CCRPC

CLINTON COUNTY REGIONAL PLANNING COMMISSION

CLINTON COUNTY

THOROUGHFARE PLAN

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Acknowledgments

This plan was developed to address the transportation needs and challenges facing Clinton County residents and businesses today and into the future. Across the county, people rely on the road network to access employment, healthcare, education, shopping, and daily services. Additionally, Clinton County is working to strategically position itself for continued industry growth, which requires reliable, connected, and optimized roadway infrastructure. For a County with growing cities and villages, a plan like this is essential to ensure that residents and businesses have safe, connected transportation infrastructure to support a high quality of life and economic opportunity.

The Clinton County Thoroughfare Plan provides a practical framework for improving connectivity throughout the county. By identifying transportation gaps, evaluating existing infrastructure, and prioritizing high-need areas, the study helps guide investments to have the greatest impact on residents and communities.

Grounded in local data, stakeholder collaboration, and public input, this plan outlines actionable strategies to improve safety, expand transportation options, and strengthen connections between neighborhoods, businesses, and important landmark destinations. It also positions Clinton County to successfully pursue future grant funding and strategic investment opportunities.

Most importantly, this plan is intended to serve as a living document that guides policy on-going policy decisions. The recommendations that follow are designed to support informed decision-making and meaningful progress toward a more connected and resilient Clinton County. We appreciate the residents, community partners, local officials, and stakeholders whose participation and insight helped shape this effort, and we look forward to turning these recommendations into action.

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Prepared For:

CLINTON COUNTY REGIONAL PLANNING COMMISSION

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Glossary of Terms & Concepts

Term	Definition
Thoroughfare Plan	A long-range (20+ year) plan to determine the type and location of roadways needed to address long-term growth. The plan is a tool to enable counties and cities to preserve right-of-way for future transportation corridors as the need arises. The plan is not a list of capital projects and is not a commitment by any public agency to build or improve a specific road.
Functional Classification	A system of categories describing the role of a roadway in the transportation network. Ex: arterials, collectors, local roads.
Arterials	Major roads that are designed to move vehicles over larger distances. Provide the least amount of access to adjacent properties.
Collector	Roads that connect local roads to arterials. Provide a moderate amount of access to adjacent properties.
Local Road	These roads directly serve residences and businesses but are not expected to move much traffic. Provide the highest amount of access to adjacent properties.
Development Context	The surrounding environment around a roadway that determines the needs of that roadway. This includes factors such as land use, building types, lot dimensions, density, and more.
Land Use vs. Zoning	How the land is utilized for a specific purpose such as for agriculture, industry, residences, etc. Land Use describes how a property is actually being used whereas zoning describes what uses are permitted to occur on a property. In some cases, a property's current land use may conflict with its zoning.
ODOT Travel Demand Model	A computer program used to forecast future traffic patterns, generally 20 to 30 years. Traffic forecasts are based on several local, regional, and statewide factors including land use, population, employment, traffic congestion, and more.
Right-of-Way (ROW)	The area of land used for a road along with the public areas alongside the road including sidewalks and public utilities. This land is owned and maintained by a public agency such as a city or county. The width of the right-of-way is measured from the centerline of the roadway equally in both directions so an 80 ft right-of-way would be 40 ft on each side of the centerline.
Cross-Section	A diagram of a roadway showing the widths of each roadway element: lanes, curbs, sidewalks, etc.
Typical Section	A diagram of a roadway that shows what it should look like when constructed. Elements may vary, but generally include right-of-way, sidewalk, curb, bike facility, and travel lanes widths.
Access Management Standards	A document that provides a framework for regulating vehicular access to land adjacent to roadways. Standards may include but are not limited to limits on the placement and number of driveways, medians, turn lanes, and intersections.
Complete Streets	Streets or roads that are designed and operated to enable safe use and mobility for all roadway users. Those users include people of all ages and abilities, regardless of whether they are drivers, pedestrians, or bicyclists.
Traffic Impact Study Requirements	A document establishing requirements for traffic studies conducted when proposed development may affect adjacent roadways.

Plan Purpose & Application

1

Section



What is a Thoroughfare Plan? Why does Clinton County need one? This section dives into the background of what thoroughfare planning is as well as background on Clinton County and different aspects that inform the thoroughfare plan. This includes a look at regional development and context that including recent county and local plans and their recommendations.

All of this background directly feeds into the planning process utilized to develop this plan and its recommendations.

Introduction

Thoroughfare Plan Purpose

A Thoroughfare Plan establishes clear guidelines for right-of-way preservation and roadway design, which are intended to guide planning and engineering efforts for the next 25 years. These guidelines ensure that each future project aligns with the overarching goals of enhancing transportation infrastructure, accommodating projected growth, and maintaining safety and efficiency in the movement of people and goods.

The Clinton County Thoroughfare Plan is a long-range strategy to guide transportation system investments in the county. Clinton County has several population centers and industrial assets that this plan aims to foster well into the future. This proactive approach to addressing the future needs of the County will ensure the safe and efficient movement of people and goods in the coming decades.

This plan was developed in alignment with national best practices and existing local, county-wide, and regional economic development initiatives, planning strategies, and engineering projects. This thoroughfare plan is informed by quantitative data from state and local data sources as well as qualitative input from local stakeholders and experts.

