

1.2.4 Development Trends

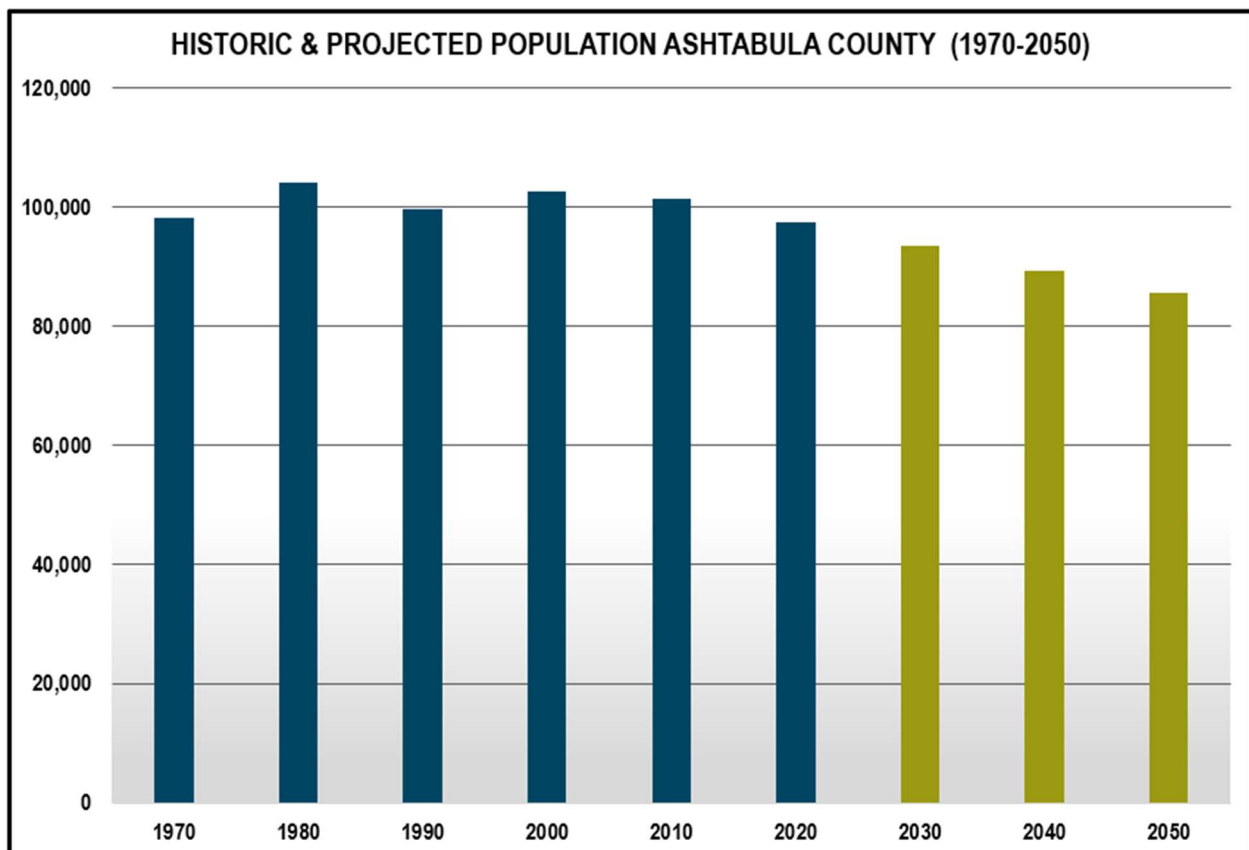
This section examines various development trends by land use type in Ashtabula County to contextualize future risk to the hazards identified by Section 2.0 – Risk Assessment of this plan. Section 2.4 – Analyze Impacts, will assess how changes in development over the past five years within known hazard-prone areas have increased, decreased, or had no effect on each community’s vulnerability.

§ 201.6(c)(2)(ii)(C)

[The plan should describe vulnerability in terms of] providing a general discussion of land uses and development trends within the community so that mitigation options can be considered in future land use decisions.

“People are the essential assets in a community. Understanding population trends and concentrations assists in describing current and future vulnerability, as well as in the design of outreach, and to target mitigation actions” (FEMA, 2013). The Ohio Department of Development maintains population projections for each county in the state. Figure 1.2.25 depicts the historic and projected population of Ashtabula County for the 80 year period, (1970-2050).

Figure 1.2.25



Source: Ohio Department of Development, Ashtabula County Profile

As illustrated in Figure 1.2.25 above, Ashtabula County's population fluctuated per decennial Census data from 1970 through 2000, growing overall by approximately 4,491 persons (150 persons per year average). Since 2000, the population has continually experienced a slight decrease falling by nearly 6,000 persons to present day. Projections for 2030 through 2050 indicate a continuation of population decrease from 2020 statistics. Table 1.2.8 assigns figures to the bars on the above graph.

Table 1.2.8

Ashtabula County Population Change, 1970-2050									
<i>Jurisdiction</i>	1970	1980	1990	2000	2010	2020	2030	2040	2050
Ashtabula County	98,237	104,215	99,821	102,728	101,497	97,574	93,604	89,364	85,569

It is also helpful to consider population trends in the incorporated municipalities of Ashtabula County. "Understanding where people reside or visit in a community informs the appropriate locations for mitigation projects" (FEMA, 2013). Table 1.2.9 below illustrates the percent population change in each jurisdiction from 2010 to 2020.

Table 1.2.9

Population Change, Municipalities (2010-2020)			
<i>Jurisdiction</i>	2010 Pop.	2020 Pop.	% Change
Andover Village	1,145	972	-15.11
Ashtabula City	19,124	17,975	-6.01
Conneaut City	12,841	12,318	-4.07
Geneva City	6,215	5,924	-4.68
Geneva-on-the-Lake Village	1,288	916	-28.88
Jefferson Village	3,120	3,226	+3.40
North Kingsville Village	2,923	2,742	-6.19
Orwell Village	1,660	1,533	-7.65
Roaming Shores Village	1,508	1,586	+5.17
Rock Creek Village	529	667	+26.09

Source: U.S. Census Bureau / Ohio Department of Development

As illustrated Table 1.2.9 above, the 2020 populations of all but three municipalities decreased from the 2010 Census, with Geneva-on-the-Lake and Andover seeing the largest population decrease. The Villages of Jefferson, Roaming Shores and Rock Creek saw a population increase. Rock Creek experiences a sizable population increase of 26%. The municipalities with the largest overall populations are the Cities of Ashtabula and Conneaut. Of

the county's total population approximately 49% (i.e., 47,484) live within the 10 municipalities, while 51% (i.e., 49,422) live in the unincorporated areas. While this data is difficult to interpret for hazard mitigation purposes, it suggests that minimal local funding could be available in regular jurisdictional budgets for special mitigation projects.

Economic and Business Development

Hazard Mitigation Relevance: Describing economic and business development trends helps to assess dependencies between economic sectors and the infrastructure needed to support them (FEMA, 2013).

Ashtabula County's economy is moderately diverse and embodies an assortment of industries. According to 2024 information obtained from the Ohio Department of Development, the largest areas of employment are manufacturing (with an average employment of 7,579 and \$465,024,688 total wages), education and health services (with an average employment of 5,228 and \$231,450,978 total wages), trade, transportation, and utilities (with an average employment of 4,471 and \$162,994,487 total wages). The economy is also heavily influenced by the presence of a robust forest industry. The major employers of Ashtabula County are illustrated in Table 1.2.10 below.

Table 1.2.10

Ashtabula County – Major / Notable Employers	
Ashtabula Area City Schools	INEOS Pigments
Ashtabula County Government	Kennametal, Inc.
Ashtabula County Medical Center	KraftMaid Cabinetry
CW Ohio	Molded Fiber Glass Companies
General Aluminum Manufacturing Company	Premix, Inc.

Source: Ohio Department of Development, Ashtabula County Profile, 2024 Edition

The county's unemployment rate has been steadily falling over the past several years, from a high of 8.3% in 2020 to a low of 4.0% in 2023. The average unemployment rates did jump back up to 5.6% in 2024. The high unemployment rate in 2020 was almost certainly influenced by the Coronavirus pandemic.

Table 1.2.11

Ashtabula County Unemployment Rates				
2020	2021	2022	2023	2024
8.3%	5.6%	4.4%	4.0%	5.6%

Source: Ohio Department of Development, Ashtabula County Profile, 2024 Edition

Ashtabula County is part of the Cleveland, OH Metropolitan Statistical Area, metropolitan cities located within proximity to Ashtabula County include Youngstown, OH (37 miles); Cleveland, OH (53 miles) and Pittsburgh, PA (90 miles).

Transportation Network

Hazard Mitigation Relevance: The transportation infrastructure is a vital community asset, particularly in the response and recovery phases. Ensuring open arterial routes helps with emergency response, the movement of life-saving (or sustaining) supplies, etc. Identifying critical transportation assets and understanding their potential vulnerabilities can inform projects designed to support their continuity in emergencies.

Ashtabula County is strategically positioned for transportation logistics due to its access to Lake Erie with two deepwater ports, as well as railways, highway access, a jet-capable and compliant airport that can support growth. Information obtained from the 2021 Ashtabula County Comprehensive Plan indicates that these transportation networks need to be protected and supplemented with improved water and sewer infrastructure in key locations.

The Ashtabula County Port Authority (ACPA) was created in 1988 by the county commissioners as an economic development entity for the county. The mission of the port authority is to implement economic development initiatives to strengthen and diversify the economy of the county and throughout Northeast Ohio.

Economic development often correlates with roadway development and improvements, particularly where and to what extent transportation improvements are needed. According to the 2021 Ashtabula Comprehensive Plan, corridor improvement opportunities are primarily targeted for portions of U.S. Route 20 spanning from Conneaut, through Ashtabula City into Geneva, more specifically, addressing the on-off ramps to Route 90.

Development Trends

Understanding the risk that the county faces from future hazard occurrences is a multifaceted exercise. The profiles in Section 2.2 provide a background of the risks and provide loss estimates based on historical data but are generally based in the past. Identifying and analyzing development trends allows for the consideration of future vulnerability. This information comes from a variety of sources, including economic trends, county and municipal comprehensive plans, and interviews with local officials such as the Ashtabula County Planning and Development Department, as well as municipal planning departments.

Recent development decisions have stemmed from a desire to slow out-migration from the county. Approximately 20,400 individuals live and work in Ashtabula County. Each day

approximately 9,100 people commute into the county for work, while 18,500 leave for employment in other counties. This has resulted in a focus on developing the economic base to offer good-paying jobs that may attract people to the county.

A concern of several communities within Ashtabula County is access to broadband internet, which has hampered the overall economic potential. Many places in Ashtabula County have been identified as lacking sufficient broadband to support business activity, home use, education, telehealth, and other needs, specifically the southeastern quadrant of the county. The COVID-19 pandemic offered numerous tangible examples of the power of access to broadband internet, as everything from education to healthcare moved into the digital realm.

The county's land use is varied. Generally, the areas that are prime for residential, commercial, and industrial development are the areas that already see that type of land use. They include the area's most accessible transportation infrastructure, and in some cases, re-development of these areas is the fiscally responsible way to invest in the county's communities.

The potential encroachment of future development on sensitive environmental, agricultural, and forest resources is an important issue facing the county's sensitive areas. Also, as the county ages, it is apparent that planning must take place to address the needs of the population as well. The population of Ashtabula County is becoming older, the share of the population aged 65 and older increased from 15.7% in 2010 to 20.6% in 2024. This is a trend that is expected to continue. With an ageing population comes more roles for the younger generation to fill which can lead to employment opportunities. However, an aging population also demands an increase in healthcare and transit service needs.

Land Use

Hazard Mitigation Relevance: Land use descriptions inform discussions of risk and vulnerability. For example, flooding may exist as a high risk, but may not correlate with high susceptibility in open or unpopulated forested areas. Further, understanding land use may identify valuable areas where natural features can provide protective functions that reduce the magnitude of hazard events (FEMA, 2013). *Proposed* land uses can inform discussions about the types of assets that future hazard occurrences could impact.

The majority of Ashtabula County is rural in nature. Much of the county has, in the past, been used for agriculture, timber and manufacturing. While these areas of employment are still important parts of the county's local economy, in recent years, education and health services, trade, transportation, utilities, and tourism have experienced the most growth.

Ashtabula County seeks to develop available land for agricultural, residential, commercial, industrial, public service and recreational purposes in a responsible manner. Over the past five years there has been limited development activity within the unincorporated areas, or the 10

municipalities of the county. The northern portion of Ashtabula City has experienced moderate residential growth, and the Ashtabula City Industrial Park may experience some commercial or industrial development in the near future. The City of Conneaut has also experienced moderate residential development along the northwestern areas of Lake Erie and Whitney. Geneva City has seen a large expansion of the Greenbay Packaging facility in the northwestern portion of the city's industrial park. For a hazard specific listing of development trends and vulnerability implications see Section 2.4 – Analyze Impacts.

