

Comprehensive Plan



Jackson Township, Stark County, Ohio

JACKSON TOWNSHIP BOARD OF TRUSTEES, STARK COUNTY, OHIO

RESOLUTION

RESOLUTION NO. 06-031

ADOPTED: 5-8-2006

SUBJECT: Jackson Township Comprehensive Plan

The Board of Trustees of Jackson Township, Stark County, Ohio, met in regular session on the 8th day of May, 2006 with the following members present:

John E. Pizzino
Steven M. Meeks
William M. Burger

Trustee MEEKS moved for the adoption of the following resolution:

WHEREAS, the current Comprehensive Plan for Jackson Township (the "Township"), dated January 25, 1983 no longer reflects current community conditions, trends or needs.

WHEREAS, the Jackson Township Comprehensive Plan Steering Committee (the "Steering Committee") has prepared a new plan, including maps, tables, and descriptive matter, entitled the Jackson Township Comprehensive Plan (the "Plan").

WHEREAS, in preparing the Plan, the Steering Committee made careful, comprehensive surveys and studies of the present conditions and future needs of the Township.

WHEREAS, on May 19, 2004 the Steering Committee hosted a Visioning Workshop at Stark State College of Technology and on August 18, 2004 hosted a Walkaround Workshop at Jackson High School, both events attended by Township residents and other interested persons.

WHEREAS, from March 2004 through June 2005, the Steering Committee discussed Plan issues, content, and recommendations at open meetings held at Township Administrative Offices and the Township Safety Center.

WHEREAS, on June 14, 2005 the Steering Committee voted unanimously to adopt the plan, subject to the approved revisions, and forwarded the Plan to the Board of Trustees of Jackson Township (the "Trustees").

WHEREAS, on July 25, 2005 the Trustees held a Public Hearing upon the Draft Plan dated June 27, 2005, at the Township Hall.

WHEREAS, the Board of Trustees held another Public Hearing on April 10, 2006, and approved the June 27, 2005 Draft Comprehensive Plan in its entirety.

BE IT RESOLVED by the Board of Trustees of Jackson Township, Stark County, Ohio, that we hereby adopt the attached Draft Jackson Township Comprehensive Plan

dated June 27, 2005 which replaces the Township's prior Comprehensive Plan dated January 25, 1983.

Trustee BURGER seconded the motion and upon roll call the vote resulted as follows:

Mr. Pizzino	<u>YES</u>
Mr. Meeks	<u>YES</u>
Mr. Burger	<u>YES</u>

The foregoing is a true and correct counterpart of Resolution Number 06- 031, duly adopted on May 8, 2006 and filed with me as the Township Fiscal Officer on May 9, 2006.



Randy Gonzalez, Fiscal Officer

The foregoing resolution is approved as to form:



Neal Fitzgerald, Law Director

COMPREHENSIVE PLAN

JACKSON TOWNSHIP STARK COUNTY, OHIO

FINAL

*The Jackson Township Comprehensive Plan Steering Committee
recommended approval on June 16, 2005.*

The Jackson Township Board of Trustees adopted on May 8, 2006

Prepared with assistance from



May 8, 2006

10 West Streetsboro Street, Suite 204
Hudson, OH 44236
Telephone: (330) 528-3342 (Cleveland)
Telephone: (330) 342-4620 (Akron)
Facsimile: (330) 342-5699

30 East Mulberry Street, Suite 3A
Lebanon, OH 45036
Telephone: (513) 934-2345
Facsimile: (513) 934-2809

ACKNOWLEDGEMENTS

JACKSON TOWNSHIP COMPREHENSIVE PLAN STEERING COMMITTEE

Voting Members

Ed McDonnell, Jackson Township Board of Zoning Appeals, *Committee
Chairman*
Para Jones, Stark State College of Technology, *Committee Vice-Chairman*
James Bauder, Jackson Twp. Resident-at-Large
James Bennett, Jackson Twp. Resident-at-Large
Clark Richards, Jackson Twp. Resident-at-Large
Stephanie Scourfield, Jackson Twp. Resident-at-Large
Michael Thompson, Jackson Township Community Improvement Corporation
Fred Tobin, Stark County Building Industry Association
Steve Smith, Jackson Township Community Improvement Corporation,
Alternate; Stark County Building Industry Association, Alternate
Ruthanne Wilkof, Jackson-Belden Chamber of Commerce
Jim Camp, Realtor, Cutler/GMAC Real Estate
Bob Glassburn, Jackson Local Schools Administration
Tom Winkhart, Jackson Local Board of Education
Matthew Frericks, Kent State University-Stark Campus
John Juergensen, Jackson Township Board of Zoning Appeals, Alternate
David Benner, Jackson Township Zoning Commission
Steve Bergman, Jackson Township Zoning Commission, Alternate

Ex-Officio (Non-Voting) Members

Jackson Township Trustees
Marilyn Lyon, Township Administrator
John Phillippi, Jackson Township Planning & Development Director
Brenda Sarsany, Stark County Regional Planning Commission
Gary Connor, Stark County Engineer's Office,
Alternate
Mike Rehfus, Stark County Engineer
Steve Paquette, Stark Development Board
Dan Talarcek, Stark Development Board, Alternate
Kirk Schuring, State Senator
Fred Krum, Director, Akron/Canton Airport

ACKNOWLEDGEMENTS

JACKSON TOWNSHIP TRUSTEES

William M. Burger, President
John E. Pizzino, Vice-President
Steven M. Meeks, Trustee

JACKSON TOWNSHIP CLERK

Randy Gonzalez

JACKSON TOWNSHIP ADMINISTRATION

Marilyn Lyon, Township Administrator
John Phillippi, AICP, Planning & Development Director
Ralph Boger, Highway Superintendent
Ted Heck, Fire Chief
Harley Neftzer, Police Chief
Neal Fitzgerald, Law Director
Jessica Carrothers, Comprehensive Plan Steering Committee Secretary

CONTRIBUTORS

Citizens of Jackson Township

CONSULTANTS

McKenna Associates, Inc.:
Robert S. Kagler, AICP, Associate AIA
Julia Musson

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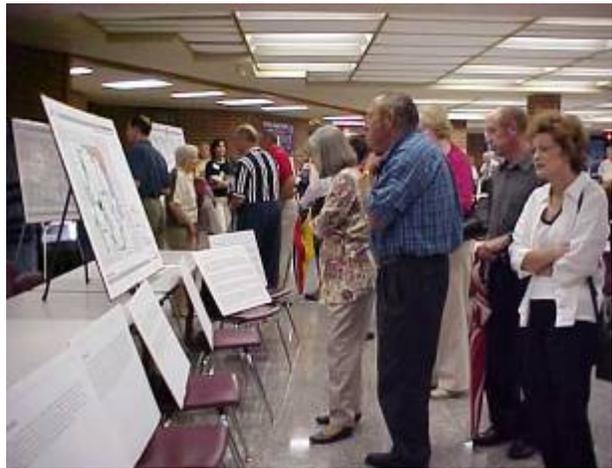
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SECTION 1: COMMUNITY VISION

THE COMPREHENSIVE PLAN – THE COMMUNITY’S VISION

INTRODUCTION

This Comprehensive Plan presents Jackson Township’s vision for the future. It serves as a policy guide for the Township, and informs the decisions of Township officials and administrators, governmental agencies, organizations, and private individuals. It is designed to provide a flexible roadmap for future development, and to ensure that new growth is consistent with the Township’s goals.

The Comprehensive Plan (the Plan) is long range in that it examines past trends and makes projections for the next 20 years. This allows the Township to plan ahead and anticipate future needs. It should be noted, however, that projections are most accurate in the short term (5 years), and that many factors that will shape the future cannot be anticipated. For this reason, the Plan is considered an evolving document that should be revisited and revised at least every five years.

One of the most important functions of the Plan is to provide a solid foundation for future land use decisions made by the Zoning Commission and Township Trustees. The recommendations presented in the text and shown graphically on *Map 11 Future Land Use* will provide a legal basis for zoning and other land use controls utilized by the Township.

REGIONAL CONTEXT

Jackson Township is located in Stark County in northeastern Ohio. It is considered part of the Canton-Massillon Metropolitan Statistical Area (MSA), which encompasses all of

Stark County and Carroll County to the southeast. MSAs include core areas with substantial population (cities), and adjacent communities that have a high degree of social and economic integration with that core. The principal cities in the MSA that includes Jackson Township are the City of Canton, located directly southeast of the Township, and the City of Massillon, which borders the Township to the southwest. The Canton-Massillon MSA is located directly south of the larger Cleveland-Akron Consolidated MSA. The City of Akron is less than 20 miles north of Jackson Township, and the City of Cleveland is located approximately 50 miles to the north. *Map 1 Regional Context* shows Jackson Township's location within the northeast Ohio region.

Interstate 77 runs through the eastern portion of Jackson Township, providing direct access to Cleveland, Akron, Canton, and the regional highway network. The Township's location between Akron and Canton, and the regional access provided by I-77, have stimulated significant residential and commercial growth in Jackson Township over the last 40 years. At the time of the U.S. Census in 2000, the population of the Township was approaching 40,000, making it the seventh most heavily populated township in the State of Ohio (out of 1,309 townships). The Township has also seen continued commercial growth over the last 40 years in the form of regional shopping centers, mainly concentrated along the I-77 corridor.

HISTORY

The earliest inhabitants of what is now Jackson Township were Paleoindians who occupied the area at the end of the Ice Age. These hunters and gatherers established an encampment at the Nobles Pond site in the center of Jackson Township approximately 11,000 years ago. This 25-acre archaeological site is one of the largest Clovis Paleoindian sites in North America.

The first American settlers came to what is now Jackson Township in 1806. At that time, the Tuscarawas River, which runs through the southwestern corner of the Township, marked the boundary between United States territory and Native American territory inhabited by the Delaware, Wyandot, Ottawa, and Chippewa tribes. Stark County was established in 1808 and organized in 1809. Jackson Township was established in 1815, and named in honor of General Andrew Jackson, who had recently claimed a victory at the Battle of New Orleans.

In 1816, the first log schoolhouse was constructed in the center of the Township. The construction of general stores, taverns, and inns soon followed in the early 1820s. In the late 1820s, the Township benefited from the construction of the Ohio & Erie Canal along the Tuscarawas River, which provided a transportation route for agricultural products, coal, and other goods. In 1996, the portion of the Ohio & Erie Canal that runs between Cleveland and Tuscarawas County was designated a National Heritage Corridor by the National Park Service. Today, the Ohio & Erie Towpath Trail follows the canal on its path through Jackson Township.

Jackson Township maintained a strong agricultural base and an active coal mining industry throughout the 1800s and early 1900s. In the 1920s, Jackson Township became a local recreation destination. In 1922 the Lake O'Springs Park was opened, and in 1924,

the Willowdale Lake summer colony was established. In the mid-1920s, the Cable Brothers developed Lake Cable, which boasted the first privately owned fish hatchery in the United States, and the first miniature golf course in Ohio. The first residential lots surrounding Lake Cable were platted and sold in 1926.

Jackson Township remained a largely rural community until the middle of the 20th Century. After World War II, suburban residential development began to occur, and in the late 1960s, Belden Village Mall was constructed along the I-77 corridor. In the years between 1960 and 1980, the population of Jackson Township exploded. It grew over 260 percent, from about 11,000 residents in 1960 to 29,000 residents in 1980. Growth remained steady throughout the 1980s and 1990s, and at the time of the 2000 U.S. Census, 37,484 people called Jackson Township home.

NEED FOR A COMPREHENSIVE PLAN

Currently, approximately 65 percent of the 35.2 square mile Township has been developed, and growth continues at a steady pace. It is expected that past growth trends will continue into the future, due in part to the construction of a new I-77 interchange planned at Shuffel Drive. For this reason, the Township has taken pro-active steps to plan where and how new development will occur. The Township has undertaken this Comprehensive Plan to ensure that future growth is balanced and in keeping with the larger goals of the community. Due to its current township form of government, Jackson Township must also deal with the threat of annexation and plan ahead to protect its tax base. With the original township boundaries still largely intact, this is an advantageous time for Jackson Township to make critical decisions regarding its future.

THE PLANNING PROCESS

The process that led to the creation of the Jackson Township Comprehensive Plan commenced in 2004 and was completed in 2005. A Steering Committee was appointed by the Township Trustees to guide the process and to direct the consultants who assisted the Township in preparing the Plan (McKenna Associates, Incorporated). The Steering Committee was composed of 15 voting members who represented a broad range of stakeholders including Township residents, economic development organizations, school representatives, builders and realtors, Zoning Commission members, and Board of Zoning Appeals members. In addition, eight non-voting ex-officio members also provided their input and expertise. These ex-officio members include elected officials, Township administrators, and representatives from the Stark County Regional Planning Commission, the Stark County Engineer's Office, the Stark Development Board, and the Akron-Canton Regional Airport. The Plan was completed in four different stages, outlined below:

1. *Existing Conditions.* The first step in the process was to collect information on existing conditions in Jackson Township and to analyze demographic, land use, and other trends.
2. *Issue Identification.* The most important and pressing issues for the Plan to address were then identified using three techniques:

- In March 2004, Steering Committee members were asked to identify the biggest opportunities and threats facing Jackson Township.
 - During the process of compiling information on existing conditions and trends, additional issues were identified.
 - Through a public Visioning Workshop held in May, 2004 and a Walkaround Workshop held in August, 2004, community members were given the opportunity to share their concerns and raise issues that they felt were important to the future of Jackson Township. Public involvement is discussed in more detail below.
3. *Goals.* Once issues were identified, general goals were drafted and reviewed by the Steering Committee in June and July of 2004. These goals were designed to address pressing issues in the Township and summarize the community's vision for the future.
4. *Implementation.* Implementation was addressed using three different approaches. First, the Steering Committee identified "opportunity areas" of the Township. These are areas with special characteristics that the community can capitalize upon. These opportunities range from conservation to redevelopment potential. Second, the Steering Committee spent a great deal of time identifying potential strategies for implementing the Comprehensive Plan's goals. Lastly, the future land use map and section of the Plan were prepared. The future land use section and map apply the agreed upon goals and strategies to specific areas of the Township.

PUBLIC INVOLVEMENT

The Township used two different strategies to gain public input and ensure that the Plan truly reflects the visions of Jackson Township community members. These two strategies, a Visioning Workshop and a Walkaround Workshop, are described below:

Visioning Workshop

Approximately 47 residents, business owners, and other interested citizens and officials, along with City Staff and professionals from McKenna Associates, Incorporated (McKA) participated in the Jackson Township Comprehensive Plan Visioning Workshop, held at Stark State College of Technology on May 19, 2004. Those attending displayed a definite enthusiasm for the Township and the planning process. This enthusiasm appears to be indicative of the pride and hope for the future that exists in the community. At the Workshop, participants were split into four small groups. McKenna professionals facilitated discussions in each of the four groups by asking three questions:

- What are you most proud of when you think of Jackson Township?
- What are you most sorry about when you think of Jackson Township?
- What is your vision for Jackson Township over the next 5, 10, or 20 years?

Each of the groups listed responses to these questions on chart paper, assisted by McKenna facilitators. Participants first identified what made them most proud of Jackson

Township. These are characteristics of the community that the Township should take steps to preserve and strengthen. The “prouds” mentioned in every group include:

- The diversity of the Township’s citizenry
- The quality of housing and neighborhoods
- The park system and recreational opportunities
- The strong school system
- Public safety
- Shopping opportunities

The most common “sorries” that came up in every group included:

- The loss of green space to urban sprawl
- The proliferation of new commercial developments while older commercial areas are under-utilized.
- Traffic congestion
- The lack of recreational activities for youth
- The tendency for young people to leave Jackson Township
- The lack of sidewalks and bike paths
- Adult establishments locating in inappropriate areas

The members of the small groups were then asked to share their visions for the Township. After the small group discussions, each of the four groups selected a spokesperson to present their vision concepts when everyone reconvened at the end of the workshop. Upon reconvening the large group and hearing small group vision presentations, each person was allotted three colored dots to cast “votes” which could be put toward one or more of the presented visions. Each person was encouraged to “vote” before leaving the Workshop.

When the large group reconvened and participants were asked to vote for the visions they would most like to see become reality, 22 of the 41 visions identified by small groups received votes. The following table lists the visions in rank order starting with the top vote getters.

Table 1: Top Visions from the Visioning Workshop

Rank	Vision	Votes
1	Establish a program to purchase existing land to preserve open space	12
2	Prevent commercial encroachment beyond Frank Ave.	10
3	Use smart growth to preserve open space, expand park facilities, and respect existing neighborhoods	9
4	Sidewalk system throughout community center to tie parks, schools, gov't, retail together	8
5 (tie)	Improve character- control signs, attractive lighting, landscaping, sidewalks, street trees	6
5	High-Tech corridor from CAK Airport to Colleges	6
6 (tie)	Youth activities	5
6	Cluster housing- preserve green space	5
6	Become a city- need more regulatory control, need to avoid annexation	5
7	Control development (residential & commercial) and fill vacancies first	4
8 (tie)	Jackson stays a township with expanded authority	3
8	Park system increases 3 times current level and adequate funding	3
8	Keep Tam O'Shanter a golf course	3
9 (tie)	Review of schools based on growth of Township	2
9	Cross-town paths for bikes	2
9	Deal with increased traffic from Shuffel interchange	2
9	Highway capacity to handle traffic	2
10 (tie)	The Township develops a town center with a community focal point and attractive architecture	1
10	Stormwater management	1
10	Post Office substation	1
10	Structural capacity	1
10	Lower property taxes	1

Walkaround Workshop

On August 18, 2004, the Comprehensive Plan Steering Committee hosted a two-hour Walkaround Workshop at the Jackson High School. The purpose of this workshop was to offer residents and other interested parties a chance to review the work of the Steering Committee, ask questions, offer comments and suggestions, and discuss their concerns. Large maps and posters outlining the draft goals for each section of the Plan were displayed around the High School cafeteria. A draft map of opportunity areas in the Township were presented for comment, along with the draft text for *Section 8 Opportunity Areas*.

Over 80 people signed-in at the workshop, with actual attendance estimated at approximately 150 people. Steering Committee members and McKA staff were on hand to answer questions and listen to comments. At each of the displays, comment cards

were available for people to write down their thoughts. At the end of the evening, 98 comment cards were collected. The text of the Plan and the maps were then revisited and revised to address the comments received from the community.

GOALS

The following goals were formulated by the Steering Committee to guide the direction of the Comprehensive Plan, and ultimately, the Township's future. These goals are meant to reflect the Township's values and priorities, and represent ideals for the Township to strive towards. These goals are designed to address the issues identified throughout the planning process and to reflect the "visions" that came out of the Visioning Workshop held in May. The goals have been categorized under 10 topic headings to reflect the sections of the Plan to which they most directly apply.

Demographics: To control the rate of residential growth to ensure that roads, schools, and other public services can accommodate increases in demand; to provide diverse housing options for residents of various ages and incomes; to provide opportunities to both live and work in Jackson Township; and to provide transportation and recreational opportunities for the youth of the Township.

Land Use (Residential): To minimize the loss of open space and other environmental impacts that accompany residential development; to encourage high-quality residential design and landscaping; to provide diverse housing options for residents of various ages and incomes; and to preserve the integrity of existing neighborhoods.

Land Use (Commercial): To encourage infill, redevelopment, and revitalization of existing commercial areas; to restrict adult-oriented businesses to appropriate locations; to discourage new large-scale commercial development in predominantly residential areas; and to promote high quality design and enhance the aesthetics of commercial areas.

Land Use (Industry/ Research & Development): To encourage development in the high-tech, research & development, and professional service sectors; and to provide sufficient areas to sustain existing industrial development and expand it.

Natural Resources: To maintain the integrity and water quality of streams within the Township and lower the risks associated with flooding; to manage stormwater on all development sites and decrease stormwater generation; to protect groundwater resources; to preserve wetlands, rare and endangered species habitat, and other critical environmental features; to preserve steep slopes and control erosion; and to recognize the regional impacts of decisions regarding stormwater and environmental resources, and collaborate with neighboring communities to address regional environmental issues.

Community Facilities & Services: To control the rate of residential growth to ensure that roads, schools, and other public services can accommodate increases in demand;

to reinforce the "center" of Jackson Township through facility location decisions; to provide sufficient recreational opportunities for residents of every age; to provide sufficient park facilities for the community at build-out population levels; to support the continuance of excellent local schools; and to encourage new and existing development to connect to sanitary sewers.

Economy: To utilize existing tools and develop new tools to attract businesses to the Township; to protect and enhance the Township's tax base; and to promote a balance of non-residential and residential development to maintain a healthy tax base.

Transportation: To strike a balance between private and public responsibilities for road improvements; to encourage development that is pedestrian oriented, particularly in the "center" of Jackson Township; to promote safe and efficient roadways by controlling access points on arterials and continuing safety improvements; to promote bicycle and pedestrian mobility; to reduce peak-hour traffic congestion; to ensure that impacts on environmental resources and historical structures are minimized during roadway improvements; to participate in regional efforts to develop or expand alternative modes of transportation; and to cooperate with neighboring communities to address regional transportation issues.

Community Character: To control the visual impact of signs in the Township; to preserve and increase the number of street trees in the Township; to discourage above-ground utilities; to promote landscaping on commercial development sites; to preserve scenic views; and to increase the community identity and character of the Township during roadway improvements and other construction projects, particularly at gateways.

Opportunity Areas: To permanently protect at least 10 percent of the Township as open space and/or parkland; to establish a continuous network of open spaces and parks linked by greenways; to link parks, facilities, neighborhoods, and schools through a system of multi-use trails; to make the geographic center of the Township a recognizable, symbolic center of the community; to strengthen the Township's identity; to maintain the health of regional shopping areas located in the Township; and to foster the growth of high-tech industry in Jackson Township.

PLAN ORGANIZATION

Sections 2 through 7 of the Plan provide an in depth inventory and analysis of current conditions in Jackson Township. These sections examine six key topics: demographics, existing land use, natural resources, community facilities and services, the economy, and transportation. Each section is comprised of three components:

1. *Existing Conditions:* In this component, conditions in the Township are described and mapped, trends are analyzed, and emerging issues are discussed;
2. *Public Input:* This component summarizes the feedback received at the public Visioning Workshop that relates to the topic under consideration; and

3. *Goals*: The goals that relate to the topic under consideration are presented.

Sections 8 through 10 present the Township's plan to address the issues and to realize the goals presented in Sections 2 through 7. *Section 8 Opportunity Areas* highlights certain areas of the Township with unique characteristics that present opportunities to achieve the community's goals. These opportunities should be taken into account during land use decision-making. *Section 9 Future Land Use* discusses where and how new development should occur in the Township. A major component of this section is *Map 11 Future Land Use* which shows the preferred land use for every area of the Township. Lastly, *Section 10 Implementation* restates the Township's goals, and lists specific strategies that can be used to realize these goals.



SECTION 2: DEMOGRAPHICS

DEMOGRAPHICS

In order to successfully plan for the future, it is important to analyze demographic trends and project future population growth. Projecting future growth will allow the Township to anticipate future demands for public services, infrastructure, and facilities. This section of the Plan explores past population growth in the Township, discusses demographic trends such as age and household structure, presents several population projections for the next 20 year period, and outlines many of the common characteristics of Jackson Township's residents.

I. EXISTING CONDITIONS

POPULATION GROWTH

At the time of the 2000 U.S. Census, Jackson Township had a population of 37,484 people. Based on this population, it is considered the 7th largest township in the State of Ohio (out of 1,309 townships).

Jackson Township has experienced a high rate of growth since 1960 (the earliest year for which data was available). The following table of decennial census data shows changes in population from 1960 to 2000:

Table 2: Decennial Change: 1960- 2000

Year	Jackson Township*		Stark County		State of Ohio	
	Population	% Increase	Population	% Increase	Population	% Increase
1960	10,696		340,345		9,706,397	
1970	18,506	73.0%	372,210	9.4%	10,652,017	9.7%
1980	28,720	55.2%	378,823	1.8%	10,797,630	1.4%
1990	31,774	10.6%	367,585	-3.0%	10,847,115	0.5%
2000	37,484	18.0%	378,098	2.9%	11,353,140	4.7%
1960 to 2000	+ 26,788	250.4%	+ 37,753	11.1%	+ 1,646,743	17.0%

* Excludes the Village of Hills & Dales

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, compiled by the Ohio State University Exurban Change Project, 2001

From 1960 to 2000, the Township’s population increased by 250 percent, growing from 10,696 in 1960, to 37,484 in 2000. The rapid rate of growth in the Township far exceeded the growth rate observed for Stark County and the State of Ohio over the same period.

The Township’s population has also increased in relative terms. In 1960, the Township constituted 3 percent of Stark County’s total population. By 2000, the Township had increased to 10 percent of the County’s population. Population growth in Jackson Township accounted for 71 percent of Stark County’s total population increase from 1960 to 2000.

Between 1990 and 2000, Jackson Township had the largest population increase in Stark County (5,710 people). The Township’s growth rate of 18 percent was also one of the fastest in Stark County. Table 3 compares the Township’s growth rate to that of surrounding communities in Stark County and Summit County. When compared to surrounding townships in Stark County, Jackson Township had the highest growth rate, followed closely by Lake Township (16.8%), which borders Jackson to the northeast. Jackson Township’s growth was also comparable to the City of Green which borders the Township to the north in Summit County. Green experienced a 19 percent population increase between 1990 and 2000. The data presented in Table 3 reflects a general trend in Stark County toward population growth in villages and unincorporated areas, and slow growth or population decline in older urban areas such as the City of Canton (-4%), Canton Township (-2%), and the City of Massillon (1%). The rapid growth of communities on the urban fringe, combined with population loss in older communities, produces a moderate growth rate for Stark County (2.9%), which is slightly below the state population growth rate (4.7%).

Table 3: Population Change: 1990-2000

Governmental Unit	1990	2000	# Change	% Change
<i>Jackson Township</i>	<i>31,774</i>	<i>37,484</i>	<i>5,710</i>	<i>18.0</i>
<i>Stark County</i>	<i>367,585</i>	<i>378,098</i>	<i>10,513</i>	<i>2.9</i>
Hills & Dales Village	297	260	-37	-12.5
Lake Township	20,312	23,718	3,406	16.8
Hartville Village	2,031	2,174	143	7.0
Lawrence Township	7,890	8,321	431	5.5
Canal Fulton Village	4,157	5,061	904	21.7
Perry Township	30,307	29,167	-1,140	-3.8
Massillon City	31,007	31,325	318	1.0
Plain Township	34,318	35,543	1,225	3.6
Meyers Lake Village	493	565	72	14.6
North Canton City	14,748	16,369	1,621	11.0
Canton Township	13,672	13,402	-270	-2.0
Canton City	84,161	80,806	-3,355	-4.0
Tuscarawas Township	6,251	6,093	-158	-2.5
<i>Summit County</i>	<i>514,990</i>	<i>542,899</i>	<i>27,909</i>	<i>5.4</i>
Green City*	19,179	22,817	3,638	19.0
Franklin Township**	14,910	12,339	-2,571	-17.2
New Franklin Village**	-	2,191	-	-
Clinton Village	1,175	1,337	162	13.8
<i>STATE OF OHIO</i>	<i>10,847,115</i>	<i>11,353,140</i>	<i>506,025</i>	<i>4.7</i>

* Data for Green Township and Green Village in 1990 and the City of Green in 2000

** New Franklin had not been incorporated and was part of Franklin Township in 1990.

This accounts for the large decrease in population observed in Franklin Township in 2000

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-1 100% Data)

AGE STRUCTURE

The age structure of any community can have significant implications for a variety of land use issues including housing demand, public service demands, school demand, and the need for senior housing. In order to clearly understand the impact of age structure on the community, we have divided the population into five age categories, based upon different life stages and their impact on community facilities and land use. Age structure estimates from the 2000 Census are provided for Jackson Township, Stark County, and the State of Ohio in Table 4.

Table 4: Age Group Comparisons: 2000

Stage	Age	Jackson Township		Stark County		State of Ohio	
			%		%		%
Preschool	<5	2,228	5.9	24,167	6.4	754,930	6.6
Public School	5-19	7,635	20.2	80,029	21.2	2,461,025	21.7
Family Forming	20-44	12,258	32.5	126,197	33.4	4,054,138	35.7
Mature Family	45-64	10,337	27.4	90,651	24.0	2,575,290	22.7
Retirement	65+	5,286	14.0	57,054	15.1	1,507,757	13.3
<i>Median Age:</i>		<i>40.2 (years)</i>		<i>38.2 (years)</i>		<i>36.2 (years)</i>	

* Includes the Village of Hills & Dales

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-1 100% Data)

In Jackson Township, nearly one-third of residents (32.5%), are in the family forming stage between 20 and 44 years of age. People in the mature family stage between the ages of 45 and 64 years make up the second largest group (27.4%), followed by public school aged children between the ages of 5 and 19 years (20.2%).

The comparative age structure estimates show that Jackson Township's age structure mirrors that of Stark County. When the percentage of residents in each age group is calculated for Jackson Township and the County, it reveals that Jackson Township is within one percentage point of the County for every age group except mature family. Jackson Township has a higher percentage of residents between the ages 45 and 64. The age structure of Jackson Township also follows state trends, but the State has a higher percentage of residents in the family forming stage, and a lower percentage in the mature family stage. These trends are reflected in the median age, which is slightly higher in Jackson Township (40.2 years) than it is in the County (38.2 years) or the State of Ohio (36.2 years).

To further explore these trends, the age structure of Jackson Township was reviewed over time. Table 5 presents changes in population between 1990 and 2000 using 10-year age intervals. It shows the population in each age group in 1990 and 2000, and the percent increase in the number of people in each age group over this 10-year period of time. The percent increase in each age group can be compared to the total Township growth rate (18%), to see which age groups are growing at relatively higher or lower rates than the Township as a whole. Comparing the age structure in 1990 and 2000 also allows us to determine the age of people who moved to the Township, or left the Township, during this period. The 2000 U.S. Census revealed that 42 percent of the residents of Jackson Township moved to their current home after 1995. Knowing more about the ages of people who are moving to and from the community will help Jackson Township anticipate future service needs, and address any imbalances that may exist.