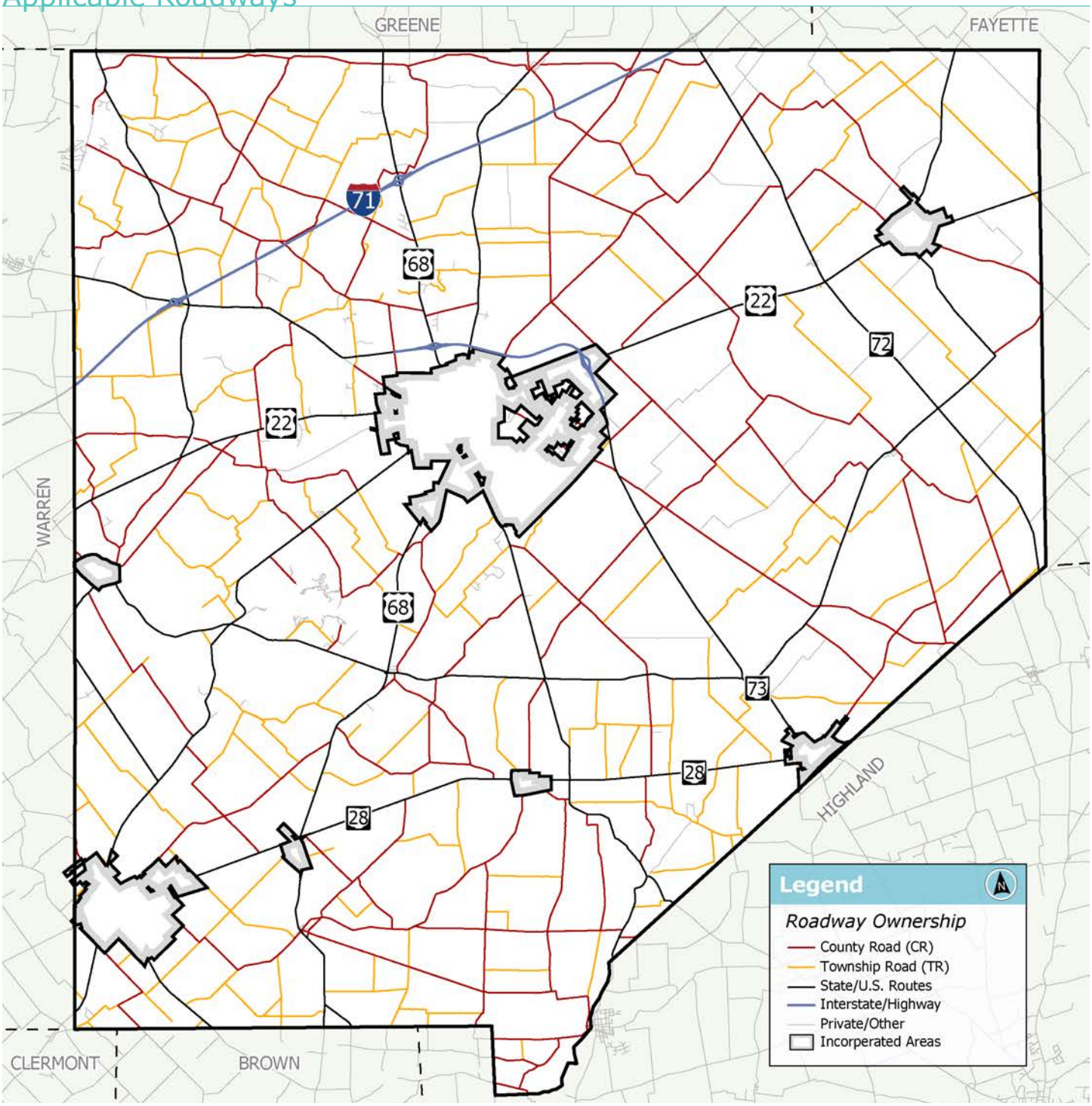


Purpose & Authority

This plan has been crafted in compliance with Ohio Revised Code 713.23, which empowers Regional Planning Commissions to develop plans, maps, and recommendations addressing physical, environmental, social, economic, and governmental aspects, including transportation systems and long-term capital projects. In light of expected development, the Clinton County Thoroughfare Plan provides essential guidance to help the county prepare for necessary transportation infrastructure improvements.

Where applicable, both public and private development should comply with the recommendations of this plan. As capital and development projects progress through the design process, "planning level" recommendations herein may need to be revised to reflect special, unforeseen, or changing conditions. At its discretion, the county may amend this plan or choose to deviate from or suspend specific plan recommendations and regulations.

Applicable Roadways



This County Thoroughfare Plan's recommendations only impact Clinton County non-private roads outside of municipalities. All recommendations affecting State or U.S. Routes required extensive coordination with the Ohio Department of Transportation. Recommendations for roadways crossing jurisdictional or county lines are made in consideration of recent planning efforts by our cities/villages and county neighbors. For more detail about the roads included in this plan, please review the recommendations chapter and Appendix C.

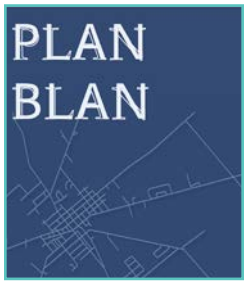
Figure 1. Roadways covered by the Clinton County Thoroughfare Plan

Advancing Local Plans

It is critical that we design our roadway network for the future, not just for today. The Clinton County Thoroughfare Plan incorporates the goals and recommendations from many recent plans and studies throughout the county. Below is a summary of recommendations from previous planning processes in Clinton County that are relevant to this plan:

2020

Plan Blan: Blanchester Master Plan



- Goal to enhance the quality of life and preserve the community character
- Incorporates complete streets area planning projects
- Incorporates traffic calming measures in roadway projects
- Improve connectivity

2015

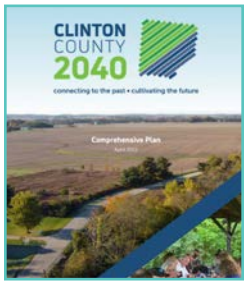
Wilmington Comprehensive Plan



- Goal to make planning at the regional level a priority
- Create a capital improvement plan
- Complete multiple roadway connections
- Research funding resources to assist with identified projects

2022

Clinton County 2040 Comprehensive Plan



- Goal to foster a connected, prosperous, and sustainable community
- Update County Thoroughfare Plan
- Implement a complete streets program
- Integrate infrastructure planning into interchange area plans

2019

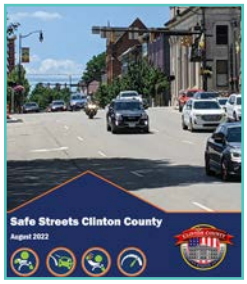
Age Friendly Action Plan



- Goal to improve age friendly status of the region
- Adopt a coordinated public transit-human services transportation plan
- Hire a mobility manager
- Explore county-wide public transit
- Increase access to affordable transportation options, education, and vehicle inventory

2022

Safe Streets Clinton County



- Goal to improve safety for vehicles, pedestrians, and other forms of active transportation
- Implemented roadway safety countermeasures
- Introduce traffic calming measures
- Establish Ohio multi-modal design guide as primary guidance

2019

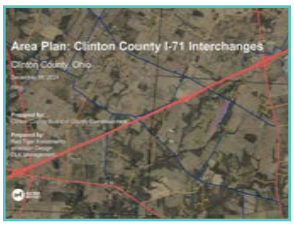
Coordinated Public Transit-Human Services Transportation Plan



- Goal to find network gaps and address needs
- Prioritize connectivity
- Provide guidance for future projects
- Develop principles to incorporate into transportation services
- Provide potential project options

2024

Area Plan: Clinton County I-71 Interchanges



- Goal to create a unique sense of place for future development
- Create site readiness strategies
- Bring key partners and stakeholders together
- Identified areas for development and potential Planned Unit Developments (PUDs)

Planning Process

The plan used a comprehensive, transparent, and data-driven planning process. This process includes stakeholder outreach, analysis of available data, and public review of recommendations. An extensive and inclusive process ensures that all findings and recommendations in this plan align with the community's interests and goals.

1 Engage Steering Committee & Stakeholders

A steering committee and stakeholder list were established to inform the county's future growth areas and guide recommendations. Members included representatives from Clinton County, the Ohio Department of Transportation District 8 and Department of Natural Resources, the City of Wilmington, the Clinton County Regional Planning Commission (CCRPC), and the private sector.

2 Assess Existing Conditions

An existing conditions assessment was completed which includes demographic and economic conditions, discussion of technology and trends, inventory of roadway transportation assets, roadway safety analysis, and existing development context.

3 Prepare for Future Conditions

Roadway capacity and traffic flow inform which functional classification and cross sections help Clinton County prepare for the future. Projected traffic growth and travel delay helped guide which road segments needed functional classification changes to meet future traffic demand and support planned development.

4 Develop Recommendations

A context-sensitive approach was utilized to develop recommendations. The context-sensitive approach uses Roadway Functional Classification and Development Context Classification systems. Recommendations include the recommended Roadway Functional Classification map, Development Context Classification map, a table of recommended right-of-way widths, and corresponding conceptual roadway typical sections.