Table 1.2.12

Development Trends & Hazard Vulnerability Impacts Summary			
<i>Jurisdiction</i>	<i>Increase Vulnerability</i>	<i>Decreased Vulnerability</i>	<i>No Change</i>
County (Unincorporated)			X
Ashtabula City	X		
Conneaut City	X		
Geneva City	X		
Andover Village			X
GOTL Village			X
Jefferson Village			X
North Kingsville Village			X
Orwell Village			X
Roaming Shores Village			X
Rock Creek Village			X

The Ashtabula County 2021 Comprehensive Plan “All In Ashtabula County” outlines several goals that align with hazard mitigation. One such goal indicates a desire to direct future development to areas identified as per the Future Character and Land Use Plan. Community members identified protecting existing agricultural uses and preserving the rural character of the county as an important priority as future growth is considered.

In addition to policies that preserve farmland, efforts should identify opportunities to specifically recognize and address the viticulture district in the county. This area has unique conditions that allow for grape growth.

Another goal contained in the comprehensive plan is the adoption of a stream setback code. This would establish a minimum distance that a development must maintain between its boundaries and a riparian area to create buffer zones. A stream setback code would be implemented and enforced through local ordinances or codes. Townships should consider adopting a stream setback code to help preserve the ecological benefits of their floodplains and minimize flood vulnerabilities at both the riparian site as well as in downstream communities.

The comprehensive plan also outlines a goal focusing on implementing shoreline protection programs. “To achieve greater shoreline protection, a combination of nature-based, structural, and non-structural approaches can be taken. While many actions are the responsibility of the Federal government, county entities may have a potential coordinating role in implementing measures such as oyster reefs, sea walls, and flood warning systems.” The encouragement of vegetative buffers near waterbodies is also discussed in the plan, to slow runoff and trap sediment. The integration of Low Impact Development (LID) in parking lots and other impervious surfaces near waterbodies is also a goal contained in the comprehensive plan.

Agricultural Land Uses

As with most rural areas, agricultural and forest land compose much of the county’s land area. Ashtabula County is known for its rich, abundant natural resources, three quarters (i.e., approximately 74.7%) of the county’s existing land cover is dedicated to natural resources and agricultural use. The county’s agricultural land use primarily revolves around farming, dairy, and pasture, the county also boasts a thriving grape industry supporting several local wineries. Agriculture remains an important and major land use throughout the county and agritourism is considered as an opportunity for growth of the local economy. The county has the third highest farmland value in the State of Ohio, according to the USDA Census of Agriculture.

Figure 1.2.26



Ashtabula Agricultural Research Station

Wineries and smaller-size farms, including those that sell fruit and vegetables, attract regional tourists and are becoming more common throughout the county and northeastern Ohio.

According to the 2021 Ashtabula County Comprehensive Plan “All In Ashtabula County” one of the county’s goals is to foster the protection of agricultural land and the conservation of scenic areas. Among the land use goals identified in several of the jurisdiction’s comprehensive plans, many pertained to agriculture land use, these goals include, conserving forest resource land and agricultural resource land. The county encourages cluster-type residential development in appropriate areas to support both development and preservation of the county’s rural character. According to the Ohio Department of Development’s, 2024 Ashtabula County Profile, there are 1,034 individual farms that operate in the county, with an average size of 130 acres per farm

creating a total of 134,420 acres of farmland. In total, the county produces over \$81 million worth of agricultural products (based on market prices at time).

One of the action items contained in a few of the participating municipalities comprehensive plans is to promote agricultural tourism as well as farm-to-table restaurants, and farmers markets as a means of supporting local farmers. An incentive investment highlighted in the 2021 Ashtabula County Comprehensive Plan is a program that allows farmland solely devoted to commercial agriculture use to be valued at its current use, resulting in a lower property tax bill for working farmers.

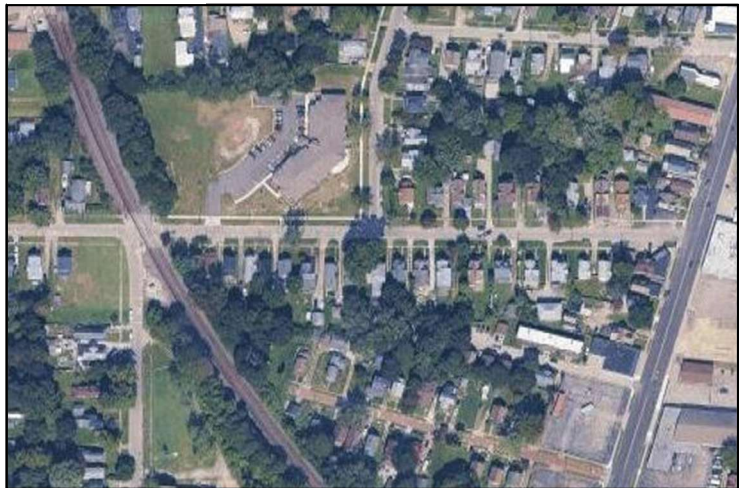
The county's economy and industries that depend on natural resources and favorable climate conditions, such as dairy farming, wineries, tourism, and fisheries, are vulnerable to natural hazards. Extreme heat, drought, and heavy downpours can disrupt agricultural productivity.

Residential Land Uses

Residential land use refers predominantly to the denser living areas within the county, and includes single-family dwellings, as well as two-family and few multi-family residential properties. The municipalities with the largest populations are the Cities of Ashtabula and Conneaut.

It is expected that residential land use growth will be concentrated around the commercial establishments and employment opportunities located in the incorporated municipalities within the county and will consist primarily of single-family dwellings in low-density developments. The majority of the incorporated municipalities within the county are moderately residential in nature. According to information contained in the Ohio Department of Development's 2024 Ashtabula County Profile, lower intensity developed land makes up 9.7% of the county's total land area, and higher intensity developed land makes up only 1.7%.

Figure 1.2.27



Residential neighborhood – W. 54th Street, Ashtabula, OH

Residential construction in the county saw steady increases from 2019 through 2021, increasing by 30 units over that period; however, construction has slightly decreased from 2021

through 2023 by 18 units. According to the Ohio Development Services Agency, residential construction averaged 153 units annually between 2019 and 2023. Table 1.2.13 below presents residential construction data.

Table 1.2.13

Ashtabula County Residential Construction, (2019-2023)					
<i>Criterion</i>	<i>2019</i>	<i>2020</i>	<i>2021</i>	<i>2022</i>	<i>2023</i>
Total Units	138	149	168	161	150
Total Valuation (000)	\$21,633	\$26,082	\$37,055	\$34,629	\$32,733
Single-Unit Buildings	122	96	144	135	129
Avg. Cost / Single Unit Building	\$169,574	\$235,852	\$244,695	\$243,516	\$243,699
Multi-Use Buildings	16	53	24	26	21
Avg. Cost / Multi-Unit Building	\$59,063	\$64,906	\$75,792	\$67,487	\$61,714

The county contains 46,598 housing units, 83% of which are occupied. Approximately 73% of the county's housing tenure is owner occupied, while the other 27% is renter occupied. Information obtained from the 2021 Ashtabula County Comprehensive Plan indicates that a housing needs assessment was completed for the county in January of 2021 to evaluate the overall housing characteristics and related economic trends. According to the assessment's findings, households between the ages of 35 and 44 are projected to increase across the Ashtabula, Geneva, and Conneaut market areas, in addition to increasing across the county as a whole. Senior households are also projected to increase among households age 65 and older, which may require additional design, social service, and transportation considerations.

According to the 2021 Ashtabula County Comprehensive Plan the county's intent with respect to residential land use is to enhance design standards to reduce costs and improve safety, provide better pedestrian and vehicular connectivity with and between residential developments. A current issue that is hampering residential development in portions of the county is the lack of critical utilities (i.e., water, sewer, and gas). The county would also like to provide for residential growth opportunities while maintaining agricultural uses, and the rural aesthetics of the county.

Several of the houses in the county (i.e., 35%) are between 55 and 66 years old, and 30% are 86 years old or older. Some of these older structures may be more susceptible to damage from earthquakes, severe thunderstorm winds, hail, tornadoes, and severe winter storms.

Table 1.2.14

Residential Development – Ashtabula County	
<i>Municipality</i>	<i>Residential Growth Areas</i>
Ashtabula City	Most populated municipality in the county, the city contains the largest number of housing units in the county. The city has experienced a population decrease of 6.0% from 2010 to 2020. Limited residential development has taken place primarily in the Madison Estates area and a proposed development of 18-20 single-family homes at Wenner Field in Ashtabula Harbor. Additionally, a new 32-unit senior affordable housing project called Chestnut Village has recently opened on a nearly three-acre parcel in the southwestern part of Ashtabula City.
Conneaut City	Second most populated municipality in the county, has experienced a population decrease of 4.1% from 2010 to 2020. Recent residential development in the city includes the planned Hayward Park Development with four energy-efficient, affordable homes, and ongoing efforts to focus on development in the coastal area. Recent residential subdivisions include Wood Meadows and Woodcock Village. The Downtown Conneaut Opportunity Zone is a priority area for future residential development.
Geneva City	The city has experienced a population decrease of 4.7% from 2010 to 2020. Areas of recent or planned residential development include; Austin Woods Manufactured Home Community, Rustic Cove MHC, LLC, and Normandy Village II.
Andover Village	The village has experienced a population decrease of 15.1% from 2010 to 2020. The village has experienced very limited residential development over the past five years and anticipates very limited development in the future.
GOTL Village	The village has experienced a population decrease of 28.9% from 2010 to 2020. The village has experienced very limited residential development over the past five years and is focused on enhancing existing housing rather than large-scale new housing developments.
Jefferson Village	The village has experienced a population increase of 3.4% from 2010 to 2020. A notable recent residential development near the village is the Greenhaven project located in West Jefferson which will include over 100 units consisting of a mix of single-family homes and paired units.
North Kingsville Village	The village has experienced a population decrease of 6.2% from 2010 to 2020. The village has experienced very limited residential development over the past five years and anticipates very limited development in the future.
Orwell Village	The village has experienced a population decrease of 7.7% from 2010 to 2020. The village has experienced very limited residential development over the past five years and anticipates very limited development in the future.
Roaming Shores Village	The village has experienced a population increase of 5.2% from 2010 to 2020. The village has experienced sparse residential development, primarily large single-family units. Large-scale subdivisions is not a focus for the village.
Rock Creek Village	The village has experienced a population increase of 26.1% from 2010 to 2020, the highest population increase across all municipalities. The village has experienced limited residential development over the past five years primarily single-family units.

Commercial / Industrial Land Use

Commercial land use in Ashtabula County is regulated by specific individual township zoning resolutions and permits which can vary from township to township. These resolutions cover a range of commercial activities, including retail, office, and manufacturing uses. The majority of the commercial and industrial land in the county is in, or near the larger incorporated municipalities. There is a sizable commercial district located in Ashtabula Harbor, near the Lake Erie waterfront. The county also has a strong industrial base, particularly in composite manufacturing. Various industrial activities also occur in the various industrial parks throughout the county, see Table 1.2.15 below.

Figure 1.2.28



Bridge Street, Ashtabula City, OH

Location within the county that are best suited to support mixed-use development are within the municipal jurisdictions. However, the county can support efforts to retain and attract selected higher-intensity mixed uses in key locations by coordinating development at the edges of jurisdictions ensure compatibility. The county can also cooperate with municipalities in planning for infrastructure support (i.e., roads, water, sewer, broadband, etc.) needed to support these areas.

Ashtabula County contains nine industrial parks. These industrial parks contain over 1,300 acres with 900 of those acres still unoccupied and available for development. The region's industrial parks house 25 firms that employ approximately 1,400 individuals.

Table 1.2.15

Ashtabula County Industrial Parks			
<i>Industrial Parks</i>	<i>Brief Description</i>	<i>Acreage (Total)</i>	<i>Available</i>
AGTEC Industrial Park	This site is located in Orwell Village.	60	3
Andover Industrial Park	This site is a prime location for large manufacturing plant or smaller machine, tool and die shop.	57.9	35
Ashtabula City Industrial Park	This site offers nine sites ranging from one to 16 acres. It is located within one half mile of a deep water port (Pinney Dock).	48	2
Coffee Creek Industrial Park	This site is located in Austinburg Township.	57.2	1
Eagle Industrial Park	This site is located in Geneva City	211	13.8
East Conneaut Industrial Park	Established in 2012, owned by the City. The site includes 22 acres north of Route 20 and 59 acres south of Route 20.	81	14
North Bend Industrial Park	This site is located in Saybrook Township.	40	0
Reliance Business Park	This site is located in Ashtabula City at 4200 Benefit Avenue.	19	19
Sidley Industrial Park	This site is located in Austinburg Township.	N/A	N/A

The industrial land use of the county is not expected to change significantly over the next several years, as trends in land use nationwide reveal a continuing decline in manufacturing. The most likely area for future industrial development would be within the existing industrial parks and business parks.

The county supports re-development of vacant commercial space as opposed to converting new areas into commercial areas. The majority of commercial and industrial growth in the county will most likely be related to a great extent to steady job growth in education and healthcare services sectors, a possible rebound in local manufacturing, and the tourism sector. Several areas have been identified as potential economic growth centers which include Ashtabula City, Ashtabula Harbor, Geneva, and Conneaut. Specific Community Reinvestment Areas (CRAs) include Ashtabula Township (focused on commercial development) and Saybrook Township's U.S. Route 20 Corridor (for both residential and commercial development). Additionally, the county has two Qualified Opportunity Zones which offer tax incentives for investments that can contribute to revitalization and job creation, one in Ashtabula City, and one in Conneaut City.