Table 5: Jackson Township Age Structure Over Time: 1990-2000

Age (years)	1990 Population	2000 Population	Population Change	Percent Change
0 to 9	4,202	4,735	533	13%
10 to 19	4,366	5,128	762	17%
20 to 29	4,354	3,806	-548	-13%
30 to 39	5,456	5,068	-388	-7%
40 to 49	5,185	6,648	1,463	28%
50 to 59	3,263	5,405	2,142	66%
60 to 69	2,761	3,086	325	12%
70 to 79	1,606	2,495	889	55%
80 and above	881	1,373	492	56%
<i>Township total*</i>	<i>32,074</i>	<i>37,744</i>	<i>5,670</i>	<i>18%</i>

* Includes the Village of Hills & Dales

Source: McKenna Associates, Inc., 2004.

Data from U.S. Census Bureau (SF1 100% Data)

The age groups that experienced the greatest population change over this period were adults in their forties and fifties. While the large increase of people in their fifties appears to be due to the aging of residents who were in the 40 to 49 category in 1990, the increase of people in their forties is due largely to in-migration. At least 1,192 new residents in their forties moved to the Township during this period. The percent change in the 0 to 9 year old bracket was slightly lower than the 10 to 19 year old bracket, which was comparable to the Township's growth rate. This indicates that the majority of people who have moved to the Township in the last 10 years are families headed by adults in their forties with older children. This increase in maturing families is likely to place relatively greater pressure on junior high and high school facilities than on elementary facilities.

The number of Jackson Township residents over 60 years old made up a slightly larger proportion of the 2000 population (18.4%) than they did in 1990 (16.4%). It is interesting to note that the number of Jackson Township residents in their sixties increased over this period, because at the state level the number of people between the ages of 60 and 69 decreased by 11 percent. This trend is even more pronounced in Stark County where the number of people in their sixties decreased by 15 percent between 1990 and 2000. Although the state and county have witnessed an out-migration of people in this age group, Jackson Township has successfully retained and attracted new residents in this age group. Jackson Township also experienced large population increases in the 70 to 79 and 80+ age groups. This is due in large part to the construction of a large retirement community in 1999.

Once children raised in Jackson Township enter their twenties and the family-forming stage, many choose to leave the Township. If we follow the population aged 10 to 19 in 1990 into the 20 to 29 year old age bracket in 2000, we observe an out-migration of 560

people. The total number of people in their twenties fell by 13 percent between 1990 and 2000. The number of people between the ages of 30 and 39 fell by 7 percent. These trends reflect larger state and county trends. Between 1990 and 2000, the number of Ohio residents between the ages of 20 and 29 decreased by 12 percent, and the number of Ohioans in their thirties decreased by 6 percent. This trend was even more pronounced in Stark County, where the number of people in their twenties decreased by 15 percent, and the number of people in their 30s fell by 12 percent.

Beyond 2000, age structure will continue to be affected by broader state population and economic trends. Changes in age structure over time will also be closely related to the number and types of housing units constructed in the Township. During the 1990's, housing constructed in the Township attracted many mature families with older children. The in-migration of more mature households and older adults, the out-migration of people in their twenties and thirties, and the aging of current residents is expected to result in an increase in the median age of Jackson Township's population over time.

POPULATION PROJECTIONS

Population growth in Jackson Township will be dependent upon four sets of variables.

- *Physical Parameters:* Several physical variables will affect population growth in Jackson Township, including the amount of vacant land available for residential development, the land use restrictions placed on such land, and the type of housing that is constructed in the future.
- *Regional Growth:* Regional development patterns and the general economic health of the region will affect population growth in Jackson Township.
- *Characteristics of Existing Population:* Characteristics of the population, such as age structure and propensity to move, will affect population growth.
- *Preferences of Residents:* Existing and prospective residents' preferences in terms of a living environment will have an impact on population growth. The type and affordability of housing, characteristics of the environment, and the availability of public facilities and services affect people's desire to live in a community.

Forecasting future population is necessary for comprehensive planning purposes. The forecast of Jackson Township population is based on three projection models: the linear growth model, the building permit model, and the cohort-component model. Each projection model is described below.

Linear Growth Model

The Linear Projection Model is a standard projection methodology that is used widely in planning and other fields. The model assumes that the level of population growth observed in the past will continue into the future. Such models are most often based on the population statistics provided by the US Census Bureau in each decennial census.

This methodology uses standard statistical techniques to develop the equation for a straight line that best fits the observed population from two or more census counts. This line is then extended into the future to project the population. To project the population

for Jackson Township through 2024 (a 20-year time frame), population data for 1970 through 2000 have been used. The base data and the population projection provided by the linear growth model are presented in the following table.

Table 6: Linear Growth Projection: 2000 to 2003

Year	Population*
1970	18,506
1980	28,720
1990	31,774
2000	37,484
2010	44,118
2020	50,117
2030	56,116

* Excludes the Village of Hills & Dales

Source: McKenna Associates, Inc., 2004.

Building Permit Projection Model

The building permit model is a standard projection methodology that is used in certain planning efforts. The model assumes that the number of housing units constructed in the past, by type, will continue to be constructed in the future. By applying the average household size to the number of units projected to be constructed, the model provides a projection of population growth. The model is based on the record of building permits issued, which is readily available to the local governments who typically use these models. The model is also based on the average household size, by type of unit, as indicated in the most recent census.

The building permit model is appropriate for a variety of planning purposes. It provides a more detailed demographic projection by indicating not only total population, but also the number of households. Knowing the number of households is valuable for projecting cost and delivery requirements for many municipal services, including solid waste and emergency services. The model is also useful for projecting land demand for general planning purposes. Using this model, a community can determine how much land is needed for single-family housing, apartments, and so forth. This knowledge is also important in capacity planning for water, sewer, roads, and other infrastructure.

A shortcoming of this model is that building activity tends to vary from year to year. A large housing project in one year might result in somewhat less construction in the following year. Such a project in one year might tend to skew the model’s projections a little higher, but the following year’s lower number of building permits would bring the model back in line. To account for such year-to-year variations and to account for cyclical activity, the model relies on ten years of data. Due to varying building permit activity, the model is not intended to be used for very short term projections, such as one or two years. Over a longer term, however, the model will be more accurate. The model might under- or over-estimate the number of building permits issued in any single year, but the general level of population growth over many years will be more precise.

DEMOGRAPHICS

This building permit model methodology uses standard statistical techniques to develop the equation for a straight line that best fits the observed number of building permits issued for each type of structure. This line is then extended into the future to project the number of units, of each type, that will be constructed. To provide the population projections, the model applies the Township's average household size for each type of structure to the number of units projected to be constructed. The population projection provided by the building permit model is presented in Table 7.

**Table 7: Jackson Township Population Projections using Building Permit Model
(based on number of building permits issued and housing type)**

Number of Units in Structure (Housing Type):	1 unit in structure; detached or attached	2 to 4 units in structure	5 to 19 units in structure	20 to 49 units in structure	50 or more units in structure	Mobile home	TOTAL
Average Household Size <i>(based on 2000 Census)</i>	2.78	1.97	1.58	1.21	1.30	1.00	2.46
Number of Units Authorized by Number of Units in Structure							
Ten years ago	1994	254	63	12	0	0	329
Nine years ago	1995	223	50	0	0	0	273
Eight years ago	1996	214	53	0	10	0	277
Seven years ago	1997	214	43	0	0	0	257
Six years ago	1998	267	42	0	0	0	309
Five years ago	1999	201	36	42	0	82	361
Four years ago	2000	175	64	12	0	0	251
Three years ago	2001	185	28	0	0	0	213
Two years ago	2002	240	26	0	0	0	266
One year ago	2003	249	92	0	0	0	341
Projected Number of Housing Units and Population Increase							Total Population
2000							37,484
2004	Units:	211	50	6	0	0	40,972
	Population:	586	98	9	0	0	
2005	Units:	209	50	5	0	0	41,660
	Population:	582	98	8	0	0	
2010	Units:	201	51	4	0	0	45,039
	Population:	561	100	7	0	0	
2015	Units:	194	51	4	0	0	48,312
	Population:	539	101	6	0	0	
2020	Units:	186	52	3	0	0	51,480
	Population:	518	103	4	0	0	
2024	Units:	180	53	2	0	0	53,939
	Pop:	501	104	3	0	0	

McKenna Associates, Inc., 2004. Data from Jackson Township Zoning & Planning Department

Cohort-Component Model

The cohort-component model is a complex methodology, the use of which is often limited by its complexity and a lack of data. It is part of the methodology used by the U.S. Census Bureau to develop long-term projections for the United States.

The term “component” in the name refers to the model’s use of the three components of population change over time: births, deaths, and migration. The term “cohort” refers to the model’s use of age cohorts, in which the population is broken down into age groups, in five-year increments, and by gender.

The model projects the impacts of births, deaths, and migrations for each age group among men and women. The model is limited by the availability of certain data. To project mortality among each age cohort, the model relies on life tables for the entire State of Ohio (as developed by the National Center for Health Statistics, Centers for Disease Control and Prevention, US Department of Health and Human Services). To project births, the model relies on fertility rates among women, in each age cohort, for the entire State of Ohio (as reported by the Center for Vital and Health Statistics, Ohio Department of Health). More detailed fertility data is not available. However, the use of statewide life tables and mortality rates is not uncommon in the development of cohort-component models.

Migration rates for Stark County are used in this model (as reported by the Office of Strategic Research, Ohio Department of Development), but these are not broken down by age cohort. The lack of detailed migration data by age group, and by smaller geographical unit than counties, is a weakness of the model. Past rates of population growth in the County suggest that there has been an out-migration of residents. The out-migration rate for the County from 1990 to 2000 was 11.3 percent. For Jackson Township, however, population growth has been significantly greater than the growth rate of the County. Applying the County’s negative net migration rate to Jackson Township will underestimate the projected level of population growth.

The relatively high migration rate for the County yields a projected declining population when applied to Jackson Township. Thus, the cohort-component model is of little use for this comprehensive plan. The population projection provided by the cohort-component model is presented in Table 8.

**Table 8: Jackson Township Population Projections using Cohort-Component Model
(based on gender and age group)**

	2000	2005	2010	2015	2020	Annualized Total Population Projection	
TOTAL POPULATION (Both Genders)						2000	37,744
Total population	37,744	36,023	36,246	33,797	31,543	2001	37,400
Under 5 years	2,228	2,316	2,195	2,314	2,275	2002	37,055
5 to 9 years	2,507	2,081	2,320	2,016	2,158	2003	36,711
10 to 14 years	2,676	2,352	2,088	2,160	1,851	2004	36,367
15 to 19 years	2,452	2,528	2,356	1,906	2,012	2005	36,023
20 to 24 years	1,831	2,336	2,523	2,155	1,734	2006	36,067
25 to 29 years	1,975	1,709	2,330	2,334	1,967	2007	36,112
30 to 34 years	2,280	1,835	1,708	2,187	2,155	2008	36,156
35 to 39 years	2,788	2,108	1,832	1,557	2,054	2009	36,201
40 to 44 years	3,384	2,572	2,100	1,656	1,417	2010	36,246
45 to 49 years	3,264	3,152	2,548	1,878	1,491	2011	35,756
50 to 54 years	3,129	3,012	3,092	2,256	1,665	2012	35,266
55 to 59 years	2,276	2,884	2,910	2,760	1,966	2013	34,776
60 to 64 years	1,668	2,045	2,719	2,533	2,406	2014	34,287
65 to 69 years	1,418	1,435	1,862	2,330	2,127	2015	33,797
70 to 74 years	1,295	1,153	1,244	1,514	1,901	2016	33,346
75 to 79 years	1,200	971	927	926	1,141	2017	32,895
80 to 84 years	720	817	694	608	613	2018	32,445
85 to 89 years	653	399	488	377	333	2019	31,994
90 yrs and over	0	321	309	329	275	2020	31,543

* Includes the Village of Hills & Dales

Source: McKenna Associates, Inc., 2004. Data from the Ohio Office of Strategic Research, 2004

Population Forecast

Both the linear growth model and the building permit model suggest that the Township's population will continue increasing over the next 20 years. The two projections are very similar, varying by 0.4% in 2004 to 3% in 2024, with the building permit model projecting slightly higher.

For the purpose of developing a forecast, we rely on the linear growth model because it is based on 30 years of data and should provide more reliable long-term projections. The building permit model is based on ten years of data, and its usefulness is limited for projections extending more than ten years into the future. Because the cohort component model relies on migration data for all of Stark County, we discount the population projections it provides. For the purpose of this Plan, the population forecast is presented in Table 9.

Table 9: Jackson Township Population Forecast: 2004 to 2024

Year	Population Forecast
2004	40,519
2005	41,119
2006	41,718
2007	42,318
2008	42,918
2009	43,518
2010	44,118
2011	44,718
2012	45,318
2013	45,918
2014	46,518
2015	47,117
2016	47,717
2017	48,317
2018	48,917
2019	49,517
2020	50,117
2021	50,717
2022	51,317
2023	51,916
2024	52,516

Source: McKenna Associates, Inc.,
2004.

Build-out Population Analysis

The previous analysis used past trends to predict future population growth over the next 20 years. As mentioned earlier in this section, future population growth will also be influenced by physical parameters, such as the amount of vacant land available for residential development. By quantifying the amount of land available in the Township for new residential development, we can estimate how many people could potentially live in Jackson Township once all of the available land is developed (at build-out).

To estimate Jackson Township’s build-out population, the acreage of all undeveloped land zoned for residential development was calculated (7,290 acres). Given the fact that some land will not be developable, or may be required for right-of-way dedication, 15 percent of this acreage was subtracted from the total. The land was then divided up based on its current zoning, and the potential number of units that could be developed on the land was calculated based on the permitted density in each current zoning district. It was estimated that 15,179 additional units could be built in Jackson Township under current zoning.

The potential population increase was then found by multiplying 15,179 units by the average household size reported by the 2000 U.S. Census (2.46 people/household). This

revealed that 37,340 additional people could reside in the Township once it reaches build-out. That means that the total population could potentially reach approximately 74,825 people; almost twice the current population in the Township.

This build-out analysis is based on several assumptions. First it assumes that there will be a demand to develop all residentially zoned land, and that only 15% will be set aside due to environmental constraints or right-of-way requirements. Therefore, the acreage of land available for residential development may be an overestimate. However, this analysis also assumes that zoning will remain constant over time. This may be an inaccurate assumption, based on the fact that much of the land used for residential development in Jackson Township has typically been re-zoned to higher density zoning districts before it is developed. The densities used to calculate the number of potential units may, therefore, have underestimated the number of units that would actually be developed. This analysis also assumes that household size will remain constant over time, which, as discussed in the following subsection, is likely to be inaccurate. Average household size can be expected to decrease over time as the population ages. Given these assumptions, the build-out population projection of 74,825 should be considered a very rough estimate, but an estimate that can help the Township consider how zoning and other land use decisions, such as open space acquisition, can affect future population growth.

HOUSEHOLD CHARACTERISTICS

The number of households in Jackson Township significantly increased between 1990 and 2000. Table 10 shows household growth between the years 1990 and 2000 for Jackson Township, Stark County, and the State of Ohio. The household growth rate in Jackson Township (21.4%) was much higher than that of Stark County (6.4%) and the State for the same period (8.7%). The increase in households can be attributed to the high rate of in-migration and residential growth that occurred in Jackson Township during the 1990s.

Table 10: Households & Average Household Size: 1990-2000

Governmental Unit	Total Households			Av. Household Size		
	1990	2000	% Change	1990	2000	% Change
Jackson Township*	12,497	15,173	21.4%	2.54	2.46	-3.1%
Stark County	139,392	148,316	6.4%	2.63	2.49	-5.3%
State of Ohio	4,089,312	4,445,773	8.7%	2.65	2.49	-6.0%

* Includes Hills & Dales

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-1 100% data)

The average household size in Jackson Township decreased slightly between 1990 and 2000, but the decrease was less than those reported at the County and State levels during the same period. The average number of persons per household in Jackson Township is now closer to County and State averages. The decrease in average household size on the local and state level can be attributed to the aging of the population, and the tendency of families to have fewer children.

The U.S. Census does not use the words “household” and “family” interchangeably as commonly used in everyday conversation. Household has a distinct meaning for the Census that is different from the term “family”. The U.S. Census Bureau uses the following definition for the term “family”:

“A family consists of a householder and one or more other persons living in the same household who are related to the householder by birth, marriage, or adoption. All persons in a household who are related to the householder are regarded as members of his or her family. A household can contain only one family for purposes of census tabulations. Not all households contain families since a household may comprise a group of unrelated persons or one person living alone.” *Source: U.S. Census Bureau*

Keeping these terms and definitions in mind, Table 11 illustrates the arrangement of families and households within Jackson Township and compares the distribution of household types between the Township, Stark County, and the State.

Table 11: Family & Non-Family Households: 2000

<i>Governmental Unit</i>	<i>Family</i>		<i>Non-Family</i>	
	Married Couple	Female Householder (with children)	Living Alone	Elderly (and alone)
Jackson Township*	61.0%	3.9%	25.1%	9.5%
Stark County	54.2%	6.7%	26.1%	10.9%
State of Ohio	51.4%	7.3%	27.3%	10.0%

* Includes the Village of Hills & Dales

Numbers do not add up to 100%: not all households represented

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-1 100% Data)

Jackson Township has a larger percentage of married couples living together than the County or the State, and a smaller proportion of single female householders living with their children. The percentage of elderly people living alone (9.5%) and the total percentage of people living alone in Jackson Township (25.1%) are similar to the State and County percentages.

POPULATION CHARACTERISTICS

The educational attainment levels of adult Jackson Township residents are compared to County and State levels in Table 12.

DEMOGRAPHICS

Table 12: Highest Educational Attainment of Population 25 Years & Older: 2000

Highest Educational Attainment	Jackson Township* (%)	Stark County (%)**	State of Ohio (%)**
Elementary (0-8)	1.7	4.1	4.5
Some High School (No Diploma)	6.6	12.4	12.6
High School Graduate	27.8	41.2	36.1
Some College (No Degree)	21.6	18.9	19.9
Associate Degree	7.2	5.3	5.9
Bachelor's Degree	22.6	11.9	13.7
Graduate or Professional Degree	12.5	6.1	7.4

* Includes the Village of Hills & Dales

** Percentages do not add up to 100% due to rounding

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-3 Sample Data)

Jackson Township residents have generally received a higher level of education than the adult population at the county and state level. A much higher percentage of adults in Jackson Township have earned bachelor's degrees or graduate/professional degrees. The educational attainment of residents is reflected in their occupations. As revealed in Table 13, Jackson Township has a highly-skilled labor force, consisting primarily of managerial, professional, technical, sales, and administrative support positions.

Table 13: Composition of Labor Force: 2000

Occupation of Employed Persons 16 years and over	Jackson Township*		Stark County (%)**	State of Ohio (%)
	Number	Percent (%)		
Management, professional, and related occupations	8,552	43.4	28.7	31
Service occupations	2,062	10.5	14.6	14.6
Sales and office occupations	5,624	28.6	26.6	26.4
Farming, fishing, and forestry occupations	28	0.1	0.3	0.3
Construction, extraction, and maintenance occupations	1,033	5.2	8.4	8.7
Production, transportation, and material moving occupations	2,398	12.2	21.5	19

Township Total: 19,697

* Includes the Village of Hills & Dales **Percentages do not add up to 100% due to rounding

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-3 Sample Data)

Jackson Township has a much larger proportion of residents working in the management and professional fields than Stark County and the State. The Township has a much lower proportion of residents employed in the production, transportation, and material moving occupations.

DEMOGRAPHICS

The total Jackson Township labor force (employed persons age 16 and older) increased in the 1990s, so the total number of people in each employment category listed in Table 13 increased, except for farming, forestry, and fishing. Comparing 1990 and 2000 data also reveals that managerial, professional, and technical employment is increasing as a proportion of the total labor force. Residents in these occupations accounted for 36 percent of the labor force in 1990 and 43.4 percent in 2000.

These labor force statistics indicate that the Township’s population is in transition as a result of the in-migration of better educated and highly skilled residents. The statistics also show a trend towards employment in “white collar” occupations.

As would be expected based on the education and employment data presented above, households in Jackson Township enjoy relatively high incomes. Almost 45 percent of households in 1999 had annual incomes of \$60,000 or more. Table 14 shows the distribution of household income levels for residents of Jackson Township, Stark County and the State of Ohio as a whole.

Table 14: Annual Household Income: 1999

Income Range	Jackson Township (%)*	Stark County (%)	State of Ohio (%)
Less than \$10,000	3.9%	8.3%	9.1%
\$10,000 to \$24,999	14.3%	20.8%	19.8%
\$25,000 to \$39,000	17.3%	21.1%	19.8%
\$40,000 to \$59,999	19.7%	21.6%	20.7%
\$60,000 to \$100,000	24.1%	19.6%	20.8%
\$100,000 +	20.8%	8.6%	9.8%

* Includes the Village of Hills & Dales, percentages do not add up to 100% due to rounding

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-3 Sample Data)

Jackson Township has a greater percentage of households in the higher income ranges than do Stark County or the State of Ohio. The income category that encompasses the highest percentage of Jackson Township households (24.1%) is the \$60,000 to \$100,000 range. The second largest group is households with incomes above \$100,000 (20.8%), followed closely by households in the \$40,000 to \$59,999 income range (19.7%). Household income is much higher in Jackson Township than it is in Stark County as a whole. Jackson Township has a significantly larger percentage of households in the highest income bracket (20.8%) than the County (8.6%) or the State (9.8%). It also has a smaller percentage of households in the lowest income range (3.9%) than the County (8.3%) or the State (9.1%). Approximately 2 percent of all families in the Township are living below the poverty line, compared with 8 percent at the State level and 7 percent at the County level.

The household income distributions discussed above are reflected in the median household income. Table 15 illustrates changes in the median household and family income for Jackson Township, Stark County, and the State of Ohio.

Table 15: Median Household & Family Income: 1989-1999

Governmental Unit	Median Household Income			Median Family Income		
	1989	1999	% Change	1989	1999	% Change
Jackson Township*	\$37,820	\$53,391	41.2%	\$44,964	\$66,520	47.9%
Stark County	\$27,852	\$39,824	43.0%	\$32,800	\$47,747	45.6%
State of Ohio	\$28,706	\$40,956	42.7%	\$34,351	\$50,037	45.7%

* Includes the Village of Hills & Dales

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-3 Sample Data)

The percent change in median income for both families and households in Jackson Township mirrored the large increases in median income observed at the County and the State level. In 1999, the median household income in Jackson Township was over \$12,000 higher than the State or County median. There was an even greater difference between the median family income in Jackson Township and the median in Stark County and the State. At \$66,520, the 1999 median family income in Jackson Township was over \$16,000 higher than the State or the County median.

II. PUBLIC INPUT

The following table summarizes public feedback received at the Visioning Workshop related to Jackson Township’s population characteristics and demographic trends. It lists things about the Township that give people pride in their community, things that they are sorry about, and their visions for the future. The numbers beside the “prouds” and “sorries” show how many of the four small groups listed that particular item. The number beside each “vision” represents the number of votes that it received when the large group reconvened. These prouds, sorries, and visions were taken into consideration when drafting the recommendations found throughout this Plan.

Table 16: Visioning Results: Demographics

Prouds [# Groups]
People- diversity, culture, perspective [3]
Volunteerism [2]
Youth of Township & community involvement
Diverse religious groups
Good citizens
Perfect size
Good place to raise family
Sorries [# Groups]
Youth leaving area
Lack of teen recreation
Lack of student activities



SECTION 3: EXISTING LAND USE

EXISTING LAND USE

Over the last 40 years, Jackson Township has gone from a largely rural community to a largely suburban community with a wide variety of different land uses. Development has been largely fueled by the Township's access to I-77. I-77 provides regional market access for retail and other commercial businesses, efficient transportation for industrial uses, and a route for residents to commute to and from cities such as Akron and Canton. Growth in the Township has continued at a steady pace over the last 40 years, and unlike many other townships, Jackson has yet to lose significant areas of land through annexation by neighboring communities.

Map 2 Existing Land Use shows existing Township land uses in 2003, based on the land use classifications used for taxing purposes by the Stark County Auditor. A description of each of the eight existing land use categories follows, including the percentage of land in the Township devoted to each land use. For reference, Jackson Township covers an area of approximately 35.2 square miles.

I. EXISTING CONDITIONS

VACANT LAND

This category includes undeveloped land that is not currently in agricultural or timber production. Many vacant areas are in the preliminary or planning stages of development. Based on *Map 2 Existing Land Use*, approximately 1,486 acres, or 7 percent of the Township's land, falls into this category.

Visions (# Votes)

Youth activities (5)

Integrated independent living to nursing home

III. GOALS

General goals were drafted by the Steering Committee in light of existing conditions in the Township and the public input received throughout the planning process. The following goals relate to demographic trends and population growth:

- To control the rate of residential growth to ensure that roads, schools, and other public services can accommodate increases in demand;
- To provide diverse housing options for residents of various ages and incomes;
- To provide opportunities to both live and work in Jackson Township; and
- To provide transportation and recreational opportunities for the youth of the Township

AGRICULTURAL USES

Only 40 years ago, the vast majority of land in the Township was in agricultural production. Now 6,010 acres, or 27 percent of the Township's land area, is classified as agricultural on *Map 2 Existing Land Use*. Only a few large, contiguous blocks of farmland remain in Jackson Township, due to fragmentation caused by lot splitting and the recent development of subdivisions in the northwest section of the Township. To estimate the acreage of agricultural land that is actively farmed in the Township, enrollment in Ohio's Current Agricultural Use Valuation (CAUV) program was evaluated. Approximately 1,510 acres of land are currently enrolled in the CAUV program, which may indicate that only 7 percent of the Township is actively farmed.

Jackson Township has been blessed with large areas of soils classified as "prime farmland" by the U.S. Department of Agriculture. The majority of these areas have now been developed for residential purposes, but several large areas of prime farmland in the western section of the Township are still classified as agricultural.

COMMERCIAL/OFFICE USES

In its 2004 Budget and Planning Document, Jackson Township estimated that there were approximately 2,300 businesses located in the Township. Based on *Map 2 Existing Land Use*, approximately 2,079 acres of land, or 9 percent of the Township, is used for commercial or office purposes. The majority of commercial and office development is found along the I-77 corridor in the areas surrounding the Westfield Shopping Town Belden Village Mall and the Portage Street interchange. The section of the Township east of I-77 that borders the City of North Canton also has large areas of commercial and office development. Smaller commercial areas can be found near the intersections of major roads such as the Wales Ave./Portage St. intersection, the Fulton Dr./Wales Ave. intersection, and the Everhard Rd/Fulton Dr. intersection.

Due to the Township's large population, its access to I-77, and the regional draw of existing development such as the Westfield Shopping Town Belden Village Mall, Jackson Township continues to attract new commercial development. Zoning permit data indicates that the rate of new commercial development in the Township has stayed relatively constant over the period between 1998 and 2003, peaking in 2000. Between July 2002 and October 2003, 159 Certificates of Occupancy were issued for new businesses within Jackson Township.

This rate and scale of new commercial development has raised concerns in the community regarding traffic and commercial encroachment into residential areas. Many in the community also fear that these issues will be compounded when the I-77 interchange at Shuffel Drive is complete and the northeast section of the Township becomes available for commercial development. In addition, much of the new commercial development in Jackson Township has occurred in areas zoned industrial. For example, the areas east of I-77 and surrounding the Portage Street intersection are in the Industrial District. Substantial areas of undeveloped land are also located in the Industrial District, providing large areas available for additional commercial development. Permitting commercial development in the Industrial District also

decreases the amount of appropriate land available for true industrial development. Commercial development in the Township, specifically retail development, is considered in greater depth in *Section 6 Economy*.

INDUSTRIAL/MINING USES

Industrial development in Jackson Township is found primarily along the I-77 corridor off of Frank Ave. and the CSX Railroad line. There are also two large mining areas in the southwest corner of the Township off of Forty Corners Street and the R.J. Corman rail line. Based on *Map 2 Existing Land Use*, 633 acres of land are devoted to industrial and mining uses, constituting 3 percent of Jackson Township's land area.

PUBLIC/INSTITUTIONAL/PARKLAND USES

Land in this category includes Township and other public buildings, as well as land comprising Stark State College of Technology and the Kent State University Stark Campus, land owned by the Akron-Canton Regional Airport, and all community churches, schools, and cemeteries. Land in this category also includes public park properties scattered throughout the Township. For more information of the Township's parks and public facilities, refer to *Section 5 Community Facilities and Services*. Approximately 1660 acres, or 7 percent of the Township's land in parcels, falls into this category on *Map 2 Existing Land Use*.

PRIVATE RECREATION USES

This land use category includes private golf courses and private parks or open space managed by civic associations. Approximately 1070 acres, or 5 percent of the Township's land in parcels, falls into this category on *Map 2 Existing Land Use*. For more information on the Township's private golf courses, please see *Section 5 Community Facilities & Services*.

RESIDENTIAL USES

On *Map 2 Existing Land Use*, residential land has been divided into two categories: Single Family Residential and Multi-Family/Other Residential Uses. Based on *Map 2*, single family residential uses constitute 39 percent of the Township's land area, and multi-family uses constitute 3 percent. Together, single family and multi-family residential uses occupy 42 percent of the total land area in Jackson Township. Between 2002 and 2003, almost 843 acres of land were subdivided for residential uses (4% of the Township). At the time of the U.S. Census in April of 2000, there were 16,020 residential units in Jackson Township. Between 2000 and 2003, zoning permits were issued for 912 single family residences and 196 multi-family units, bringing the current total to more than 17,000 units.

Jackson Township has a moderate variety of housing types, typical of a growing suburban community:

- Homes of various ages and styles line most of the major roads in the Township, ranging from historic farm houses, to 1960's era ranch homes, to large new single-family residences. On many roads, such as Wales Avenue, Frank Avenue, and Fulton Drive, these homes are now interspersed with commercial development.
- 1970's era subdivisions found primarily in the central and southwestern portions of the Township.
- Neighborhoods such as Lake Cable that grew over time and reflect a variety of housing styles, ages, and sizes.
- New, conventional single-family subdivisions and planned developments that permit more site design flexibility.
- Expensive homes within close proximity to the Township's many private golf courses, such as the gated golf course community of Glenmoor.
- Apartment complexes and duplexes, dating primarily from the 1970's, found scattered throughout the Township off major roads including Traphagen Street, Stuhldreher Street, Hills & Dales Road, and Portage Street.