Traditional Approach

The traditional approach to thoroughfare planning puts a strong emphasis on roadway capacity and traffic flow, recommending a single right-of-way width regardless of surrounding land use. This leads to wide roads designed primarily for car travel, which may not be best for areas with high pedestrian traffic like town centers and commercial districts.

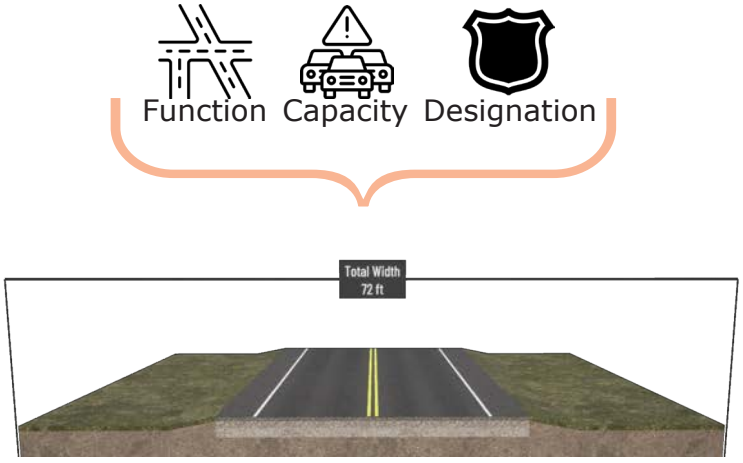


Photo: Example of a traditional approach roadway design in a town center

Context-Based Approach

This approach makes additional considerations for a road's surrounding land use. Land use type, community character, and development density all inform what roadway features support the surrounding development. For example, a minor arterial that runs through a town center should emphasize walkability, on-street parking, and slower speeds. But a minor arterial near industrial development may need wider lanes or shoulders for truck traffic.

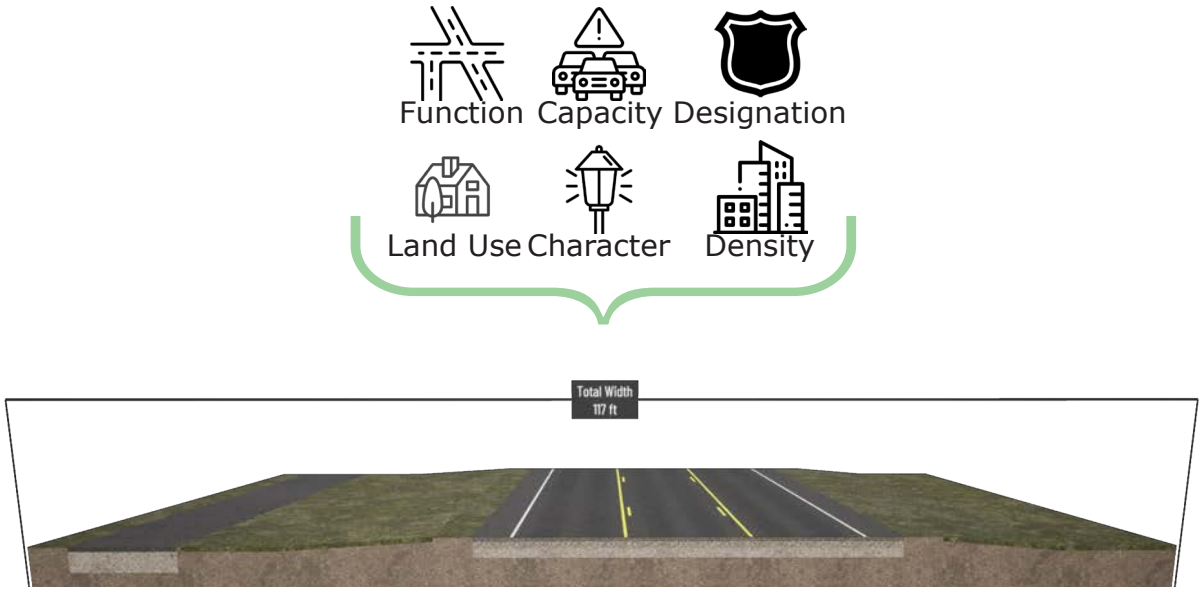
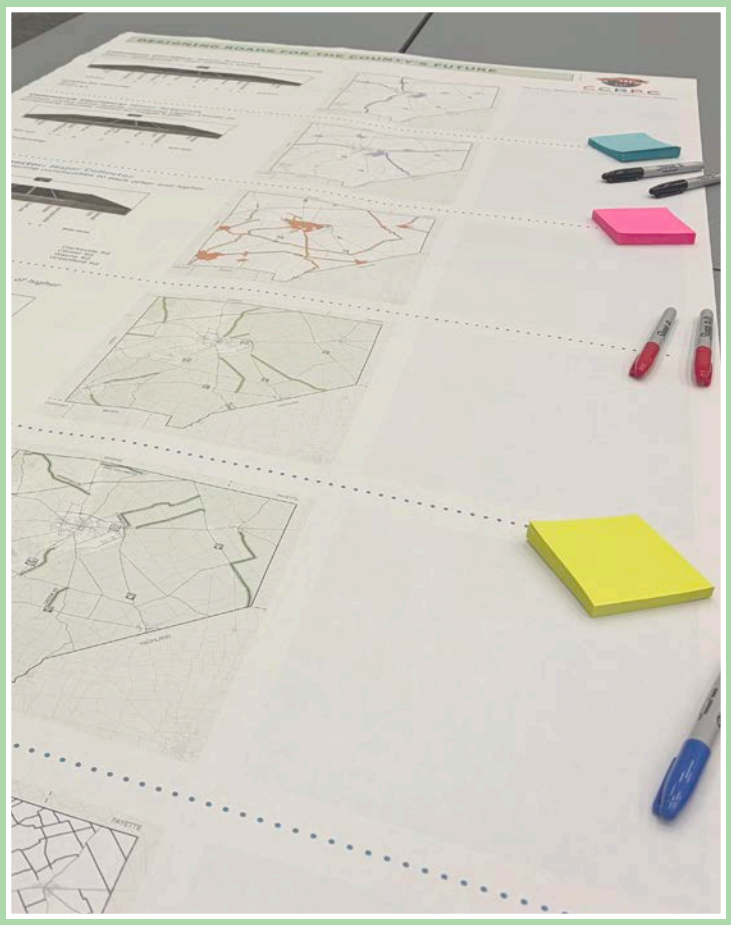


Photo: Example of a context-based roadway design in a town center

Collecting Local Input

2

Section



The Clinton County Thoroughfare plan is meant to properly position the county to serve its community members. This highlights the importance of engaging community members throughout the planning process.

This engagement process was key to guiding recommendations that address the needs of our community members. This provides unique insight to the county and the needs of its people and businesses as it continues to grow and change over time.

Engagement Overview

It was critical that any recommendations from this plan supported local goals from across the county for transportation improvements, land use changes, economic development, and access to critical resources. This Thoroughfare Plan update collected extensive feedback from the public and local leaders to align this plan with the transportation needs of our community and residents. The engagement approach had five opportunities to collect local feedback that would go on to shape this plan's recommendations.