An incentive investment highlighted in the 2021 Ashtabula County Comprehensive Plan focuses on Enterprise Zones, which provide real property tax incentives for non-retail businesses that make eligible new investments to expand or locate in designated areas.

Information obtained from the 2021 Ashtabula County Comprehensive Plan suggests that areas targeted for the redevelopment of existing industrial parcels to maximize economic benefits while ensuring compatibility with surrounding land uses include; the areas surrounding the Ashtabula and Conneaut Harbors, an area in the southern portion of Saybrook Township, and around the village of Orwell. According to information obtained from interviews with county and municipal representatives and reviews of the county and municipal comprehensive plans areas that have experienced recent commercial and industrial development, or are targeted for future commercial or industrial development include:

- **Ashtabula City** – Recent industrial development in the city includes a proposed significant pig iron manufacturing facility by Petmin USA, and the expansion of Plastpro 2000 Inc. a fiberglass door manufacturer in 2024. Recent commercial development includes the opening of a few new restaurants. The city is also experiencing revitalization efforts in its historic downtown, including the redevelopment of the Carlisle-Allen Building and Masonic Temple, as well as the Shea Theater.
- **Conneaut City** – The city is seeing a mix of industrial development and revitalization efforts, particularly focused on its waterfront and downtown area. The city has experienced limited commercial development activity in its harbor area. The Conneaut Port Authority is implementing a Coastal Resilience Plan to guide waterfront development.
- **Geneva City** – The city has experienced several commercial developments recently, reflecting a focus on its downtown revitalization, infrastructure improvements, and expanded opportunities around the SPIRE Institute & Academy. Specific projects include streetscape enhancements, façade upgrades on commercial buildings, sidewalk replacements, and various renovations.
- **Andover Village** – The village has seen notable commercial developments in recent years centers around the Heritage Development which is a mixed-use development including a blend of residential housing, apartments, and commercial spaces. Heritage Plaza is designed as a town square with the goal of creating a “downtown” feel, featuring restaurants and retail in the future.
- **Geneva-on-the-Lake Village** – Recent commercial development in the village focuses on attracting new businesses and improving existing infrastructure (i.e., sewer trunkline replacement project, streetscape enhancements, building façade upgrades, etc.) to boost tourism. There is interest in a downtown revitalization project. The village implemented a Designated Outdoor Refreshment Area (DORA) in September of 2024.

- **Jefferson Village** – Recent commercial development in Jefferson Village includes a new vendor-driven store named Village Marketplace which opened in April of 2025 in the former Rite-Aid building.
- **North Kingsville Village** – Maples Mercantile and Trading Company opened a store on Route 20 near the border of North Kingsville and Conneaut in November of 2022. The village has experienced very limited commercial or industrial development.
- **Orwell Village** – There has been very limited commercial or industrial development within the village. The village is primarily focused on making improvements to its water and wastewater infrastructure. There are several manufacturing businesses located in the village including Kennametal, Welded Tubes, Kraftmaid, and Woodcraft Industries.
- **Roaming Shores Village** – Recent commercial development appears to be focused primarily on infrastructure and community projects rather than large-scale new commercial businesses or expansions. There is an ongoing project involving the Ashtabula County Metroparks to create a new trailhead and parking lot for the Western Reserve Greenway Trail in Roaming Shores. Kinetic by Windstream finished a fiber optic project to bring high-speed internet service to 2,200 customers in the Roaming Shores and Rock Creek areas in October of 2022. Efforts and planning related to sewer system maintenance and work on the Lake Roaming Rock Shore Dam have been taken.
- **Rock Creek Village** – Recent commercial development includes the upcoming Water Street Winery, additionally, a veterinary office/hospital is proposed for the Rock Creek Village Shopping Center. A project plan exists to develop an entertainment district, potentially including an arena and significant residential areas in Rock Creek. Recent industrial development efforts in the village have focused on the creation of the Enterprise Corner Industrial Park. This project involves the purchase of a 200-acre site and the design of necessary infrastructure (i.e., water and sewer) aiming to attract large-scale manufacturing businesses.

Local floodplain development regulations carefully balance the need for economic development and growth in the employment sector with a basic responsibility to buffer potential and existing businesses from the effects of coastal erosion and flooding.

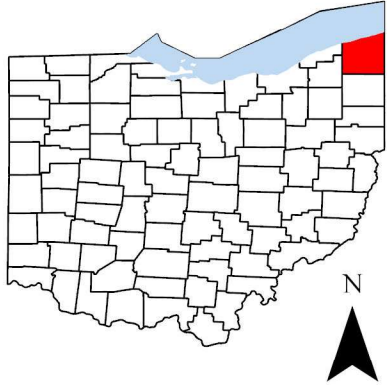
ASHTABULA COUNTY HAZARD MITIGATION PLAN

**Figure 1.2.29:
Comm. & Industrial
Land Uses**

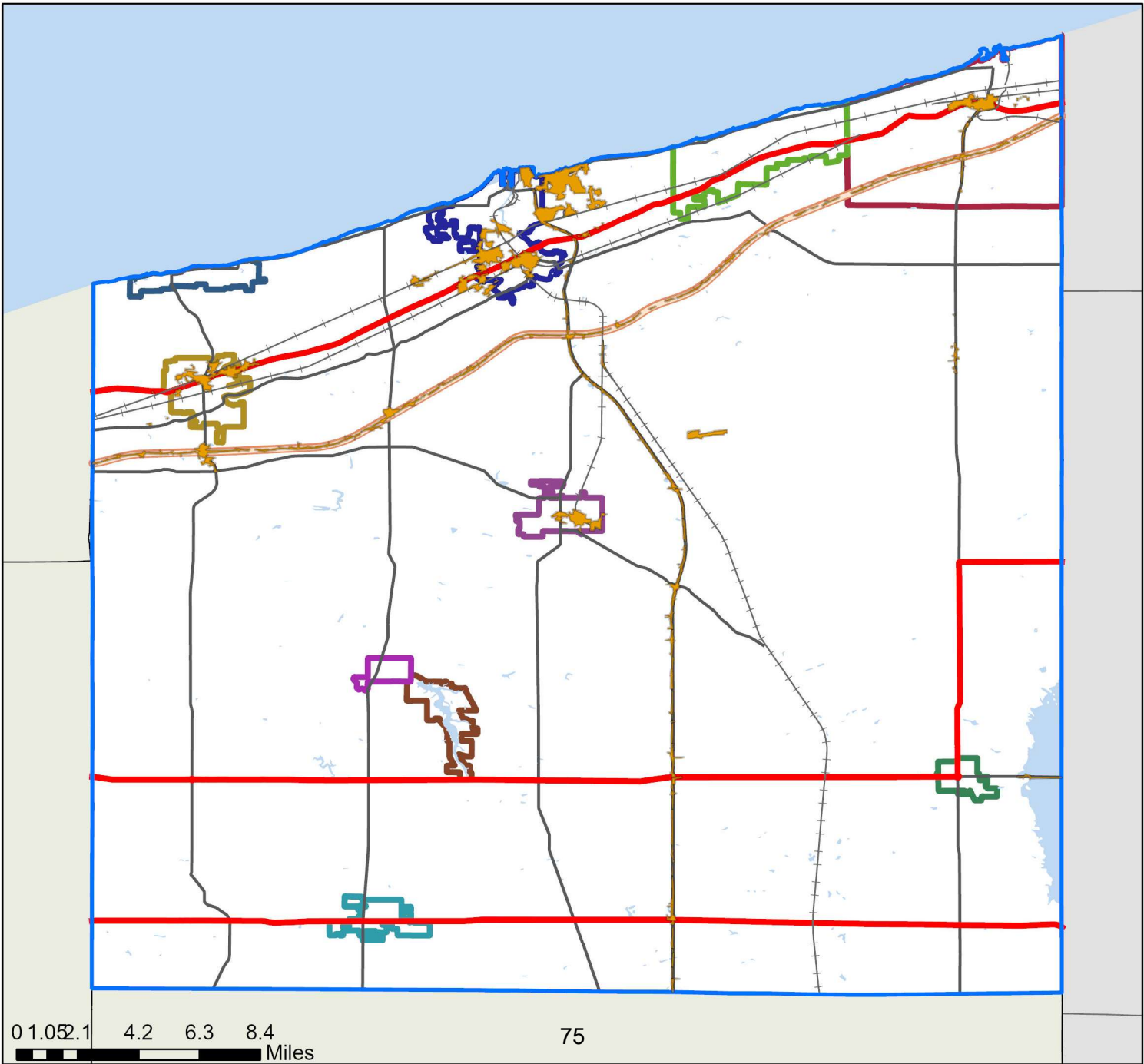
Data Source(s):
USGS NLCD (2021)



Commercial & Industrial Land Uses



DISCLAIMER: Data is meant for use as reference only. Some sources may be intended to be used at national or regional scales and are thus used beyond their original intent for demonstrative purposes.



Public Service Land Use

The public service category of land use includes schools, medical institutions, religious facilities, cultural facility, government office, and other public buildings. With the exception of schools, religious facilities, and government buildings serving the rural areas, many of these land uses are found in urban service areas of the county.

The education system in Ashtabula County comprises several districts, including Ashtabula Area City Schools, Buckeye Local Schools, Conneaut Area City Schools, Geneva Area City Schools, Grand Valley Local

Schools, Jefferson Local Schools, and Pymatuning Valley Local Schools, serving students from pre-kindergarten through grade 12. The system consists of 31 public schools at which 11,815 students attend, and 823 teachers instruct, as well as five private schools, and the Ashtabula County Technical & Career Campus (A-Tech). There is currently one four-year public college branch (Kent State University at Ashtabula) in the City of Ashtabula with a reported enrollment of 1,128 students.

Ashtabula County's healthcare system is centered around Ashtabula County Medical Center (ACMC), a not-for-profit, community-oriented hospital affiliated with Cleveland Clinic that serves the people of Ashtabula County and the surrounding areas in Northeastern Ohio and Northwestern Pennsylvania. Several health care facilities serve Ashtabula County. Currently, there are three registered hospitals with 284 available beds (i.e., Ashtabula County Medical Center, UH Geneva Medical Center, and University Hospitals Conneaut Medical Center), six licensed residential care facilities with 322 available beds, and 12 licensed nursing homes with 1,008 available beds (Ohio Department of Development, n.d.). The Ashtabula County Health Department is a public health agency that serves most of the communities and townships in the county. Ashtabula City and Conneaut City also maintain public health departments.

Infrastructure including potable water and sewage collection has not developed as rapidly as the population and services sectors in some areas of the county. This lack of balance strains the existing infrastructure that is in place and could shorten the life cycle of the equipment

Figure 1.2.30



Patient Care Tower-Ashtabula Regional Medical Center

associated with that infrastructure or lead to periodic outages. One area of infrastructure development that often overlaps with hazard mitigation initiatives is stormwater management.

Recreational Land Use

The county location to Lake Erie, and the number of beaches, parks, wineries, trails, and the rural landscape draw several people. According to the 2021 Ashtabula County Comprehensive Plan, a goal of the county is to make these areas more accessible and to increase recreational opportunities and tourism by enhancing amenities, improving gateways, and pursuing targeted initiatives to expand off-season recreation and short-term rental accommodations along the shoreline. Official should consider areas identified by this plan that are highly vulnerable to coastal erosion during the planning stages of any future development.

Figure 1.2.31



Geneva State Park

Of the 120 actions listed in the county's comprehensive plan, 10 have been identified as top priorities, of those, three are centered around recreational land use. The first priority involves modifying subdivision regulations to identify potential improvements to enhance scenic and natural areas. The county would also like to expand recreational amenities along Lake Erie and the Pymatuning Reservoir and enhance promotion of agritourism and wineries.

The county has an abundance of natural resources and scenic beauty, including four of Ohio's 15 "wild and scenic" rivers, attracting anglers from areas two days or more driving distance away in the fall during steelhead runs. The County's Metroparks cover over 1,200 acres and include 30 miles of paved greenway and bike trails. The county has opened seven new parks since 2014 and resurfaced 28 miles of trails used primarily for recreation (i.e., fishing, kayak access, birdwatching). The county is also home to a wide variety of covered bridges.

The 2021 Ashtabula County Comprehensive Plan acknowledges limited recreational land use compared with the total land area of the county and further supports development of recreational opportunities. In many cases, recreational development does not impede hazard mitigation efforts. In fact, recreational development can support hazard mitigation through the creation of additional green space or maintaining existing green space. As the county develops

more and more encroachments in these areas are occurring. Thus, it is of prime importance that these areas be identified and where they are unique, protected.

Areas Targeted for Future Development

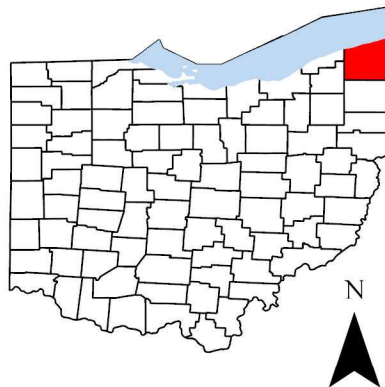
When planning for new development, this plan suggests that it is vital to consider areas where new development avoids damages from future hazardous events. In Ashtabula County, local officials plan to develop transportation, utility infrastructure, limited commercial, and viticulture areas. The following map identifies areas targeted for development cross referenced with various risk areas per the risk assessment in Section 2.0.