Housing Types

According to the U.S. Census, 70.4 percent of all housing units in the Township were single family attached or detached in 2000. As indicated in Table 17, this is roughly equivalent to the percentage of single family units in the State of Ohio (71.2%), but slightly lower than the percentage in Stark County (76.6%). The majority of multi-family housing units in the Township are in complexes containing five or more units. Jackson Township has a smaller proportion of mobile home units than Stark County or the State of Ohio.

Table 17: Housing Units by Type: 2000

Structure Type	Jackson Township		Stark County	State of Ohio
	No. Units	% of Total	% of Total	% of Total
Single Detached	10,532	65.7	73.8	67.4
Single Attached	749	4.7	2.8	3.8
2 Unit	905	5.6	7.3	5.2
3-4 Unit	652	4.1	3.9	4.8
5 or More Unit	3,167	19.8	9.8	14.2
Mobile Home/Other	15	0.1	2.5	4.6

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-3 Sample Data)

Based on the number of attached and detached single family units reported in the 2000 U.S. Census and the 912 new single family residences that have been constructed since 2000, we can use the single family residential acreage calculated from *Map 2 Existing Land Use* to find the average density of single family residential development in Jackson Township. If we estimate 12,193 single family units and 8,788 acres, the average density of single family development in Jackson Township is one unit per acre. Dense residential

development in the Township, in areas such as Lake Cable and the southwest corner of the Township, is balanced by large lot splits along major roads such as Arlington Avenue and large lot subdivisions in the northwest area of the Township.

The 2000 U.S. Census reported that 70 percent of Jackson Township’s 16,020 housing units were owner-occupied, and 30 percent were renter-occupied. As indicated in Table 18, this breakdown between owner and renter occupied units closely parallels County and state trends. In 2000, approximately 72 percent of housing units in Stark County and 69 percent of housing units in the State of Ohio were owner-occupied. Township vacancy rates are also comparable to county and state rates.

Table 18: Housing Units by Occupancy: 2000

Category	Jackson Township	Stark County	State of Ohio
Total Housing Units	15,986	157,024	4,783,051
Occupied Units	15,173	148,316	4,445,773
% Occupancy	94.9%	94.5%	92.9%
Owner-Occupied Units	10,576	107,365	3,072,522
% of all Occupied Units	69.7%	72.4%	69.1%
Average Household Size	2.73	2.61	2.62
Vacancy Rate	1.8%	1.4%	1.6%
Renter-Occupied Units	4,597	40,951	1,373,251
% of all Occupied Units	30.3%	27.6%	30.9%
Average Household Size	1.84	2.18	2.19
Vacancy Rate	7.8%	8.2%	8.3%

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-1 100% Data)

Housing Age

Unlike Stark County and the State of Ohio, the majority of housing in Jackson Township (65.9%) was constructed after 1970. As indicated in Table 19, approximately 35 percent of all units in the County and 39 percent of units in the State were built after 1970. Housing age statistics reveal that the largest period of growth in Jackson Township was between 1970 and 1979. During the 1970’s, 4,686 units were constructed, representing 29 percent of all units in the Township. Another surge in residential housing construction occurred in the 1990’s, adding 3,431 new units to the Township.

Table 19: Housing Units by Year Structure Built

Construction Period	Jackson Twp		Stark County	State of Ohio
	No.	Percent	Percent	Percent
1990-2000	3,431	21.4	9.9	13.3
1980-1989	2,443	15.2	7.9	9.5
1970-1979	4,686	29.3	17.5	15.8
1960-1969	2,514	15.7	14.3	14.3
1940-1959	2,213	13.8	26.4	24.6
1939 or Earlier	733	4.6	24	22.5
Total:	16,020	100	100	100

Source: McKenna Associates, Inc., 2004.

Data from US Census Bureau, 2000 (SF-3 Sample Data)

Over 34 percent of the housing units in the Township were constructed prior to 1970, which indicates that approximately one-third of the housing in Jackson Township is more than 30 years old. Depending on the quality of construction, housing typically requires major repairs and/or replacement after 30 years. Although housing of this age makes up a relatively small proportion of the Township at this time, maintenance of the housing stock will become increasingly important in future years, as housing built in the 1970's starts to enter this stage. Although less than five percent of the Township's housing stock falls into the pre-1939 category, the opportunity for historic preservation also exists on several structures and properties throughout the Township.

Housing Value

The vast majority of owner-occupied housing units in Jackson Township are valued above \$100,000. Table 20 reveals that over 90 percent of the units in Jackson Township fall into this category, while only 50 percent of units in Stark County and 52 percent of units in the State as a whole are valued above \$100,000. These differences are also reflected in the median value of owner-occupied units, which was \$149,800 in Jackson Township, and close to \$100,000 in Stark County and the State of Ohio.

Table 20: Value of Owner Occupied Housing Units: 2000

Housing Value	Jackson Township		Stark County*	State of Ohio*
	Units	%	%	%
< \$50,000	14	0.1	9.6	8.5
\$50,000 to \$99,999	971	9.7	40.2	39.3
\$100,000 to \$149,999	4,057	40.4	31.3	28.0
\$150,000 to \$199,999	2,268	22.6	11.0	12.9
\$200,000 to \$499,999	2,363	23.5	7.2	10.6
>\$500,000	376	3.7	0.6	0.9
<i>Median Value</i>	<i>\$149,800</i>		<i>\$100,300</i>	<i>\$103,700</i>

* Percentages do not add up to 100% due to rounding

Source: McKenna Associates, Inc., 2004.

Data from US Census Bureau, 2000 (SF-3 Sample Data)

Similar but less pronounced trends are also apparent when the gross rent of renter-occupied units in Jackson Township is compared to County and State levels in Table 21. Median rent in Jackson Township was \$561.00 in 2000, which was \$75.00 more than the County median, and \$46.00 more than the State median.

Table 21: Gross Rent of Renter-Occupied Units: 2000

Gross Rent	Jackson Township		Stark County	State of Ohio
	Units	%	%	%
< \$200	107	2.3	8.1	6.8
\$200 to \$300	42	0.9	6.2	5.9
\$300 to \$499	1339	29.1	36.6	32.0
\$500 to \$750	2457	53.3	35.9	36.1
\$750 to \$999	334	7.2	6.1	10.3
> \$1000	220	5.0	8.4	4.0
No Cash Rent	99	2.1	5.1	4.8
<i>Median Rent</i>	<i>\$561</i>		<i>\$486</i>	<i>\$515</i>

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-3 Sample Data)

As one might expect from the high housing values and rental costs in Jackson Township, housing costs are an issue for some Township residents, particularly those in the lower income brackets. The U.S. Department of Housing and Urban Development (HUD) considers housing to be affordable if it consumes 30 percent or less of household income. If a renter or owner spends more than 30 percent of household income on monthly housing costs, they are considered to be cost “burdened.” In Jackson Township, 29 percent of renters are cost “burdened,” and almost 17 percent of home-owners in Jackson Township are “burdened.” Table 22 breaks down these owner-occupied households by income, and compares Jackson Township to Stark County and the State of Ohio.

Table 22: Households Spending over 30% of Income on Owner-Occupied Housing

Household Income	Jackson Township			Stark County	State of Ohio
	# Households	# Burdened	% Burdened	% Burdened	% Burdened
< \$20,000	592	420	71%	51%	57%
\$20-35,000	1129	472	42%	29%	33%
\$35-50,000	1297	323	25%	14%	19%

Source: McKenna Associates, Inc., 2004. Data from US Census Bureau, 2000 (SF-3 Sample Data)

Housing affordability is a concern if households with low and moderate incomes are significantly burdened with housing costs. According to HUD standards, "very-low income" includes households that earn below 50% of the median income, "low income" households earn below 80% of the median, and moderate income households earn between 81-120% of the median. The income ranges shown in Table 22 generally correspond with these three groups, based on the median income in Jackson Township, Stark County, and the State of Ohio. Due to the fact that the median income in Jackson Township is higher than that of the County or State, these three median incomes were averaged to approximate appropriate income ranges.

Table 22 reveals that the percentage of low and moderate income households that are cost burdened in Jackson Township is higher than the County or State percentages. However, Stark County, which includes Jackson Township, has slightly lower percentages of cost burdened households than the State of Ohio as a whole. On the whole, Stark County may be in line with the State in terms of providing moderately priced housing, but as a large employment center and one of the fastest growing communities in the County, Jackson Township should remain cognizant of these issues. There is often a spatial mismatch between the location of jobs available to low and moderate income people and the location of housing that they can afford. Moderately priced housing is often concentrated in older communities, while jobs are located in the suburbs. This spatial mismatch makes it difficult for lower income people to find transportation to available jobs, and causes fiscal problems for older communities that bare the brunt of providing affordable housing for the larger region.

Jackson Township currently has a diverse mix of housing types and densities, but it will be important in the future to sustain this mix of housing options. It will also be important to work cooperatively with other communities in the region and ensure that every community is doing its part to address issues of housing affordability.

II. PUBLIC INPUT

The following table summarizes public feedback related to land use in Jackson Township that was received at the Visioning Workshop held in May, 2004. It lists things about the Township that give people pride in their community, things that they are sorry about, and their visions for the future. The numbers beside the "prouds" and "sorries" show how many of the four small groups listed that particular item. The number beside each "vision" represents the number of votes that it received when the large group reconvened.

These prouds, sorries, and visions were taken into consideration when drafting the recommendations found throughout this Plan.

Table 23: Visioning Workshop Results: Land Use

Prouds [# Groups]
Nice neighborhoods [2]
Variety of Neighborhoods
Housing opportunities
Reasonable rentals
Quality of homes
Pride in ownership- well maintained homes
"The Look"- hills, streets, greenery
Landscaping
Clean
Rural feeling
Historic preservation
Perfect size
Current balance of land uses
Professional offices & commercial development

Land Use Sorries [# Groups]
Lack of sidewalk [3]
Lack of bikepaths [3]
Adult establishments in commercial areas [3]
Diminishing public open space [2]
Undesirable establishments
Belden area growth
Over-commercialization
Older commercial without adequate landscaping or sidewalks
Under-utilized development
Foxboro/ Old Stone plaza need to be revived
Lack of transitional land use
Un-diversified housing
Affordable starter homes
Urban sprawl
Loss of greenspace
Loss of farmland
Possible development of Tam O'Shanter
Managed growth- parks, sidewalks

Land Use Sorries cont.

Managed growth- land use patterns
Maintain balance of growth
Need town center- build sense of community
Street trees
Signage regulations too lax
Above ground utilities
Location of AlterCare by Nobles Pond

Visions (# Votes)

Prevent commercial encroachment beyond Frank Ave. (10)
Use smart growth to preserve open space, expand park facilities, and respect existing neighborhoods (9)
Increase character- control signs, attractive lighting, landscaping, sidewalks, street trees (6)
High-Tech corridor from CAK Airport to Colleges (6)
Cluster housing- preserve green space (5)
Control development (residential & commercial) and fill vacancies first (4)
The Township develops a town center with a community focal point & attractive architecture (1)
Sidewalks- pedestrian friendly
Community never look tired
Draw strong development boundary
Improve Foxboro Plaza in center of Township- better utilization
Development impact fees
Temporary sign guidelines
No billboards & controlled signage
Home maintenance regulations
Implementing the Comprehensive Plan the way it was set out; continuous public input
Buildings are maintained and there are no eye-sores

III. GOALS

General goals were drafted by the Steering Committee in light of existing conditions in the Township and the public input received throughout the planning process. The following goals relate to land use within the Township and have been broken down into three categories:

Residential

- To minimize the loss of open space and other environmental impacts that accompany residential development;
- To encourage high-quality residential design and landscaping;
- To provide diverse housing options for residents of various ages and incomes; and
- To preserve the integrity of existing neighborhoods.

Commercial

- To encourage infill, redevelopment, and revitalization of existing commercial areas;
- To restrict adult-oriented businesses to appropriate locations;
- To discourage new large-scale commercial development in predominantly residential areas; and
- To promote high quality design and enhance the aesthetics of commercial areas.

Industry/ Research & Development

- To encourage development in the high-tech, research & development, and professional service sectors; and
- To provide sufficient areas to sustain existing industrial development and expand it.



SECTION 4: NATURAL RESOURCES

NATURAL RESOURCES

The natural environment plays a large role in planning for future development. Environmental conditions, such as topography and soils, can often pose constraints that limit development. Other environmental features may not pose significant constraints to development, but may make land inappropriate for development due to the valuable functions and benefits that natural resources provide. These benefits range from supplying safe drinking water to providing recreational opportunities. When and where new development does occur, impacts to the environment should be minimized and mitigated. This section of the Plan provides an overview of Jackson Township's natural resources to ensure that environmental considerations are incorporated into future land use planning.

I. EXISTING CONDITIONS

SURFACE WATER

The Tuscarawas River flows through the southwestern portion of Jackson Township on its path through Stark County. All of the streams in Jackson Township eventually drain into the Tuscarawas River, making all of Jackson Township part of the Tuscarawas River drainage basin, or watershed. The Ohio & Erie Canal, an artificial waterway constructed in late 1820s, runs parallel to the Tuscarawas River as it flows through Jackson Township.

Except for the Tuscarawas River, all of Jackson Township's streams are classified as headwater creeks, which mean that they originate within the Township. For the purposes of monitoring and regulation, the Tuscarawas River drainage basin is further divided into

smaller sub-watersheds. Two of Jackson Township's larger creeks, Mudbrook Creek and Nimisila Creek, arise in Jackson Township and flow directly into the Tuscarawas River. The unnamed streams and runs in the south and central portions of the Township flow into the Sippo Creek, which joins the Tuscarawas River in Massillon. Because most of these streams flow directly into the Tuscarawas River, the majority of the Township is in the sub-watershed called *Tuscarawas River (downstream Wolf Creek to Downstream Sippo Creek)*. The streams in the eastern part of the Township flow into Nimishillen Creek, which joins the Tuscarawas River in Tuscarawas County. The eastern section of Jackson Township is therefore in the *Nimishillen Creek* sub-watershed. The locations of streams and water bodies in the Township are shown on *Map 3 Water Resources*.

Due to the fact that all of the streams in the Township originate within its borders, Jackson Township has a unique opportunity to control the functioning and water quality of these streams. Jackson Township does not have to deal with impacts from upstream communities, but the Township is an upstream neighbor to other communities in Stark and Tuscarawas Counties. It plays an important role in improving the conditions of the Tuscarawas River. In 2004, the Ohio Environmental Protection Agency (Ohio EPA) reported that the Tuscarawas River failed to meet the designated aquatic life use standards that had been set for the river. Of the river miles sampled, 9.6 percent were considered to be in full attainment of the designated life use standards, 41.7 percent were in partial attainment, and 48.7 percent were in non-attainment. The Tuscarawas River also failed to meet recreation use assessment criteria, and in 2003 a Fish Consumption Advisory was issued. The main causes of river impairment identified by the Ohio EPA are nutrient enrichment, contaminated sediments, industrial point source pollution, and urban stormwater runoff.

The quality of the Tuscarawas River is affected by the integrity of streams in its sub-watersheds. Unfortunately, both of the sub-watersheds that encompass Jackson Township were considered impaired by the Ohio EPA in 2004. In the *Tuscarawas River (downstream Wolf Creek to Downstream Sippo Creek)* sub-watershed, only 18.8 percent of the river miles sampled were in full attainment. Causes of impairment included flow and habitat alteration, septic tanks, channelization of streams during development, and landfills. Over 36 percent of the sites sampled in the *Nimishillen* sub-watershed were in non-attainment, largely due to industrial and municipal point sources and nutrient enrichment from crop production. As a headwater community in the Tuscarawas River watershed, Jackson Township can do its part to improve the Tuscarawas River by maintaining the integrity and water quality of its streams.

Many causes of stream impairment in the Tuscarawas River watershed, such as stormwater runoff, flow and habitat alteration, and channelization, are the result of development activities. As development occurs, natural waterways are often impaired as:

- The volume and rate of stormwater runoff flowing into streams increases;
- Groundwater recharge decreases, lowering stream water levels;
- Natural stream channels are altered and covered;
- Vegetation along stream banks is removed; and
- Pollution from roads, rooftops, and sidewalks reaches streams.

Negative impacts from development can be mitigated through successful stormwater management. In Jackson Township and other unincorporated areas of Stark County, the County Subdivision Regulations are the main vehicle used to ensure that stormwater management occurs on development sites. There are several problems that Jackson Township is currently facing regarding stormwater management. One problem is that condominium developments are exempt from the County's Subdivision Regulations and are not reviewed by the Stark County Regional Planning Commission (RPC) to ensure that adequate stormwater management is provided. Another ongoing problem has been that when development plats are prepared, stormwater management and drainage easement language rarely identifies who is responsible for on-going maintenance. Another large problem is that the RPC lacks enforcement authority to ensure that stormwater improvements are constructed in accordance with approved plans.

These problems need to be addressed in order to protect water quality and prevent flooding and damage to property. Jackson Township should continue to work with other townships in pushing for solutions to these problems. It should also lobby the State to increase the power of townships to regulate, enforce, and maintain stormwater management facilities. In absence of State or County action, Jackson Township can exert more influence over stormwater management and maintenance by encouraging developers to utilize planned districts instead of straight zoning districts. When development occurs in a planned district, the Township has greater authority to review development plans and ensure that maintenance responsibility is assigned.

In addition to stormwater management, water quality can also be improved by: exploring ways to help enforce the County's erosion regulations, minimizing the amount of pavement and other impervious surfaces on development sites, limiting development on steep slopes, and establishing setbacks around streams that preserve riparian areas.

Establishing buffers along streams that preserve natural vegetation and hydrology are crucial to the long term health of streams. Vegetated areas surrounding streams act as biological filters that remove sediments and pollutants from surface runoff. They also reduce erosion, decrease flooding, regulate stream temperatures, provide wildlife habitat and migration pathways, and offer opportunities for recreational path systems.

Recognizing these benefits, the Jackson Township Land Capability Analysis prepared in 2000 recommended that 120-foot stream buffers be established along all named streams, and 50-foot buffers be established along all other streams. Land use in these buffers would be limited to recreation and natural resource management.

FLOOD HAZARD AREAS

Floodplains are areas adjacent to streams that experience regular or periodic flooding. *Map 3 Water Resources* depicts areas within the 100-year floodplain, as identified by the Federal Emergency Management Agency (FEMA). A storm with the intensity to flood the 100-year floodplain has a one in 100 chance of occurring in any given year. Floodplains within Jackson Township are found primarily along Zimber Ditch and the Tuscarawas River. Due to the risk of flooding, mandatory flood insurance purchase requirements apply in these areas. Development in these areas should be discouraged to protect businesses and residences from flooding, and to preserve wooded areas and

wetlands within the floodplain that reduce the scale and impacts of flooding. Adoption of a Floodplain Overlay Zone as part of the Township Zoning Resolution would help to minimize construction and development within the 100-year floodplain in the future. The Township should also consider preserving floodplains through acquisition and/or easements, and establishing riparian setbacks that incorporate floodplains.

GROUNDWATER

Geologic formations that are capable of yielding enough water to support a spring or well are called aquifers. The ability of an aquifer to transmit and store water is influenced by the materials that make up the formation, such as gravel, sand, or bedrock. The bedrock in much of Stark County, including Jackson Township, is covered by glacial deposits that vary in thickness from a few feet to 250 feet. Groundwater in Jackson Township is obtained from these unconsolidated glacial deposits, and from consolidated sandstone and shale bedrock. Yields from unconsolidated glacial deposits composed of clay, silt, sand, or gravel range from 100 gallons per minute to several hundred gallons per minute. The principal bedrock aquifers that supply the Township are the Massillon sandstone and Sharon conglomerate aquifers. Yields from these aquifers generally range from 25 to 50 gallons per minute for long-term use, and up to 100 gallons per minute for short-term use.

Aquifers are the primary source of water for 93 percent of all Stark County households, supplying both private wells and public water distribution systems. Groundwater supplies in Stark County, whether derived from bedrock aquifers or unconsolidated glacial deposits, have naturally high mineral contents. This “hard water” usually requires treatment before domestic use.

Because groundwater is the primary water source for households in Jackson Township, it is vital to protect recharge areas and prevent groundwater pollution. In determining the potential for groundwater pollution in an area, the U.S. EPA considers seven factors: depth to the water table, net recharge, aquifer media, soil media, topography, the impact of the vadose zone media, and the hydraulic conductivity of the aquifer. These factors are combined and weighted to produce a composite index that measures the relative susceptibility of an area to groundwater pollution. Using this system, the Ohio Department of Natural Resources (ODNR) has produced Groundwater Pollution Potential maps that show areas vulnerable to groundwater pollution. *Map 3 Water Resources* delineates these areas where aquifers are most vulnerable to pollution. It should be noted that these Groundwater Pollution Potential maps were prepared at the county scale, and that the extent of these high potential areas may actually be slightly larger than they appear on this Township scale map.

Due to conditions that cause rapid infiltration of water, the areas with the highest potential for pollution are often critical recharge areas with high groundwater yields. The federal government has developed two programs designed to sustain drinking water sources and protect aquifer recharge areas. The first program, the Wellhead Protection (WHP) Program, is a voluntary program that focuses on large public water systems that use groundwater to serve more than 500 people per year. The public water systems delineate the protection area, identify potential threats to the water supply, and create a plan to protect the water source. Jackson Township’s primary water supplier, Aqua Ohio,

(formerly Consumers Ohio Water) has a wellhead protection area in the southwest corner of Jackson Township. The Source Water Assessment and Protection (SWAP) program, administered by the Ohio Environmental Protection Agency (OEPA), covers all public water systems and requires a protection plan that evaluates the aquifer's vulnerability. Areas in Jackson Township that have been delineated through these two programs are shown as drinking water protection areas on *Map 3 Water Resources*.

Many communities restrict land uses in WHP and SWAP areas to provide further protection to local groundwater supplies. Polluting land uses such as landfills, commercial chemical and petroleum storage, and many industries should be avoided in these areas, and in areas with high groundwater pollution potentials. Special precautions should be taken during development to limit impervious surface coverage in recharge areas, and to prevent septic tank effluent and other pollutants from reaching aquifers. Drinking water protection is discussed further in *Section 10: Future Land Use*.

TOPOGRAPHY & SOILS

Jackson Township is located in the Glaciated Appalachian Plateau region of Ohio, which extends from the northeast corner of the state down into central Ohio. Scoured by glaciers and carved by ancient streams, this region has flat and gently rolling terrain with slopes of moderate relief. Around ten percent of the Township is characterized by steep slopes of 12 percent or more. Five percent of Jackson Township has slopes between 12 and 18 percent, and four percent of the Township has slopes greater than 18 percent. Slopes greater than 25 percent can also be found in areas along the Tuscarawas River, surrounding Willowdale Lake and Lake Cable, and in stream valleys in the southeast quadrant of the Township.

The diverse, fertile soils found in Jackson Township are also the result of ancient glaciers. Most of Jackson Township contains moderately well drained and well drained, non-hydric soils. A substantial area of the Township has well-drained Chili and Wheeling soils. These soils were formed when meltwater streams deposited sand, gravel, and other sediments along the margins of glaciers. Areas with Chili and Wheeling soils are often classified as "Prime Farmland" by the U.S. Department of Agriculture due to their high productivity, level topography, and other characteristics that make them uniquely suited for agriculture. The northwest portion of the Township has large areas classified as "Prime Farmland."

Hydric soils are poorly drained soils that form in low-lying areas or in areas with restricted drainage. Hydric soils cover approximately 14 percent of the Township, and 16 percent of the Township has non-hydric soils with hydric inclusions. Most of the hydric soils in Jackson Township have been drained for agricultural use. These soils are still classified as hydric, despite the fact that they are no longer saturated for significant periods of time. Some hydric soils in the Township, such as Carlisle muck, are extremely productive when drained. Due to their high organic matter content and other characteristics, many hydric soils are often classified as "Prime Farmland" by the U.S. Department of Agriculture (USDA). When agricultural production on hydric soil ceases and ditches and tiling systems are no longer maintained, these areas will often revert back to wetlands.

Hydric soils and non-hydric soils with hydric inclusions often pose challenges to development. They are prone to flooding, inappropriate for septic systems, and are often associated with wetlands. Heavy clay soils also have a tendency to swell during wet periods and shrink during dry periods, causing cracks and in foundations and concrete roads. In order to develop areas with hydric soils, it is often necessary to grade the land to avoid ponding and provide drainage through ditching and tiling. Areas of Jackson Township with hydric soils are shown on *Map 4 Critical Environmental Features*. These areas have been identified using the Soil Survey of Stark County issued by the USDA in 1971, and reflect conditions in the Township in 1965. The locations of hydric soils shown on *Map 4* should be used as a guide, and field testing should always be conducted before development decisions are made for specific parcels of land.

WETLANDS

Wetlands are generally defined as areas that are inundated or saturated with water throughout the year, or during a significant part of the year. This presence of water is the defining factor that produces the types of soils, plants, and animal communities typical of wetlands. For the purposes of regulation, the U.S. Army Corps of Engineers (ACE) identifies wetlands based on three things: the presence of water, the presence of soils that form under flooded or saturated conditions (hydric soils), and the presence of plants adapted to hydric soils.

Wetlands provide many important functions that are critical to the health of ecosystems and local communities. Wetlands improve water quality by removing pollutants, sediments, and excess nutrients; they control flooding and recharge aquifers; they provide crucial habitat for many plant and animal species; and they provide recreational opportunities such as bird watching and hunting.

Map 4 Critical Environmental Features shows the locations of wetlands in Jackson Township identified through the National Wetland Inventory (NWI) prepared by the U.S. Fish & Wildlife Service (FWS). Over 1,320 acres have been identified as wetlands through the NWI, comprising approximately 6 percent of Jackson Township. The U.S. FWS maps the location of wetlands using aerial imagery and classifies them based on their hydrologic, geomorphologic, chemical, and biological characteristics. The majority of wetlands found in Jackson Township are classified as palustrine, or ponds and marshes. These areas are dominated by trees, shrubs, and/or emergent plants and mosses that grow in saturated conditions. Lake Cable, Lake O'Springs and Willowdale Lake have been identified as lacustrine wetlands, or deep water habitats. Jackson Township also has significant areas of hydric soils, including many muck soils. If agricultural practices such as draining and ditching in these areas were to be abandoned, the land would revert back to wetlands.

Federal law regulates the discharge of dredged and fill material into navigable waters and adjacent wetlands. If a developer wishes to alter a wetland, they must first obtain a Clean Water Act Section 404 permit from the U.S. ACE and a Section 401 water quality certification from the Ohio EPA. When wetlands are destroyed, the loss is mitigated through the creation of new wetlands. The amount of mitigation required varies with the

type of wetland being destroyed, but developers in Ohio generally have to provide 1.5 to 3 acres of new wetlands for every acre of wetland lost.

As of 2001, isolated wetlands that are not connected to navigable waters are no longer under the jurisdiction of the Federal government, and alteration or destruction of these wetlands does not require a 404 permit or a 401 certification. To fill this regulatory gap, the State of Ohio created an isolated wetlands permitting process administered by the Ohio EPA.

The first step that local communities should take to protect wetlands and ensure that developers obtain the proper permits is to require wetland delineation on all development sites. Once wetlands are identified, local communities can provide additional protection by requiring a 50-foot buffer zone around wetlands. In addition, wetlands can be preserved by encouraging open space design subdivisions that channel development away from on-site wetlands and areas with hydric soils. Due to the fact that many wetlands in the Township are located along Mudbrook Creek, Nimisila Creek, and the Tuscarawas River, these wetlands can also be protected by establishing stream buffers and by protecting the 100-year floodplain of the Tuscarawas River.

The best way to preserve wetlands and the critical functions that they perform is through parkland acquisition. One of Jackson Township's most ecologically valuable wetlands, Jackson Bog, is currently protected as a State Nature Preserve. The 57-acre nature preserve is jointly owned by the ODNR, Jackson Township, and the Jackson Local School District. Jackson Bog is a true fen; an alkaline wetland that accumulates peat. It is fed by groundwater springs that bring oxygen-poor, highly alkaline water to the surface and support many rare plant species, such as false asphodels, carnivorous pitcher plants and round leaved sundews. Approximately 10,000 visitors come to the Jackson Bog State Nature Preserve each year to enjoy this unique and extremely fragile ecosystem. There are also several unprotected wetlands on land adjacent to Jackson Bog that would be excellent candidates for parkland acquisition and/or open space conservation (See *Map 4 Critical Environmental Features*).

RARE PLANT & ANIMAL SPECIES

Due to the protected status of Jackson Bog and nearby Singer Lake Bog in the City of Green, Jackson Township is home to 34 species of rare plant species and two rare animal species. The general locations of these rare animals and plants have been obtained from the ODNR's Natural Heritage Database and shown on *Map 4 Critical Environmental Features*. The size of the symbol on the map indicates the precision with which the records identify the location. The smaller the circle, the more exact the record.

Three of the rare plant species found in Jackson Township are considered endangered in the State of Ohio. The rare Bog Willow is found in the area north of Willowdale Lake, surrounding the Cleveland Museum of Natural History's Singer Lake Bog. The endangered Flat-leaved Rush was once found in the area where Glenmoor Country Club is now located, and the Small Purple-Foxglove has been observed in several locations around Jackson Bog. Jackson Bog is also home to the Seepage Dancer, a delicate blue damselfly that is on the State Endangered list, and the State Threatened Spotted Turtle.

There are seven plant species found in Jackson Township that are listed as State Threatened species in Ohio, including Hooded Ladies'-tresses, Small Cranberry, and Northern St. John's-wort. Nineteen other plant species are considered Potentially Threatened by the State. The ODNR has also identified a Champion Tree in the Village of Hills and Dales. This giant Pin Oak was 105 feet high and had a spread of 120 feet when it was measured in 1997.

Thankfully, the fragile ecosystems of Jackson Bog and Singer Lake Bog are currently protected. To preserve these vanishing examples of Ohio's landscape and the rare species they support, efforts should be made to ensure that these areas continue to be preserved. To further protect these areas, surrounding land should also be considered for parkland acquisition. More information about the exact locations of rare species and communities can be obtained from the ODNR, Division of Natural Areas and Preserves.