Throughout the process, a group of local leaders were invited to three steering committee meetings. These meetings were essential for capturing a local perspective and maintaining consistent coordination with Ohio Department of Transportation representatives. Steering Committee meetings were a collaborative effort that included open conversations, brainstorming activities, and review of draft recommendations.

Two public engagement events provided opportunities for the public and representatives of advocacy groups to get involved. The first opportunity was a stakeholder focus group, where local advocates and representatives of parks and communities were invited to engage in discussions around roadway design recommendations. Finally, after draft recommendations were complete, a public meeting offered one last opportunity for feedback before finalizing the plan.

The following pages in this section detail some of the major takeaways from this engagement process.

Public Engagement	Local Leadership
	May 2025 Project Kickoff Project management team meets to discuss communication plans and project schedule. Expectations of all parties are clarified and regular meetings are scheduled.
	September 2025 Steering Committee Meeting #1 Thoroughfare planning was explained prior to participants identifying key corridors, potential improvement areas, and areas of concern.
December 2025 Stakeholder Focus Groups An introduction to thoroughfare planning was presented. Following was an activity having groups building their ideal cross-sections on key corridors and prioritizing different focus areas along each corridor.	***December 2025*** Steering Committee Meeting #2 The primary activity had groups building their ideal cross-sections on key corridors. Following this was a discussion about proposed roadway functional class changes.
February 2026 Public Open House Final recommendations were presented to the public who were able to leave comments or concerns with the project team and have any questions answered.	***February 2026*** Steering Committee Meeting #3 Final recommendations were presented to the committee with time allowed for any comments, questions, or concerns.

Summary of Feedback

Steering Committee

A steering committee, consisting of city and county officials, planning consultants, community members, and agency representatives was formed to help provide guidance and support for the project. There were a total of three Steering Committee meetings, that were critical for informing county analysis, guiding classification changes, and reviewing final recommendations.

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CCRPC

Anya Tipton
CCRPC

Jeff Linkous
County Engineer

Adam Fricke
County Engineer's Office

Brenda Woods
County Commissioner

Ruth Brindle
CCRPC Chairperson

Josh Roth
Economic Development Director

Dessie Rogers
Chamber of Commerce

Alex Beres
County Port Authority

Paul Goodhue
Wilmington Engineer

Rusty Rich
Chester Township Trustee

Thomas Breckel
Emergency Mgmt Authority

Thomas Holland
Alkermes

Thomas Mazza
ODOT District 8

John Carman
Village of Blanchester Mayor

Douglas Eastes
Clinton County Sheriff

Focus Group Members

Our focus group identified roadway priorities and discussed design options for three corridors (U.S. 22 E, U.S. 68 N, and SR 730). All segments saw a request for wider shoulders and level grass buffers to allow for safe passing and recovery time for vehicles. Safety was a high priority for each roadway and designs reflected this with wider lanes and shoulders. Focus Group feedback is detailed further on the following page.

Kerry Steed
County Commissioner

Mike McCarty
County Commissioner

Beth Ellis
Port Authority's Board Chair

Mike Crowe
Wilmington Public Service Director

Melissa Clark
Cowan Lake State Park

Susan Valentine-Scott
Visitors Bureau

Adam Bray
World Equestrian Center

Bruce Saunders
County Trails Coalition

John Cooper
County Agricultural Society

Trevor Shoemaker
Main Street Wilmington

U.S. 68 - Major Arterial

Roadway Needs

- Participants agreed that balancing traffic and industry with expected residential development was the top priority.
- Existing stop-controlled intersections are a major concern, especially if residential development north of Wilmington continues. Center Rd and Gurneyville Rd were noted.
- A shared-use path would be beneficial due to surrounding residential development and direct connectivity to Wilmington.

Roadway Design

- Both groups emphasized that any roadway design must balance future industrial through traffic heading north to I-71 and potential development heading both north and south. Currently, traffic is heavily affected by intersection turning movements, and roadway design should make space for turn lanes at intersections.
- The two focus groups developed different cross-section designs with one suggesting two 12ft lanes in both directions and while the other supported the two through lanes with wider shoulders and buffers.

U.S. 22 - Minor Arterial

Roadway Needs

- Both groups identified traffic and industry as the highest priority, followed by roadway safety. The intersections at Cherrybend Road and Stone Road were locations of concern and participants noted the need for turn lanes at these intersections.
- Significant existing and future industrial need. Nearby development includes farmland, existing quarry, and multiple agriculture support businesses (grain bins, fertilizer and fuel sales, etc.).

Roadway Design

- Participants had few critiques requiring a change from the current roadway design but noted that a wider shoulder would be helpful for industrial and agricultural traffic.
- Any extensions to the nearby bike trail would likely utilize Melvin Rd, Stone Road, and/or the rail line as opposed to U.S. 22.

SR 730 - Major Collector

Roadway Needs

- Both groups stated that addressing traffic and improving safety were high level priorities.
- Narrow roadway design, lack of street lighting, unique vehicles (RVs and farm equipment), out-of-town drivers, and vertical curves are challenges to traffic flow and roadway safety.
- Poor sight lines with intersecting roads and lack of lighting were flagged as safety concerns. The intersections at Osborn Rd and Worthington Rd were emphasized.
- Need for more pedestrian infrastructure was mentioned between Ogden Rd and McGuinn Rd due to heavier traffic from Cowan Lake State Park and the World Equestrian Center.

Roadway Design

- Recent additions of rumble strips and one enhanced street crossing near the World Equestrian Center have seen positive impacts so far.
- Both groups came to the consensus of widening the travel lanes and widening the road's shoulders. There is no need for added roadway capacity.

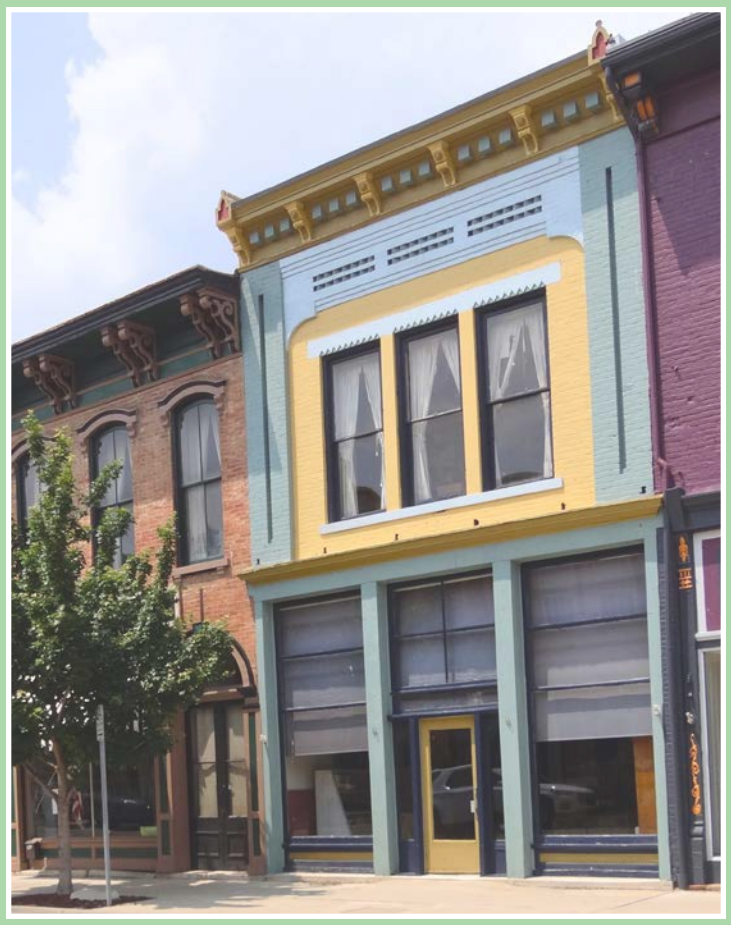
Public Feedback

A public meeting covering the plan's draft recommendations was held on February 26th, 2026 at the Clinton County Administrative Campus. The public meeting was advertised via public fliers, social media, and word of mouth.