ASHTABULA COUNTY HAZARD MITIGATION PLAN

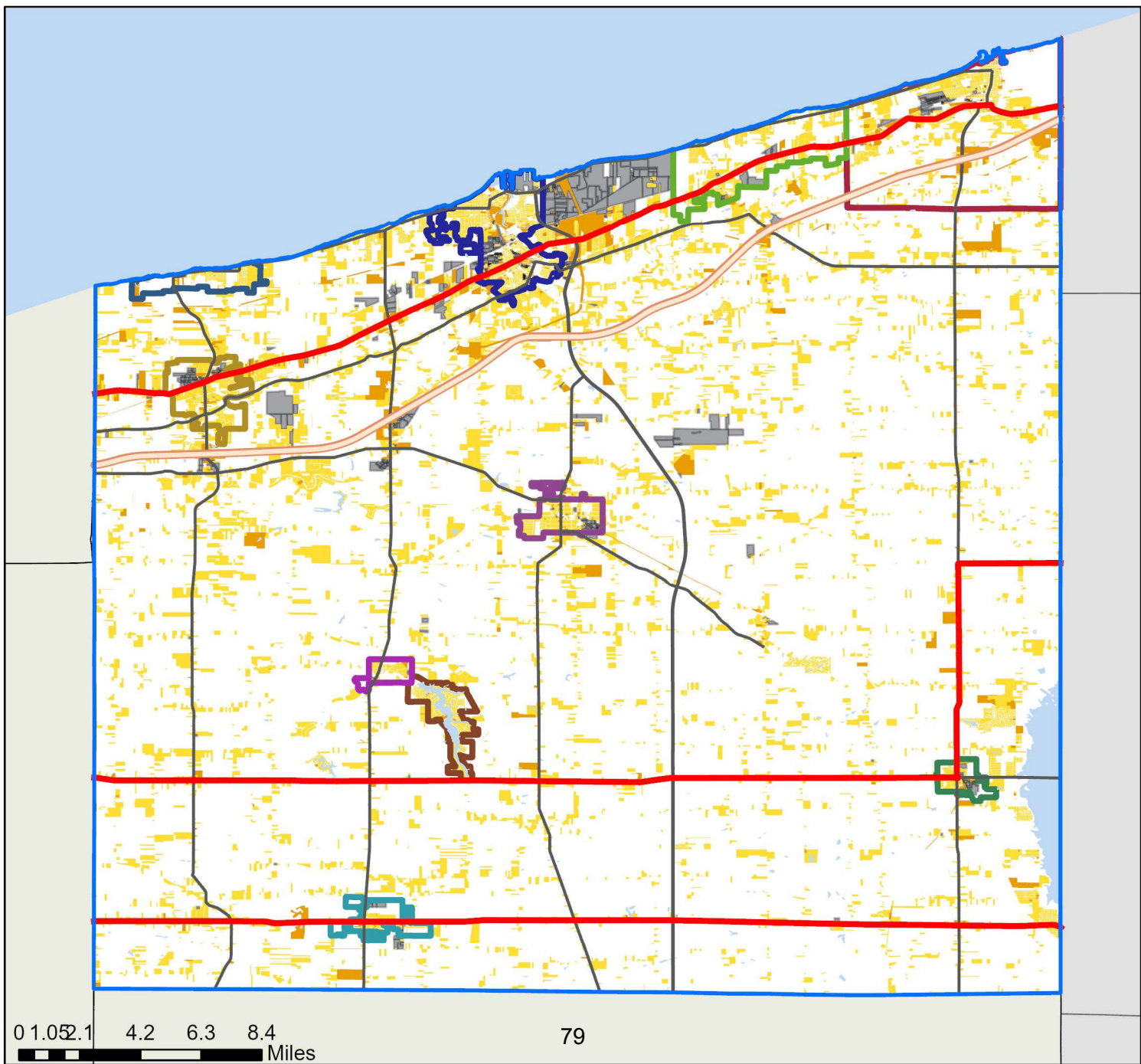
**Figure 1.2.32:
Developed Areas**

Data Source(s):
Ashtabula Co. Planning

- Residential Land Uses
- Commercial Land Uses
- Industrial Land Uses



DISCLAIMER: Data is meant for use as reference only. Some sources may be intended to be used at national or regional scales and are thus used beyond their original intent for demonstrative purposes.

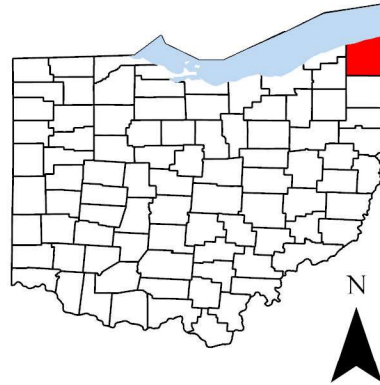


ASHTABULA COUNTY HAZARD MITIGATION PLAN

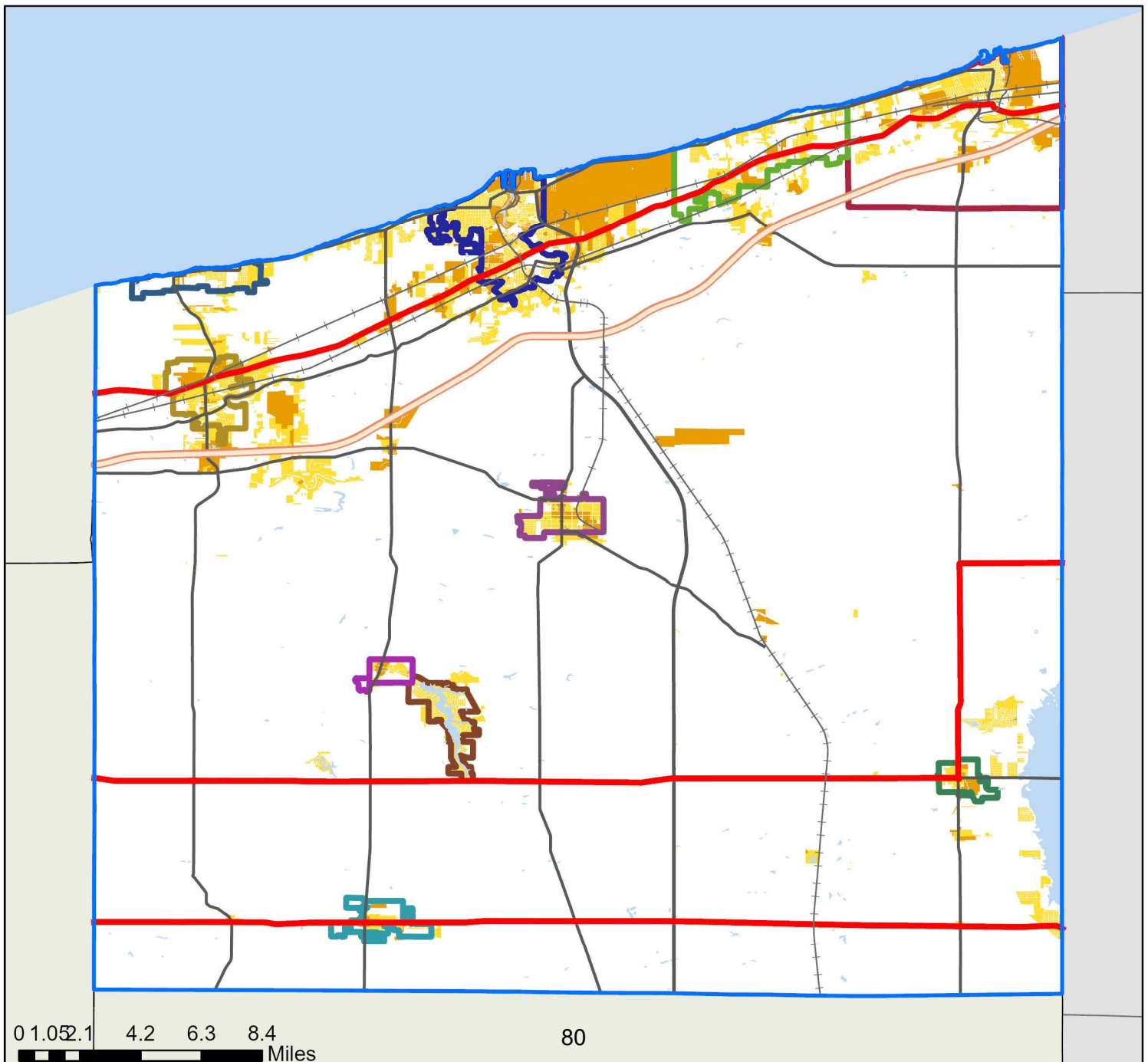
**Figure 1.2.33:
Future Development**

Data Source(s):
Ashtabula Co. Planning

-  Future Residential
-  Future Commercial/Industrial



DISCLAIMER: Data is meant for use as reference only. Some sources may be intended to be used at national or regional scales and are thus used beyond their original intent for demonstrative purposes.



ASHTABULA COUNTY HAZARD MITIGATION PLAN

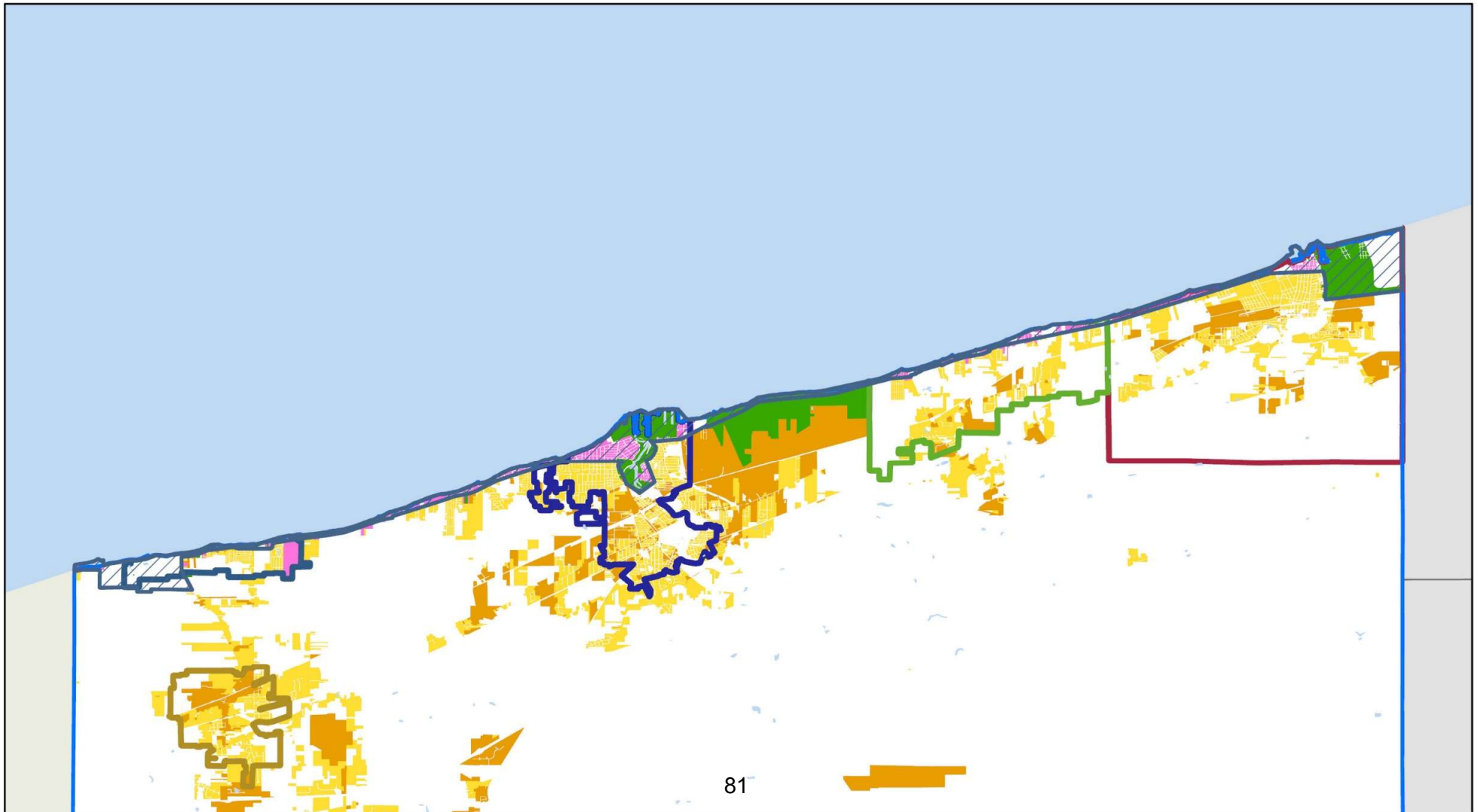
Figure 1.2.34: Future Dev./Coastal Erosion Overlay