II. PUBLIC INPUT

The following table summarizes public feedback related to natural resources that was received at the Visioning Workshop held in May, 2004. It lists things about the Township that give people pride in their community, things that they are sorry about, and their visions for the future. The numbers beside the "prouds" and "sorries" show how many of the four small groups listed that particular item. The number beside each "vision" represents the number of votes that it received when the large group reconvened. These prouds, sorries, and visions were taken into consideration when drafting the recommendations found throughout this Plan.

Table 24: Visioning Workshop Results: Natural Resources

<u>Prouds [# Groups]</u>
Great Park System [4]
Canal Corridor
Natural resources- Jackson Bog
Land Conservation
<u>Sorries [# Groups]</u>
Lack of funds for parkland/ defeat of levy [2]
Diminishing public open space [2]
Loss of greenspace
Lack of lighting restrictions/regulations
Lack of adequate drainage regulations
Lack of parks
Litter along State & Federal highways
Park facilities should be expanded
Noise from airport

Visions (# Votes)

Establish a program to purchase existing land to preserve open space (12)
Cluster housing- preserve green space (5)
Park system increase 3x current level and adequate funding (3)
Stormwater management (1)
Pollution reduced to point that it is not an issue
Enforce noise ordinance
Open space protection
Erie Canal Corridor
Extending sewer lines
Acquire & develop canal corridor
Retention basin and drainage facility maintenance

III. GOALS

General goals were drafted by the Steering Committee in light of existing conditions in the Township and the public input received throughout the planning process. The following goals relate to the Township's natural resources:

- To maintain the integrity and water quality of streams within the Township and lower the risks associated with flooding;
- To manage stormwater on all development sites and decrease stormwater generation;
- To protect groundwater resources;
- To preserve wetlands, rare and endangered species habitat, and other critical environmental features;
- To preserve steep slopes and control erosion; and
- To recognize the regional impacts of decisions regarding stormwater and environmental resources, and collaborate with neighboring communities to address regional environmental issues.



SECTION 5: COMMUNITY FACILITIES & SERVICES

COMMUNITY FACILITIES & SERVICES

Community facilities exist for the benefit of the residents of Jackson Township. The Township's fire stations, safety center, schools, parks, and various other community facilities provide residents valuable services and opportunities for recreation. The high quality of Jackson Township's local schools and its park system play a large role in attracting new residents to the community. Services such as water and sewer are key factors that determine where, when, and how the Township will develop. The information on Jackson Township's community facilities and sewer and water service providers presented in this section of the Plan was gathered through site visits and telephone interviews.

I. EXISTING CONDITIONS

TOWNSHIP FACILITIES

Jackson Township's public facilities house the equipment and personnel needed to provide services to its residents. These public facilities are briefly summarized below and shown on *Map 5 Community Facilities*.

1. *Township Hall*: The Township Hall, or Administration Building, is located at 5735 Wales Ave. NW, in a complex with the Township Highway Maintenance facilities, the community's Recycling Center, and the Safety Center. Township Hall houses the Township's Administration Department, Clerk's Office, Zoning Department, Parks and Recreation Department, Legal Department, Highway Department offices, the Regional Emergency Dispatch (RED) Center, the Jackson-Belden Chamber of Commerce, and the YMCA Satellite Office.

2. *Highway Maintenance Facilities:* The highway maintenance facilities are located just south of the Township Hall on Wales Avenue NW. They include garages for vehicles and equipment, mechanic's maintenance bays, a lunchroom, and the foreman and vehicle maintenance office. Space still remains in this newly constructed complex for additional facilities or offices.
3. *Recycling Center:* The Township's recycling facilities are located south of the Highway Maintenance Facilities on Wales Ave. NW. The Township owns the building and rents it to a non-profit organization called Jackson Township Recycling Station, Inc. The non-profit operates the center and owns the recycling equipment. In 2003, the Jackson Township Recycling Center recycled over 3 million pounds of paper, newspaper, magazines, office waste, glass, plastic, aluminum and steel cans, and metal. The majority of customers are residents of Jackson Township, and in 2003, approximately 55,000 cars came to the station to drop off materials. The Station operates primarily through grants from the Stark-Tuscarawas-Wayne Joint Solid Waste Management District, and through profits generated from recycled materials. It also receives assistance from Jackson Township and community volunteers who donated 5,000 hours of service in 2003.
4. *Safety Center:* The Jackson Township Safety Center, located at 7383 Fulton Drive, on the corner with Wales Avenue NW, houses the Township's Police Department and much of the Fire Department, including the administrative office, fire prevention bureau, and Fire Station No. 1. It includes garages to house all police vehicles, a training room, and a holding facility. The Fire Station includes 2 large bays for fire engines, an ambulance, tower ladder truck, and rescue vehicle. It also houses living dorms for firefighters.
5. *Fire Stations:* Jackson Township has five fire stations spread throughout the Township that each contain three or four bays for vehicles, bedrooms for firefighters, and living areas. Fire Station No. 1 is located in the center of the Township in the Safety Center. The other four stations each have at least one fire engine and an ambulance. Fire Station No. 2 is located in the southwestern section of the Township at 8500 Traphagen St., Fire Station No. 3 is located at 6965 Strausser St. in the northern part of the Township, Fire Station No. 4 is found on the east side of Township at 5685 Dressler Road, and Fire Station No. 5 is located in the southeastern section of the Township at 5800 Everhard Road. A new fire station is also planned for the northwest corner of Portage Street and Lutz Avenue.

PARKS & RECREATION

The Jackson Township Department of Parks & Recreation maintains eight parks spread throughout the community. The locations of these parks are shown on *Map 5 Community Facilities*. The Township's parks include:

1. *Crystal Springs Bridge Park:* Located near the intersection of High Mill Avenue and Erie Ave, this historic bridge stretches across the Tuscarawas River,

connecting Erie Avenue to Forty Corners Street and providing access to the Ohio & Erie Canal Towpath.

2. *Devonshire Park*: This 60-acre community park located off of South Boulevard provides a small ball field, fishing pond, picnic shelter, restrooms, basketball court, sand volleyball court, and two soccer fields.
3. *Joseph E. Fisher Park*: Located on Lake O'Springs Avenue, this 27-acre community park includes four soccer fields, four ball fields and a playground.
4. *Nelson M. Keck Park*: This wooded, 31-acre community park located on Wales Avenue, just south of Strausser St. NW, provides an area for picnics.
5. *North Park*: This large, 70-acre complex is located in the center of Jackson Township on the northwest corner of Fulton Drive and Wales Avenue. This park, which surrounds the Jackson Branch Library and the Township facilities along Community Parkway, acts as a community gathering place. Amenities include a picnic shelter, restrooms, a playground, 1.1 miles of paved walking track, seven athletic fields used for soccer or lacrosse, 2 miles of multi-purpose bike trails, seven ball fields, six tennis courts, and two sand volleyball courts. The park also boasts a 1.5 acre fishing pond and a gazebo.
6. *South Park*: This 95-acre community park is located on the south side of Fulton Drive next to the Jackson High School. South Park encompasses the Jackson Bog State Nature Preserve, which is managed by the Ohio Department of Natural Resources. South Park offers two picnic shelters, restrooms, a playground, sand volleyball court, horseshoe pit, seven ball fields, eight football fields, four soccer fields, and two miles of hiking trails that provide public access to Jackson Bog and the large natural areas that surround it.
7. *Strausser Park*: The Township leases approximately 39 acres on Strausser Street from the Jackson Local School District. Plans for designing this new park, which is adjacent to the Strausser Elementary School, began in 2004.
8. *Stuhldreher Street Fields*: Located near the intersection of Perry Drive and Hills & Dales Road, this 11-acre neighborhood park provides two soccer fields.
9. *Edward & Mary Zink Park*: This Mini Park on the corner of 38th and Michael Street was donated to encourage beautification projects in Township. An ornamental garden and picnic area are planned for this 0.75-acre park.

The Stark County Park District also maintains and operates 3 miles of the Ohio & Erie Canal Towpath trail that run through Jackson Township. This multi-use trail parallels the Tuscarawas River and stretches across Stark County for 25 miles. The Trail is part of the federal Ohio & Erie Canal National Heritage Corridor that extends for 87 miles from Cleveland to Tuscarawas County. The National Heritage Corridor was created in 1996 and is still under development. The federal government does not own or manage land in National Heritage Corridors as it does in National Parks, but it partners with local and state governments and organizations to protect the special identity of the canal area. Stark County operates and maintains a trailhead for the Ohio & Erie Canal Towpath on Erie Avenue, just west of Crystal Springs Bridge.

The adequacy of the Township's park system can be assessed by reviewing the inventory of parks and recreation facilities and comparing it to general, national park standards based on population. Table 25 compares Township facilities to standards set by the National Recreation and Park Association (NRPA). The facilities listed in Table 25 include all facilities owned and maintained by the Township. It does not include private, for profit facilities, park facilities owned by other public entities, or school district facilities.

The NRPA breaks parks into three different categories based on their size and the facilities that they offer. Community Parks, such as North Park and South Park, are over 25 acres in size and offer extensive recreational facilities or natural areas appropriate for outdoor recreation. Neighborhood parks are usually at least 15 acres in size and serve an area within a 0.25 to 0.5 mile radius (around 5,000 residents). These areas typically provide intense recreational facilities such as sports fields. Mini Parks, such as Zink Park, are generally less than one acre in size, and serve the immediate area within a 0.25 mile radius, or a specific group such as toddlers or senior citizens.

Table 25: Recreation Facilities Evaluation for Jackson Township

Facility Type¹	Recomm. Stds.² (unit)/pop.	Existing	Recomm. Need^{3,4}	Surplus/ Shortfall
<u>Basketball Courts⁵ (#)</u>	1/5,000	1	7	-6
<u>Tennis Courts (#)</u>	1/2,000	6	19	-13
<u>Volleyball Courts (#)</u>	1/5,000	4	7	-3
<u>Baseball/Softball Fields (#)</u>	1/2,500	19	15	4
<u>Baseball w/ lights (#)</u>	1/30,000	0	1	-1
<u>Football Fields (#)</u>	1/20,000	8	2	6
<u>Soccer Fields (#)</u>	1/10,000	18	4	14
<u>Golf Courses (9 h) (#)</u>	1/25,000	0	1	-1
<u>Golf Courses (18 h) (#)</u>	1/50,000	0	1	-1
<u>Driving Range (#)</u>	1/50,000	0	1	-1
<u>Swim. Pool-Indoor (#)</u>	1/20,000	0	2	-2
<u>Swim. Pool-Outdoor (#)</u>	1/40,000	0	1	-1
<u>Ice Rink-Indoor (#)</u>	1/50,000	0	1	-1
<u>Ice Rink-Outdoor (#)</u>	1/20,000	0	2	-2
<u>Archery Range (#)</u>	1/50,000	0	1	-1
<u>Run. Track (mi.)</u>	1/20,000	1.1	2	-1
<u>Playgrounds (#)</u>	1/3,000	3	12	-9
<u>Picnic Areas (#)</u>	none	5	none	5
<u>CC Ski Trails (mi.)</u>	1/10,000	2	4	-2
<u>Nature Trails (mi.)</u>	1/20,000	2	2	0
<u>Sledding Hills (#)</u>	1/40,000	2	1	1
<u>Bicycle Trails (mi.)</u>	1/40,000	2	1	1
<u>Horse Trails (mi.)</u>	1/50,000	0	1	-1
<u>Mini Parks (ac.)</u>	0.25/1,000	0.75	9	-9
<u>Neigh. Parks (ac.)</u>	1.0/1,000	11	37	-26
<u>Community Parks (ac.)</u>	5.0/1,000	322	188	135

Footnotes:

- 1 Facilities listed include all facilities owned and maintained by the Township. They do not include private, for profit facilities, park facilities owned by other public entities, or school district facilities.
- 2 Recommended unit of each facility per unit of population (NRPA)
- 3 Based on population of 37,484 per Census 2000
- 4 Rounded to the nearest whole number
- 5 2 backboards considered equal to 1 court for purposes of this analysis

Based on the evaluation presented in Table 25, the Township's existing park facilities well exceed the recommended number of ball fields, soccer fields, and community parks. The Township is deficient in terms of the number of basketball courts, tennis courts, volleyball courts, swimming pools, and playgrounds. The Township also lacks a publicly owned golf course, a driving range, swimming pool, ice rink, and archery range, but these needs are currently met by privately owned facilities that are open to the public. There are two public golf courses and driving ranges within the Township (Tam O'Shanter and Rolling Green), and an ice rink on Port Jackson Ave., NW. In terms of trails, the Township has less than the recommended amount of running track, cross country skiing trails, and horse trails. However, when the Ohio & Erie Canal Towpath is considered, the Township meets standards for nature, cross-country skiing, and horse trails. According to the above analysis, Jackson Township is also deficient in neighborhood and mini parks, but the acreage of community parks in the Township more than makes up for these short falls.

Some of the current deficiencies may be remedied by the availability of other public facilities maintained by the Jackson Local School District. The School District has four outdoor tennis courts, nine ball fields, five football fields, four playgrounds, six soccer fields, a 0.25-mile running track, and a one-mile nature trail open for public use. These facilities, however, are used extensively by school teams and are often unavailable to the public. They also do not correct the Township's largest deficiencies (basketball courts, tennis courts, volleyball courts, and playgrounds).

SCHOOL FACILITIES

Jackson Local School District

The Jackson School District encompasses the majority of the Township and small parts of Lawrence Township, Perry Township, Plain Township, and the City of Massillon. During the 2003-2004 school year, there were approximately 675 staff members and 5,528 students enrolled at the six schools in the district. The locations of these schools, which are all within Jackson Township, are shown on *Map 5 Community Facilities*. The enrollment at each school during the 2003-2004 school year is presented below:

1. *Jackson High School (9th-12th): 1,773*
2. *Jackson Memorial Middle School (6th-8th): 1,354*
3. *Amherst Elementary School (K-5th): 459*
4. *Lake Cable Elementary School (K-5th): 407*
5. *Sauder Elementary School (K-5th): 679*
6. *Strausser Elementary School (K-5th): 856*

Every year, the Ohio Department of Education rates schools and school districts based on proficiency test scores, graduation rates, and attendance rates. Schools and districts are then given a designation that ranges from "Academic Emergency" to "Excellent." During the 2003-2004 academic year, the Jackson Local School District was in the "Excellent" category, meeting 18 of the 18 minimum requirements set by the State.

The Jackson Local School District is the fastest growing district in Stark County. Over the period between 1994 and 2004, the Ohio Department of Education reported an 11 percent increase in enrollment in the District. Growth in recent years has caused overcrowding, and the Jackson High School is currently operating at 100 percent capacity. The District has estimated that by 2014, student enrollment will reach 6,372 due to rapid residential growth.

To address these issues, residents in the District passed a bond issue in March of 2004 that will generate \$48.5 million for renovations and additions to the District's facilities. Approximately 150,000 square feet, which will include 27 new classrooms, will be added to the high school. Renovations will be made at the Middle School, Amherst Elementary, Lake Cable Elementary, and Sauder Elementary, and the District's administrative offices will be consolidated into one building. Construction on the high school addition is scheduled to start in 2005, and open for use in the 2006-2007 school year.

Plain Local School District

The southeast corner of Jackson Township is part of the Plain Local School District. In addition to Jackson Township, this district serves parts of Plain Township, the City of Canton, Lake Township, Nimishillen Township, and the Village of Hills & Dales. During the 2003-2004 academic year, the District employed a staff of 706, and 6,080 students were enrolled at the district's eleven schools. None of these schools are located within Jackson Township.

When the Ohio Department of Education rated the Plain Local School District for the 2003-2004 academic year, it was in the "Effective" category, satisfying 14 of the 18 the State's standardized test, graduation, and attendance requirements.

Like the Jackson Local School District, the Plain Local School District has experienced growing pains due to rapid residential development in the area. All of the schools are operating at or near capacity, and modular units have been opened to serve several schools. A Kindergarten Center was also recently opened to alleviate overcrowding in two of the District's elementary schools. The District has extensive plans to address these issues, and in November of 2002, District residents passed a bond issue to support new construction. In May of 2004, construction is scheduled to begin on a new high school for grades nine through twelve. This high school will be integrated into the Plain Community Campus, which is planned to house a Stark County branch library and possibly a YMCA. The current high school and Glen Oak Career Center will then be converted to middle schools, and Middlebranch and Taft middle schools will be converted to grade schools. Pleasant View will then be closed, and the arts programs it offers will be offered at the middle schools. All elementary buildings will also be upgraded and renovated.

OTHER, QUASI-PUBLIC, & PRIVATE FACILITIES

Numerous other public and private facilities and institutions in Jackson Township serve local residents and the region. These facilities are briefly described below and shown on *Map 5 Community Facilities*.

1. *Stark County District Library Jackson Township Branch*: The library opened at 7487 Fulton Dr. NW in 1992, making it the largest branch of the Stark County Library system.
2. *U.S. Postal Service Jackson Belden Branch*: This facility located at 4420 Dressler Rd. is the primary post office serving Jackson Township residents and businesses.
3. *Stark State College of Technology*: *Stark State College of Technology* – Located at 6200 Frank Ave. NW, Stark State is the largest college in Stark County, the largest technical college in the State of Ohio and one of the fastest growing technical colleges in the nation. In 2005, nearly 7,000 students were enrolled in Stark State's 43 associate degree programs and numerous certificate programs. The College offers bachelor-degree completion opportunities through partnerships with other colleges/universities. Sixty-five percent of Stark State's students are from Stark County; 35% are from outside the county. To keep pace with its remarkable growth, Stark State has added several new buildings to its campus, which is expanding northward. Some of the College's newest facilities include the state-of-the-art \$9 million WR Timken Center for Information Technology, the Ralph Regula Wellness and Therapy Center and the 35,000 square-foot Automotive Technology Center (off campus). The College is currently constructing a multi-million-dollar Fuel Cell Prototyping Center to serve companies involved in the emerging fuel cell industry and stimulate economic development in the region. As part of its community service mission, Stark State offers its Silk Auditorium/Atrium and campus meetings rooms to local business and community groups for a minimal charge or free (for non-profits), which brings more than 20,000 citizens to campus for community meetings and activities.
4. *Kent State University Stark Campus*: This institution, which shares a campus with Stark State College, is the largest of Kent State University's regional campuses. Over 3,800 students commute to Kent State Stark to take classes in the 254 different majors and programs available through Kent State University. Since 1999, enrollment at Kent State Stark has increased by 25 percent. Kent State Stark offers the first two years of study in most of Kent State University's four-year degree programs, and a Master of Business Administration program. The campus currently consists of five buildings: the Main Hall, the Fine Arts building, the Physical Education building, the Learning Resources Center (Library) and the Professional Education and Conference Center.
5. *Jackson Community YMCA*: This 7-acre parcel located on the south side of Fulton Drive, next to the Mercy Medical Health Park, was recently acquired by the YMCA of Central Stark County for a new community recreation facility.
6. *Mercy Medical Health Park*: Currently in the development phases, this medical park will be located adjacent to the existing Statcare facility at 7452 Fulton Drive. The park will be part of the Mercy Medical Center system. This system is operated by the Sisters of Charity of St. Augustine Health System and the University Hospitals Health System.

7. *Girls Scout Camp Lycopodia*: This Girl Scout facility is located in the southwest corner of the Township off of Riverside Avenue.
8. *Akron Canton Regional Airport*: The Akron Canton Regional Airport complex is discussed in *Section 7 Transportation*.
9. *Shady Hollow Country Club*: This private country club is located off of Wales Avenue, south of South Park.
10. *Glenmoor Country Club*: This private country club and golf course on the corner of Brunnerdale Avenue and Hills & Dales Road is surrounded by the gated residential subdivision of Glenmoor.
11. *Tam O'Shanter Golf Course*: This privately owned golf course located on the north side of Hills & Dales Road, across from the Village of Hills and Dales, is open to the public. It includes 36 holes and a driving range.
12. *Brookside Country Club*: This private country club and golf course is located on the south side of Hills & Dales Road, to the west of Hills and Dales Village.
13. *Rolling Green Golf Course*: This privately owned golf course located on the southeast corner of the Strausser Street and Lutz Avenue is open to the public. It includes 18 holes and a driving range.

SEWER SERVICE

Sewer service in Jackson Township is provided by the Stark County Metropolitan Sewer District. Based on the number of customers in 2004, approximately 75 percent of Township residents are served by the District. The general boundaries of the District's sewer service area are shown on *Map 6 Sewer and Water Service Areas*.

Sewer infrastructure imposes constraints on urban development in Jackson Township based on the capacity of trunk lines and the 20 lift stations in the Township, and the location and/or capacity of treatment facilities. To determine whether a new development will tax the capacity of the existing system, the Stark County Sanitary Engineer's Office considers the type and density of the proposed land use and the percentage of the drainage basin already served.

One major project that the Sanitary Engineer is currently undertaking and funding in Jackson Township is a sewer extension along Portage Street. As the road is widened, the sewer line will be installed to serve homes along Portage Street that are currently using septic systems. Developers can also apply to the District for permits to extend privately-funded sewers to new development, and residents in existing subdivisions can petition the District to extend service. There are currently four pending petitions to extend sewer service to Cloverdale & Sommerset # 2, Huckleberry 4 & 5, the Old Homestead Allotment Area off of Parkford, and 131 parcels at the intersection of Portage Street and Wales Avenue. In order for the District to move forward on these petitions, they would need support from the majority of residents in the subdivision. The district would then design and prepare plans for the extension and present them to the County Commissioners for approval.

From *Map 6* we can see that there are large areas of the Township to the north and west that do not have sewer service. In these areas where sewers are not available, individual septic tank or cesspool facilities provide waste disposal. Based on soil characteristics, only 17 percent of the soils in Jackson Township are suited for septic systems (Davey, 2000). According to the Land Capability Analysis prepared for the Township in 2000, large areas in the northern and western portion of the Township are not suitable for septic systems. It will, therefore, be important to encourage development in areas with unsuitable soils to connect to sewers. Sewer provision should be an extremely important consideration in the areas with high potentials for groundwater pollution (See *Map 3 Water Resources*). To ensure sufficient areas for leach fields, lot sizes should be larger in areas not currently served by sewers. Basing minimum lot sizes on the availability of sewers will also provide incentives to developers to extend sewers or develop areas where sewers are already available.

WATER SERVICE

The majority of Jackson Township is served by public or private water systems. Approximately 60 percent of Jackson Township is served by Aqua Ohio, formerly Consumers Ohio Water Company. Aqua Ohio recently constructed a 3 million gallon storage tank and upgraded a booster station in the Township, and has been laying main lines to supply water to new development in the northern and western portions of the Township. By 2020, Aqua Ohio plans to serve 90 percent of the Township, and extend its sewer boundaries to encompass all areas of the Township not currently serviced by the North Canton and Canton systems. North Canton City Water provides service to commercial and residential development in the eastern portion of the Township, including Kent State, Stark State College, and a portion of the Westfield Shopping Town Belden Village Mall. The City of Canton also provides water to a small area along the eastern edge of the Township surrounding Fulton Drive. Areas serviced by Canton, North Canton, and Aqua Ohio are shown on *Map 6 Sewer and Water Service Areas*. Residents and businesses outside of these service areas (roughly 30 percent of the Township) obtain water from individual wells.

II. PUBLIC INPUT

The following table summarizes the public feedback received at the Visioning Workshop held in May, 2004 that related to facilities and services. It lists things about the Township that give people pride in their community, things that they are sorry about, and their visions for the future. The numbers beside the “prouds” and “sorries” show how many of the four small groups listed that particular item. The number beside each “vision” represents the number of votes that it received when the large group reconvened. These prouds, sorries, and visions were taken into consideration when drafting the recommendations found throughout this Plan

Table 26: Visioning Workshop Results: Facilities & Services

Prouds [# Groups]
Good school system [4]
Great park system [4]
Safety forces- Police, Fire. EMS [4]
Quality of active recreation/ athletic opportunities [4]
Higher Education [3]
Passing School levies [2]
Planned YMCA [2]
Good health care & medical facilities [2]
Churches [2]
Township Government's proactive work to improve public safety [2]
Library
Kent State Conference Center
Ice rink
Golf courses
Park activities & programs
Renovation of old police department
Maintenance of older schools
Access to public services
Sorries [# Groups]
Crowded schools
Schools too large- especially Middle School
Quality of teachers
Expand park facilities
Possible development of Tam O'Shanter
Public swimming
Post office substations
Utility capacity
Lack of teen recreation
Lack of student activities
Above ground utilities
Visions (# Votes)
Youth activities (5)
Keep Tam O'Shanter a golf course (3)
Park system increase 3times current level and adequate funding (3)
Review of schools based on growth of Township (2)
Post Office substation (1)

III. GOALS

General goals were drafted by the Steering Committee in light of existing conditions in the Township and the public input received throughout the planning process. The following goals relate to community facilities and services:

- To control the rate of residential growth to ensure that roads, schools, and other public services can accommodate increases in demand;
- To reinforce the "center" of Jackson Township through facility location decisions;
- To provide sufficient recreational opportunities for residents of every age;
- To provide sufficient park facilities for the community at build-out population levels;
- To support the continuance of excellent local schools; and
- To encourage new and existing development to connect to sanitary sewers.



SECTION 6: ECONOMY

ECONOMY

The health of the local economy is central to the health of any community, and economic considerations play an important role in planning for future land use. The type of development that occurs in the Township affects the Township's revenue stream, the availability of local jobs, and access to goods and services. This section of the plan assesses the state of Jackson Township's local economy, examines the financial position of the Township, and discusses the issue of annexation. It also examines retail development in the Township and explores ways that the Township can plan to meet future retail needs in ways that are consistent with the larger goals of the community. The Township seeks to strengthen its economy by supporting existing businesses, encouraging future growth in the industrial and high-tech sectors, and preventing annexation.

I. EXISTING CONDITIONS

EMPLOYMENT BY PLACE OF RESIDENCE

A conventional method of assessing the local economy is to compare the employment of a community's residents, by industrial sector, to that of the regional economy in which the community is located. Jackson Township is part of the Canton-Massillon Metropolitan Statistical Area (MSA). The employment by industrial sector of the residents of the Township and the MSA is presented in Table 27 below. The data in Table 27 are taken from the 2000 Census.

Table 27: Employment by Industrial Sector: 2000

Occupation	Jackson Township*		Canton-Massillon MSA		Location Comparison Township to MSA
	No. Employed Persons	% of Total	No. Employed Persons	% of Total	
Ag., forestry, fishing, hunting:	51	0.3	1,541	0.8	32.8
Mining	34	0.2	578	0.3	58.3
Construction	937	4.8	11,737	6.1	79.1
Manufacturing	3,769	19.3	46,235	23.9	80.7
Wholesale trade	923	4.7	7,400	3.8	123.5
Retail trade	2,360	12.1	24,174	12.5	96.7
Transp. and warehousing	587	3.0	6,826	3.5	85.2
Utilities	232	1.2	1,626	0.8	141.3
Information	351	1.8	3,452	1.8	100.7
Finance and insurance	1,139	5.8	7,550	3.9	149.4
Real estate, rental and leasing	432	2.2	2,540	1.3	168.4
Professional, scientific, and technical services	1,173	6.0	6,830	3.5	170.1
Management of companies and enterprises	25	0.1	119	0.1	100.0
Administrative, support and waste management services	459	2.3	5,842	3.0	77.8
Educational services	1,944	9.9	13,837	7.1	139.1
Health and social assistance	2,788	14.2	24,109	12.4	114.5
Arts, entertainment, rec.	231	1.2	2,224	1.1	102.9
Accommodation and food services	879	4.5	11,571	6.0	75.2
Other services (except public administration)	775	4.0	10,068	5.2	76.2
Public administration	479	2.4	5,547	2.9	85.5
TOTAL	19,568	100.0	193,806	100.0	

* Excludes population in the Village of Hills and Dales.

Source: Census 2000, US Bureau of the Census.

The “Location Comparison” in the final column compares the percent of total employment among Township residents to the percent of total employment among MSA residents. The location comparison can be used to indicate if employees living in Jackson Township are concentrated in different sectors than employees at the MSA level. When the location comparison is greater than 100 percent, it indicates that Township residents are more heavily concentrated in that particular industry than are residents in the regional economy.

The other important factor of employment by industrial (or economic) sector, is the average wage in each sector. Wage data for the MSA is presented in Table 28.

Table 28: Average Weekly Wage by Industrial Sector: 2000

Industrial Sector (NAICS)	Av. Weekly Wage, Canton-Massillon MSA (2000)	No. Jackson Twp Residents Employed in Sector*	Combined Weekly Wages of Jackson Twp Residents by Sector
Agriculture, forestry, fishing and hunting	\$474.82	51	\$24,215.82
Mining	686.38	34	23,336.92
Construction	640.66	937	600,298.42
Manufacturing	753.83	3,769	2,841,185.27
Wholesale trade	739.82	923	682,853.86
Retail trade	365.33	2,360	862,178.80
Transportation and warehousing	551.95	587	323,994.65
Utilities	1030.64	232	239,108.48
Information	625.83	351	219,666.33
Finance and insurance	662.99	1,139	755,145.61
Real estate, rental and leasing	427.78	432	184,800.96
Professional, scientific, and tech. services	674.38	1,173	791,047.74
Management of companies and enterprises	843.74	25	21,093.50
Administrative, support and waste management services	284.51	459	130,590.09
Educational services	345.57	1,944	671,788.08
Health care and social assistance	569.05	2,788	1,586,511.40
Arts, entertainment, and recreation	253.08	231	58,461.48
Accommodation and food services	190.41	879	167,370.39
Other services (except public administration)	320.52	775	248,403.00
	TOTAL:	19,089	\$10,432,050.80
AVERAGE WEEKLY JACKSON TOWNSHIP WAGE:			\$546.50
AVERAGE WEEKLY MSA WAGE:			\$543.43

* Excludes population in the Village of Hills & Dales

Source: Ohio Bureau of Labor Market Information, 2004.

The average weekly wage information in Table 28 is the average wage (and salary) paid by businesses in each sector, excluding public administration. For example, the average weekly wage paid for manufacturing includes all of those firms whose primary business is manufacturing. The average wage includes all workers in those firms, whether they are janitors, production workers, or corporate vice presidents.