Attendees met with representatives from the Clinton County Engineers Office, CCRPC, and the Clinton County Port Authority. Overall, feedback led to the changes to several cross sections and discussions about how the county can expand its bicycle infrastructure in the future.

Existing and Future Conditions

3 Section



Clinton County is unique due to its position between two major metropolitan cities, major businesses calling it home, and it being a major hub for freight traffic through its port at the Wilmington Air Park.

With all of these in mind, diving further into what else is happening in the county is necessary to properly develop useful recommendations. This includes traffic volumes, points of interest, safety, and more as well as a look at trends and development projected for the county. This allows for a better understanding of where the community is and where it's headed for the future.

Community Overview

Outside of its cities and villages, Clinton County is characterized by its agricultural landscape and low population density. According to the 2020 decennial Census, 41,921 residents call Clinton County home, nearly a 40% increase from 1980. However, in recent history this trend has shifted, as both population and households have seen minimal change since 2010. Current population forecasts by the Ohio Department of Transportation anticipate this trend will continue, forecasting no major population growth over the next 20 years.

Residential traffic growth is also not anticipated, meaning increasing roadway capacity should be limited to key roadway segments for distribution and industry. Below are additional demographic indicators for Clinton County's population:

- 41,921 residents & 17,906 housing units
- 18.1% is 65 years or older
- 20.8% under the age of 18
- 14.8% household poverty rate (1.5% higher than the national average)
- The average commute time is 25.3 minutes with 81.2% of commuters driving alone

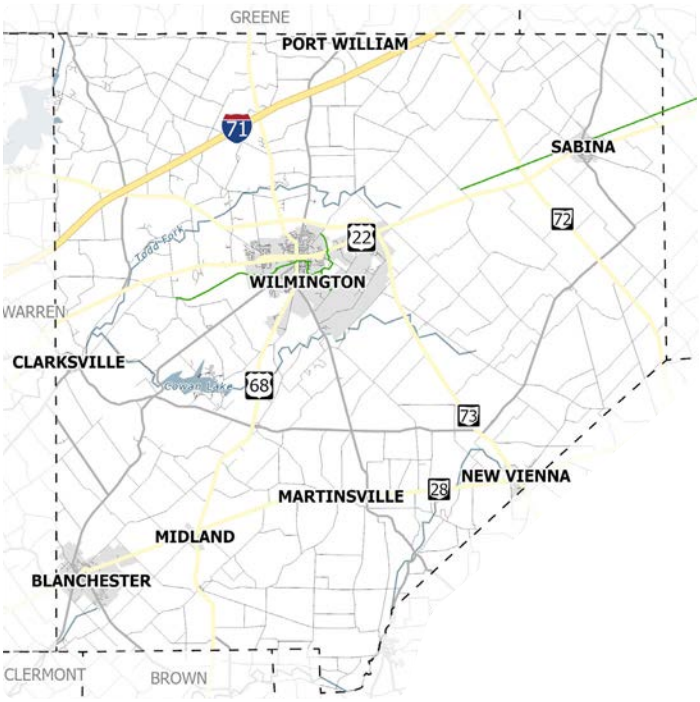
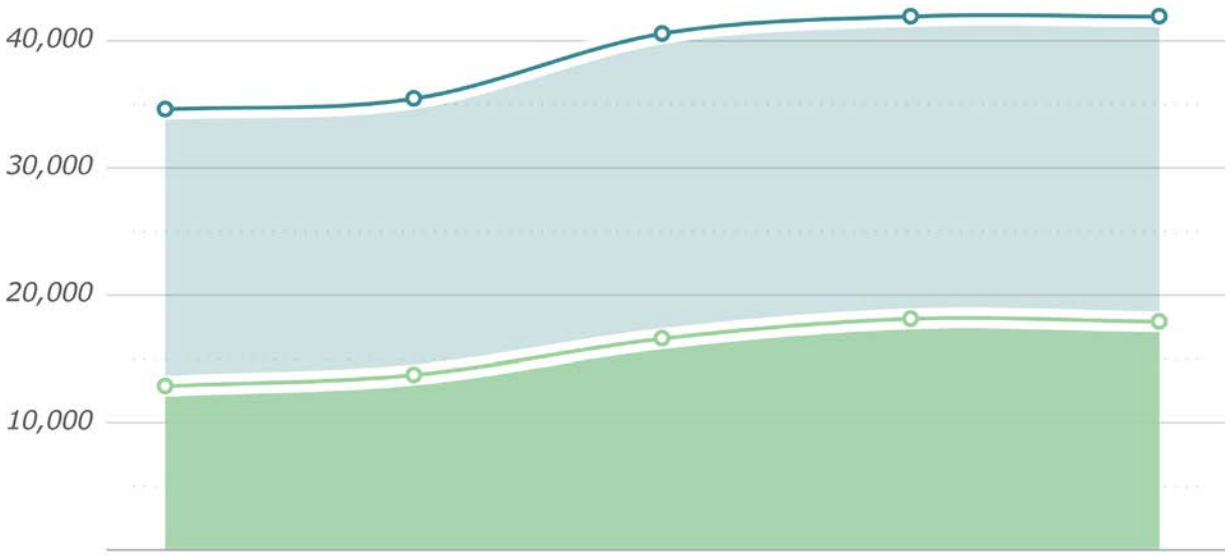


Figure 3. Map of Clinton County and its municipalities



	1980	1990	2000	2010	2020
Population	34,603	35,444	40,566	41,922	41,921
Households	12,866	13,741	16,577	18,133	17,906

Figure 2. Population and Household Trends (2020 U.S. Census)

Existing Land Use

The volume of traffic on a road is directly related to the land use surrounding it. These land uses help to dictate the density surrounding them, and therefore how many people are expected to utilize these roadways. Beyond density, they also explain what types of transportation to expect (pedestrians, cars, semi-trucks, farm equipment, etc.) and what times these areas may expect more traffic. For example, downtown core may see peaks in traffic during lunch time, where a residential neighborhood may see peaks during morning and afternoon commute or school times.

In Clinton County, the majority of residential and commercial development are located inside cities and villages. The Wilmington Air Park is located on the southwest side of Wilmington, and has the potential to be an economic driver for the future of the County. Support of the Wilmington Air Park and its connectivity to I-71 is a core goal of this plan.

Table 1 and Figure 4 further detail the existing land use as described in the Clinton County 2040 Comprehensive Plan.