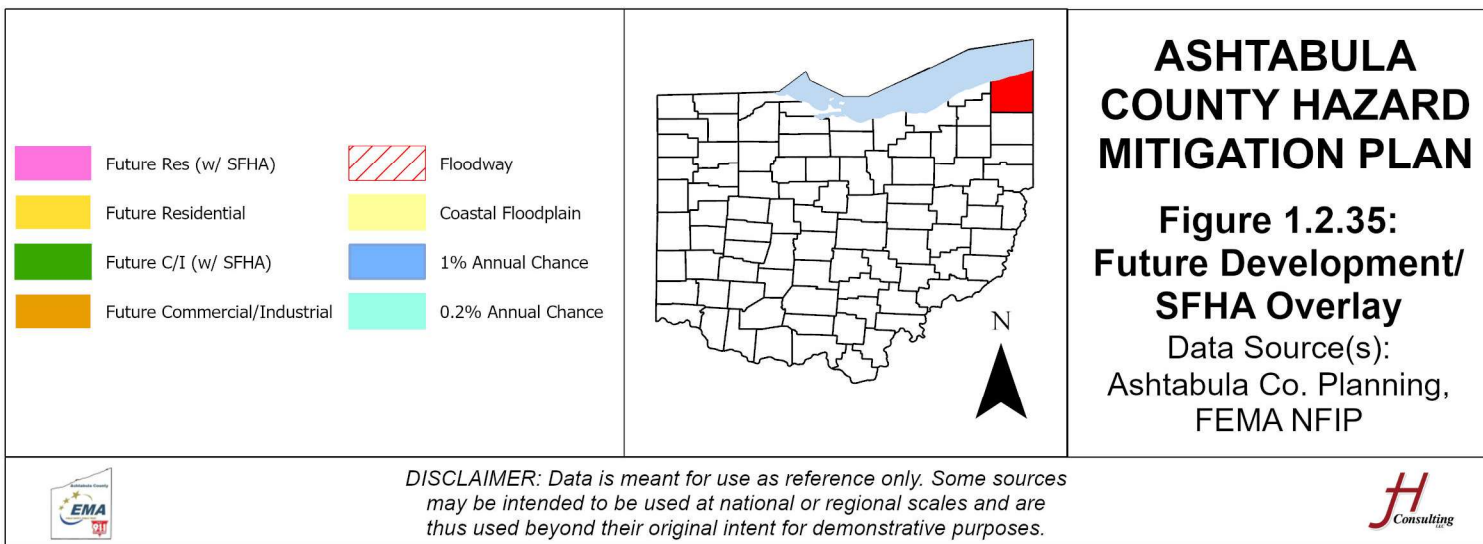
Data Source(s):
Ashtabula Co. Planning, ODOT

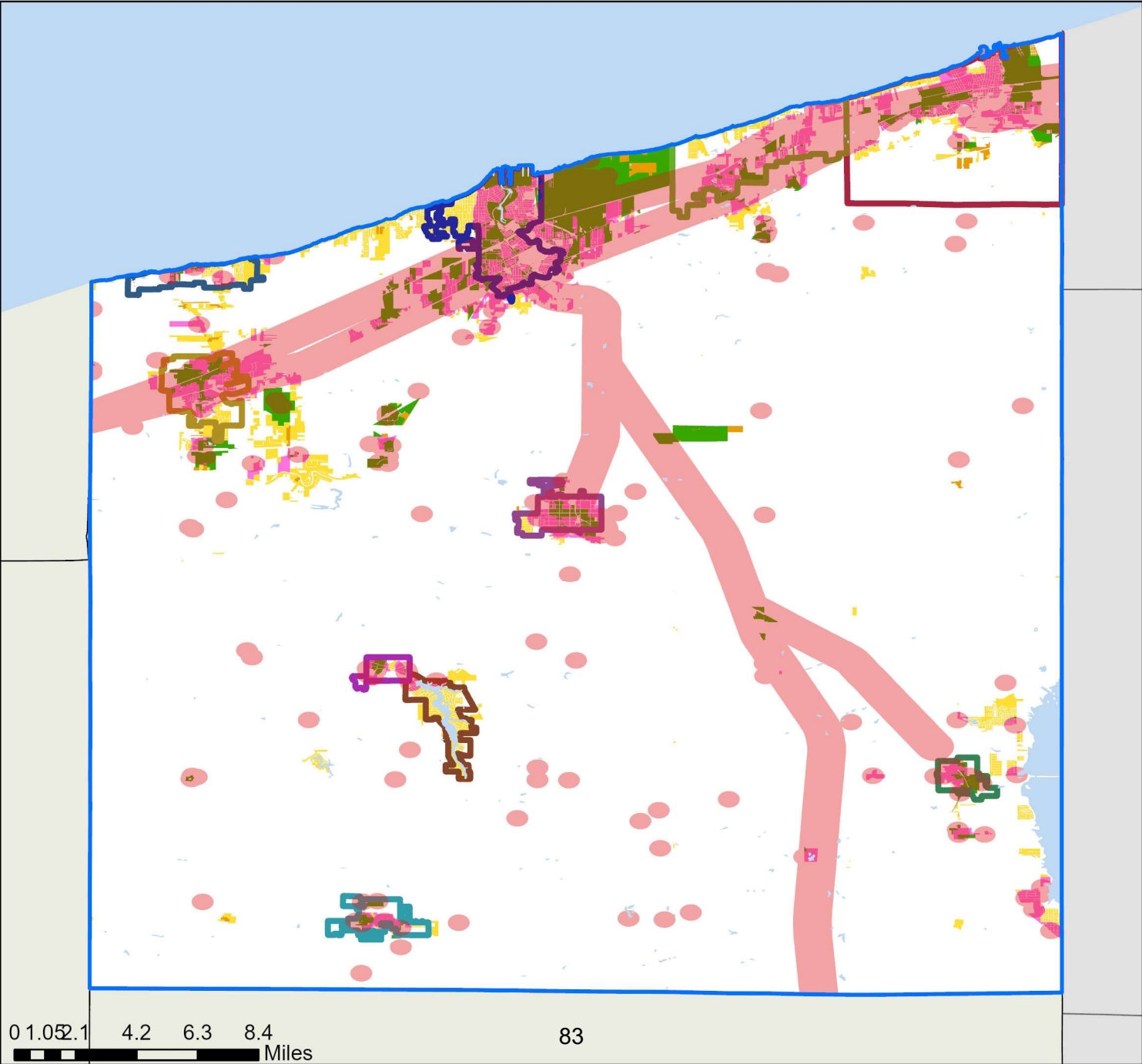
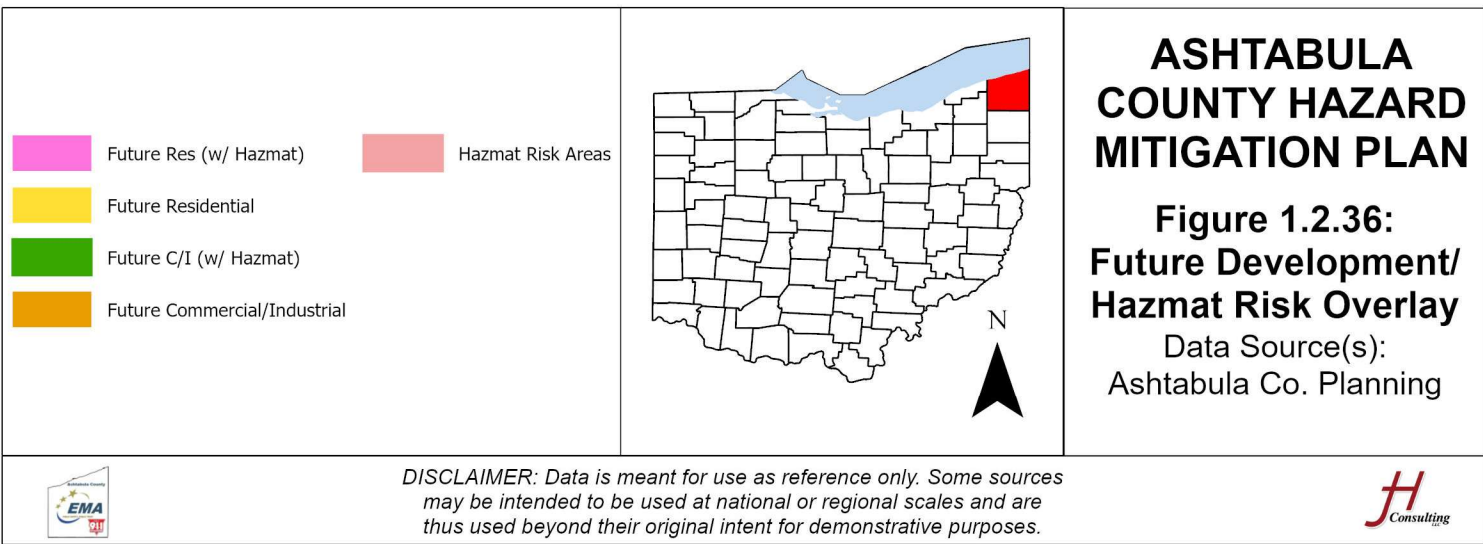
*DISCLAIMER: Data is meant for use as reference only.
Some sources may be intended to be used at national
or regional scales and are thus used beyond their
original intent for demonstrative purposes.*



-  Future Residential
-  Future Commercial/Industrial
-  Coastal Erosion Risk Areas
-  Future Res (w/ Coastal)
-  Future C/I (w/ Coastal)



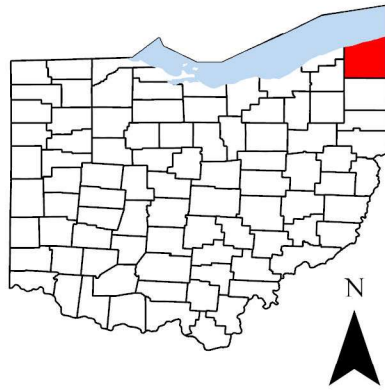




ASHTABULA COUNTY HAZARD MITIGATION PLAN

**Figure 1.2.37:
Future Development/
Wildfire Risk Overlay**

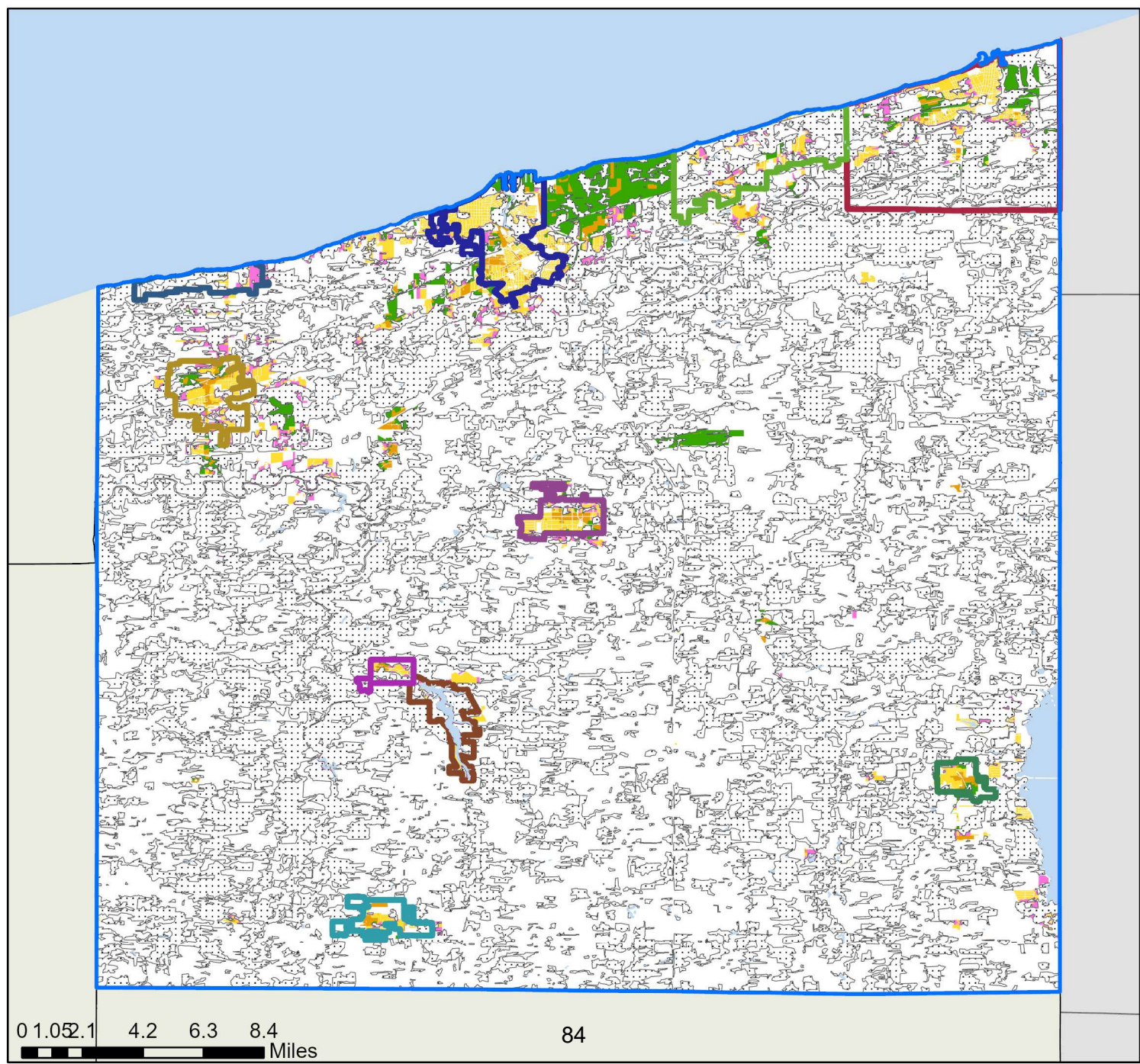
Data Source(s):
Ashtabula Co. Planning,
USGS NLCD (2021)



- Future Res (w/ Wildfire Fuel)
- Future Residential
- Future C/I (w/ Wildfire Fuel)
- Future Commercial/Industrial
- Areas w/ Potential Wildfire Fuel



DISCLAIMER: Data is meant for use as reference only. Some sources may be intended to be used at national or regional scales and are thus used beyond their original intent for demonstrative purposes.