This MSA data was then used to find the average weekly wage for Jackson Township residents. First, the average MSA wage in each industrial sector was multiplied by the number of Township residents employed in that sector to find the combined weekly wages of residents by sector. This information was then used to find the average weekly wage of Township residents. The average wage of Township residents in 2000 was \$546.50, which is roughly equivalent to the average wage across the MSA (\$543.43).

The employment and wage data suggests that the Township’s population is well placed in the regional economy. A challenge for the Township’s long-term economic development will be to continue to expand and attract employment opportunities in higher wage industries.

PROPERTY VALUES

Property value trends are important indicators of community economic health. Property values are also important because the majority of the revenues that finance Township government activities are generated by property taxes. The assessed property values used for determining property taxes are presented in Table 29.

Table 29: Assessed Property Values, by Property Class: 2001 to 2003:

	2001		2002		2003		Increase 2001 to 2003
	Assessed Value	% of Total	Assessed Value	% of Total	Assessed Value	% of Total	
Res. and Ag. Real Prop.	646,257,700	57.7	663,959,750	59.7	682,302,680	61.0	5.6%
All Other Real Prop.	295,642,250	26.4	302,207,600	27.2	305,071,990	27.3	3.2%
Public Utility Tangible Personal Prop.	54,873,080	4.9	36,328,980	3.3	38,474,630	3.4	-29.9%
Other Tangible Personal Prop.	112,724,101	10.1	109,759,591	9.9	92,986,312	8.3	-17.5%
Total Assessed Value	1,119,497,131		1,112,255,921		1,118,835,612		-0.1%

Source: McKenna Associates, Inc., 2004. Assessed value totals as reported in Township’s Annual Financial Report to the State Auditor for the years 2001, 2002, and 2003.

The assessed value of residential and agricultural real property increased 5.6 percent from 2001 to 2003. Despite a recessionary economy, residential construction continued in the Township during this period, resulting in increased property values. Commercial and industrial real property values also increased, but at a more modest rate of 3.2 percent.

Tangible personal property values decreased significantly from 2001 to 2003. The reduction is due in part to the recession, which motivated businesses to decrease their inventories. The reduction is also due to changes in State tax law that are phasing out the tangible property tax on inventories. Personal property is assessed at 25 percent of its market value. Starting in 2002, the assessment on inventories was to be reduced by about 1 percentage point per year. With the State’s budget for FY2004 and FY2005 the rate of the phase out was doubled. The budget also eliminated the State’s reimbursement to localities of the \$10,000 exemption on business personal property. The Township should formulate a five-year financial plan to assess the impact of these tax changes.

Tangible personal property constituted about 15 percent of the Township’s total assessed property valuation in 2001. Although real property is a large portion of the total property value, the modest increases in real property values were not enough to compensate for the

large decreases in personal property valuation. The Township's total assessed property valuation has stayed relatively constant from 2001 to 2003, decreasing by 0.1 percent. Without projections of the decrease in personal property tax assessments, it is difficult to know whether the trend in total valuation over the next few years will be positive or negative.

FINANCIAL POSITION

A review of the Township's financial statements for the past three years was conducted during the preparation of the Comprehensive Plan. The total revenues (excluding inter-fund transfers) for all Township funds combined are presented in Table 30.

Table 30: Total Revenues for All Township Funds Combined: 2001 to 2003

	2001	2002	2003
Property taxes	\$ 11,533,554.96	\$ 13,619,108.45	\$ 13,340,134.00
Inheritance tax	6,622,085.25	1,959,527.78	700,000.00
Local government	929,607.83	891,684.06	839,624.00
Motor vehicle license tax	68,295.48	76,196.66	69,148.00
Permissive taxes	317,217.07	319,996.91	331,200.00
Special assessments	35,741.25	45,419.04	46,050.00
Liquor permit fees	80,830.11	72,981.65	80,000.00
Cigarette license fees	1,130.24	-	-
Interest	747,940.55	352,786.58	220,149.00
Fines	86,232.00	37,418.29	40,000.00
Fees	189,994.47	301,270.24	326,418.34
Contract services	-	-	-
Notes	-	-	-
Other (& utility tax reimbursement)	2,923,877.20	1,814,370.32	2,116,424.00
TOTAL REVENUES	\$ 23,536,506.41	\$ 19,490,759.98	\$ 18,109,147.34

Source: Jackson Township Clerk, 2004.

The Township's total revenues declined 23.1 percent from 2001 to 2003. However, within this overall decline there are several trends, many of which are masked by the large variability in the year-to-year amount of inheritance tax that the Township receives. By simply removing the amount of the inheritance tax from the calculations, the Township's total revenues *increased* 2.9 percent from 2001 to 2003.

The Township's property tax revenues increased from 2001 to 2002, and then decreased slightly in 2003. The decline, however slight, is important because property taxes accounted for three-quarters of all revenues, excluding inheritance taxes, in 2003. The next largest share of revenues in 2003, accounting for 12.2%, was the other category which includes utility tax reimbursements. Revenues in this category decreased 27.6 percent from 2001 to 2003. The third largest source of revenues in 2003, accounting for 4.8 percent, was local government, which includes taxes on sales and financial institutions. Local government revenue sources decreased 9.7 percent from 2001 to 2003.

The certificate of estimated resources for 2004 projects that revenue from property taxes will once again decrease slightly. While the Township’s budget will continue to see decreases in revenues from local government revenue sharing and from personal property taxes, it appears that growth in real property tax revenues will be sufficient to provide annual increases in total revenues.

Table 31: Total Disbursements for All Township Governmental Funds: 2001 to 2003

	2001	2002	2003
General Government	\$ 1,709,617.65	\$ 1,876,595.51	\$ 1,936,132.04
Public Safety	9,534,756.24	9,387,858.21	10,218,158.09
Public Works	1,616,179.71	1,628,178.04	1,784,366.45
Health	1,656,841.83	248,876.00	258,213.00
Human Services			
Conservation-Recreation	810,521.38	692,635.43	753,361.48
Miscellaneous			
Capital Outlay	8,112,637.22	9,400,127.86	6,961,644.95
Debt Service			
Bond Principal Payment			
Note Principal Payment			
Interest and Fiscal Charges			
TOTAL DISBURSEMENTS:	\$ 23,440,554.03	\$ 23,234,271.05	\$ 21,911,876.01

Source: Jackson Township Annual Financial Reports to the Auditor of State, 2001, 2002, and 2003.

As with the revenue side of the budget, Table 31 shows that trends in the Township’s total governmental expenditures are masked by the capital outlays. The Township puts inheritance tax revenues into capital outlay budgets, and then has five years to spend the funds. Thus, the capital outlay in any one year is reflective of the Township’s overall capital needs and does not necessarily reflect the revenues in any single year.

The Township’s expenditures, excluding capital outlays decreased 9.8 percent from 2001 to 2002, and then rose by 8 percent the following year. The resulting total funds balance is presented in Table 32.

Table 32: Beginning Fund Balances, All Township Funds, 2001 to 2003

	2001	2002	2003
Beginning Fund Balance	\$ 17,252,624.65	\$ 18,918,730.20	\$ 15,575,920.58
Increase from Previous Year		9.7%	-17.7%

As the data in Table 32 show, the Township’s total fund balances have been declining recently. The estimated budget for 2004 represents a further decline in the beginning fund balance of all funds combined. Still, the fund balance appears to be healthy, relative to projected expenditures.

ECONOMIC DEVELOPMENT

To understand Jackson Township's individual economic development issues, we must first understand the regional economy. The Stark Development Board adopted a regional Three Year Strategic Plan for 2003 through 2006. The Strategic Plan identifies the region's strengths, weaknesses, opportunities, and threats:

Strengths:

- Location (access to major midwest & eastern markets)
- Transportation Systems (highway, rail, air)
- Availability of developed industrial sites & parks
- High labor productivity
- Location of universities, colleges and technical schools
- Low cost of living

Weaknesses:

- High cost of worker's compensation
- Labor unions (high wages/benefits)
- Lower educational attainment of workers
- Ohio's tax system
- Climate
- County's financial condition

Opportunities

- Develop new strategies and initiatives to target service, research & development, high-technology, warehouse & distribution companies as new prospects
- Help to create new collaborations/organizations that can be more successful in producing greater numbers of business prospects by promoting northeast Ohio as an economic region
- Work to link more closely the top research faculty and programs of the universities and colleges within northeast Ohio to the development strategies and initiatives of the development groups in northeast Ohio, including the Stark Development Board.

Threats

- Continued over-reliance on any one business/industry group
- Increasing competitiveness of other Ohio cities, counties and other states that may steal our existing companies

Jackson Township is well located for expanding and new businesses to capitalize upon the strength of transportation infrastructure, especially I-77, and the strength of industrial sites and parks, especially the Foreign Trade Zone. The remaining strengths, weaknesses, opportunities, and threats are all regional issues for which the Township is neither

particularly well placed nor poorly placed. Furthermore, the remaining issues all require regional or state actions.

To promote economic development, the Township will have to work with other localities and regional economic development organizations, including the Stark Development Board and Team Northeast Ohio. At the same time, the Township should consider to what degree regional organizations can effectively represent local, Jackson Township economic development needs. The following are local economic development issues that require a local voice, either through regional organizations or through a Jackson Township entity:

1. *Create Dialogue.* One thing that the Township can and should do is to create dialogue between businesses and industries in the Township, and the local elected officials. For example, the Township could sponsor a monthly breakfast meeting and invite the managers or owners of the businesses in different industrial clusters or sectors. The breakfast could be an informal meeting that would give business leaders an opportunity to voice their concerns and needs, and provide elected officials an opportunity to update business leaders on the activities and initiatives of government.
2. *Strengthen Location Advantage.* Within the region, the Township enjoys certain location advantages. Township policies should seek to preserve and enhance these advantages. One of the region's strengths is the transportation network and access to a very large market place within 300 miles. Jackson Township shares in this strength, with good business sites located along the I-77 corridor, and access to the NEOMODAL intermodal terminal. Township policies should seek to preserve this locational advantage by maintaining better than adequate road capacity, and by combating traffic congestion. Construction of a new I-77 interchange at Shuffel Road will add new value to site locations in the I-77 corridor in Jackson Township. The Township should, therefore, carefully consider the types of land uses that would best capitalize on this strategic location and produce the largest benefits to the Township, such as high-tech and industrial land uses. Land uses that would create undue negative impacts, such as shopping centers that attract regional traffic, should be avoided in this area. The Township must also anticipate increases in traffic surrounding the Shuffel interchange and along the I-77 corridor of Jackson Township, and plan ahead for infrastructure improvements.
3. *Encourage High-Tech Development.* The Township still has areas of vacant and underdeveloped land, especially in and around the airport. To promote a balanced community – that is a community with a mix of housing, jobs, and shopping – the Township should consider developing a high-tech park. The development and marketing of such a park could be the responsibility of either a local or a regional economic development organization.
4. *Enhance Retail Areas.* Retail facilities in the Township, including but not limited to The Westfield Shopping Town Belden Village Mall, attract a regional market of consumers. A primary factor in the community's retail success is the regional accessibility provided by I-77. To maintain the competitive advantages of a

Jackson Township location for regional retail centers, Township policies should promote access management to improve traffic flow and enhance the comfort level of visiting drivers, and should combat traffic congestion that can detract from the attractiveness of retail locations in the Township.

ECONOMIC DEVELOPMENT INCENTIVES

There are two economic development programs there are restricted to certain locations in Jackson Township: Foreign Trade Zones (FTZ) and Enterprise Zones (EZ). Businesses expanding or relocating to certain parts of Jackson Township can benefit from the additional economic development incentives available at these sites. These incentives are in addition to the incentives provided through the Stark Development Board, Team Northeast Ohio, and the State of Ohio.

Foreign Trade Zones

Stark County contains several FTZs. There is an FTZ associated with Akron-Canton Airport, and a portion of this FTZ extends into Jackson Township. The incentives available to businesses located in an FTZ include:

- *Duty Deferral*: No duty is paid while goods are kept in an FTZ. Cash flow is improved freeing capital for more important needs.
- *Reduced Duty Through Inverted Tariffs*: Duty may be reduced on foreign trade goods if they are incorporated into a finished product that has a lower duty rate.
- *No Duty Paid on Re-exported Goods*: If goods are brought into an FTZ, then are later re-exported, no duty is paid.
- *No Duty Paid on Defective Parts, Waste or Scrap*: Goods found to be defective or faulty may be returned for repair, or they may be destroyed in the zone. No duty is paid.
- *No Duty Paid On Domestic Content of Value Added*: The value added to a product while in an FTZ is not included as part of its dutiable value as a final product leaving the zone.
- *Goods Exempt From State Ad Valorem Taxes*: Foreign goods held within an FTZ are not subject to state or local ad valorem taxes.

Enterprise Zones

The Urban Jobs and Enterprise Zone Act allows communities to provide tax abatement on real property and tangible personal property in designated areas. The purpose of the EZ is to increase business activity and employment in designated areas through tax incentives. A substantial portion of the I-77 corridor in Jackson Township is in an EZ. Businesses located in an EZ may be eligible for the following additional incentives:

- Exemption of up to 60 percent of taxes on real and/or personal property first used at the project site. The term of these incentives can be up to 10 years.
- Optional services or assistance which the community is authorized to provide to the project site.

Port Authority

The Stark County Port Authority, which operates the FTZ, provides other economic development incentives. The Authority can offer off-balance sheet and synthetic leases, which can be attractive to many businesses. The authority can also issue port authority revenue bonds to finance economic development projects.

RETAIL TRADE

Retail facilities are categorized, according to function, trade area, and tenant mix, into five types: convenience retail centers, neighborhood centers, community centers, regional centers, and super regional centers. The size and trade area for each of these types of shopping centers is described in Table 33.

Table 33: Shopping Center Size and Trade Area by Shopping Center Type

Shopping Center Type	Building Size, GLA (sq. ft.)		General Trade Area	
	Average	Range	Radius	Drive Time
Convenience	20,000	Up to 30,000	Immediate Neighborhood	
Neighborhood	50,000	30,000 – 100,000	1½ miles	5 – 10 min.
Community	150,000	100,000 – 450,000	3 – 5 miles	10 – 20 min.
Regional	450,000	300,000 – 900,000	8 miles	20 min.
Super Regional	900,000	500,000 – 2 million	12 miles	30 min.

Source: Beyard, Michael D., W. Paul O’Mara, et. Al. *Shopping Center Development Handbook*. Third Edition. Washington D.C.: ULI – the Urban Land Institute, 1999.

To better understand the retail sales environment in the Township and to assess the need for future retail development, parcels with existing retail businesses in the Township have been categorized according to the ULI typology in Table 33. An inventory of existing retail land use by type is shown on *Map 7 Inventory of Existing Retail Land Uses by Type*. For this analysis, regional and super regional shopping centers have been combined into one category.

To develop the map of existing retail uses and to develop the inventory of retail space that is described in the following paragraphs, McKA conducted a field survey of all commercial land uses in the Township during the last week of August 2004. McKA also conducted a field survey of community and regional scale shopping centers in adjacent cities and townships. The results of the field survey were correlated with an analysis of detailed assessing information obtained from the Stark County Auditor.

Regional/Super Regional Scale Retail Trade

The two I-77 interchanges in Jackson Township provide region-wide access to retail shopping at two regional/super-regional shopping center areas. The Westfield Shopping Town Belden Village Mall anchors a super-regional shopping center area at the Everhard Road / Whipple Avenue interchange. The mall contains approximately 833,000 sq. ft. of leasable floor area. To the north of the mall is another 525,000 sq. ft. of retail space at the Belden Park Shopping Center, which includes Target, Dick’s Sports, DSW Shoes, and Kohls, among other tenants. With 1.35 million sq. ft. of retail space, this super

regional shopping center area attracts consumers who may also patronize surrounding community, neighborhood, and convenience retail centers.

In 1996, the second super-regional retail shopping center was constructed at the Portage Road interchange. The Strip contains 343,549 sq. ft. of retail space (including Lowes), in big-box retail. Adjacent to the strip are an additional 150,996 sq. ft. (Wal-Mart), 82,237 sq. ft. (movie theatre), 132,176 sq. ft. (Sam's Club), 111,806 sq. ft. (Home Depot), 62,464 sq. ft. (Gander Mountain), and 109,939 sq. ft. (BJs Wholesale Club). Altogether the Strip super regional shopping center area includes 1,192,015 sq. ft. of retail building space.

Based on the analysis conducted for the Comprehensive Plan, Jackson Township contains 2,297,448 sq. ft. of existing retail building space, both occupied and vacant, at the regional/ super-regional scale.

A super-regional shopping center typically has a trade area of 12 miles. *Map 8 Retail Trade Areas* shows the 12-mile trade area surrounding Jackson Township's super-regional shopping area. Within 12 miles of Jackson Township's two regional shopping center areas there are several centers with a regional draw:

- East Massillon: the Lincoln Way / SR 172 Corridor, with Home Depot / Fisher's grocery
- West Canton: the Tuscarawas St. / SR 172 corridor with Canton Centre Mall and nearby retail businesses
- Downtown Massillon and Downtown Canton
- South Akron: Arlington Road Corridor, with Home Depot and Wal-Mart

None of these shopping center areas even begin to approach the size of the two regional shopping center areas in Jackson Township. Truly competitive regional shopping center areas are in Akron at the Chapel Hill Mall area, and the Medina Road/ SR 19 corridor.

Regional and super regional shopping center areas rely on consumer spending from a large trade area. There are two basic threats that can undermine the attractiveness and drawing capacity of regional and super regional shopping center areas.

The first threat is transformations in retailing practices that can make regional shopping centers obsolete, or at least old-fashioned. The development of the Strip is an example of a transformation of retailing practices. Luckily for the Township, the Strip was developed in close proximity to The Westfield Shopping Town Belden Village Mall, thus re-enforcing the super-regional draw of retailing in Jackson Township.

To maintain the Township's competitive advantage as a regional retail center, it should stay aware of changes in current retailing practices, especially in regard to land use issues. For example, the lack of new shopping malls and the price competition from discount retailers are driving mid-scale and up-scale retailers to look for new, lower cost locations in open air strip centers. The new version of strip centers, often labeled "Lifestyle Centers," include greater areas dedicated to open space and pedestrians, streetscape and landscape design, and higher quality architecture. The Planning Commission should review the Township's land use regulations to ascertain whether or

not the Township is positioned to promote new types of retail development and to facilitate retrofitting and redevelopment of older retail structures.

The second threat is that, over time, the regional growth and development patterns change, shifting the location and concentration of households, especially the more affluent households that spend more money at regional and super regional shopping centers. As the location of population concentrations changes, developers and retailers, trying to stay ahead of the game, develop new sites and shopping centers.

Jackson Township's strategic location between Canton/Massillon and Akron makes it unlikely that there will be significant changes in regional growth and development trends that could adversely affect the draw of the Township's two regional shopping center areas during the time frame of this Comprehensive Plan. However, the Township should remain cognizant of the potential effects of regional growth patterns and monitor regional development.

Community Scale Retail Trade

A community shopping center can be defined largely by what it does and does not have. It does not have a full line department store, which would automatically categorize it as a regional shopping center. It does have a market area larger than a neighborhood center and thus draws customers from a longer distance. It offers greater depth and range of merchandise in shopping and specialty goods than the neighborhood center. It tends also to provide certain categories of goods, particularly commodities that are less likely to be found in regional centers, such as furniture, hardware, and garden and building supplies.

According to ULI, the most common types of tenants found in community scale shopping centers include:

- Restaurants (with liquor)
- Stores that sell women's ready-to-wear clothing and accessories
- Supermarkets
- Discount department stores
- Furniture stores

Based on the analysis conducted for the Comprehensive Plan, the Township's community scale shopping centers include 1,613,234 sq. ft. of existing retail building space, both occupied and vacant. Based on the ULI definition, a community scale shopping center usually attracts consumers from a 3 to 5 mile radius. However, there are several community scale shopping centers located in the regional scale shopping areas of the Township. These community scale shopping centers, while not the primary destination for many shoppers, benefit from the spending of consumers who have traveled to Jackson Township for the regional shopping centers.

The community scale shopping center is most closely identified with a supermarket as the anchor tenant. Because most residents require regular access to a supermarket, the future land use plan should plan for community scale shopping areas to provide adequate access to residents on a regular basis. Township policies should also limit the size, scale, and

uses of such facilities to assure that regional scale retailers do not creep into predominantly residential areas.

Neighborhood Scale Retail Trade

The neighborhood scale retail center contains businesses that provide convenience goods, such as food, drugs, and sundries, and personal services that meet the needs of an immediate neighborhood trade area. A grocery store or pharmacy is the typical anchor for a neighborhood scale retail area.

According to ULI, the most common types of tenants found in neighborhood scale shopping centers include:

- Grocery stores
- Medical and dental offices
- Restaurants (with liquor)
- Dry cleaners
- Women's hair salons
- Nail salons

Based on the analysis conducted for the Comprehensive Plan, the Township's neighborhood scale shopping centers include 531,954 sq. ft. of existing retail building space, both occupied and vacant. Based on the ULI definition, a neighborhood scale shopping center usually attracts consumers within a 1 ½ mile radius. However, there are several neighborhood scale shopping centers located in the regional scale shopping areas of the Township. These shopping centers, while not the primary destination for many shoppers, benefit from the spending of consumers who have traveled to Jackson Township for the regional shopping centers

Neighborhood scale shopping centers provide convenience retail goods and services. Typically these shopping centers are located in close proximity to residential neighborhoods. Allowing neighborhood scale shopping centers to be located throughout the community provides a convenience to residents and can reduce traffic congestion. The future land use plan should identify appropriate locations for neighborhood scale shopping centers to serve the needs of the Township's neighborhoods, based on the projected build-out population. Specific requirements should be adopted to regulate the scale, density, and design of neighborhood shopping centers.

Convenience Retail

The convenience center contains a group of small shops and stores dedicated to providing a limited range of personal services and sundries for customers making a quick stop. The center is commonly anchored by a convenience market, or mini-mart. Other tenants are similar to those found in neighborhood scale shopping centers.

Based on the analysis conducted for the Comprehensive Plan, the Township's convenience retail scale shopping centers and stand-alone stores include 1,116,191 sq. ft. of existing retail building space, both occupied and vacant. Based on the ULI definition, a convenience retail shopping center usually attracts consumers within the immediate

neighborhood. However, there are several convenience retail scale shopping centers and stores located in the regional scale shopping areas of the Township. These shopping centers, while not the primary destination for many shoppers, benefit from the spending of consumers who have traveled to Jackson Township for the regional shopping centers.

For the purposes of the Comprehensive Plan, stand-alone retail shops have been included with shopping centers, generally under 30,000 sq. ft., in this category. The future land use plan should plan for convenience scale retail shopping centers as it does for neighborhood scale shopping centers, to be used with smaller neighborhood trade areas.

Restaurants and Bars

Restaurants and bars are most often part of a larger shopping center. Restaurants with and without liquor are found in 60 percent of neighborhood scale shopping centers, 90 percent of community scale shopping centers and 100 percent of regional scale shopping centers, according to a sample survey by ULI.

In the analysis conducted for the Comprehensive Plan, the size of restaurants and bars within shopping centers is accounted for in the size of the overall shopping center. Stand-alone restaurants that are not included in shopping centers contain an additional 397,225 sq. ft. of existing retail building space, both occupied and vacant.

The future land use plan should plan for restaurants and bars as part of the overall retail land uses, regardless of whether restaurants are contained within shopping centers or are developed as out-parcels.

Additional Retail Development for Build-Out Population

An estimation of the amount of additional retail building space that consumer spending can support is required in order to plan areas of the Township for additional retail space to serve the needs of the projected build-out population (see *Section 2 Demographics*).

To estimate the amount of commercial space supported by the consumer spending of Township residents, the retail space must be divided into that which is supported primarily as part of the regional retail trade area and that which is supported primarily by Township residents. Regionally supported retail space is found in two areas of the Township. These areas have been delineated using thick black lines on *Map 7 Inventory of Existing Retail Land Use by Type*. It is estimated that 4,093,175 sq. ft. of existing retail building space is supported regionally in these two areas. All other retail space is supported primarily by local Township residents. Therefore, local spending is estimated to support 1,862,877 sq. ft. of existing retail building space. However, much of the locally supported retail space is located along Whipple Avenue, or east of I-77, and is supported, in large part, by current local spending from residents of the adjacent communities.

Township residents also support business in the regional retail shopping areas, but the spending by residents versus regional consumers cannot be quantified without in depth consumer research that goes beyond the scope and requirements for a Comprehensive Plan. Here, the purpose is to quantify the amount of retail space that can be supported

throughout the Township over the long term. The intent is to plan an adequate amount of land to serve the needs of Township residents without planning too much land.

Based on the consumer spending patterns of the residents of Jackson Township and the projected increase in households at build-out, the amount of new retail development that spending by Jackson Township residents can support is derived in Table 34 below. The increased demand over time is based on the growth in the number of households residing in the Township. Household growth was estimated using two different projections: the linear growth population model, and the building permit model. Population projections obtained using linear growth model were divided by the average household size reported by the 2000 U.S. Census to estimate household growth. Due to the fact that household size is predicted to decrease over time, these household projections can be considered conservative. The building permit model projects household growth based on the last ten years of building permit data from the Township. Therefore, these projections are most accurate for the first ten years. Projections beyond 2014 are less accurate and are provided for illustrative purposes. The Township should update these projections periodically, at least once every five years to assure adequate planning for retail development.

Table 34: Increase in Retail Building Space Supportable by Township Residents, by Type of Shopping Center, 2005 through Build-out

Year	Increase in Households*	Increased Consumer Spending	Sales per sq. ft.	Supportable increase in building space**
Community Scale Shopping Centers				
2005 - 2009	1,219 to 1,306	7,756,985 to 8,308,077	171	45,300 to 48,500
2010 - 2014	1,219 to 1,267	7,756,985 to 8,062,164	171	45,300 to 47,100
2015 - 2024	2,419 to 2,439	15,386,587 to 15,513,970	171	89,850 to 90,600
2025 to buildout	9,140 to 9,921	58,146,818 to 63,120,086	171	339,550 to 368,600
TOTAL: 2005 to buildout	13,997 to 14,913	89,050,466 to 94,876,914	171	520,750 to 554,050
Neighborhood/Convenience Scale Retail Shopping Centers				
2005 - 2009	1,219 to 1,306	4,934,379 to 5,285,373	291	16,950 to 18,200
2010 - 2014	1,219 to 1,267	4,934,379 to 5,128,930	291	16,950 to 17,650
2015 - 2024	2,419 to 2,439	9,788,529 to 9,868,758	291	33,650 to 33,920
2025 to buildout	9,140 to 9,921	36,988,396 to 40,155,286	291	127,150 to 138,000
TOTAL: 2005 to buildout	13,997 to 14,913	56,646,846 to 60,358,119	291	195,000 to 207,450
Restaurants / Bars (Stand Alone)				
2005 - 2009	1,219 to 1,306	3,112,792 to 3,333,312	245	12,700 to 13,650
2010 - 2014	1,219 to 1,267	3,112,792 to 3,234,649	245	12,700 to 13,200
2015 - 2024	2,419 to 2,439	6,173,306 to 6,225,584	245	25,450 to 25,250
2025 to buildout	9,140 to 9,921	23,333,673 to 25,324,628	245	95,400 to 103,500
TOTAL: 2005 to buildout	13,997 to 14,913	35,734,964 to 38,065,895	245	146,300 to 155,600

* Range represents difference between linear growth model and the building permit model projections

**Numbers rounded to nearest 50 sq. ft.

Source: McKenna Associates, Inc., 2004.

In Table 34, the increase in households is based on the projections developed for the Plan. The increased consumer spending is derived by multiplying the estimated average household expenditures by the increase in households for each period. The estimated average household expenditure data is obtained from Claritas, Inc. The categorization of spending by shopping center type is based on the assumption that all spending on convenience goods and services will occur at neighborhood and convenience scale retail shopping centers, and that 25 percent of expenditures for comparison goods and services will be spent at community scale shopping centers, with the remainder spent at regional scale shopping centers. The average sales per square foot is based on data from ULI's *Dollars and Cents of Shopping Centers®: 2004*. Dividing the increased consumer spending by the average sales per square foot then determines the amount of supportable building space. The total amount of retail building space that can be supported by Township residents is presented in Table 35 below.

Table 35: Increase in Retail Building Space Supportable by Township Residents, 2005 to Build-out

Year	Building Space (sq. ft.)*	
2005 – 2009	75,000	to 80,300
2010 – 2014	75,000	to 77,950
2015 – 2024	148,750	to 149,950
2025 to Buildout	562,050	to 610,150
TOTAL: 2005 to Buildout	860,800	to 918,350

* Numbers rounded to nearest 50 sq. ft.

Source: McKenna Associates, Inc., 2004.

The future land use map should allocate the increase in retail buildings space throughout the Township as appropriate to serve the needs of residents. The future land use plan should also address the phasing of new retail development to assure that it is based on support generated by actual increases in households. Finally, the Township's zoning map should be reviewed to assure that the Township is not over-zoned for too much retail development for the next five years.

Commercial Potential for Jackson Center

The analysis above indicates that Jackson Township must plan for additional retail development to serve future residents. One of the purposes of this Plan is to ensure that future retail development occurs in a manner that is consistent with the goals of the community.

Community members and the Steering Committee expressed a desire to channel new commercial development in and around existing commercial areas, limit large-scale regional commercial development to the I-77 corridor, and cluster neighborhood commercial establishments around certain designated intersections. Many participants in the Visioning Workshop also expressed a desire to further enhance the area around the intersection of Wales Avenue and Fulton Drive to create a recognizable center of the

community. The under-utilized state of the Foxboro Plaza at this intersection was also a common concern. Given these goals and concerns, it has been proposed that future retail needs be met largely through the creation of a town center at the Wales Avenue and Fulton Drive intersection. Creating a town center development in the center of the Township would help meet local needs for community and neighborhood scale retail, saving residents trips to regional commercial areas along I-77, and thus decreasing traffic congestion in these areas.

Town centers usually contain several components, including commercial development. The commercial areas associated with town centers are typically developed at a neighborhood or community scale. As discussed earlier in this section of the Plan, a community scale shopping center is typically anchored by a supermarket. To define a reasonable trade area for Jackson Center, a three to five mile radius was used and modified based on the location of competing grocery stores and supermarkets. The locations of the region's groceries, and other community and regional scale shopping centers are identified on *Map 8 Retail Trade Areas*. The defined trade area for Jackson Center is also depicted on this map.