Land Use Type	Definition
Village	Consists of a mix of dense residential, commercial, and civic development types within incorporated village limits.
Municipal Growth Area	Consists of properties that are typically undeveloped but designated as growth areas for Wilmington, Blanchester and Clarksville.
Neighborhood Residential	A mix of housing types on small lots including single family, clustered multi-family, apartment structures and mobile housing units.
Hamlet	Consists of historic nodes of residential and small-scale commercial, with accessory open space or civic amenities along major roadways.
Downtown Core	Urban center with buildings framed by gridded streets and facilitated by extensive pedestrian connectivity and vehicular circulation.
Commercial Corridor	Consists of commercial retail uses and personal services, such as general retail, automotive services, motels, personal services, restaurants and related uses.
Wilmington Air Park	Consists of the area in and around the Wilmington Air Park. It includes land that straddles the Wilmington municipal boundaries.
Institutional	Consist of academic campuses, medical offices and institutions, religious centers, and civic facilities. These areas are also inclusive of associated secondary uses such as public service office and public plazas.
Rural Mixed-Use	Similar to the Rural Preservation area; however, it differs in both soil typology and topography, and it is expected to receive more residential development pressures due to its proximity to the interstate corridor and growth pressures from areas southwest of the County.
Open Space/ Conservation	Includes parks, natural assets (such as the areas adjacent to the Cowan Lake and Caesar Creek state parks) and recreational amenities.
Rural Preservation	Consists of farmland and accessory agricultural production uses, interspersed with scattered, existing small scale commercial and residential structures.
Interstate Interchange	Consists of the two I-71 interchanges and the area around these nodes. They include land both immediately proximate to the interchange as well as land within the range of influence of the interchange.

Table 1. Land Use Types (Clinton County 2040 Master Plan)

Existing Land Use

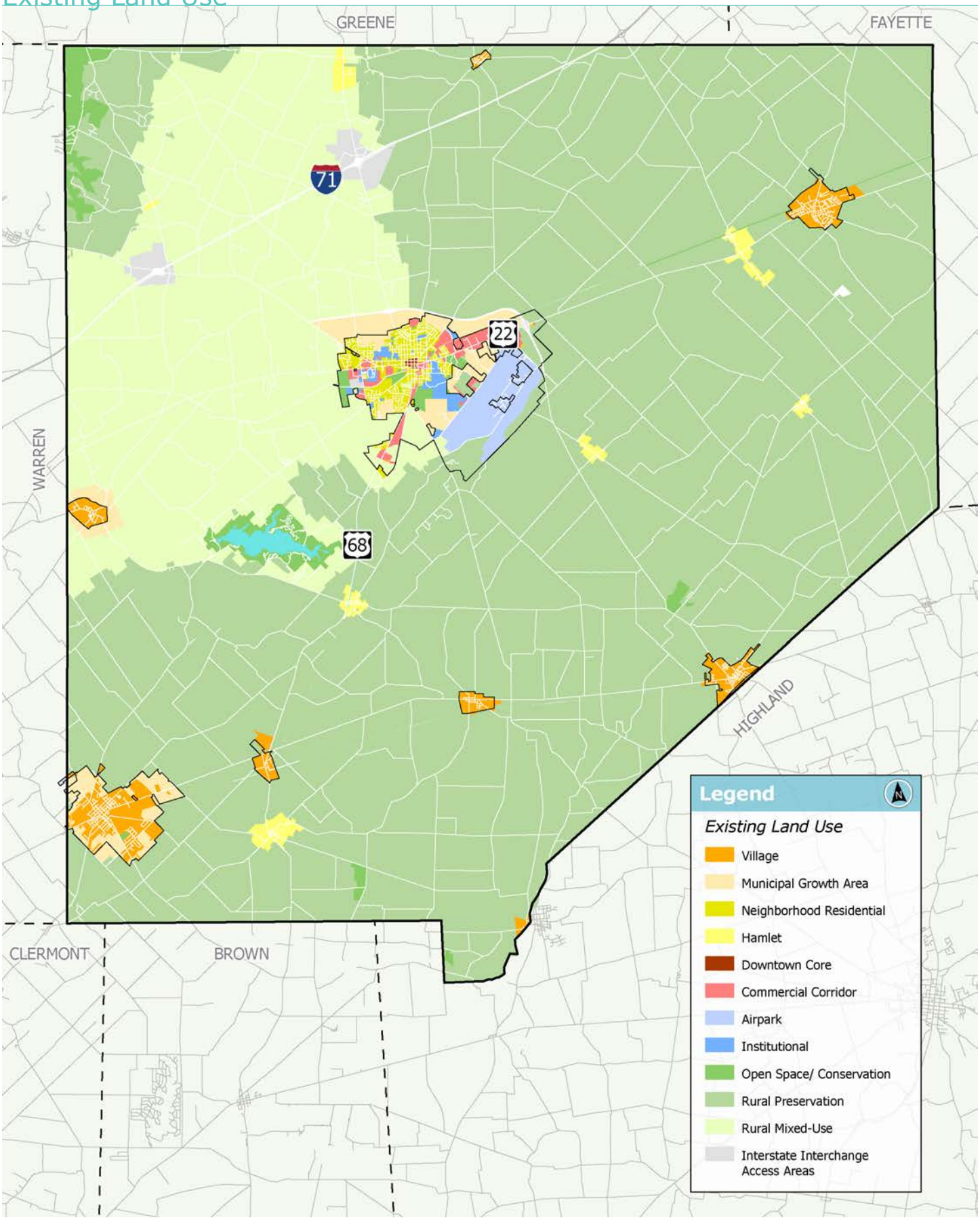


Figure 4. *Existing Land Use Classification* (Clinton County 2040 Master Plan)

Roadway Network

The Clinton County Thoroughfare Plan has the authority to adjust the functional classification of roadways owned and maintained by Clinton County and its townships. This section defines the network affected by the recommendations of this plan and reflects on the role county and township roads fulfill within the county-wide network.

County and Township Roads Network

Today, county and township roads account for over 580 miles (62%) of the road network within Clinton County (Figure 4). The majority of these roads are classified as 'local roads'. By definition, these roads are intended to connect higher classifications together and offer local access to parcels outside of city and village centers. These roads are mostly two-lane chip seal roads, and are not designed for high traffic volumes or heavy vehicles. The remaining 356 miles of roadway within Clinton County are Interstates, U.S. Routes, State Routes, and municipal roads.

Functional Classification

Not all roads within Clinton County perform the same function. Some roadways see only a few cars on an average day, and primarily function to provide a connection between local land owners and the greater roadway network. Other roadways are direct connections between major population centers, and are heavily used due to their direct connection between these activity centers. Functional classification is a method of categorizing roads in a way that reflects their role in the larger network, and establishes design guidance to assure the road network supports our communities and economy effectively well into the future.

Typical thoroughfare plans use seven unique categories to capture a road segment's role within the network. Higher classification roads, like major and minor arterials, tend to have higher traffic and travel speeds, serving as the primary travel routes across the county and between cities.

Lower classification roads, like major and minor collectors, provide local access at lower speeds and typically terminating into a higher classification road. Below are definitions of the seven primary function classification categories. The existing roadway functional classification for all road segments within Clinton County is shown in Figure 5.