1.0 INTRODUCTION

1.3 Capabilities

§201.6(b)(3)	Review and incorporation, if appropriate, of existing plans, studies, reports, and technical information.
§201.6(c)(4)(ii)	[This plan shall include a] process by which local governments incorporate the requirements of the mitigation plan into other planning mechanisms such as comprehensive or capital improvement plans, when appropriate.

This section examines the existing capabilities of Ashtabula County that can support risk reduction. Understanding what capabilities need to be changed or enhanced to reduce disaster losses allows the planning team to address those shortfalls when developing the mitigation strategies. Specifically, this section looks at those capabilities that can support the implementation of hazard mitigation efforts. This section assesses which mitigation actions are realistic and/or practical to implement over time based on the political climate and level of technical, administrative, and fiscal resources.

Ashtabula County's consultant hosted an online survey of jurisdictional representatives to complete a "capabilities assessment." Representatives answered questions about various plans, codes, and ordinances from the perspectives of their home jurisdictions. The county and the municipalities have many resources to implement mitigation activities, including complementary plans, development ordinances, available state and federal funding sources, and various materials to support educational outreach. These resources facilitate community resilience by supporting actions before, during, and after hazard occurrences.

This section builds on survey information that looked at: planning and regulatory, administrative, and technical, financial, and political capabilities. This discussion identifies opportunities to strengthen the mitigation-adjacent elements of these capabilities. It is important to understand that these opportunities for improvement are data-supported measures, but in that, they are devoid of the context of the local community. Local leaders should consider these measures, to include whether they apply (or not) to their communities, or if they might apply, what changes would be appropriate to maximize the benefit for their communities.

1.3.1 Capability Assessment Findings

This section presents the findings of the capability assessment; the table below summarizes the capabilities by county and municipal jurisdiction. Data sources for the summary included the self-assessment survey responses as well as web-based searches for existing ordinances.

Table 1.3.1

Jurisdictional Capabilities								
<i>Jurisdiction</i>	<i>Planning Body / Commission</i>	<i>Comprehensive Plan</i>	<i>NFIP</i>	<i>Building Codes*</i>	<i>Zoning Ordinance</i>	<i>SALDOs</i>	<i>Capital Budget**</i>	<i>Public Works Budget**</i>
Ashtabula County	YES	YES	YES	YES	YES	YES	NO	NO
Ashtabula, City of	YES	YES	YES	YES	YES	YES	NO	NO
Andover, Village of	YES	NO	NO	YES	YES	YES	YES	YES
Conneaut, City of	YES	YES	YES	YES	YES	YES	NO	NO
Geneva, City of	YES	YES	YES	YES	YES	YES	YES	YES
Geneva-on-the-Lake, Village of	YES	YES	YES	YES	YES	YES	NO	YES
Jefferson, Village of	YES	NO	YES	YES	YES	YES	YES	YES
North Kingsville, Village of	YES	NO	YES	YES	YES	YES	YES	NO
Orwell, Village of	YES	YES	NO	YES	YES	YES	YES	YES
Roaming Shores, Village of	YES	YES	YES	YES	YES	NO	YES	YES
Rock Creek, Village of	YES	NO	YES	YES	YES	YES	YES	NO
* All jurisdictions in the State of Ohio now follow the State Building Code (Ohio Administrative Code 4101:1)								
** The budget area refers to budgets that would allow the jurisdiction to devote resources towards mitigation activities								

All 11 jurisdictions (100%) completed the survey. In addition to questions regarding specific codes and ordinances, the survey asked respondents to generally rank their jurisdiction's capabilities under four headings: (1) planning and regulatory, (2) administrative and technical, (3) financial, and (4) political. The following table depicts the results.

Table 1.3.2

Self-Assessment: General Capabilities			
<i>Capability</i>	<i>Limited</i>	<i>Moderate</i>	<i>High</i>
Planning & Regulatory	9.1%	54.5%	36.4%
Administrative & Technical	18.2%	27.3%	54.5%
Financial	36.4%	36.4%	27.3%
Political	27.3%	63.6%	9.1%

Self-assessment respondents indicated that the administrative and technical, and planning and regulatory capabilities are the most developed in Ashtabula County which indicates that there is a capability to implement mitigation projects; however, the financial capability received the highest percentage of limited responses, indicating that there is a lack of funds available to implement mitigation projects.

The Ohio Emergency Management Agency (OEMA) and the Federal Emergency Management Agency (FEMA – Region V) have worked to provide outreach to communities regarding hazard mitigation, including brief training modules associated with mitigation planning. Additionally, the Ashtabula County hazard mitigation steering committee has had an additional five years to acclimate itself to support risk reduction projects. This outreach may contribute to greater efficacy at the local level when it comes to administering mitigation projects.

The planning and regulatory capability is perceived to be moderate throughout the county. Respondents rated the financial capabilities low to moderate. Additionally, industries like steel manufacturing, and agriculture which supported many county budgets via a severance tax, are declining. As such, many of the state's jurisdictions, including several in Ashtabula County, are experiencing financial constraints as budgets change.

The self-assessment data suggests that there will likely be few risk reductions and mitigation projects sponsored solely with local funds. However, the high administrative and planning capabilities may mean there is an opportunity to look for ways to integrate risk reduction into other initiatives to increase a potential return on investment. Examples could include being mindful of resilient construction when recruiting new businesses into communities, looking for ways to minimize risk exposure when upgrading or extending infrastructure systems, etc.

Planning and Regulatory Capability

Designated planning departments serve the jurisdictions in Ashtabula County. These departments support general community planning within their designated jurisdictions. Miscellaneous powers and duties include (but may not be limited to) the following.

- Promote planning
- Enter on any land and make examinations and surveys
- Accept and use gifts and public or private grants for the performance of the commission's functions (i.e., planning activities)
- Enact, adopt, amend, and execute a comprehensive plan
- Adopt zoning regulations to control street congestion; promote health, public safety, and general welfare; provide adequate light and air; promote the conservation of natural resources; prevent environmental pollution; properly manage growth and development; and promote or facilitate adequate transportation, water, sewerage, schools, recreation, parks, and other public facilities
- Recommend subdivision regulations to the legislative body
- Support the preservation of historic structures

Though these departments do not directly coordinate hazard mitigation planning, their responsibilities for coordinating community-level planning make them valuable resources for creating actionable mitigation strategies.

The Ashtabula County Planning and Development Department is a planning and regulatory resource for the 10 municipalities in the county. The Planning and Development Department staff has expertise in not only the compilation of plans, but also in data collection and analysis, geographic information system (GIS) mapping, and data presentation. This expertise is particularly valuable for small jurisdictions whose local government staffing may be part-time or volunteer.

Comprehensive Plans

Comprehensive plans promote sound land use and regional cooperation among local governments to address planning issues. These plans serve as the official policy guide for influencing the location, type, and extent of future development by establishing the basic decision-making and review processes on zoning matters, subdivision and land development, land uses, public facilities, and housing needs over time.

Approximately 64% of the jurisdictions in Ashtabula County maintain comprehensive plans. Seven of the 11 respondents reported the presence of a comprehensive plan. Four of the respondents answered “no” to the question; however, most of those were municipalities that are covered under the county’s comprehensive plan.

Table 1.3.3

Opportunities for Expanding & Improving Capabilities Comprehensive Plans		
<i>Jurisdictions</i>	<i>Existing Capability</i>	<i>Considerations for Expansion or Improvement</i>
Ashtabula County	2021	Ensure regular updates (e.g., every five years). Incorporate data from this risk assessment into the comprehensive plan to address risk/exposure reduction. Use data from the risk assessment of this plan to inform decisions regarding future land uses.
Ashtabula City	2025	Once the update to the comprehensive plan is completed, ensure that it is made available to the public on the town’s website.
Andover Village	N/A	Consider developing a comprehensive plan for the Town of Bayard. Include a chapter addressing risk/exposure reduction using data from the risk assessment included in this plan. Make the plan available to the public.
Conneaut City	2024	Once the update to the comprehensive plan is completed, ensure that it is made available to the public on the town’s website.
Geneva City	2024	Ensure regular updates (e.g., every five years). Incorporate data from this risk assessment to inform decisions regarding future land use. Include a chapter addressing risk/exposure reduction.
Geneva-on-the-Lake Village	Unknown	Once the update to the comprehensive plan is completed, ensure that it is made available to the public on the town’s website.
Jefferson Village	N/A	Consider developing a comprehensive plan for the Town of Bayard. Include a chapter addressing risk/exposure reduction using data from the risk assessment included in this plan. Make the plan available to the public.
North Kingsville Village	N/A	Consider developing a comprehensive plan for the Town of Bayard. Include a chapter addressing risk/exposure reduction using data from the risk assessment included in this plan. Make the plan available to the public.
Orwell Village	2022	Ensure regular updates (e.g., every five years). Incorporate data from this risk assessment to inform decisions regarding future land use. Include a chapter addressing risk/exposure reduction.
Roaming Shores Village	Unknown	Once the update to the comprehensive plan is completed, ensure that it is made available to the public on the town’s website.
Rock Creek Village	N/A	Consider developing a comprehensive plan for the Town of Bayard. Include a chapter addressing risk/exposure reduction using data from the risk assessment included in this plan. Make the plan available to the public.

Building Codes

Building codes regulate construction standards for new construction and substantially renovated buildings. Standards can require resistant or resilient building design practices to address hazard impacts common to a given community. Building codes can contribute substantially to hazard mitigation, even if a jurisdiction only adopts codes to the level of the recommended International Building Code (IBC). All jurisdictions in the State of Ohio now follow the State Building Code (Ohio Administrative Code 4101:1). Municipalities can adopt the state's building codes as a whole or may adopt sections. Several of these jurisdictions indicated they enforce these codes through a building inspector or a zoning officer.

Table 1.3.4

Opportunities for Expanding & Improving Capabilities Building Codes		
<i>Jurisdictions</i>	<i>Existing Capability</i>	<i>Considerations for Expansion or Improvement</i>
Ashtabula County	Yes	Review opportunities to address high-potential impact hazards.
Ashtabula City	No	Consider creating and adopting a locally specific building code.
Andover Village	No	Consider creating and adopting a locally specific building code.
Conneaut City	No	Consider creating and adopting a locally specific building code.
Geneva City	No	Consider creating and adopting a locally specific building code.
Geneva-on-the-Lake Village	Yes	Review opportunities to address high-potential impact hazards.
Jefferson Village	No	Consider creating and adopting a locally specific building code.
North Kingsville Village	No	Consider creating and adopting a locally specific building code.
Orwell Village	No	Consider creating and adopting a locally specific building code.
Roaming Shores Village	No	Consider creating and adopting a locally specific building code.
Rock Creek Village	No	Consider creating and adopting a locally specific building code.

Subdivision and Land Use Development Ordinances

Subdivision and land development ordinances (SALDOs) regulate the development of housing, commercial, industrial, or other uses, including associated public infrastructure, as land is subdivided into buildable lots for sale or future development. Within these ordinances, guidelines on how to divide the land, the placement and size of roads, and the location of infrastructure can reduce exposure of development to hazard events. Approximately 91% of the respondents reported having SALDOs. Jurisdictions currently without a SALDO may consider accomplishing similar aims through a building code.

Zoning Ordinances

Zoning ordinances allow for local communities to regulate the use of land to protect the interests and safety of the general public. Zoning ordinances can address unique conditions or concerns within a given community. They may be used to create buffers between structures and high-risk areas, limit the type or density of development, or require land development to consider specific hazard vulnerabilities. All respondents reported having zoning ordinances in place.

Table 1.3.5

Opportunities for Expanding & Improving Capabilities Zoning Ordinances		
<i>Jurisdictions</i>	<i>Existing Capability</i>	<i>Considerations for Expansion or Improvement</i>
Ashtabula County	Yes	Consider designated known hazard risk areas as restricted areas (similar to floodplain management designations).
Ashtabula City	Yes	
Andover Village	Yes	
Conneaut City	Yes	
Geneva City	Yes	
Geneva-on-the-Lake Village	Yes	
Jefferson Village	Yes	
North Kingsville Village	Yes	
Orwell Village	Yes	
Roaming Shores Village	Yes	
Rock Creek Village	Yes	

National Flood Insurance Program (NFIP) Participation and Floodplain Management Ordinances

Through the administration of floodplain ordinances, local governments can ensure that all new construction or substantial improvements to existing structures located in the floodplain are flood-proofed, dry-flood proofed, or built above anticipated flood elevations. Floodplain ordinances may also prohibit development in certain areas altogether. The NFIP establishes minimum ordinance requirements in order for a community to participate in the program. However, a community is permitted and encouraged to adopt standards that exceed NFIP requirements.