To assess the level of market support for a commercial center, a basic market assessment has been conducted, as presented in Table 36 below. The assessment is divided into three segments. The first assesses the support for community scale retail development based on consumer spending on comparison goods. The second segment assesses the support for neighborhood scale retail development based on consumer spending on convenience goods. The final segment summarizes the total amount of supportable retail building space for each time period. For notes on these calculations, please see Appendix A.

Table 36: Estimated Market Support for Community Scale Shopping Center At Proposed Jackson Center, Currently and Projected 2004 through Build-out

	2004	2004 - 2009	2004 - 2014	2004 - 2024	2004 to Build-out
(1) Number of Households in Trade Area at End of Period	4,184	4,514	4,835	5,446	7,954
(2) Average Annual Household Spending for Comparison Retail Goods (\$)	6,442	6,442	6,442	6,442	6,442
(3) Annual Retail Spending at Community Scale Retail Development (\$)	26,954,792	29,081,850	31,145,948	35,085,266	51,245,451
(4) Spending Midwest Community Scale Retail Centers (\$/sq. ft.)	214.06	214.06	214.06	214.06	214.06
(5) Total Supportable Community Scale Building Space (sq. ft.)	125,922	135,858	145,501	163,904	239,398
(6) Number of Households within 1.5 Mile Radius at End of Period	2,799	3,068	3,286	3,701	5,406
(7) Average Annual Household Spending for Convenience Retail Goods (\$)	4,047	4,047	4,047	4,047	4,047
(8) Annual Retail Spending at Neighborhood Scale Retail Development (\$)	11,328,393	12,417,521	13,298,861	14,980,891	21,881,052
(9) Spending Midwest Neighborhood Scale Retail Centers (\$/sq. ft.)	215.17	215.17	215.17	215.17	215.17
(10) Total Supportable Neighborhood Scale Building Space (sq. ft.)	52,649	57,710	61,806	69,624	101,692
(11) Total Supportable Retail Building Space sq. ft.)	178,570	193,569	207,307	233,527	341,090
(12) Existing Retail Building Space (sq. ft.)	60,887	60,887	60,887	60,887	60,887
(13) TOTAL RETAIL SPACE VOID AT END OF PERIOD (sq. ft.)	117,683	132,682	146,420	172,640	280,203

* For Notes to Table 10 see Appendix A

Based on the market analysis derived in Table 36, existing consumer spending can be expected to support an additional 117,683 square feet of retail building space at the proposed Jackson Center. This is in addition to what it already supports at the Foxboro Plaza and other existing retail establishments in the potential trade area. By 2009, consumer spending can be expected to support an additional 14,998 square feet, or a total 132,682 sq. ft. of retail building space. At build-out, projected consumer spending can be expected to support 280,203 sq. ft. of retail building space beyond the amount of existing retail space.

According to the market analysis, the future land use map should identify sufficient land area to accommodate approximately 133,000 square feet of new retail building space at the proposed Jackson Center over the next five years. The future land use plan should also reserve sufficient land area to accommodate another 148,000 square feet of retail

building space at the proposed Jackson Center to serve the needs of the build-out population in the trade area.

ANNEXATION

Like all townships, Jackson Township faces the potential of losing territory and, more importantly, tax base, through annexations. In previous eras, annexation was a tool that allowed for the growth and expansion of urbanized areas. Cities and villages would incorporate undeveloped, rural areas, provide infrastructure and services, and thereby facilitate growth and development.

In the current era, Jackson Township, like many townships, provides a nearly full array of urbanized services. Indeed, for visitors it can often be difficult to tell where a municipality ends and a township begins. However, annexation is sometimes used as a means to acquire already developed areas in order to add to the tax base of a municipality.

Municipalities that annex township areas receive property taxes that formerly flowed to the township, but also income taxes on those areas. As municipalities face tightening budgets, one solution is to annex commercial and industrial areas. In such cases, the municipality gains the income tax revenues, but generally faces lower governmental costs to serve these areas than residential areas. Indeed, the City of North Canton has made agreeing to future annexation requests a written pre-condition to obtaining water and/or sanitary sewer service in the northeastern portion of Jackson Township. Surrounding municipalities such as Canton, North Canton, and Green are located very close to revenue generating uses in Jackson Township, such as regional retail centers and industrial development. These areas of the Township are vulnerable to annexation. High-tech development, proposed for areas surrounding the Akron Canton Regional Airport and the I-77 corridor, would be prime targets for annexation by Green or North Canton.

To mitigate potential annexations, the Township should maintain an open dialog with property owners and residents. Equally, the Township should maintain an open dialog with its neighboring municipalities. The use of Cooperative Economic Development Agreements (CEDAs) and Joint Economic Development Districts (JEDDs) are legal processes that the Township can use with its neighbors to promote economic development efforts, share costs and revenues from development, and protect the status of the Township's existing tax base. The final and most effective tool to prevent unwanted annexations is incorporation.

INCORPORATION

If Jackson Township were to incorporate as a Village or City, it would become immune to unwanted annexations. The question of incorporation was put to the voters in 1998. Approximately 75 percent of the votes cast at that time were opposed to incorporation.

However, times change, and as potential threats of annexation increase, voters may again be asked to consider incorporation. A 1998 study by Cleveland State University for the

Community Improvement Corporation identified the following five incorporation options:

- Remain a township;
- Incorporate as a village, then merge with remaining township to form a city;
- Merge with Hills and Dales Village, and then become a city;
- Dissolve Hills and Dales as a municipality, and then incorporate as a city; or
- Request that the General Assembly create legislation to eliminate the existing impediments to incorporation of the entire Township.

The study identified the following qualitative advantages of incorporating:

- Incorporation eliminates the possibility of annexation which can erode the township's tax base;
- Subdivision review responsibilities that are now handled at the county level would be the municipality's domain;
- Maintenance, improvement, and enforcement responsibilities for county, and state roads would also be assumed;
- Election of a city council and elected officials would add costs but would also increase representation over the current township structure;
- The option to adopt a charter could reduce the number of elected officials and would provide greater flexibility in determining an appropriate government structure;
- Additional highway funding would be received as the distribution formulas for gas taxes and vehicle license taxes favor municipalities over large urban townships; and
- Funding options could be expanded to include municipal income taxes, additional permissive vehicle license taxes, and grants and loans not available to townships.

The report identified net costs of incorporation at \$352,222 in the first year, and rising to \$874,042 in the third full year. The report also indicated that a municipal income tax of 1 percent (the maximum permissible without voter approval) would generate \$2,845,500 in the first year of incorporation, and \$6,218,709 in the third full year. The income tax revenues would far exceed the costs of incorporation and could be used to fund a number of capital projects.

The two perceived major drawbacks to incorporation appeared to be the imposition of an income tax and the increase in governmental personnel required of a city. Once incorporation is approved, the city council can impose an income tax of up to 1 percent without further voter approval. However, income taxes for residents would be offset by income taxes at their place of employment, so that any individual currently paying 1 percent or more in income tax through their place of employment would see no net increase in their local income taxes. For those whose incomes are not currently subject to local income tax, they could see an increase.

Incorporation would require the Township, as a city, to add certain paid positions. After one year, the voters could approve a charter for the City and thereby reduce the number

of required positions. However, a charter would require voter approval and there is no guarantee that a charter would be approved.

Clearly there are numerous advantages to incorporation. Incorporation can be an effective means to limit annexation and protect the Township’s tax base. However, the community will have to undertake a thorough public discourse of the advantages and disadvantage if the issue is to be submitted to the voters again.

II. PUBLIC INPUT

The following table summarizes public feedback related to Jackson Township’s economic situation that was received at the Visioning Workshop held in May, 2004. It lists things about the Township that give people pride in their community, things that they are sorry about, and their visions for the future. The numbers beside the “prouds” and “sorries” show how many of the four small groups listed that particular item. The number beside each “vision” represents the number of votes that it received when the large group reconvened. These prouds, sorries, and visions were taken into consideration when drafting the recommendations found throughout this Plan.

Table 37: Visioning Workshop Results: Economy

Prouds [# Groups]
Shopping opportunities [4]
Airport [3]
Strong Chamber of Commerce [2]
Restaurants [2]
Job opportunities
Proximity to higher income jobs
Economic Opportunities
Fiscal responsibility
Balance of taxes- good services
Economic development-tax base
Professional offices & commercial development
Rental areas
Perfect location
Glad I got what I got
Sorries [# Groups]
Additional taxes as a city
Threat of annexation

Visions (# Votes)

Prevent commercial encroachment beyond Frank Ave. (10)
High-Tech corridor from CAK Airport to Colleges (6)
Control development (residential & commercial) and fill
vacancies first (4)
The Township develops a town center with a community focal
point & attractive architecture (1)
Lower property taxes (1)
Increase employment opportunities
Improve Foxboro Plaza in center of Township- better
utilization

III. GOALS

General goals were drafted by the Steering Committee in light of existing conditions in the Township and the public input received throughout the planning process. The following goals relate to Jackson Township's economy:

- To utilize existing tools and develop new tools to attract businesses to the Township;
- To protect and enhance the Township's tax base; and
- To promote a balance of non-residential and residential development to maintain a healthy tax base.



SECTION 7: TRANSPORTATION

TRANSPORTATION

Transportation systems are vital for moving people and goods and serving existing businesses. They also play a major role in guiding the location and type of new development that occurs. The following section provides an overview of the transportation network in Jackson Township, and outlines improvements that are planned for the future.

I. EXISTING CONDITIONS

TRANSPORTATION NETWORK.

The basic transportation network in a community consists of the pathways and facilities used to move people and products from one location to another. Usually the network includes:

- Facilities for automobile and truck transport
- Railways, rail stations, and intermodal facilities
- Waterways and ports
- Airways and airports
- Bicycle circulation facilities
- Pedestrian ways

Each of these modes of transportation will be considered in the following sections. The locations of the facilities referenced above are depicted graphically on *Map 9 Transportation Network*.

FUNCTIONAL CLASSIFICATION OF ROADS.

Functional classification is the process of grouping streets and highways into classes, or systems, according to the character of service they provide. The Federal Highway Administration (FHWA) promulgates the classification scheme. The designation of federal functional classification is made at least once every ten years following the decennial census taken by the U.S. Bureau of the Census, or whenever required by federal regulation. The Stark County Area Transportation Study (SCATS) proposed a revision to the functional classification of roads in the County at the end of 2003. It is the 2003 revision that is depicted on *Map 9 Transportation Network*.

The federal functional classification of urban roads (all of Jackson Township has been determined to be urban according for Census and FHWA purposes) includes the following:

Arterial Highway System

The arterial highway system provides the highest level of mobility at the highest speed and accounts for the largest proportion of total travel. Roads are designated as arterials when they serve one or more of the following purposes:

- Travel to and through urbanized areas
- Travel to and through small urban areas
- National defense (roads designated by the Federal government as part of the National Strategic Highway Corridor Network (STRAHNET)).
- Interstate and regional commerce
- Access to airports, seaports, and major rail terminals or intermodal transfer facilities
- Access to major public facilities
- Access to minor public facilities

Arterials generally have higher design standards than other roads, often with multiple lanes and some degree of access control. An example of an arterial network is the Federal Interstate Highway System. Arterials can be further subdivided into the two categories described below.

1. *Principal Arterials*: The urban principal arterial system includes interstate highways, other freeways and expressways, and other principal arterials. The urban principal arterial system serves the major centers of activity of a metropolitan area, and has the highest traffic volume corridors and the longest trips. It should carry a high portion of the total urban area travel on a minimum of mileage. It carries most trips entering and leaving urban areas, and it provides continuity for all rural arterials that intercept urban boundaries. To provide for a clearer understanding of the transportation network in the Township, the principal arterial system has been separated into two groups on *Map 9*:
 - “Freeway” designates principal arterials with restricted access such as expressways and the Federal Interstate Highway System; and
 - “Principal Arterial” which includes all other principal arterials.

2. *Minor Arterials*: The urban minor arterial system provides service for trips of moderate length and at a lower level of mobility. They connect with urban principal arterial roads and rural collector routes.

Collector Road System

Collectors are typically two-lane roads that link major land uses to each other and to arterials. They are designed for shorter trips at lower speeds and provide a lower degree of mobility than arterials. Roads are designated as collectors when they serve one or more of the following purposes:

- Interconnection of major thoroughfares
- Interconnection of minor thoroughfares
- Access to concentrated land use areas
- Access to diffused land use areas

The urban collector system provides traffic circulation within residential neighborhoods and commercial and industrial areas. Unlike arterials, collector roads may penetrate residential communities, distributing traffic from the arterials to the ultimate destination for many motorists. Urban collectors also channel traffic from local streets onto the arterial system.

Local Street System

Local streets represent the largest element in the road network in terms of mileage. For rural and urban areas, all public road mileage below the collector system is considered local. Local streets provide basic access between residential and commercial properties, connecting with higher order highways. A route meeting this purpose would connect a home, work, or entertainment trip by connecting the final destination to the roads serving longer trips. Examples of roads meeting the purpose described in this paragraph include those located within a residential subdivision or a cluster of commercial buildings. The Jackson Township Highway Department maintains 185 miles of local streets within the Township.

Functional Classification and Comprehensive Planning

The functional classification of roads according to Federal standards serves a variety of purposes, from funding allocations to speed limits and intersection design. For the purpose of the Comprehensive Plan, the functional classification of roads has two broad implications.

Arterials are intended to get automobiles from one location to another. However, most roads evolve into an arterial from a lesser classification. Thus many arterials that previously provided access to adjacent properties are now expected to speed cars along to their next destination. Current examples of this evolution are Frank Avenue and Shuffel Drive. Currently classified as collectors, these roads will become arterials once the I-77 interchange at Shuffel Drive is complete. Residential lots fronting Frank Avenue and cars slowing to enter and exit commercial driveways will create traffic conflicts. This

conflict between cars speeding along to their next destination, and slower cars entering and exiting can be a major source of traffic accidents.

For the highest levels of arterials – interstate highways and other freeways – access is restricted, and entering and exiting traffic flow is controlled. For all other arterials, access management is an on-going concern.

The costs to acquire ingress and egress points along arterials through eminent domain, and to provide alternative site access can be prohibitively expensive, if not physically impossible. The Township should develop access management plans for the arterials. Following the hierarchy of classifications, the first plan should address SR 241, the only principal arterial in the Township. Subsequent access management plans should be developed for the minor arterials.

The second planning concern is to prevent access management problems before they occur. The Township should review its zoning and site plan review requirements and the County’s subdivision regulations to assure that measures are in place to limit and manage access points along the arterials in the Township. Requirements for service roads and planned internal circulation of retail developments can effectively reduce access points. When feasible, the Township should restrict access on major arterials and on the most heavily traveled minor arterials.

Such restrictions and regulations may appear severe on a case-by-case basis, but the Township should take a long-term perspective. Policies should prevent land-use generated traffic problems before traffic volumes and poor site design combine to create problems that are prohibitively expensive to correct. It is no overstatement to say that the safety and lives of all who will travel the roads of Jackson Township should be given consideration and weight during the formulation of land development regulations.

I-77 DEVELOPMENT AREA TRAFFIC STUDY (THE “STUDY”)

In 1997 and 1998, Summit and Stark Counties conducted an integrated transportation plan for an area along I-77 from the US-62 interchange to SR 619. The primary purpose of the Study was to coordinate local and County road planning with the State of Ohio’s plans for I-77.

The Study made a number of recommendations. Many specific road improvements projects were recommended, and many of these have been completed, or are in the process of completion. There is no need to repeat those specific projects here. However, there were three recommendations of a more general nature that are worth repeating and incorporating into the Comprehensive Plan policies:

- Improve communication between the various local, area and state government entities holding jurisdiction over the highway and land uses along the arterial and collector network inside the I-77 Development Area.
- Adopt a uniform set of management policies which are endorsed and enforced by the various governmental entities.
- Implement regular, periodic “roundtable” discussion between representatives of all permitting agencies.

The recommendations suggest that the Township should continue to pursue regional cooperation in efforts to coordinate transportation planning and the Comprehensive Plan.

ROAD IMPROVEMENT PROJECTS

The Ohio Department of Transportation, the Stark County Engineer's Office, and Jackson Township plan to complete the following projects within the Township between 2005 and 2010. The year each project is scheduled for completion is shown in parenthesis.

- Completion of Phase 2 of the Portage Road widening project from Lake O'Springs Avenue through the Wales Avenue intersection (2005).
- Completion of Phase 3 of the Portage Road widening project between Whipple Avenue and I-77 (2005).
- Completion of the new Dressler Road Bridge over I-77 which realigns Dressler Road to a new intersection with Strip Avenue (2005).
- Completion of the new Shuffel Road interchange at I-77 which realigns Shuffel Road from Pittsburgh Avenue to Frank Avenue (2006).
- Completion of I-77 widening to six lanes from Whipple Avenue north to Shuffel Road, including new ramps and bridges at Whipple, Everhard, and Portage (2006).
- Improvement of the Strausser/Lutz intersection including safety improvements in front of Strausser Elementary School (2006).
- Improvement of the Portage/Lutz intersection (2006).
- Improvement of the Lafayette/High Mill Intersection (2006).
- Rehabilitation of sections of S.R. 236 through the Township (2006).
- Completion of Phase 2 of the Fulton Road widening project from Everhard Road east across the Township limits to Hills and Dales Road (2006).
- Improvement of the Frank/Applegrove and Frank/Strausser intersection with a realignment of Applegrove (2007).
- Improvement of the Wales/Fulton intersection including the widening of Wales north through Mudbrook (2007).
- Completion of Phase 1 of Hills & Dales Road widening project from Whipple to Dressler Road (2007).
- Rehabilitation of S.R. 21 through Jackson Township (2008).
- Improvement of the Strausser/Wales intersection including safety improvements to the east on Strausser (2008).
- Improvement of the Everhard/Whipple intersection (2009).
- Completion of Phase 2 of the Frank Avenue widening project from Portage to Shuffel (2009).
- Completion of Phase 2 of the Hills and Dales Road widening project from Brunnerdale to the Massillon City limits (2009).
- Widening of Wales Avenue from Mudbrook to Portage Street (2009).

- Completion of Fulton Road Widening Phase 3 between Brunnerdale and Wales Avenue (2010).

PUBLIC TRANSPORTATION

The Stark Area Regional Transit Authority (SARTA) operates several public transit bus lines in Jackson Township, mostly associated with routes that serve The Westfield Shopping Town Belden Village Shopping Mall. SARTA also operates eight express busses daily between Akron and Canton, with stops at Belden Village.

RAIL TRANSPORTATION

Industrial Rail Access

The Wheeling & Lake Erie (W&LE) Railway provides freight rail service in the eastern portion of Jackson Township, on rail lines leased from CSX. This rail service consists of more than 800 miles of track stretching from Western Ohio into Pennsylvania with track rights into Hagerstown, Maryland. The southwestern portion of the Township is traversed by the Cleveland Line of the R. J. Corman Railroad. This rail line operates between Warwick and Uhrichsville, Ohio. The closest stops to Jackson Township are in Massillon and Canal Fulton.

Passenger and Commuter Rail Service

Amtrak does not provide passenger service to Jackson Township. The nearest Amtrak stations are located in the City of Alliance and the City of Cleveland. Commuter rail service is also currently unavailable in Jackson Township. The Canton Akron Cleveland Interregional Travel Corridor Major Investment Study (MIS) assessed need and feasibility for commuter rail service between downtown Canton, Akron and Cleveland. The MIS concluded that the first phase of commuter rail should not be extended south of Tallmadge Avenue in Akron. The Akron Metropolitan Area Transportation Study (AMATS) Board voted down commuter rail in Summit County. Thus commuter rail is not currently planned in Stark County.

AIR TRANSPORTATION

The Akron-Canton Regional Airport, which is located immediately north of Jackson Township in the City of Green, offers flights on six major airlines. The airport is located on 2,700 acres of property, and includes three intersecting runways (featuring ILS landing), a 24-hour tower, 170,000 square foot terminal, a business lounge, and concessions. It is governed by an eight member Board of Trustees, appointed by the Summit County Executive (and approved by Council) and Stark County Commissioners. The airport is currently in the process of expanding its terminal and extending two runways to the south into Jackson Township. As part of the airport expansion process, Waywood Street was recently extended from Lake O'Springs Avenue to Frank Avenue to compensate for the section of Mt. Pleasant Street that was removed when Runway 1 was extended.

In 1997 the Akron-Canton Regional Airport completed a Noise Compatibility Program (NCP) Report, followed by a Master Plan Update in 1998. The NCP Report identified areas surrounding the airport where the average day-night sound level exceeded 65 decibels. Residential uses and public uses such as schools and churches are not considered compatible uses in areas with noise exposure levels above 65 decibels. Areas of Jackson Township in this NCP area include a small area at the intersection of Frank Avenue and Waywood Avenue, and another area that extends down along the west side of Mt. Pleasant north of Waywood Avenue. The airport master plan recommends overlay zoning in these areas that prohibits noise-sensitive uses and requires additional insulation to prevent noise compatibility issues.

BICYCLE AND PEDESTRIAN CIRCULATION

The Stark County Park District has adopted the *Stark County Trail and Greenway Plan*. The purpose of the Plan is to construct a network of greenway corridors to connect the county's parks, open spaces, cultural features, and historic sites. The portion of the *Trail and Greenway Plan* that lies within the Township has been identified as the Jackson Connector. The Jackson Connector would link to the Canal Corridor in the High Mill area. This area is a primary trailhead along the Canal Corridor due to its historic significance.

Walking, bicycling trails, and green space connections can be used to provide a cohesive appearance and traffic-calming devices. The Stark County Park District has identified residential streets and off-road trails that could provide a hike and bike connection east and north through Lake Cable to Willowdale Lake. The trail would then continue east to the Timken Plant and link to a trail system in North Canton. This trail system will require cooperative agreements with private landowners. In the SCATS 2030 Transportation Plan, the Jackson Connector has been recommended for construction between 2007 to 2030. *Section 8 Opportunity Areas* reinforces many of the recommendations from the *Trail and Greenway Plan* and identifies additional opportunities for trail and greenway development.

The Township should consider developing a detailed bicycle and pedestrian pathway plan. The purpose of such a plan will be to identify opportunities to connect existing and future residential neighborhoods with neighborhood retail shopping centers, schools, parks, open spaces, and other cultural and civic places within the Township. The plan should also identify land use regulatory tools to assure that future developments assist in the development of the community’s pedestrian pathway system. Finally, such a plan would be helpful when identifying the scope of future roadway improvement projects.

II. PUBLIC INPUT

The following table summarizes public feedback related to transportation that was received at the Visioning Workshop held in May, 2004. It lists attributes that give people pride in their community, things that they are sorry about, and their visions for the future. The numbers beside the “prouds” and “sorries” show how many of the four small groups listed that particular item. The number beside each “vision” represents the number of votes that it received when the large group reconvened. These prouds, sorries, and visions were taken into consideration when drafting the recommendations found throughout this Plan.

Table 38: Visioning Workshop Results: Transportation

Prouds [# Groups]
Airport access [3]
Roads [2]
Highway system
Strip traffic management
Sorries [# Groups]
Lack of sidewalk [3]
Lack of bikepaths [3]
Traffic [2]
Traffic when shopping [2]
Access to I-77 from west (traffic problems)
Portage/Strip area congestion
Bad roads/poor infrastructure/damage
Shuffel interchange will increase traffic on Frank
Lack of foresight with road development- not anticipating need for increased capacity
Lack of SARTA travel
Speed limits- especially Arlington Road
Minimize road closures during improvements
Way-finding is difficult
Noise from airport
Turn lane was not added when Portage widened

Visions (# Votes)

Sidewalk system throughout community center to tie parks, schools, government, retail together (8)

Cross-town paths for bikes (2)

Deal with increased traffic from Shuffel interchange (2)

Highway capacity to handle traffic (2)

Good dispersal of traffic outside

Sidewalks- pedestrian friendly

Bike lanes

Sidewalks throughout neighborhoods & tie commercial and residential areas

Existing traffic flow/capacity help influence future development

III. GOALS

General goals were drafted by the Steering Committee in light of existing conditions in the Township and the public input received throughout the planning process. The following goals relate to transportation:

- To strike a balance between private and public responsibilities for road improvements;
- To encourage development that is pedestrian oriented, particularly in the "center" of Jackson Township;
- To promote safe and efficient roadways by controlling access points on arterials and continuing safety improvements;
- To promote bicycle and pedestrian mobility;
- To reduce peak-hour traffic congestion;
- To ensure that impacts on environmental resources and historical structures are minimized during roadway improvements;
- To participate in regional efforts to develop or expand alternative modes of transportation; and
- To cooperate with neighboring communities to address regional transportation issues.



SECTION 8: OPPORTUNITY AREAS

OPPORTUNITY AREAS

Based on the visions of the community and the issues raised throughout the comprehensive planning process, several areas of Jackson Township have been identified as opportunity areas. These areas have certain characteristics, such as economic development potential or environmental sensitivity, that should influence the Township's future land use policies. These areas are presented on *Map 10 Opportunity Areas*, and described below.

CONSERVATION AREAS

If the Township is to realize its top vision and establish a program to conserve and acquire open space, it will be important to identify and prioritize undeveloped areas appropriate for conservation. Conservation can be achieved through many approaches, from acquisition, to easements, zoning, and open space design development (for more information on open space design see *Section 10 Future Land Use*). Ideally, protected open space areas would form a continuous network that would allow for an extensive Township trail or bike path system linked to the Ohio & Erie Canal Towpath. Large, contiguous areas of open space would also protect environmental resources by preserving stream corridors, preventing development in critical areas such as wetlands, and providing habitat and migration pathways for native plant and animal species.

To identify areas in the Township that would be most appropriate for conservation measures, undeveloped areas in the Township were inventoried and environmental features such as streams, wetlands, floodplains, rare species habitat, and drinking water protection areas were mapped. The Conservation Areas shown on *Map 10* were then chosen based upon their environmental importance and proximity to existing parks. The specific reasons for choosing each Conservation Area are outlined on the following pages.

In an ideal world, the Township would be able to acquire all of the Conservation Areas identified on *Map 10*. Given limited resources, however, the Township should identify the highest priority Conservation Areas that should be targeted for more protective and expensive forms of conservation, such as acquisition or easements. Four factors should be taken into consideration when selecting these high priority areas. Areas should be considered high priority if:

- They contain unique environmental features, such as rare species, or serve an important natural function, such as floodwater storage.
- There is public enthusiasm for protection. If conservation of a site could potentially generate support for establishing a public funding mechanism, it was given high priority.
- There are immediate development threats.
- They are located in close proximity to existing parks.

Based on these criteria, Conservation Areas A, D, E, H, M, and R should be considered high priority areas because they meet at least two of these criteria.

For the high priority Conservation Areas, acquisition or easements would be the most appropriate forms of conservation. In the other Conservation Areas, other techniques can be used to preserve open space and farmland if acquisition is not an option. Techniques include encouraging open space design subdivisions, encouraging farmers to form agricultural districts, obtaining agricultural easements on properties, and discussing the option of agricultural zoning with landowners. Other zoning techniques such as wetland and stream setbacks, floodplain overlays, and drinking water protection area overlays can also be used to discourage development in environmentally sensitive Conservation Areas.

Each Conservation Area shown on *Map 10* is described below. A note has been included if the area is considered high priority.

- **Area A (High Priority):** This area, located at the northern edge of the Township, is just south of the Cleveland Museum of Natural History's Singer Lake Bog in the City of Green. Due to the environmental conditions in this area and its proximity to Singer Lake Bog, the ODNR has recorded numerous sightings of rare and endangered plant species in the area. This area will be important to acquire to preserve species habitat and buffer the Singer Lake Bog from residential development.
- **Area B:** The Nimisila Creek runs through this area, which is owned by the Akron-Canton Regional Airport. Important from a drainage perspective, the low lying areas surrounding the creek are characterized by wetlands.
- **Area C:** This area along Frank Avenue is the site of a Source Water Assessment and Protection (SWAP) area. Development pressure in this area will also increase dramatically once the Shuffel interchange is complete, making conservation more urgent. An overlay zoning district that limits the uses and intensity of development in drinking water protection areas (SWAP and WHP) could help protect groundwater supplies in this area.

- **Area D (High Priority):** This area directly north of Wayview Street is well suited for stormwater retention and would decrease the severity of flooding along Zimber Ditch.
- **Area E (High Priority):** This area north of Portage Street, near the current location of Home Depot, could also be an important stormwater retention site that would help lessen the extent of flooding along the Zimber Ditch. There is already significant development pressure on this site, and the Township should act quickly to ensure that this area is reserved for stormwater management purposes.
- **Area F:** This undeveloped area surrounded by residential development has extensive areas of wetlands. Options for conservation include acquisition for a neighborhood park, or the establishment of wetland setbacks, which would reduce the extent of new development in this area.
- **Area G:** This vacant area south of Fulton Drive borders Devonshire Park. A stream runs through the area, and it is also the site of a SWAP area. If not considered for parkland acquisition, an overlay zoning district that limits the uses and intensity of development in SWAP and WHP areas could help protect groundwater supplies.
- **Area H (High Priority):** The Tam O'Shanter Golf Course is experiencing tremendous development pressure, and many in the community would like to see it remain a public golf course. An acquisition plan that included Tam O'Shanter might increase the public's willingness to fund parkland acquisitions. If not feasible to acquire the land for a public golf course, the Township may want to consider acquiring the southwestern portion of the site for parkland and allowing development to occur along Fulton Drive.
- **Area I:** The majority of the Brookside Country Club site is located within the 100-year floodplain, and contains wetlands and hydric soils that could potentially support wetlands in the future. This area would also provide a link between Tam O'Shanter and Conservation Areas to the west.
- **Area J:** This undeveloped area has land within the 100-year floodplain characterized by wetlands. This area also has characteristics that make underlying groundwater vulnerable to pollution. It would also function as a link between Conservation Areas to the east, and Conservation Areas in the center and southwest corner of the Township.
- **Area K:** Undeveloped land adjacent to Stuhldreher Park would be appropriate for acquisition to enlarge the size of the existing park.
- **Area L:** This undeveloped area contains ponds and large areas of wetlands and could potentially be linked to South Park.
- **Area M (High Priority):** The area that encompasses Shady Hollow Country Club and adjacent undeveloped land would be an excellent candidate for acquisition due to its proximity to South Park and Jackson Bog, and the presence of rare species, wetlands, and hydric soils. If this area were allowed to return to its natural state, it could become an extension of South Park, and

provide increased protection to the fragile Jackson Bog ecosystem and the stream that flows through the area.