Functional Classification Definitions

Interstates, Freeways, & Expressways

The highest classification, these roads are designed for long-distance travel. These roads have limited access points, separated lanes, and focus on mobility, not land access.

Major Arterials

Provides high mobility, including access to cities and rural areas, with direct land access (driveways/intersections).

Minor Arterials

Serve moderate-length trips, connecting to Major Arterials and Freeways. They balance mobility and land access, providing reasonable access to rural and industrial areas.

Major Collectors

Collects traffic from local roads to arterials, with longer routes, fewer driveways, and higher speeds.

Minor Collectors

Similar to Major Collectors but serve shorter routes, with lower speeds and more local land access.

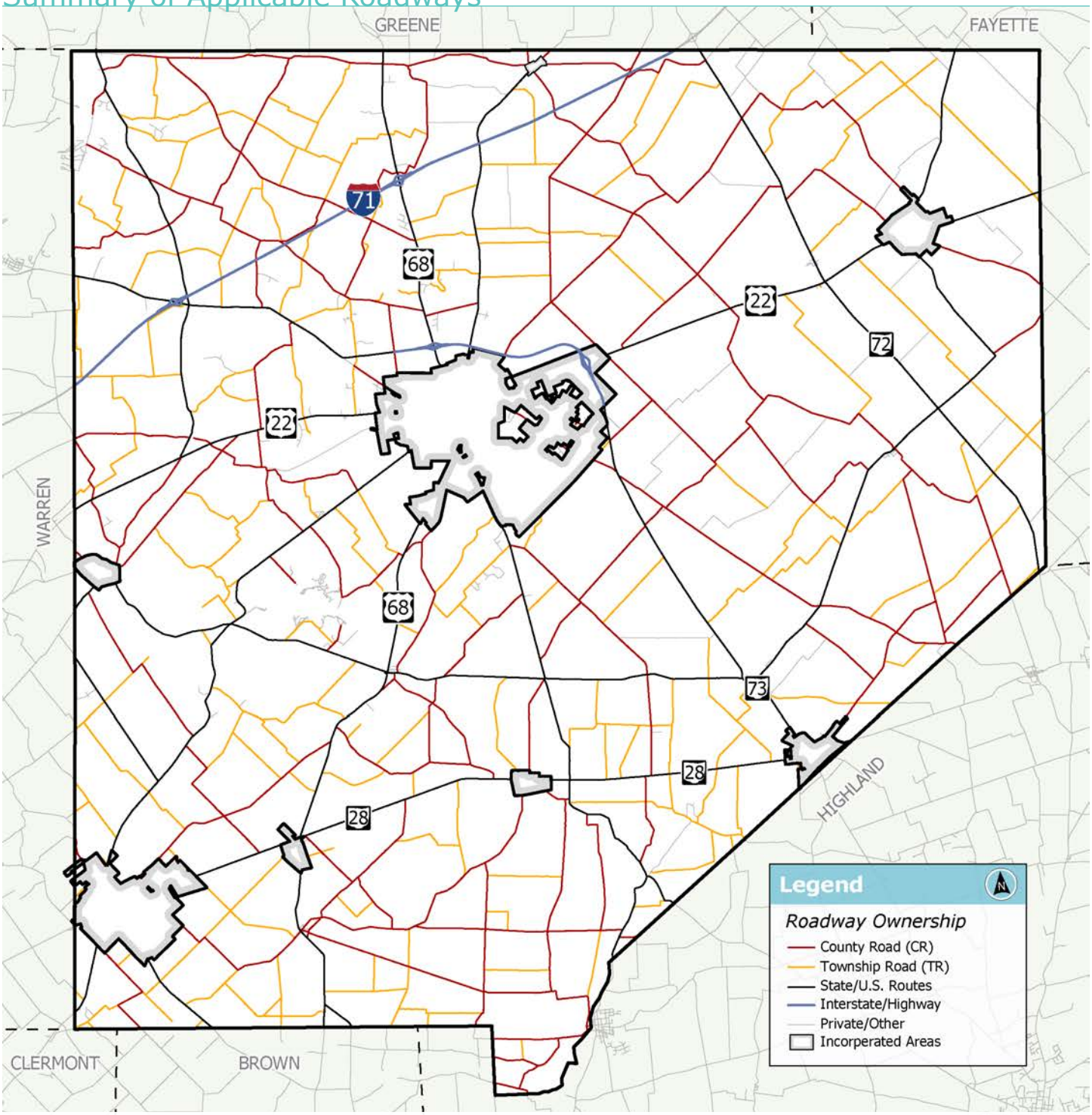
Local Roads

The largest category in mileage, designed mainly for land access, not through traffic, serving short trips to higher roadway systems.