Communities that are participating in the NFIP are required to adopt and enforce regulations and codes that apply to new development in Special Flood Hazard Areas (SFHAs). These local floodplain management regulations must contain, at a minimum, NFIP requirements and standards that apply not only to new structures, but also to existing structures which are Substantially Improved (Sub-I), or Substantially Damaged (Sub-D) from any cause, whether natural or human-induced hazards.

As construction proceeds, floodplain coordinators visit the sites regularly, and these site visits allow the coordinators to confirm that the project is proceeding consistently with the requirements of the jurisdiction's floodplain ordinance.

According to 44 CFR 59.1, substantial improvement (Sub-I) means any reconstruction, rehabilitation, addition or other improvement to a structure, the total cost of which equals or exceeds 50 percent of the market value of the structure before the start of construction of the improvement. Likewise, substantial damage (Sub-D) means damage of any origin sustained by a structure whereby the cost of restoring the structure to its before damaged condition would equal or exceed 50 percent of the market value of the structure before the damage occurred. Sub-I/Sub-D requirements are also triggered when any combination of costs to repair or make improvements to a structure in an SFHA equals or exceeds 50 percent of the structure's market value (excluding land value), see equation below.

$$\frac{(\text{Cost to Repair}) + (\text{Cost of Improvements})}{\text{Market Value of Structure}} \geq 50\%$$

Enforcing the Sub-I/Sub-D requirements is a very important part of a community's floodplain management responsibilities. The purpose of the Sub-I/Sub-D requirements is to protect the property owner's investment and safety, and, over time, to reduce the total number of buildings that are exposed to flood damage, thus reducing the burden on taxpayers through the payment of disaster assistance. Sub-I/Sub-D requirements are enforced by the local floodplain administrator and monitored by the Ohio Department of Natural Resources (ODNR) Floodplain Management Program during Community Assistance Visits. If a local floodplain administrator is overwhelmed by the number of Sub-I/Sub-D inspections after a large event, ODNR has developed a network of building code officials that are trained in conducting Sub-I/Sub-D field determinations. Help with Sub-I/Sub-D inspections can be requested through the Ashtabula County Emergency Management Agency (ACEMA) director. Further information regarding Sub-I/Sub-D can be obtained from [FEMA's Substantial Improvement / Substantial Damage Desk Reference, Pg. 758](#), or by contacting the [ODNR Floodplain Management Program](#).

The Designated Floodplain Administrator (DFPA) for the county is the Ashtabula County Building Department's Chief Building Official. Many municipalities refer residents to the Zoning Manager/Inspector or other entities like their Mayor or Village Administrator, etc. for general information on floodplain development compliance. The Ashtabula County Emergency Management Agency (ACEMA), Ashtabula County Soil and Water Conservation District, County

Engineer, and the U.S. Army Corps of Engineers (USACE) also maintain and provide information on local FIRMs. Monitoring for compliance, particularly at the municipal and township levels, is via building and zoning officers and code enforcement.

The table below identifies the designated floodplain administrator for each jurisdiction within Ashtabula County.

Table 1.3.6

Designated Floodplain Administrators – Ashtabula County			
<i>Jurisdictions</i>	<i>Position Title</i>	<i>Point of Contact</i>	<i>Phone</i>
Ashtabula County	Chief Building Official	Dave Strichko	440.576.3742
Ashtabula City	Fire Chief	Shawn Gruber	440.992.7190
Conneaut City	Planning & Zoning Manager	Molly Turnes	440.593.7406
Geneva City	Zoning Administrator	Noell Siversten	440.466.4675
Andover Village	Village Administrator	Rich Mead	440.293.4747
Geneva-on-the-Lake Village	Village Administrator	Jeremy Shaffer	440.466.8197
Jefferson Village	Village Administrator	Terry Finger	440.576.3941
North Kingsville Village	Mayor	Timothy Zee	440.224.0091
Orwell Village	Village Manager	Tami Pentek	440.437.6450
Roaming Shores Village	Village Administrator	Mark Reed II	440.983.8095
Rock Creek Village	Zoning Inspector	David Caskey	440.862.5415

The CRS is a voluntary program that encourages community floodplain management practices that exceed minimum NFIP requirements. None of the jurisdiction within Ashtabula County currently participates in the Community Rating System (CRS).

Table 1.3.7 identifies the current map date for the jurisdictions in Ashtabula County (FEMA, 2023). Ashtabula County enrolled in the NFIP on March 3, 1978. The Villages of Andover and Orwell were not listed in FEMA's *Community Status Book*; they have no know SFHA and currently do not participate in the NFIP. The Villages of Roaming Shores and Rock Creek have no elevation determined across all zones (i.e., Zone A, C and X).

Table 1.3.7

Communities Participating in the NFIP					
CID	Community Name	Initial FHBM Identified	Initial FIRM Identified	Current Effective Map Date	Reg- Emer Date
390010B	Ashtabula County	3/03/1978	1/02/1981	8/28/2019	1/02/1981
390011B	Ashtabula City	12/28/1973	2/01/1980	8/28/2019	2/01/1980
390012B	Conneaut City	5/03/1974	2/15/1980	8/28/2019	2/15/1980
390013#	Geneva City	11/23/1973	2/01/1980	12/18/2007	2/01/1980
N/A	Andover Village	N/A	N/A	N/A	N/A
390658B	Geneva-on-the-Lake Village	4/05/1974	12/04/1979	8/28/2019	12/04/1979
390014#	Jefferson Village	8/08/1975	8/01/1979	12/18/2007	8/01/1979
390889B	North Kingsville Village	N/A	12/18/2007	8/28/2019	8/04/1988
N/A	Orwell Village	N/A	N/A	N/A	N/A
390885#	Roaming Shores Village	N/A	9/16/1988	12/18/2007(M)	9/16/1988
390665#	Rock Creek Village	4/05/1974	7/07/1978	12/18/2007(M)	7/07/1978

Source: FEMA NFIP Community Status Book Report

Note: (M) – No Elevation Determined – All Zone A, C and X

Notification to residents about flood insurance and other flooding issues is typically through websites. Public service announcements about the benefits of flood insurance appear regularly. Some local governments in Ashtabula County publish this information via social media accounts. A small number of townships reported providing information directly to builders and landowners (particularly those located in flood-prone areas).

Table 1.3.8

Opportunities for Expanding & Improving Capabilities Floodplain Management		
Jurisdictions	Existing Capability	Considerations for Expansion or Improvement
All participating jurisdictions*	Yes	Add measures beyond minimum requirements; Make the floodplain management ordinance more readily available (e.g., via the jurisdiction's website); Clarify Sub-I costs as being one-time or cumulative; Add a local in-construction inspection capability

* Excludes Andover and Orwell, which do not have a SFHA.

1.3.2 Capability Assessment

All jurisdictions in the county had an opportunity to complete a “capability self-assessment” via an online survey. Representative members of all 11 jurisdictions completed the self-assessment for their jurisdiction. In response to the survey questionnaire, local officials classified each of the capabilities as high, moderate, or limited.

Administrative and Technical Capability

“Administrative capability” refers to the adequacy of departmental and personnel resources for the implementation of mitigation-related activities. “Technical capability” relates to the adequacy of local government employees’ knowledge and technical expertise to effectively execute mitigation activities (or the ability to contract outside resources for this expertise).

Common examples of skill sets and technical personnel for hazard mitigation include planners with knowledge of land development/management practices, engineers or professionals trained in construction practices related to buildings or infrastructure (e.g., building inspectors), planners or engineers with an understanding of natural and human-caused hazards, emergency managers, floodplain managers, land surveyors, scientists familiar with hazards in the community, staff with the education or expertise to assess community vulnerability to hazards, personnel skilled in geographic information systems (GIS), resource development staff or grant writers, and fiscal staff to handle complex grant application processes.

The table below shows the results from the self-assessment survey regarding the availability of these resources.

Table 1.3.9

Technical Specialists	% of Respondents
In-house planners with knowledge of land development/management practices	45.5%
Contracted planners with knowledge of LOCAL land development/management practices	54.5%
In-house engineers	0.0%
Contracted engineers with intimate LOCAL knowledge	90.9%
In-house building inspectors	9.09%
In-house planners with an understanding of natural and human-caused hazards	9.09%
Contracted planners with an understanding of LOCAL natural and human-caused hazards	81.8%
Emergency manager(s)	9.09%
Floodplain manager(s)	63.6%
In-house land surveyor(s)	0.0%
Local scientists familiar with hazards in your community (e.g., staff at a nearby/local university)	18.2%
In-house staff with education or expertise to assess vulnerability to hazards	36.4%
In-house GIS mappers	9.09%
Other:	0%

The Ashtabula County Planning and Development Department provides technical assistance to member governments. State agencies that can provide technical assistance for mitigation activities include, but are not limited to:

- Ohio Emergency Management Agency (OEMA),
- Ohio State Hazard Mitigation Team (SHMT),
- Ohio Department of Natural Resources (ODNR) – Ohio Dam Safety,
- Ohio Department of Natural Resources (ODNR) – Ohio Seismic Network,
- Ohio Department of Health (ODH),
- Ohio Department of Agriculture (ODA),
- Ohio Environmental Protection Agency (Ohio EPA),
- Ohio Department of Transportation (ODOT),
- Ohio Department of Development (ODOD),
- Ohio Department of Administrative Services (DAS)

Federal agencies which can provide technical assistance for mitigation activities include, but are not limited to:

- U.S. Army Corps of Engineers (USACE)
- U.S. Department of Agriculture (USDA)
- U.S. Department of Homeland Security (USDHS), Federal Emergency Management Agency (FEMA)
- USDHS/FEMA Emergency Management Institute (EMI)
- U.S. Department of Housing and Urban Development (HUD)
- U.S. Economic Development Administration (USEDA)
- U.S. Environmental Protection Agency (USEPA)
- U.S. Small Business Administration (SBA)

Fiscal Capability

The decision and capacity to implement mitigation-related activities often depend on funding availability and the presence of local financial resources. While some mitigation actions are less costly than others, money must be available locally to implement policies and projects. Financial resources are particularly important if communities are trying to take advantage of state or federal mitigation grant funding opportunities that require local-match contributions. Federal

programs which may provide financial support for mitigation activities include, but are not limited to:

- Community Development Block Grant (CDBG)
- Disaster Housing Program
- Emergency Conservation Program
- Emergency Management Performance Grants (EMPG)
- Emergency Watershed Protection Programs
- Flood Mitigation Assistance Program
- Hazard Mitigation Grant Program (HMGP)
- Increased Cost of Compliance (ICC) under NFIP
- Non-Insured Crop Disaster Assistance Program
- Pre-Disaster Mitigation Program
- Repetitive Flood Claims Program (FRC),
- Section 108 Loan Guarantee Programs
- Severe Repetitive Loss (SRL) Program
- Weatherization Assistance Program

Four jurisdictions indicated having a grants specialist on their payroll, though often, these individuals are not *dedicated* grant personnel. Personnel within the Ashtabula County Planning and Development Department are specialized grants management personnel that are available to participating jurisdictions.

Though a handful of jurisdictions noted the availability of local funds in capital budgets to support mitigation projects, those inclusions referenced already-underway capital or public works projects *into which a risk reduction element could be integrated*. As noted above, financial capabilities are limited in the county. Therefore, grant or loan programs will be crucial to the completion of significant mitigation projects. State programs that may provide financial support for mitigation activities include, but are not limited to, the following.

Table 1.3.10

State Programs – Potential Financial Support for Mitigation Activities		
<i>Program</i>	<i>Notes</i>	<i>Relevant Hazard(s)</i>
319 Nonpoint Source Program Ohio Environmental Protection Agency	Grant funds from the Federal Clean Water Act Section §319(h) to fund projects to help reduce water quality impairments caused by nonpoint sources. Funds can be used for staff, planning activities, operating costs, outreach and education, and Additional Grant Opportunities (AGOs). The maximum reimbursement is 60% of the total project cost; there must be a 40% non-federal match. Administrative, overhead, and indirect costs cannot exceed 10% of the grant award. There is a 20% limit on grant funds for non-implementation activities such as planning and monitoring.	Flooding Hazardous Materials (i.e., contamination)
Brownfields & Voluntary Cleanup Programs Ohio Environmental Protection Agency	<u>Brownfields Assistance Program</u> TECHNICAL ASSISTANCE: Empowers communities, developers, and stakeholders to assess, clean up, and sustainably reuse brownfields. Includes grant writing assistance. • EPA Brownfields Grants: Assessment, cleanup, and multipurpose grants for assessment and remediation of brownfields. • Revolving Loan Fund (RLF): Low-interest loans to eligible entities to assist in the cleanup of properties contaminated with petroleum or hazardous substances. Interest rates range from 0% to 1.5% for government and non-profit borrowers, and from 1.0% to 3.0% for private sector businesses. <u>Voluntary Remediation Program (VRP)</u> TECHNICAL ASSISTANCE: Encourages voluntary cleanup and redevelopment of abandoned or under-utilized contaminated properties by providing certain environmental liability protections under Ohio law.	Hazardous Materials
Emergency Management Performance Grant (EMPG) Program Ohio Emergency Management Agency (OEMA)	Reimbursement for expenditures related to operating an emergency management program in local communities (focused on all phases of emergency management).	All Hazards
Hazardous Materials Emergency Preparedness (HMEP) Program Ohio State Emergency Response Commission	Grant funds to support planning for transportation-based hazardous materials emergencies.	Hazardous Materials

State Programs – Potential Financial Support for Mitigation Activities		
Program	Notes	Relevant Hazard(s)
Non-Profit Security Grant Program (NSGP) Ohio Emergency Management Agency	Grant funds for physical and cybersecurity enhancements and other security-related activities to non-profit organizations at elevated risk of terrorism or other extremist attacks.	Acts of Violence (including cybersecurity)
State Homeland Security Grant Program (SHSP) Ohio Emergency Management Agency	Risk-based grants to support local efforts in preventing, protecting against, mitigating, responding to, and recovering from acts of terrorism and other threats.	Acts of Violence

Federal programs that may provide financial support for mitigation activities include, but are not limited to, the following.