- **Area N:** This area encompasses the Tuscarawas River and the well fields located in the southwest corner of the Township. This area is a vital source of drinking water, and is vulnerable to groundwater pollution. The area surrounding the well field is enrolled in the federal Wellhead Protection Program (WHP). One option for protection in this area would be to establish an overlay zoning district that would limit the types of uses and the intensity of development in WHP and SWAP areas. Targeted acquisitions in this area would also be appropriate and would provide additional parkland along the Ohio & Erie Canal National Heritage Corridor.
- **Area O:** This area north of the Tuscarawas River would encompass areas in the 100-year floodplain that have yet to be developed. Many of these areas also have significant wetlands. Development can be discouraged in this area through the use of wetland setbacks or a Floodplain Overlay zoning district if acquisition is not possible. If land within this area is acquired, it can be linked to the Ohio & Erie Canal Towpath.
- **Area P:** The area west of High Mill Road is one of the few remaining rural parts of the Township where agriculture is still the dominant land use. Many of the soils in this area are considered prime farmland by the USDA. Strategies that can be used to conserve this area include agricultural easements, encouraging farmers to form an agricultural district, and other techniques typically used to preserve farmland. If this is not possible and development is imminent, open space design is strongly encouraged.
- **Area Q:** Area Q would provide an essential link between South Park, the Ohio & Erie Canal National Heritage Corridor, and parkland to the north. This area would be a good candidate for parkland acquisition, and preserving it would protect a large segment of Mudbrook Creek and extensive wetland areas.
- **Area R (High Priority):** This small area is located just west of South Park, and borders the Jackson Bog. This area will be important to conserve in order to protect and buffer the Jackson Bog. This area also has environmental characteristics that make it important to preserve. It contains significant wetlands, hydric soil areas, and several rare plant species. Acquisition of undeveloped land in this area would be a valuable addition to South Park.
- **Area S:** This area includes the Rolling Green Golf Course and the farms surrounding Strausser Park. Preserving this open space area would protect a large stretch of Mudbrook Creek, a small SWAP area, wetlands, and large areas with hydric soil that could potentially revert back to wetlands. It would also provide a link between Strausser Park and other parks to the south and reinforce the “greenbelt” along the western edge of the Township. If more protective forms of conservation are not possible, and development is imminent, open space design should be strongly encouraged.

- **Area T:** The area north of Strausser Street would provide a link between Area S and Area A and preserve areas containing wetlands and hydric soils.

The continuous network of Conservation Areas, and the Greenway Linkages that connect them, form a ring around the Township and act as a “greenbelt.” This concept of a greenbelt can be used to guide future land use, particularly along the western edge of the Township. New, higher density development should be channeled towards existing development to the east of the greenbelt. West of the greenbelt, low density rural residential and agricultural uses are preferred.

GREENWAY LINKAGES

On *Map 10 Opportunity Areas*, the Conservation Areas identified above are connected together through a system of Greenway Linkages. These Greenway Linkages take two forms: greenway corridors and multi-use (bicycle & pedestrian) paths. Greenway corridors often run through natural areas and primarily follow drainage ways such as the Tuscarawas River, Mudbrook Creek, and Nimisila Creek. While nature trails and bikepaths may be appropriate along many of these linkages, such as the one that runs along Mudbrook Creek, some linkages have been identified for preservation due to the natural functions they provide and would be less appropriate locations for paths. An example is the linkage along the Nimisila Creek that connects Conservation Areas D and E.

The other type of Greenway Linkage, the multi-use path, typically runs along existing streets and utility corridors and is meant to provide people with a route to get from one Conservation Area to the next. One of the largest concerns that came up during the Visioning Workshop was the lack of bike paths and sidewalks in the Township. Providing a system of multi-use paths would provide an alternative mode of transportation, increase the mobility of younger residents who are currently dependent on their parents for transportation, and provide a recreational amenity that could link parks and existing trails such as the Ohio & Erie Canal Towpath. Some of the multi-use paths identified on *Map 10* are based upon the recommendations of the Stark Trail and Greenway Master Plan. The key multi-use paths will be located in the center of the Township. Here the Township could establish a path system that would connect the Middle School and Sauder Elementary, North and South Park, the High School, Nobles Pond, and the residential neighborhood north of Fulton Drive. This connection could easily be extended to Lake Cable by providing a pedestrian and bike crossing at the intersection of Lake O’Springs Avenue and Island Drive, and extended to the Ohio & Erie Canal Towpath by establishing a path along Mudbrook Creek and High Mill Avenue.

There are many tools and strategies that the Township can use to create a system of Greenway Linkages. It will be important for the Township to coordinate with Stark County Parks to identify potential locations for multi-use paths and funding sources. To establish off-road paths on privately owned land, the Township could execute easements with landowners and obtain agreements to utilize utility corridors. If public access is not

the primary role of the Greenway Linkage, it could be preserved by establishing stream setbacks.

If new development is proposed in an area where a Greenway Linkage has been identified, the developer could be encouraged to utilize open space design and satisfy the open space requirement by preserving the greenway corridor, and establishing a multi-use path through it if appropriate.

Linkages identified along existing roads can be created through the establishment of sidewalks, off-street paths, and/or bike lanes. The Township should take steps to establish these paths through identified Greenway Linkages and work with the County and State to ensure that they are created as part of future road improvement projects.

JACKSON CENTER

Many participants in the Visioning Workshop expressed a desire to improve character in the Township and further enhance the area around the intersection of Wales Avenue and Fulton Drive to create a recognizable center of the community. One of the primary ways to accomplish this would be to make the area more pedestrian friendly. As envisioned by participants in the Visioning Workshop, a system of sidewalks or multi-use paths could be established to link Township facilities, parks, schools, retail areas, and adjacent residential neighborhoods in this area. New development and redevelopment opportunities also exist along the east side of Wales Avenue. These areas could be oriented toward the street and designed to be pedestrian friendly. Landscaping, street trees, and attractive lighting would also enhance the area and further distinguish it as the center of the community.

GATEWAY IDENTIFIERS

Another technique that could be used to increase the character of the Township is enhancing the gateways into the community. The most highly-traveled gateways, or entry-points, are the I-77 interchanges located in Jackson Township. These gateways into Jackson can be enhanced through landscaping, signs, and other design features. An excellent opportunity exists to integrate these features during the planning and development of the Shuffel interchange. For travelers headed south on I-77, this will be the first interchange in Jackson Township. Once complete, the Dressler bridge over I-77 will also help distinguish Jackson Township.

RETAIL AREA

The area east of Frank Avenue contains the Westfield Shopping Town Belden Village Mall, the Strip, and other large commercial establishments. While valuing the shopping opportunities and economic benefits of this area along I-77, residents wish to prevent further encroachment of large scale commercial development into surrounding residential areas. The Retail Area on *Map 10* shows the general area where large scale commercial development in the Township should be concentrated. Channeling commercial

development into this area can be done by limiting commercial zoning west of Frank Avenue, and by encouraging infill and redevelopment around the Mall. It will be important to keep the area around the Mall occupied, attractive, and functional to maintain its status as a regional shopping destination.

HIGH-TECH CORRIDOR

An excellent opportunity exists to create a High-Tech Corridor that would stretch from the area surrounding the Akron-Canton Airport to the campuses of Stark State College of Technology and Kent State Stark. This area would be a prime location for research and technology companies due to its proximity to the Akron-Canton Regional Airport, the access to I-77 provided by the planned Shuffel interchange, the large pool of trained students in the area, and the potential to build upon the research efforts of Stark State and Kent State.

The majority of land in this area is currently in the industrial zoning district, which also permits large scale commercial development. To provide areas for offices, research & development, and industry in this area, it will be important to prevent retail development from extending north to the Shuffel interchange. This can be done by amending the text of the industrial district to eliminate retail from the permitted list of uses, and by establishing a new zoning district tailored specifically for research & development uses.

GOALS

The opportunities identified in this section of the Plan can help the Township realize many of the goals presented in the Plan. They also specifically address the following goals:

- To permanently protect at least 10 percent of the Township as open space and/or parkland;
- To establish a continuous network of open spaces and parks linked by greenways;
- To link parks, facilities, neighborhoods, and schools through a system of multi-use trails;
- To make the geographic center of the Township a recognizable, symbolic center of the community;
- To strengthen the Township's identity;
- To maintain the health of regional shopping areas located in the Township; and
- To foster the growth of high-tech industry in Jackson Township.



SECTION 9: FUTURE LAND USE

FUTURE LAND USE

The Future Land Use section of this Plan presents a scheme for new development and redevelopment that integrates many of the goals and recommendations found throughout this Plan. The future land uses shown on *Map 11 Generalized Future Land Use* reflect the Township's goals, its future needs for additional residential and commercial development, and the special opportunities that exist in several areas of the Township.

Map 11 Generalized Future Land Use divides land in the Township into six different categories. These categories are very general in nature and are designed to provide a basis for zoning, but they are not designed to dictate which zoning districts should be utilized or where the exact boundaries should be drawn between zoning districts. For example, the Township currently has eight residential zoning districts that would be appropriate for different areas designated as "residential" on *Map 11*. The most appropriate zoning for a particular "residential" area should be determined based on the specific conditions of the area and the land uses surrounding it. In considering rezonings and development proposals, the Township should use *Map 11* as a general guide, and it should also consider all of the other goals and objectives found in this Plan.

Land was grouped into six future land use categories based on existing land uses, existing zoning districts, opportunity areas discussed in *Section 8*, existing land use and zoning within adjacent communities, environmental conditions, and the retail analysis presented in *Section 6 Economy*. The following future land use categories are depicted on *Map 11 Generalized Future Land Use*:

- Rural Residential
- Residential
- Mixed Use
- Commercial
- High-Tech
- Industrial

Map 11 also includes Drinking Water Protection Areas which are shown as overlay areas superimposed over the land use categories described above.

It should be noted that parks and protected open spaces are not designated on *Map 11* as a distinct land use category. Existing parks have been included in the land use category surrounding them, and areas identified as potential conservation areas on *Map 10 Opportunity Areas* have been shown in one of the six land use categories above. While it is desirable for potential conservation areas to be preserved through parkland acquisition and other protection measures, the Township must plan for the most desirable and appropriate development in these areas if protection is not possible. Landowners have the right to develop private property unless the Township takes steps to purchase the land or the development rights to the land.

Descriptions of each of the six future land use categories and the Drinking Water Protection Areas follow, including the percentage of the Township that each land use constitutes.

RESIDENTIAL CATEGORIES

Residential areas of the Township have been broken down into two categories based on existing land characteristics and development trends in each area. In all residential areas, developers should be encouraged to utilize a planned district option that would result in open space design developments. Conditional uses in all residential areas should include institutional uses such as churches and schools, as well as senior housing. The two residential categories are described below:

Rural Residential

Preferred uses in these areas are detached single family residences. The goal within these areas is to encourage agriculture to continue as long as landowners wish to farm, and to preserve open space and environmentally sensitive areas through the use of open space design development. The areas designated for Rural Residential on *Map 11* are areas where agriculture or very low density residential development are currently the predominant land use, and areas that were identified as Opportunity Areas on *Map 10* due to their environmental importance or other unique characteristics. The underlying density in these areas should be low, and developers should be encouraged to utilize open space design. Open space design is described later in this section of the Plan. On *Map 11*, approximately 25 percent of the Township is designated in this category.

Residential

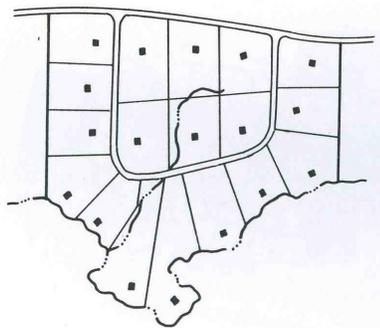
The preferred uses in these areas are detached and attached single family residences, two-family residences, and multi-family residential developments. The purpose of these areas is to provide a sufficient range of housing types and development densities. High density and multi-family development should be located near commercial areas, near existing high density residential development, or along major thoroughfares. Lower density development should be encouraged in areas surrounding designated Rural Residential areas to provide a transition between rural areas and more intensely developed areas of the Township. Open space design development should also be encouraged in all residential areas to preserve environmental resources. On *Map 11*, approximately 55 percent of the Township is designated in this category.

Optional Planned District- *Open Space Design*

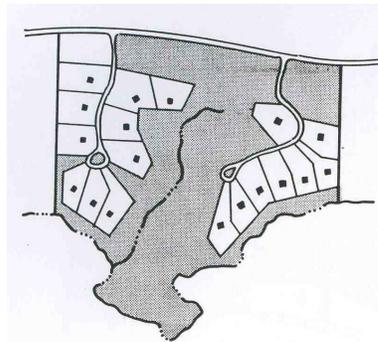
Open space design is an alternative to conventional development design that is intended to promote the preservation of environmental resources. The search for an alternative to conventional development design came with the realization that conventional subdivisions and developments often result in residential sprawl that consumes large amounts of land and divides open spaces into fragments that are not conducive to agriculture, wildlife habitat, or recreation. Open space design encourages dwellings to be clustered on part of a parcel so that the remainder can be preserved as open space.

In order to promote open space design, a planned district option should be available for use in every residential category. To account for differences between the residential categories, different planned districts can be tailored to the specific needs and conditions of each residential category. Due to the fact that planned districts are optional, the Township should provide incentives that would make open space design planned districts more attractive options than conventional development. Developers and land owners could be encouraged to use these districts through density bonuses designed to allow density increases and clustered development in return for the preservation of significant areas of open space. This should be done by providing a sliding scale of density increases that varies with the amount of open space provided within the development. To further encourage the use of planned districts, review procedures should be no more difficult for open space developments than for conventional subdivisions.

The best way for the Township to ensure that valuable open space is set aside is to articulate goals and establish standards for open space quantity, quality, and configuration. One of the most important goals should be to preserve important environmental features such as streams, wetlands, rare species habitat, floodplains, and woodlots. Another important goal should be to link open spaces between subdivisions, and connect open spaces to nearby parks and other protected areas. As articulated in *Section 8 Opportunity Areas*, open space design can contribute to the formation of greenway linkages that follow natural pathways, such as streams, aid in wildlife migration, and create opportunities for recreational trails.



Conventional Development Design



Open Space Design (Arendt, 1994)

COMMERCIAL CATEGORIES

The categorization of land for commercial uses was based upon existing land uses, existing commercial zoning, and the results of the retail analysis presented in *Section 6 Economy*. The retail analysis indicates the amount of new retail development that the Township will be able to support over time as the population increases. This analysis enables the Township to ensure that adequate areas are available for retail development, without providing for more than the Township can sustain. Throughout the planning process it was clear that residents wish to prevent commercial encroachment into predominantly residential areas, and to encourage infill development and redevelopment of existing commercial areas. There was also support for the concept of reinforcing the geographic center of the Township as the symbolic center of the Township. Based on these desires, commercial areas in the Township are divided into the following two categories on *Map 11 Generalized Future Land Use* and described below.

Mixed Use

On *Map 11*, approximately two percent of the Township is designated in the Mixed Use category. There are two distinct mixed use areas recommended for the Township that will be discussed separately.

Jackson Center:

To decrease the proliferation of new community scale commercial areas throughout the Township, a large percentage of the retail development anticipated in the future can be provided for in the center of the Township surrounding the intersection of Wales Avenue and Fulton Drive. This area can be planned and designed comprehensively to be a social center for the Township and to provide a mix of commercial and residential uses. The purpose of this area is not to create an outdoor regional mall, but to create a town center that reflects a more traditional mix of uses and design characteristics. Jackson Center uses should be oriented toward streets and designed to be pedestrian friendly with public plazas, and well-integrated, visually unobtrusive parking. High quality architecture, landscaping, street trees, and attractive lighting would also enhance the area and further distinguish it as the center of the community.

Retail uses permitted in Jackson Center would include a mix of community scale and neighborhood scale uses that would cater to Township residents. In *Section 6*, it was estimated that the potential trade area for the proposed Jackson Center would support up to 110,690 square feet of new neighborhood retail, and 239,400 square feet of community scale retail at build-out. Examples of such uses would be restaurants, a supermarket, beauty salons, coffee shops, ice cream parlors, boutiques, book stores, and other commercial uses designed to serve local residents. In keeping with the manner in which town centers were traditionally developed, retail establishments would be located on the first floor, with limited office and residential units located above. Residential uses can also be integrated through town houses and other more traditional forms of housing that would provide residents with easy pedestrian access to retail areas. Buildings, even those that house larger commercial establishments like supermarkets, can be designed to break

up the visual mass of these structures and reinforce the concept that, unlike most conventional shopping centers, this area is designed for people instead of automobiles.

The best way to implement this recommendation is through the creation of a specifically tailored zoning district, or the creation of an overlay zoning district. An overlay district would allow the Township to impose a new set of regulations on a special area within an existing zoning district. In an area where overlay zoning is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. Thus, the overlay district regulations supplement the regulations of the underlying zoning district. The Township will also have to play an active role in the redevelopment of vacant or underutilized existing development in this area, and work closely with developers to ensure that the finished development meets the Township's vision.

Erie Avenue Corridor:

The other Mixed Use area shown on *Map 11* is the Erie Avenue Corridor. This area is currently in transition and contains a mix of residential homes, commercial buildings, and older homes converted into small businesses. The goals in this area are to provide for a mix of residential and small-scale commercial development, preserve historic sites, and encourage small businesses that cater to the needs of the tourists who visit the Ohio & Erie Canal Corridor. These businesses would include outdoor recreation outfitters, restaurants, antique stores, bed and breakfasts, and gift shops. New "strip mall" commercial development or large scale commercial development should not be permitted. The Township should explore the possibility of using the Canal Parkland (C-P) Zoning District to implement these recommendations.

Commercial

On *Map 11*, approximately 6 percent of the Township is designated in this category. The commercial areas shown on *Map 11* encompass four different types of commercial development: neighborhood retail, community retail, regional retail, and office/service uses.

Neighborhood retail areas contain businesses that provide convenience goods, such as groceries and drugs, and personal services that meet the needs of residents living within a 1.5 mile radius. Based on the retail analysis prepared in *Section 6 Economy*, the Township currently supports 1,648,145 square feet of neighborhood and convenience scale retail. Once the Township reaches its projected build-out population (75,000 people) it will support an additional 195,000 to 207,450 square feet of neighborhood scale retail development. The Township must, therefore, plan ahead to provide sufficient areas for neighborhood scale retail, in addition to what already exists. It has been proposed on *Map 11 Generalized Future Land Use* that the majority of this new retail space (110,690 square feet) be provided at the Jackson Center. The remaining neighborhood scale retail (84,310 to 96,760 square feet) will be provided in other areas of the Township, primarily at major intersections, and along major thoroughfares such as

Fulton Drive, Whipple Avenue, and Hills and Dales Road where similar commercial establishments currently exist.

Community scale retail establishments are designed to attract consumers within a three to five mile radius. The community scale shopping center is most closely identified with a supermarket as the anchor tenant. Other examples of preferred uses in community commercial areas include restaurants, clothing stores, discount department stores, and furniture stores. Based on the retail analysis prepared in *Section 6 Economy*, the Township currently supports 1,613,234 square feet of community scale retail. Once the Township reaches its projected build-out population (75,000 people) it will support an additional 520,750 to 554,050 square feet of community scale retail development. The Township must, therefore, plan ahead to provide sufficient areas for future community scale retail, in addition to what already exists. It has been proposed on *Map 11 Generalized Future Land Use* that almost half of this new retail space (239,400 square feet) be provided at the Jackson Center. The remaining community scale retail (281,350 to 314,650 square feet) will be provided in other areas of the Township, primarily on undeveloped or underdeveloped parcels surrounded by existing community scale retail or office uses in the eastern portion of the Township.

Regional retail includes large-scale retail uses, such as regional shopping centers, that have large traffic impacts and require more land and parking than community and neighborhood commercial developments. These uses should be limited to existing regional retail establishments, and areas immediately adjacent to these establishments, to prevent the spread of these uses into areas where other land uses, such as residential, high-tech, and community or neighborhood scale commercial development, are preferred. Currently, much of the regional commercial development in the Township is located within the industrial zoning district (I-1). These areas should be rezoned to the Commercial Business District (B-3) to prevent further regional retail development in areas intended for industry.

Office/service uses are currently scattered throughout the Township in all commercial areas. In many community commercial areas of the Township, such as the areas in the southeast quadrant (excluding regional development in and around the Westfield Shopping Town Belden Village Mall), the ratio of office to retail uses is approximately 60/40. This ratio should be maintained as new development occurs. In order to ensure that the Township is not over-zoned for retail development, the Township may want to consider rezoning certain areas to Suburban Office and Limited Business (B-1 District), or Neighborhood Business (B-2 District). One such area is the commercial area shown on *Map 11* along Wales Avenue between Portage Street and Strausser Street. This area should be limited to smaller scale office/service uses to prevent the proliferation of “strip-mall” style community commercial uses that would create traffic congestion and detract from existing commercial areas and the Jackson Center.

HIGH-TECH AND INDUSTRIAL CATEGORIES

Two of the goals formulated for this Plan are to encourage the growth in the high-tech sector and to provide opportunities for new and existing industries to expand. For these reasons, specific areas have been identified for high-tech and industrial development. Retail development should be excluded from these areas to reserve areas for high-tech and industrial development, and to reinforce existing retail areas. The high-tech and industrial categories were kept separate on *Map 11 Generalized Future Land Use*, because funding is available for communities that specifically foster high-tech development.

High-Tech

High-Tech areas were identified based on the opportunity area identified on *Map 10*. These areas are largely undeveloped and ideally located based on their proximity to the Akron Canton Regional Airport, the new Shuffel interchange, the Foreign Trade Zone, and the campuses of Stark State and Kent State Stark. Consideration was also given to existing residential development in the area and the boundaries of the High-Tech area were drawn in an effort to respect existing neighborhoods.

Preferred uses in High-Tech areas include research and development and offices. Warehousing, manufacturing, and other industrial uses not related to high-tech industries should not be permitted in designated High-Tech areas to ensure that ample land is available for desired uses, and to make Jackson Township eligible for funding that is available for communities that specifically foster high-tech development. When bordering residential uses, new high-tech development should be set back to provide appropriate distances between these two uses. Dense landscaping and other attractive site amenities should also be incorporated into new high-tech development to avoid potential impacts on nearby homes.

Appropriate zoning requirements will need to be drafted to implement these recommendations. These zoning requirements should protect pre-existing neighborhoods through the use of appropriate buffer zones and aesthetic standards. On *Map 11*, approximately seven percent of the Township is designated in this category.

Industrial

Uses in this district include manufacturing, mining, processing, warehousing, shipping, and other industrial activities. They should be developed or redeveloped in areas where these uses currently exist, and in places where new industrial development would be appropriate based on infrastructure, land characteristics, and adjacent land uses. High-Tech uses described above should also be permitted and encouraged in industrial areas. Retail development should not be permitted. The Township's Industrial District (I-1) is an appropriate zoning district for these areas, but retail development should be excluded from the I-1 District. On *Map 11*, approximately six percent of the Township is designated in this category.

DRINKING WATER PROTECTION AREAS

Because groundwater is the primary water source for households in Jackson Township, it is vital to protect groundwater recharge areas and prevent groundwater pollution. For this reason, several areas of the Township have been shown as drinking water protection areas on *Map 11*. The groundwater aquifers in these areas are important drinking water sources for the Township and surrounding communities, and it will be important to ensure that future development does not pollute or threaten these water supplies. The drinking water protection areas are shown as overlay areas on *Map 11* because the six future land use categories described previously are appropriate in these areas if additional regulations are developed to protect groundwater resources.

The drinking water protection areas shown on *Map 11* correspond with the locations of areas that were designated as part of the federal Wellhead Protection (WHP) Program and the Source Water Assessment and Protection Program (SWAP). The Wellhead Protection Program is a voluntary program designed for large public water systems that use groundwater to serve more than 500 people per year. Through the program, a public water system will delineate an area surrounding its wellfield, called a Wellhead Protection Area, where precautions should be taken to protect the water supply. It then identifies potential threats to the water supply in this area, and creates a plan to protect the water source. The SWAP program is a similar program designed to protect smaller systems and water supplies not covered by the WHP program. However, there is a limit to what water service providers can do to reduce potential threats within the Wellhead Protection Areas and SWAP Areas, short of buying the land. It is up to local communities to restrict land uses that could threaten water supplies.

Jackson Township has, therefore, shown Wellhead Protection Areas and Source Water Protection Areas on *Map 11*. These areas are not only important sources of drinking water, but they are also vulnerable to groundwater pollution due to soil and aquifer characteristics. These and other areas with high potential for groundwater pollution are shown on *Map 3 Water Resources*. The vulnerability of these important drinking water sources makes it important to restrict polluting land uses. Such land uses include, but are by no means limited to: solid waste or hazardous waste disposal; commercial storage of petroleum, salt, deicing chemicals, herbicides, pesticides, and other hazardous chemicals; gas stations; dry cleaning or laundry facilities; trucking terminals; and motor vehicle or mechanical service and repair shops. Stormwater management is also an important consideration in these areas because it is important to promote groundwater recharge.

The best way to implement these recommendations and protect the Township's drinking water source is through the creation of an overlay zoning district. An overlay district would allow the Township to impose an additional set of regulations on special areas within existing zoning districts. In an area where overlay zoning is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. Thus, the overlay district regulations supplement the regulations of the underlying zoning district. Many

communities, including unincorporated areas, have established wellhead protection overlay zoning districts, and the Ohio EPA can provide valuable knowledge and expertise in drafting such regulations. Appropriate overlay zoning requirements should be drafted in Jackson Township to ensure that the drinking water sources that sustain the Township are protected.



SECTION 10: IMPLEMENTATION

IMPLEMENTATION

Throughout this Comprehensive Plan, Jackson Township's goals for the future have been identified. These goals were developed through extensive Steering Committee discussions and public input received during the community Visioning Workshop and Walkaround Workshop. These goal statements are general in nature and represent ideals that the Township strives towards. Collectively, these goals can be thought of as the shared vision for the Township.

Once goals were formulated, implementation strategies were identified. These strategies, which are listed in this section, represent concrete courses of action that the Township can take to realize its goals. Several strategies that are proposed have been successfully utilized by municipalities in Ohio, but have not been tested in home-rule townships as of yet. If this is the case, it has been noted in the description of the proposed strategy.

Implementation measures are workable if there are people in the community with vision and tenacity who are willing to invest the time and effort required to make them work. Community improvement requires a compelling vision, persistence, an ability to achieve consensus, and the flexibility to respond to changing needs, opportunities, and circumstances. The Comprehensive Plan's success depends largely on efforts to inform and educate citizens about the Plan and the need for regulatory measures to implement the Plan. Successful implementation requires support and active participation of residents, property owners, and business owners through a thoughtfully prepared public education program.

In this final section, the goals presented in each of the previous sections of the Plan have been restated, and a total of 65 unique implementation strategies have been listed. Brief descriptions of the strategies are also included to provide additional explanation when

needed. Many of the implementation strategies will meet several goals and have been listed more than once under different section headings. In this case, the strategy is described the first time it appears.

The 15 highest priority strategies for immediate implementation have been noted with an exclamation point (!) on the following pages. These strategies have been prioritized for short term implementation for one or more of the following reasons:

- They are considered very important by the community and are essential to the realization of the Township's goals;
- They address urgent problems or impending threats;
- There is a limited window of opportunity for implementation; and/or
- They are the first step in what will become a multi-step process;

These 15 highest priority items are listed below in no particular order:

- Create a new research & development zoning district to provide areas for new office and high-tech industry development (Strategy D-6).
- Develop a plan for the "Jackson Center" area (Strategy CF-2), and require new development in the "Jackson Center" to be pedestrian oriented and provide bicycle and pedestrian access to neighboring residents and students who attend the High School, Middle School, and Sauder Elementary (Strategy D-7).
- Continue to promote the use of planned districts to encourage open space design development that preserves greenway corridors and other critical environmental resources (Strategy LU-1).
- Limit areas zoned for commercial uses in order to channel new development in and around existing commercial areas. Large-scale regional commercial development should be limited to the I-77 corridor, and neighborhood commercial establishments should be clustered around certain designated intersections (Strategy LU-4).
- Amend the industrial zoning district text to remove commercial development from the list of permitted uses, and revise the zoning map to limit the extent of the industrial zoning district (Strategy LU-9).
- Work with the Chamber of Commerce, colleges, and other organizations to promote Jackson Township as a desirable location (Strategy LU-14).
- Utilize incentives offered by the CIC, Port Authority, FTZ, and Enterprise Zone to provide incentives to businesses to locate in Jackson Township (Strategy LU-15).
- Devise a strategy of community funding for land conservation and parkland acquisition (Strategy NR-1).
- Press for the creation of a County Stormwater Utility District to fund, enforce, and administer a comprehensive stormwater management program (Strategy NR-6).
- Continue ongoing activities to advocate and implement stormwater Best Management Practices (BMPs) consistent with the Township's EPA Phase II Stormwater Management Plan (SWMP) (Strategy NR-8).

- Support enforcement of Stark County’s erosion and sedimentation control regulations (Strategy NR-17).
- Engage in long-term capital planning for Township facilities, parks, and infrastructure (Strategy CF-1).
- Pursue strategies to prevent, minimize, or mitigate the impacts of annexation, including but not limited to, consideration of an alternate form of government, Joint Economic Development Districts (JEDDs), and/or Cooperative Economic Development Agreements (CEDAs) (Strategy E-1).
- Plan road improvements to accommodate changes in traffic patterns that will result from the construction of the Shuffel interchange (Strategy T-4).

The Township has also identified medium priority implementation strategies. These items are important for the Township to implement, but are slightly less urgent than the highest priority items. These medium priority strategies have been indicated on the following pages by an asterisk (*).

