paragraph 14. Under Implementation, Goals and Objectives.

14. To establish an Urban Redevelopment and/or Urban Renewal Area. The activity in the Area shall use the whole of the Windham Land Use Plan as the aspirational goals and criteria as the redevelopment plan to authorize the transfer of real estate pursuant to Ohio Revised Code 721.28, without competitive bidding which would otherwise be required under Ohio Revised Code 721.03. The area established as the Urban Redevelopment and/or Urban Renewal Area is designated as all real estate located in, or contingent to, an area enclosed by Maple Grove Road, East Center Street and North Main Street, and all real estate fronting on East Center Street from Maple Grove Road to Wil Verne Drive.