Table 1.3.11

Federal Programs – Potential Financial Support for Mitigation Activities		
Program	Notes	Relevant Hazard(s)
Community Development Block Grant (CDBG) U.S. Dept. of Housing & Urban Development	CDBG-MIT grant funds enable communities to carry out strategic and high-impact activities to mitigate disaster risks and reduce future losses.	Natural Hazards
Emergency Conservation Program U.S. Department of Agriculture	Matching grant funds to repair damage to farmlands and to put in place water conservation measures during severe drought.	Drought Flooding Severe Summer Storms
Emergency Watershed Protection Program USDA Natural Resources Conversation Service	Technical assistance and grant funds to help relieve imminent threats to life and property that impair a watershed. Eligible activities can include debris removal from streams channels, culverts, and bridges; streambank protection; correcting damaged drainage facilities; establishing vegetative cover on eroded lands; repairing levees and structures; repairing certain conservation practices; or EWP buyouts.	Flooding Severe Summer Storms Tornadoes Wildfire Winter Storms
Energy Improvement in Rural & Remote Areas (ERA) Program Department of Energy	Gives communities with 10,000 or fewer people the tools and resources they need to improve the resilience, reliability, and affordability of their local energy systems. These community-driven projects enable residents to make the right decisions about their own energy, economic, cultural, and geographic needs.	Extreme Temps Non-Storm Related Utility Failure

Federal Programs – Potential Financial Support for Mitigation Activities		
Program	Notes	Relevant Hazard(s)
Flood Mitigation Assistance (FMA) Program Federal Emergency Management Agency	Grant funds (via a competitive program) to states and local governments to eliminate or reduce the risk of repetitive flood damage to buildings insured by the NFIP.	Flooding
Grid Resilience and Innovation Partnership (GRIP) Program Department of Energy	The Grid Deployment Office administers a \$10.5 billion Grid Resilience and Innovation Partnerships (GRIP) Program to enhance grid flexibility and improve the resilience of the power system against extreme weather. These programs will accelerate the deployment of transformative projects that will help to ensure the reliability of the power sector's infrastructure, so all American communities have access to affordable, reliable electricity.	Extreme Temps Severe Summer Weather Severe Winter Weather Tornado Non-Storm Related Utility Failure
Hazard Mitigation Grant Program (HMGP) Federal Emergency Management Agency	Grant funds to state, local, tribal, and territorial governments to develop hazard mitigation plans or rebuild in a way that reduces future losses. Available after a Presidentially declared disaster, HMGP funds also often fund mitigation projects such as acquisition, elevation, etc.	Natural Hazards
High-Hazard Potential Dams (HHPD) Program Federal Emergency Management Agency	Grant funds for technical, planning, design, and construction assistance to rehabilitate eligible high-hazard potential dams.	Dam Failure
Increased Cost of Compliance (ICC) under NFIP Federal Emergency Management Agency	If your home or business is damaged by a flood, you may be required to meet certain building requirements in your community to reduce future flood damage before you repair or rebuild. To help you cover the costs of meeting those requirements, the National Flood Insurance Program offers Increased Cost of Compliance (ICC) coverage.	Flooding
Individuals and Households Program (IHP) Federal Emergency Management Agency	Financial assistance and direct services to eligible individuals and households affected by a disaster; regarding mitigation, IHP can help eligible homeowners repair or rebuild stronger, more durable homes.	Natural Hazards
Non-Insured Crop Disaster Assistance Program (NAP) U.S. Department of Agriculture	Grant funds to producers of non-insurable crops when low yields, loss of inventory, or prevented planting occur due to natural disasters.	Natural Hazards
Repetitive Flood Claims (RFC) Program Federal Emergency Management Agency	Grant funds to reduce flood damages to insured properties that have had one or more claims with the NFIP.	Flooding

Federal Programs – Potential Financial Support for Mitigation Activities		
Program	Notes	Relevant Hazard(s)
Safeguarding Tomorrow Revolving Loan Fund Program (RLF) Federal Emergency Management Agency	The Safeguarding Tomorrow Revolving Loan Fund (RLF) program is authorized under Section 205 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act to provide capitalization grants to states, eligible federally recognized tribes, territories and the District of Columbia to establish revolving loan funds that provide hazard mitigation assistance for local governments to reduce risks from natural hazards and disasters. The Safeguarding Tomorrow RLF program complements and supplements FEMA's Hazard Mitigation Assistance grant portfolio to support mitigation projects at the local government level and increase the nation's resilience to natural hazards. These low interest loans will allow jurisdictions to reduce vulnerability to natural disasters, foster greater community resilience, and reduce disaster suffering.	Drought Earthquake Extreme Temps Flooding Invasive Species Landslide S. Summer Weather S. Winter Weather Tornado Wildfire
Section 108 Loan Guarantee Programs U.S. Dept. of Housing & Urban Development	Loan program that allows CDBG recipients to leverage grant allocations to access low-cost, flexible financing for economic development, housing, public facilities, and infrastructure projects.	Natural Hazards (for purposes of the mitigation plan)
Severe Repetitive Loss (SRL) Program Federal Emergency Management Agency	Grant funds to states, territories, and local governments to reduce or eliminate the long-term risk of flood damage to severe repetitive loss properties insured under the NFIP.	Flooding
State and Local Cybersecurity Grant Program (SLCGP) Department of Homeland Security	A cybersecurity grant program specifically for state, local, tribal, and territorial governments across the county for cyber defense. Funds from this program assists eligible entities address cybersecurity risks and threats.	Cyber Incident
Weatherization Assistance Program (WAP) U.S. Department of Energy	Administered at the state level (through the Ohio Weatherization Assistance Program [WAP]); assists income-eligible homeowners and renters in reducing heating and cooling costs through energy conservation measures.	Extreme Temperatures Severe Summer Storm Winter Storms

Political Capability

One of the most difficult capabilities to evaluate involves the political will of a jurisdiction to enact meaningful policies and projects designed to mitigate hazard events. Some officials may view the adoption of hazard mitigation measures as an impediment to growth and economic development. In many cases, mitigation may not generate interest among local officials when compared with competing priorities. Therefore, the local political climate must be considered when designing mitigation strategies, as it could be the most difficult hurdle to overcome in accomplishing the adoption or implementation of specific actions.

The results of the self-assessment indicate that 63.6% of the respondents feel they have a moderate political capability and only 9.1% feel they have a high political capability.

1.3.3 Studies, Reports, and Technical Information

The research conducted for the development of this plan included data from federal, state, local, and higher education studies, reports, and technical information. Specific sources related to individual hazards appear in Appendix 6: Citations. Ashtabula County's consultant reviewed a number of existing plans and reports to (a) identify any obvious inconsistencies between other development and mitigation efforts, (b) as baseline information for such sections as trends and predictions, and (c) to support discussions surrounding mitigation projects. Those documents included the following.

Table 1.3.12

Referenced Documents		
Document Type	Document Citation	How Incorporated into Plan
USDHS/FEMA Resources		
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2002). <i>Getting started: Building support for mitigation planning</i> (FEMA 386-1). https://mitigation.eeri.org/files/FEMA356-1.GettingStarted.pdf	Legacy resource used as guidance to support planning committee formation
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2001). <i>Understanding your risks: Identifying hazards and estimating losses</i> (FEMA 386-2). https://mitigation.eeri.org/wp-content/uploads/FEMA_386_2.pdf	Legacy resource used as guidance to support hazard profiling
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2003). <i>Developing the mitigation plan</i> (FEMA 386-3). https://mitigation.eeri.org/wp-content/uploads/FEMA_386_3.pdf	Legacy resource used as guidance to support mitigation action planning

Referenced Documents		
Document Type	Document Citation	How Incorporated into Plan
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2013c) <i>Mitigation ideas: A resource for reducing risk to natural hazards</i> . https://www.fema.gov/sites/default/files/2020-06/fema-mitigation-ideas_02-13-2013.pdf	Used as general guidance for stakeholders and jurisdictions on mitigation ideas
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2007). <i>Using benefit-cost review in mitigation planning</i> (FEMA 386-5). https://www.hsdl.org/c/abstract/?docid=486846	Legacy resource used as general guidance for the action plan discussion
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2008). <i>Using the hazard mitigation plan to prepare successful mitigation projects</i> (FEMA 386-9). https://www.hsdl.org/c/abstract/?docid=28466	Used to support the action planning discussion
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2003). <i>Bringing the plan to life</i> (FEMA 386-4). https://mitigation.eeri.org/wp-content/uploads/FEMA_386_4.pdf	Legacy resource used as guidance to support plan development and maintenance efforts
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2013a). <i>Integrating hazard mitigation into local planning: Case studies and tools for community officials</i> . https://www.fema.gov/sites/default/files/2020-10/fema_integrating-hazard-mitigation_case-studies_tools-community-officials.pdf	Used as general guidance on existing plan integration for hazard mitigation
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2005). <i>Integrating historic property and cultural resource considerations into hazard mitigation planning</i> (FEMA 386-6). https://mitigation.eeri.org/wp-content/uploads/FEMA_386_6.pdf	Used as general guidance for incorporating historical property and cultural protection
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2023c). <i>Local Mitigation Planning Handbook</i> , May 2023. https://www.fema.gov/sites/default/files/documents/fema_local-mitigation-planning-handbook_052023.pdf	Used as general guidance on the revised mitigation planning process, particularly upon the receipt of state and federal review comments
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2013b). <i>Local mitigation planning handbook</i> . https://www.fema.gov/sites/default/files/2020-06/fema-local-mitigation-planning-handbook_03-2013.pdf	Used as general guidance on the mitigation planning process
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2022). <i>Local mitigation planning policy guide</i> (FP 206-21-0002). https://www.fema.gov/sites/default/files/documents/fema_local-mitigation-planning-policy-guide_042022.pdf	Updated guidance on refinements to the process, particularly regarding the NFIP, hazard mitigation assistance, HHPD program, and the FEMA building codes strategy

Referenced Documents		
Document Type	Document Citation	How Incorporated into Plan
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA), Mitigation Framework Leadership Group. (2019). <i>National mitigation investment strategy</i> . https://www.fema.gov/sites/default/files/2020-10/fema_national-mitigation-investment-strategy.pdf	Used to ensure alignment with national strategies for advancing mitigation investment
Technical Information	U.S. Department of Homeland Security (USDHS)/Federal Emergency Management Agency (FEMA). (2016). <i>National mitigation framework</i> , 2 nd ed. https://www.fema.gov/sites/default/files/2020-04/National_Mitigation_Framework2nd_june2016.pdf	Used as general guidance on mitigation planning
State Resources		
Plan	State of Ohio (2023). <i>State Hazard Mitigation Plan</i> . State Government: Columbus, OH.	Used as general guidance on existing plan integration for hazard mitigation
Technical Information	Ohio Emergency Management Agency (OEMA). (2016). <i>State of Ohio local hazard mitigation plan guidance</i> . emd.wv.gov/MitigationRecovery/Pages/Hazard-Mitigation-Planning.aspx	Legacy resource used to ensure consistency with state goals and objectives.
Technical Information	Ohio Emergency Management Agency (OEMA). (2009). <i>Floodplain Management in Ohio Quick Guide</i> . http://www.wvdhsem.gov/flplain_mgt1.htm	Used to support discussions of site-specific flood mitigation.
Miscellaneous Resources		
Technical Information	USDHS FEMA. (2010). <i>Flood Insurance Study: Various Counties and Unincorporated Areas</i> . Federal Government: Washington, DC.	Used as a resource for identifying flood-prone areas in the flooding profile.
Assessment	USDA Natural Resources Conservation Service. (n.d.). <i>Soil Surveys various counties</i> . Federal Government: Washington, DC.	Used to support consideration of subsidence and other geologic hazards.
Technical Information	National Fire Protection Association (NFPA). (2019). <i>Standard on continuity, emergency, and crisis management</i> (NFPA 1600). https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1600	Used as a general guide to ensure a comprehensive planning process
Technical Information	U.S. Environmental Protection Agency (USEPA). (2018). <i>Storm smart cities: Integrating green infrastructure into local hazard mitigation planning</i> (EPA 903-K-18-001). https://www.epa.gov/sites/default/files/2018-04/documents/storm_smart_cities_508_final_document_3_26_18.pdf	Outlines ways low-impact development and green infrastructure can support mitigation planning