DEMOGRAPHICS

GOALS:

To control the rate of residential growth to ensure that roads, schools, and other public services can accommodate increases in demand; to provide diverse housing options for residents of various ages and incomes; to provide opportunities to both live and work in Jackson Township; and to provide transportation and recreational opportunities for the youth of the Township

STRATEGIES:

D-1 Continue low underlying residential densities in rural areas where environmental constraints make low density development, or planned open space design development, desirable.

In areas of the Township where natural resource protection is a high priority, and the preservation of rural character is desirable, low density or open space design development is preferred. The Conservation Areas identified on *Map 10* would be examples of such areas.

D-2 Encourage farmland preservation in areas where agriculture is still the predominant land use.*

In addition to preserving a valuable industry, taking steps to preserve farmland in the Township would slow residential growth, protect open space, and preserve the Township's rural heritage. Numerous studies have also shown that farmland contributes more in taxes than it requires in services, unlike residential development. Farmland preservation strategies such as agricultural easements (also known as purchase of development rights) would be an excellent tool that would help the Township meet its open space goals, preserve working landscapes, and allow farmers to realize the full economic value of their land.

D-3 Investigate the feasibility of impact fees for new residential development to provide for associated infrastructure needs.

Communities within Ohio have used impact fees to fund parks and recreation, transportation projects, and police/fire/EMS services. Impact fees are not considered a growth management tool because they do not slow the rate or level of new development. They do, however, ensure that infrastructure and services expand to accommodate growth as it occurs. Since the cost of impact fees is passed on to homebuyers, a graduated fee system could be designed to keep modest homes affordable. Ohio lacks specific enabling legislation, but the impact fee ordinance of a home rule (charter) city was recently upheld by the Ohio

Supreme Court. No home rule townships have tested their authority to exact impact fees, but Jackson Township should consider the possibility.

D-4 Develop strategies and incentives to ensure that adequate, high quality, affordable housing opportunities exist within Jackson Township.*

D-5 Continue to designate areas closer to commercial development for higher density single family and multi-family residential development. *

Multi-family and higher density single family uses should be permitted in appropriate areas of the Township where infrastructure is in place. These developments would provide greater housing options, particularly for older adults and young families.

D-6 Create a new research & development zoning district to provide areas for new office and high-tech industry development. !

Creating a zoning district that is tailored to the needs of research and development uses will be the first step in implementing the High-Tech Corridor concept presented on *Section 8 Opportunity Areas*. Retail development will not be permitted in this district, to prevent regional retail stores and shopping centers from spreading north into the High-Tech Corridor.

D-7 Require new development in the "Jackson Center" to be pedestrian oriented and provide bicycle and pedestrian access to neighboring residents and students who attend the High School, Middle School, and Sauder Elementary. !

Pedestrian orientation should be a defining feature of the Jackson Center, and paths should be developed to link schools, government facilities, neighborhoods, the YMCA and public parks, and commercial development. Instead of conventional strip mall designs, any new development should be designed to be walkable and pedestrian friendly, with parking located in less visible locations. This would increase the recreational opportunities for local youth, particularly those who attend schools in the area, and make them less dependent on automobile transportation. Research has shown that young people prefer to be integrated into the larger community, rather than being relegated to certain designated areas or parks. Making the community more accessible and youth friendly through sidewalks and bike trails will greatly improve young residents' quality of life.

D-8 Address deficiencies in the number of basketball courts, tennis courts, volleyball courts, and playgrounds in the Township's parks. *

This would increase the recreational options for local youth.

D-9 Hold a parks and recreation design workshop with students to involve them in planning recreational facilities and other park amenities.

To ensure that parks and other Township facilities will meet the needs of young users, the Township could seek their input when designing and planning local facilities.

LAND USE: RESIDENTIAL

GOALS:

To minimize the loss of open space and other environmental impacts that accompany residential development; to encourage high-quality residential design and landscaping; to provide diverse housing options for residents of various ages and incomes; and to preserve the integrity of existing neighborhoods.

STRATEGIES:

LU-1 Continue to promote the use of planned districts to encourage open space design development that preserves greenway corridors and other critical environmental resources. !

In areas of the Township where the community wishes to preserve open space and rural character (particularly in the Conservation Areas shown on *Map 10*), the Township should continue to encourage open space design. To ensure that these developments utilize high quality design, preserve natural resources, and reduce impacts on scenic views, the Township should retain specific standards for these developments. This type of development will continue to help the Township realize its goal of establishing a continuous greenway and trail system.

LU-2 Develop standards regarding the quantity, quality, and configuration of open space. *

The best way for the Township to ensure that valuable open space is set aside, and that environmental resources are protected, is to articulate goals and establish standards for open space quantity, quality, and configuration. In establishing these goals and standards, the Township should refer to the greenway linkages identified on *Map 10 Opportunity Areas*. Open space in subdivisions could be configured to create a continuous greenway and trail system.

LU-3 Require landscape plan and site plan review as part of the development approval process in residential planned districts. *

Developing design guidelines or standards, and reviewing subdivision site plans and landscape plans, will ensure that new development meets the Township's aesthetic goals.

LU-4 Limit areas zoned for commercial uses in order to channel new development in and around existing commercial areas. Large-scale regional commercial development should be limited to the I-77 corridor, and neighborhood commercial establishments should be clustered around certain designated intersections. !

Limiting commercial zoning to select areas will also prevent commercial development, particularly large-scale retail development, from spreading into inappropriate locations that the Township wishes to remain residential. Limiting commercial zoning will help prevent commercial vacancies and encourage infill and redevelopment of existing commercial areas.

LU-5 Investigate ways to calm traffic and discourage cut-through traffic in residential neighborhoods. *

LU-6 Investigate the feasibility of adopting and enforcing property maintenance regulations.

Enforcing property maintenance regulations helps maintain residential property values. Special attention should be paid to rental units to ensure that landlords are maintaining their properties. This will improve the quality of life for renters and increase the community acceptance of multi-family and rental housing.

LU-7 Help residents take advantage of existing programs and funds that are available for home maintenance and improvements.

Funds are available to low-moderate income homeowners through Stark County's Housing Rehabilitation Program. If property maintenance becomes an issue, the Township should help residents connect with appropriate agencies to address pressing needs.

LU-8 Facilitate resident-initiated and resident-financed efforts to upgrade existing neighborhoods through the provision of curbs and gutters, lighting, sidewalks, water, and sewer.

OTHER APPLICABLE STRATEGIES:

D-1

D-4

D-5

LAND USE: COMMERCIAL

GOALS:

To encourage infill, redevelopment, and revitalization of existing commercial areas; to restrict adult-oriented businesses to appropriate locations; to discourage new large-scale commercial development in predominantly residential areas; and to promote high quality design and enhance the aesthetics of commercial areas.

STRATEGIES:

LU-9 Amend the industrial zoning district text to remove commercial development from the list of permitted uses, and revise the zoning map to limit the extent of the industrial zoning district. !

Commercial uses are currently permitted in the I-1 District. To ensure that sufficient areas are provided for true industrial uses, commercial uses should be removed from the list of permitted uses in I-1 Districts. This would also prevent commercial uses from developing in the High-Tech Corridor, which is currently zoned I-1

LU-10 Maintain and enhance the existing commercial site plan review process.

Commercial site plan review allows the Township to review site plans and ensure that site layouts are functional, attractive, and in compliance with all zoning requirements. Additional opportunities exist to enhance and strengthen the existing site plan review process.

LU-11 Continue to require commercial site improvements such as landscaping, pedestrian circulation, and other amenities. *

As part of the site plan review process, the Township should continue to require landscape plans to be submitted for review and approval.

LU-12 Strengthen the Township's sign regulations to control the type, size, placement, and number of commercial signs. Provisions regarding the removal of obsolete signs should also be investigated. *

The design, lighting, size, number, and placement of new signs can be controlled through sign regulations. Sign regulations can also control temporary, off-site, and billboard signs.

LU-13 Strengthen enforcement of existing temporary sign regulations. *

OTHER APPLICABLE STRATEGIES: LU-4

LAND USE:
INDUSTRY/ RESEARCH & DEVELOPMENT

GOALS:

To encourage development in the high-tech, research & development, and professional service sectors; and to provide sufficient areas to sustain existing industrial development and expand it.

STRATEGIES:

LU-14 Work with the Chamber of Commerce, colleges, and other organizations to promote Jackson Township as a desirable location. !

In order to attract new businesses to the Township, particularly high-tech industries, the Township will have to articulate the advantages and opportunities available in its High-Tech Corridor. To this end, it will be very important to work with Stark State and capitalize upon its fuel cell research program.

LU-15 Utilize incentives offered by the CIC, Port Authority, FTZ, and Enterprise Zone to provide incentives to businesses to locate in Jackson Township. !

The many incentives offered by these economic development organizations and entities are detailed in *Section 6 Economy*.

LU-16 Encourage the expansion of the Foreign Trade Zone and work with the Airport and Port Authority to coordinate development surrounding the Airport. *

This area surrounding the airport was identified on *Map 10 Opportunity Areas* as the potential location of a High-Tech corridor. The Township should collaborate with the Airport and the Port Authority to plan and promote this area.

OTHER APPLICABLE STRATEGIES:

D-6

LU-9

NATURAL RESOURCES

GOALS:

To maintain the integrity and water quality of streams within the Township and lower the risks associated with flooding; to manage stormwater on all development sites and decrease stormwater generation; to protect groundwater resources; to preserve wetlands, rare and endangered species habitat, and other critical environmental features; to preserve steep slopes and control erosion; and to recognize the regional impacts of decisions regarding stormwater and environmental resources, and collaborate with neighboring communities to address regional environmental issues.

STRATEGIES:

NR-1 Devise a strategy of community funding for land conservation and parkland acquisition. !

Map 10 Opportunity Areas identified potential Conservation Areas and Greenway Linkages that would be appropriate for parkland acquisition. In addition to grants and other sources of funding, many communities use ballot issues to fund conservation efforts. The Township should explore this option and involve the public in conservation planning activities to increase the likelihood of success. By gauging the public's conservation priorities (for example: wetland protection or golf course acquisition) the Township can tailor its plans and design a ballot issue that will win greater public support.

NR-2 Investigate the feasibility of adopting building setbacks along all streams that vary in width based on stream order.

To improve water quality, reduce flooding, prevent erosion, and protect the ecological functioning of streams, building setbacks should be established along all perennial streams. The width of the setbacks should be based upon the land use and the stream order. The Land Capability Analysis prepared for the Township in 2000 recommended stream setbacks varying from 50 F to 120 F. The setbacks could be flexible to lessen impacts on landowners and allow inclusion of the 100-year floodplain, steep slopes, and wetlands. The goal within these setbacks should be to establish riparian forests.

NR-3 Encourage the protection of natural stream hydrology during and after development by discouraging the straightening, relocation, and enclosure of stream channels.

Developers should always be encouraged to work with the natural topography and hydrology of a site. When the Township's PUD tool is utilized, areas surrounding streams should be given priority when designating common open space. This

would help decrease stream channelization, enclosure, and relocation during development.

NR-4 Create a Floodplain Overlay Zone to apply to all areas in the 100-year floodplain.

To protect residents and businesses from flooding, to provide stormwater runoff storage, and to preserve natural stream processes, the Township should discourage development within the floodplain and adopt a Floodplain Overlay Zone in the zoning resolution. A Floodplain Overlay Zone would ensure that developers and landowners adhere to State and Federal floodplain regulations. As part of the zoning review process, applicants wishing to develop land in the floodplain would be required to submit documentation that they have received the necessary State and Federal approvals. The Township could also use its PUD tool to channel development away from floodplains. Landowners should be encouraged to cluster development on the upland portion of a development site and preserve the undeveloped floodplain as part of the PUD's designated open space.

NR-5 Engage in watershed planning with surrounding communities.

The Township should actively support and encourage community-based watershed planning, in which citizens and community organizations partner with resource managers and public officials to develop a vision for the future of a watershed. To develop a watershed plan, these partners work together to evaluate current conditions in the watershed, identify problems, develop locally relevant solutions to address these problems, and encourage implementation. Public education and outreach are critical components in this process. Watershed planning is an important first step in water resource protection because it fosters cooperation among affected parties and produces recommendations and management strategies that are tailored to the specific needs of each watershed.

NR-6 Press for the creation of a County Stormwater Utility District to fund, enforce, and administer a comprehensive stormwater management program.!

A County Stormwater Utility District would fund the administration, planning, engineering, maintenance, routine operation, regulation, enforcement, and capital improvements associated with stormwater management in participating communities. Funds are raised by assessing landowners based on each property's relative contribution to total stormwater runoff. This is typically measured by calculating the amount of impervious surface on the property. An example in Ohio is the recently created Lake County Stormwater Utility which funds a comprehensive program administered by the Lake County Stormwater Management Department.

NR-7 Integrate stormwater management planning into the zoning resolution to provide a basis for local enforcement. *

The Township should continue to monitor State enabling legislation regarding township authority to adopt stormwater management regulations. If within the scope of township zoning powers, the zoning resolution could require stormwater management on all new development sites. These regulations should require post-development runoff volumes and rates on a site to equal pre-development volumes and rates. Developers should be encouraged to meet this goal by reducing the volume of stormwater generated on site, and by utilizing stormwater Best Management Practices (BMPs).

NR-8 Continue ongoing activities to advocate and implement stormwater Best Management Practices (BMPs) consistent with the Township's EPA Phase II Stormwater Management Plan (SWMP). !

NR-9 Encourage the County to require maintenance agreements for stormwater improvements when all new developments are approved. *

In Jackson Township and other unincorporated areas of Stark County, the County Subdivision Regulations are the main vehicle used to ensure that stormwater management occurs on development sites. There are several problems that Jackson Township is currently facing regarding stormwater management. One problem is that some types of development are exempt from the County's Subdivision Regulations and are not reviewed by the Stark County Regional Planning Commission (RPC) to ensure that adequate stormwater management is provided. The Township should continue its efforts to find ways to ensure that stormwater management plans for all development projects are reviewed.

Another ongoing problem has been that when subdivisions are approved, stormwater management and drainage easement language rarely identifies who is responsible for ongoing maintenance. The Township should continue to work with other unincorporated communities to push the County to designate parties responsible for stormwater maintenance when subdivisions are approved.

NR-10 Evaluate zoning requirements to identify changes that can be made to reduce the amount of impervious surface required on commercial sites, and in residential developments.

Stormwater generation can be reduced by decreasing impervious surfaces on development sites. The Township could evaluate its zoning resolution to determine if parking requirements, setbacks, and other requirements can be reduced to eliminate unnecessary paved surfaces.

NR-11 Investigate adopting an overlay zoning district that would apply to drinking water protections areas (SWAP and WHP Areas). The types of uses and the intensity of development in these districts would be limited to protect groundwater resources and encourage infiltration. *

To protect important drinking water sources identified through the WHP and SWAP Programs, the Township could create a drinking water protection overlay district. An overlay district would allow the Township to impose an additional set of regulations in special areas within existing zoning districts. Potential locations for this overlay are shown on *Map 11 Future Land Use*. Many communities, including unincorporated areas, have established similar overlay zoning districts, and this type of zoning would be well within the Township's power to protect public health and safety. Land uses that generate pollution would not be permitted in this overlay zone. Such land uses include, but are by no means limited to: solid waste or hazardous waste disposal; commercial storage of petroleum, salt, deicing chemicals, herbicides, pesticides, and other hazardous chemicals; gas stations; dry cleaning or laundry facilities, motor vehicle or mechanical service and repair shops; and trucking terminals. Stormwater management and groundwater recharge should also be important considerations in this overlay district.

NR-12 Investigate the feasibility of establishing wetland setbacks based on Ohio Rapid Assessment Method (ORAM) wetland categories.

The purpose of such regulations should be to protect the valuable functions of wetlands, such as decreasing water pollution loads, minimizing flooding, and promoting groundwater recharge. These functions impact the health and safety of Jackson Township residents.

NR-13 Protect rare and endangered plant and animal species through habitat preservation.

The Township should utilize the Natural Heritage Database, work with the ODNR to determine the habitat needs of rare species, and direct development away from these areas. Rare species habitat should be given priority when considering parkland acquisitions. If acquisition is not possible, the Township should work to secure conservation easements.

NR-14 Adopt tree preservation regulations that require developers to maximize tree preservation and restoration during development.

Woodland preservation regulations encourage developers to preserve trees and wooded areas on development tracts, and protect trees during construction activities. Many communities require developers to replace trees lost during development, or pay a fee to a reforestation fund in lieu of tree planting on site.

NR-15 Investigate the possibility of developing a tree planting program.

The Township should continue and consider expanding its tree planting program.

NR-16 Investigate the feasibility of a steep slope resolution designed to limit development in areas with steep slopes.

To prevent erosion, landslides, flooding, and sedimentation of streams, development should be limited in areas with steep slopes (typically with slopes greater than 12 percent) by discouraging cut and fill practices that require excessive excavation and retention, and by establishing building setbacks from steep slopes. Such regulations could be tied to health and safety concerns such as excessive erosion, flooding, and water pollution.

NR-17 Support enforcement of Stark County's erosion and sedimentation control regulations. !

One of the primary goals of the Township's Phase II Stormwater Management Plan was to increase coordination with the Stark County Soil and Water Conservation District. Township zoning staff currently work with the SWCD to resolve compliance issues, and these combined efforts should continue in the future.

NR-18 Educate the public to increase awareness of environmental issues such as stormwater runoff, dumping, recycling, and water pollution.

The Township's newsletter provides an excellent opportunity to educate residents about steps they can take to protect the environment, such as properly disposing of household and auto wastes, maintaining septic systems, and reducing the environmental impacts of lawn care.

OTHER APPLICABLE STRATEGIES:

LU-1

LU-2

COMMUNITY FACILITIES & SERVICES

GOALS:

To control the rate of residential growth to ensure that roads, schools, and other public services can accommodate increases in demand; to reinforce the "center" of Jackson Township through facility location decisions; to provide sufficient recreational opportunities for residents of every age; to provide sufficient park facilities for the community at build-out population levels; to support the continuance of excellent local schools; and to encourage new and existing development to connect to sanitary sewers.

STRATEGIES:

CF-1 Engage in long-term capital planning for Township facilities, parks, and infrastructure. !

CF-2 Develop a plan for the Jackson Center area. !

This plan should be developed through extensive public participation to ensure that it truly reflects the desires of the Township. A special overlay district could then be designed to ensure that new development, particularly commercial development, is designed in accordance with the community's vision for the area. Traffic studies should also be performed as part of the plan to ensure that new development will not create undue traffic conflicts.

CF-3 Increase the number of community parks and neighborhood parks to meet current, and projected, demand. *

Jackson Township currently does not meet National Recreation and Park Association (NRPA) standards for parks. The Township should also ensure that park facilities expand to accommodate projected population growth.

CF-4 Work with school officials to identify future facility needs, and allow land set aside for school facilities to satisfy the open space requirements in Planned Districts.

The Township should approach the Jackson Local School District to see if it would be possible to establish smaller, neighborhood based grade schools if land was made available through planned district open space requirements.

CF-5 Investigate the feasibility of sharing revenue with the Jackson Local School District.

If the Township established a JEDD that generated income tax revenue, the Township could dedicate a portion of the revenues to the school district for community learning centers.

CF-6 Work with sewer and water providers to ensure that service provision is in keeping with the goals of the Township, and that services are extended to existing development before they are extended to outlying areas of the Township.

Sewer and water provision plays a tremendous role in guiding the location of new development. Many communities limit sewer and water service to manage growth. Due to the fact that Stark County provides sewer service and Aqua Ohio provides water, the Township must work in cooperation with these entities, particularly the County, if growth is to be slowed in the undeveloped areas of the Township. The Township should establish a dialogue with the County to discuss its development goals and explore the possibility of limiting sewer expansion on the outer fringe of the community.

OTHER APPLICABLE STRATEGIES:

D-3

D-8

D-9

ECONOMY

GOALS:

To utilize existing tools and develop new tools to attract businesses to the Township; to protect and enhance the Township's tax base; and to promote a balance of non-residential and residential development to maintain a healthy tax base.

STRATEGIES:

E-1 Pursue strategies to prevent, minimize, or mitigate the impacts of annexation, including but not limited to, consideration of an alternate form of government, Joint Economic Development Districts (JEDDs), and/or Cooperative Economic Development Agreements (CEDAs). !

Incorporation would eliminate the threat of annexation and would prevent tax revenue losses. For more information on this topic, see “Analysis of the Fiscal Impact of Incorporation on Jackson Township,” which was prepared by Cleveland State University for the CIC. In lieu of incorporation, JEDDs would help the Township reap the benefits of income taxes and decrease the likelihood that participating municipalities would annex land from the Township. CEDAs could also ensure that the Township received compensation if land were to be annexed by a neighboring municipality.

OTHER APPLICABLE STRATEGIES:

LU-14

LU-15

LU-16

TRANSPORTATION

GOALS:

To strike a balance between private and public responsibilities for road improvements; to encourage development that is pedestrian oriented, particularly in the "center" of Jackson Township; to promote safe and efficient roadways by controlling access points on arterials and continuing safety improvements; to promote bicycle and pedestrian mobility; to reduce peak-hour traffic congestion; to ensure that impacts on environmental resources and historical structures are minimized during roadway improvements; to participate in regional efforts to develop or expand alternative modes of transportation; and to cooperate with neighboring communities to address regional transportation issues.

STRATEGIES:

T-1 Work with the CAK airport to discourage incompatible uses around the airport and provide areas for airport expansion.

T-2 Require traffic impact studies for developments above a certain threshold size.

Traffic impact studies should be required for all commercial and residential developments above a certain threshold size. These studies will be particularly important if the Township is interested in pursuing the concept of impact fees.

T-3 Improve roadways to provide efficient travel through commercial areas. *

T-4 Plan road improvements to accommodate changes in traffic patterns that will result from the construction of the Shuffel interchange. !

Planning road improvements now will prevent traffic problems before they occur, and help ensure that new development will not encroach into areas needed for road construction and improvements.

T-5 Investigate adopting an overlay zoning district that would ensure new developments in and near planned roadway improvement projects contribute to the eventual construction of the projects.

The Township already requires 80-F setbacks along major roadways, but these setbacks could also be applied in other areas where roadway improvements are planned or anticipated. This will help to ensure that development occurs far from the road right-of-way and does not interfere with roadway projects.

T-6 Continue safety improvements, particularly at dangerous intersections. *

T-7 Investigate limiting and managing access points along arterials, and encourage the use of shared driveways and parking lots for adjacent commercial establishments through commercial site plan review.

By requiring shared access, the number of curb cuts on major roads can be limited, thus decreasing traffic conflicts between cars traveling on the road and those pulling in and out of driveways. Shared parking can also decrease the number of parking spaces necessary, and decrease the amount of land devoted to black top.

The Township currently permits shared access between parking areas, but it can go further by encouraging or requiring developers to create cross access agreements that accommodate shared parking facilities with neighboring sites. This will decrease the number of driveways on roads in commercial areas and improve circulation.

T-8 Adopt access management plans for all Township roadways and work with the County and the State to do the same for all remaining roads in the Township.

Formal access management plans establish various criteria to govern roadway access points. Such plans will assist the Township in reviewing commercial site plans, and help developers to design appropriate shared parking facilities.

T-9 Require sidewalks, bike paths, and/or multi-use paths as part of new developments where appropriate.

The Township can require sidewalks in PUD or condominium developments. It can also encourage the County to require sidewalks in residential subdivisions.

T-10 Encourage developers to locate multi-use paths in designated Greenway Linkages. *

When planned district options are utilized and open space is required, developers should be encouraged to meet open space requirements by setting aside areas identified as Greenway Linkages on *Map 10 Opportunity Areas*. Located multi-use paths in these areas could eventually lead to an interconnected system of trails.

T-11 Incorporate sidewalks and/or multi-use paths into all major road construction projects on Township roads.

T-12 Work with the County and the State through cooperative agreements to provide and maintain sidewalks and/or multi-use paths along all County and State roads. *

T-13 Continue multi-year capital planning for roadway improvements.

OTHER APPLICABLE STRATEGIES: D-3

COMMUNITY CHARACTER

GOALS:

To control the visual impact of signs in the Township; to preserve and increase the number of street trees in the Township; to discourage above-ground utilities; to promote landscaping on commercial development sites; to preserve scenic views along rural roads; and to increase the scenic character of the Township during roadway improvements and other construction projects, particularly at gateways.

APPLICABLE STRATEGIES:

D-7

LU-11

LU-12

NR-14

NR-15

CF-2

OPPORTUNITY AREAS

GOALS:

To permanently protect at least 10 percent of the Township as open space and/or parkland; to establish a continuous network of open spaces and parks linked by greenways; to link parks, facilities, neighborhoods, and schools through a system of multi-use trails; to make the geographic center of the Township a recognizable, symbolic center of the community; to strengthen the Township's identity; to maintain the health of regional shopping areas located in the Township; and to foster the growth of high-tech industry in Jackson Township.

STRATEGIES:

- O-1 Establish off-road multi-use paths by executing easements with landowners and obtaining agreements to utilize utility corridors. ***
- O-2 Enhance highly-traveled gateways into Jackson Township with landscaping, signs, and other design features.**

OTHER APPLICABLE STRATEGIES:

- D-2**
- D-6**
- D-7**
- LU-1**
- LU-2**
- LU-4**
- LU-9**
- LU-14**
- LU-15**
- LU-16**
- NR-1**
- NR-2**
- NR-4**
- NR-11**
- NR-12**
- NR-13**
- CF-2**
- E-1**
- T-3**
- T-10**
- T-11**
- T-12**

APPENDIX A: NOTES TO TABLE 36

Table 36: Estimated Market Support for Community Scale Shopping Center At Proposed Jackson Center, Currently and Projected 2004 through Build-out

	2004	2004 - 2009	2004 - 2014	2004 - 2024	2004 to Build-out
(1) Number of Households in Trade Area at End of Period	4,184	4,514	4,835	5,446	7,954
(2) Average Annual Household Spending for Comparison Retail Goods (\$)	6,442	6,442	6,442	6,442	6,442
(3) Annual Retail Spending at Community Scale Retail Development (\$)	26,954,792	29,081,850	31,145,948	35,085,266	51,245,451
(4) Spending Midwest Community Scale Retail Centers (\$/sq. ft.)	214.06	214.06	214.06	214.06	214.06
(5) Total Supportable Community Scale Building Space (sq. ft.)	125,922	135,858	145,501	163,904	239,398
(6) Number of Households within 1.5 Mile Radius at End of Period	2,799	3,068	3,286	3,701	5,406
(7) Average Annual Household Spending for Convenience Retail Goods (\$)	4,047	4,047	4,047	4,047	4,047
(8) Annual Retail Spending at Neighborhood Scale Retail Development (\$)	11,328,393	12,417,521	13,298,861	14,980,891	21,881,052
(9) Spending Midwest Neighborhood Scale Retail Centers (\$/sq. ft.)	215.17	215.17	215.17	215.17	215.17
(10) Total Supportable Neighborhood Scale Building Space (sq. ft.)	52,649	57,710	61,806	69,624	101,692
(11) Total Supportable Retail Building Space sq. ft.)	178,570	193,569	207,307	233,527	341,090
(12) Existing Retail Building Space (sq. ft.)	60,887	60,887	60,887	60,887	60,887
(13) TOTAL RETAIL SPACE VOID AT END OF PERIOD (sq. ft.)	117,683	132,682	146,420	172,640	280,203

* For Notes to Table 10 see Appendix A

- (1) The number of households in the Trade Area is an estimate of the total number of households in 2004, and the projected total number of households at the end of each period.
- (2) Average annual household spending for comparison retail goods is based on 2004 estimates obtained from Claritas, Inc., for the following categories of consumer spending: Apparel; Entertainment - TV, radio and

sound equipment; Entertainment - Reading materials; Entertainment - Photographic Equipment; Household Equipment; Food away from home; and Alcoholic beverages away from home. The market analysis assumes that trade residents will spend 75 percent of comparison good purchases at regional scale retail centers and shopping areas.

- (3) Annual retail spending on comparison goods is estimated by multiplying the number of households, Line (1), by the estimated average annual household spending for comparison retail goods, Line (2). This figure represents annual retail spending during the final year of each period.
- (4) This figure is the average retail spending per square foot at community retail centers in the Midwest, as determined by the Urban Land Institute.
- (5) Dividing annual trade area consumer spending on comparison goods, Row (3), by the average spending per square foot, Row (5), determines the amount of building space that projected number of households at the end of each period, and the corresponding level of consumer spending, will support at community scale retail development.
- (6) The number of households in the Trade Area is an estimate of the total number of households in 2004, and projected total number of households at the end of each period. The number of households represents those that are estimated to lie within a neighborhood scale, 1 ½-mile radius of the proposed Jackson Center.
- (7) Average annual household spending for convenience retail goods is based on estimates obtained from Claritas, Inc., for the following categories of consumer spending: Food at home; 50 percent of the spending on Prescription drugs; Personal care products and services; Smoking products/supplies; and Housekeeping supplies.
- (8) Annual trade area retail spending on convenience goods is estimated by multiplying the number of households, Line (6), by the estimated average annual household spending for comparison retail goods, Line (7). This figure represents the annual spending during the final year of each period.
- (9) This figure is the average retail spending per square foot at neighborhood retail centers in the Midwest, as determined by the Urban Land Institute.
- (10) Dividing the annual consumer spending on convenience goods estimated to be available to support commercial development at the proposed Jackson Center, Row (8), by the average spending per square foot, Row (9), determines the amount of building space that projected number of households at the end of each period, and the corresponding level of consumer spending, will support at neighborhood scale retail development.
- (11) The total supportable retail building space is the total amount of retail building space that can be supported by consumer spending by the

households in the trade area in the final year of each period. This figure is obtained by adding the values in Row (5) and Row (10).

- (12) Existing retail building space is the total amount of community scale building space, both occupied and vacant, that exists in the trade area plus the total amount of neighborhood scale retail building space, both occupied and vacant, that exists within 1 ½ miles of the of the proposed Jackson Center.
- (13) The total retail space void at the end of each period is the total amount of new retail space that can be supported by consumer spending at the end of each period. This figure assumes that no new retail building space is developed after 2004. This figure is obtained by subtracting the existing retail building space, Row (12), from the total amount of supportable retail building space Row (11).