Travel Speed

Local Land Access

Summary of Applicable Roadways

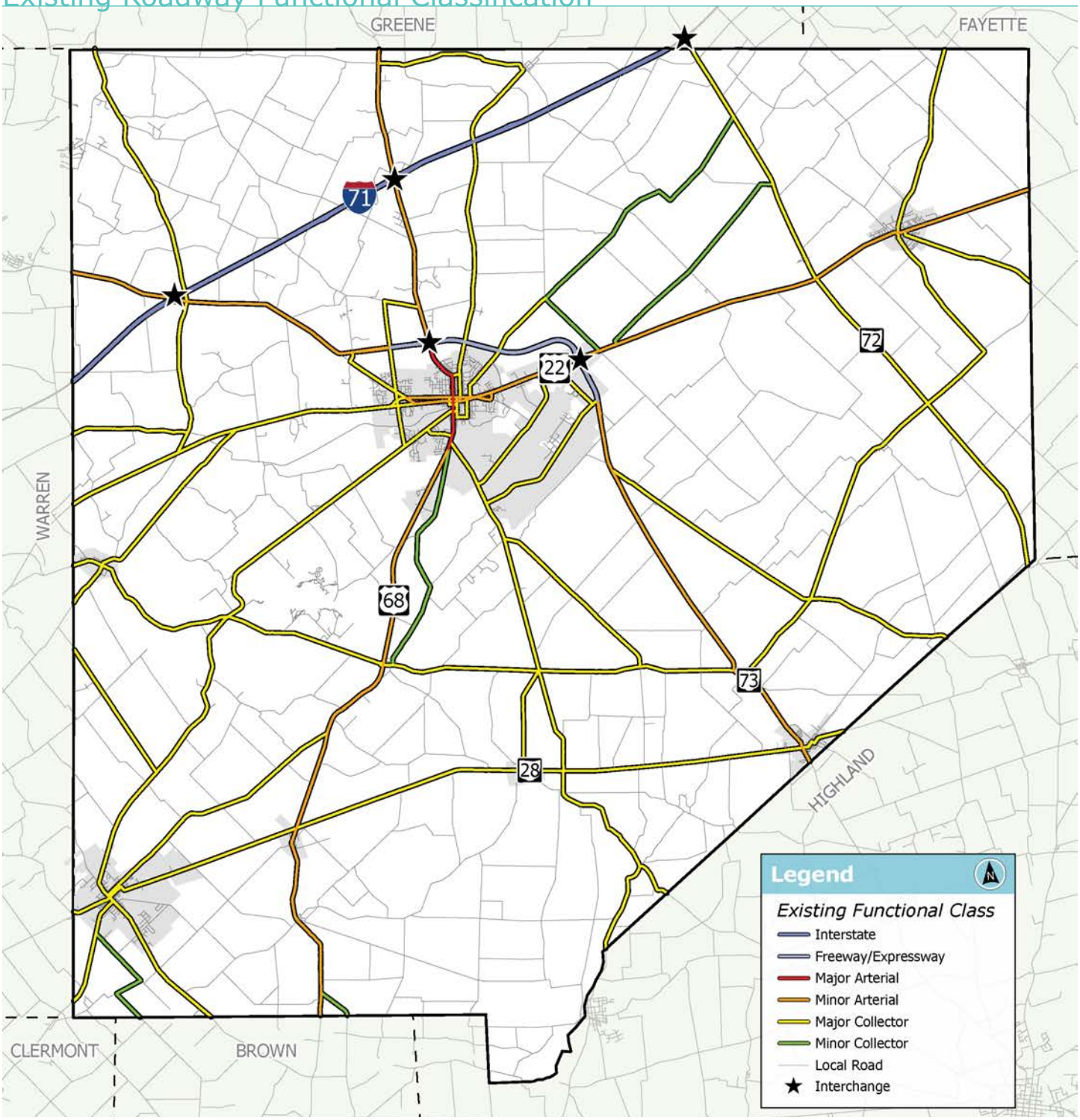


This county-wide thoroughfare plan will adjust roadway functional classification and roadway design for townships and county roads within Clinton County. Interstates and municipal roads are all outside of the jurisdiction of the County. All state and U.S. routes required close coordination with ODOT. In total, 783.6 miles of roadway, or 83% of the total roadway miles within Clinton County, are included in this plan.

	Roadway Type	Mileage
	County Road	274.2
	Township Road	308.5
	U.S. Route	49.0
	State Route	151.9
Outside this Plan	Interstate	30.7
	Municipal Road	96.9
	Other	28.2

Figure 5. Roadways Owned and Maintained by Clinton County and Townships (ODOT)

Existing Roadway Functional Classification



		CR	TR	MR	IR	US	SR	Other	Total
	Interstate	-	-	-	30.7	-	-	4.4	35.1
	Freeway	-	-	-	-	-	11.1	2.8	13.9
	Major Arterial	-	-	-	-	2.7	-	-	2.7
	Minor Arterial	0.2	-	0.2	-	37.8	18.4	-	56.7
	Major Collector	43.4	0.2	10.4	-	8.5	121.6	0.1	184.2
	Minor Collector	21.3	-	-	-	-	0.8	-	22.1
	Local Road	209.2	308.3	86.3	-	-	-	20.9	624.7

Figure 6. Existing Roadway Functional Classification of All Clinton County Roads (ODOT)

Traffic Analysis

Traffic patterns, freight transportation, and roadway congestion inform our functional classification hierarchy and how much capacity is required to assure each road is efficient and safe. This section uses traffic performance measures to identify key road segments that are primary candidates for functional classification upgrades and other capacity related improvements.

Local Traffic

Over 60% of county and township roads in Clinton County are local roads. These roads are designed to support low traffic volumes, typically from trips between residential areas and higher classification roads. But that isn't always how they are used.

There are several locations throughout the county where residents and truck traffic are using local roads to avoid nearby busy roads, bypass around city centers, or get to their destination in a way that feels more direct. This desire for a more direct connection between locations is a sign that the existing roadway network is not offering direct connections in areas where they are needed most. Figure 6 shows four examples of common cut-through routes we see in Clinton County that can be addressed with roadway resurfacing or new roadway projects:

A: Rhude, Dudley, and Nicely Rd

Connection to Kroger Grocery and Blanchester High School that bypasses village streets

B: Prairie & Sabina Rd

Direct connection to the I-71/SR-72 interchange that avoids U.S. 22

C: Ogden & Beechgrove Rd

Out of town traffic arriving to Clinton County via I-71 or U.S. 22 utilizes local roads to get to the World Equestrian Center on SR-730

D: Wilmington Air Park Local Roads

Traffic southwest of the Wilmington Air Park relies on local roads for a more direct connection to U.S. 68 and SR-730

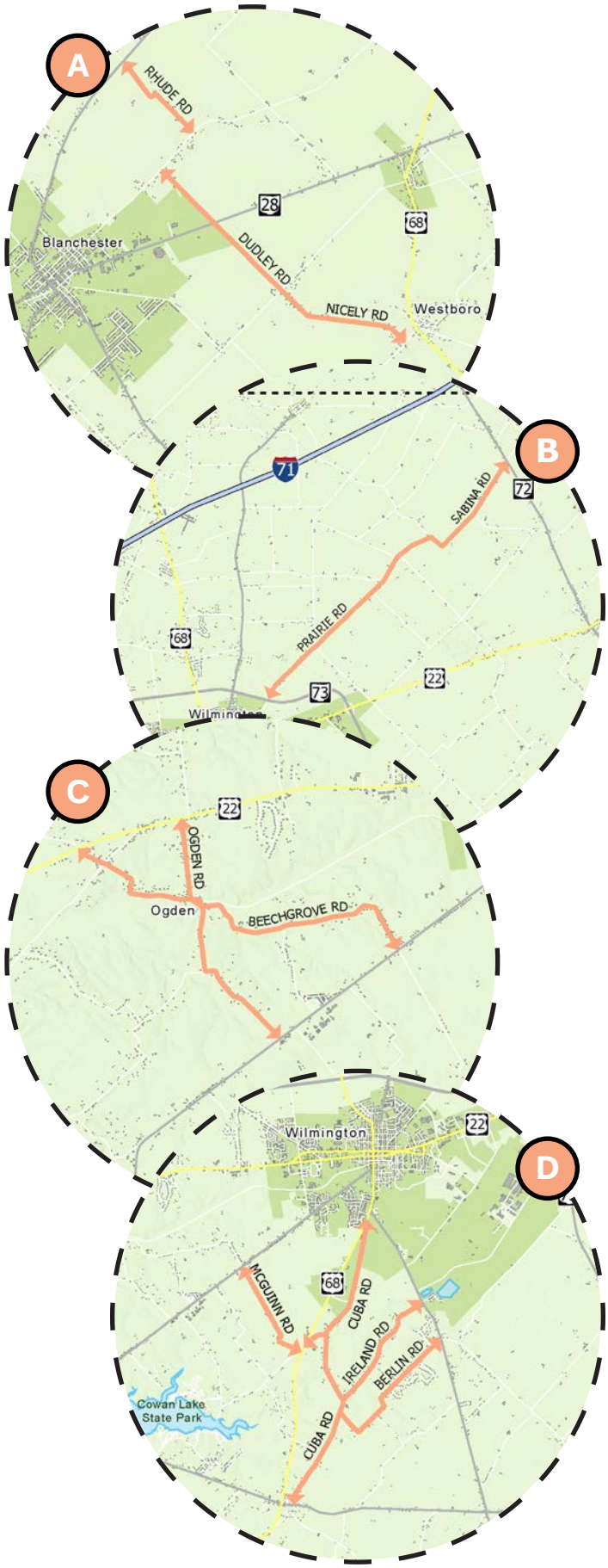
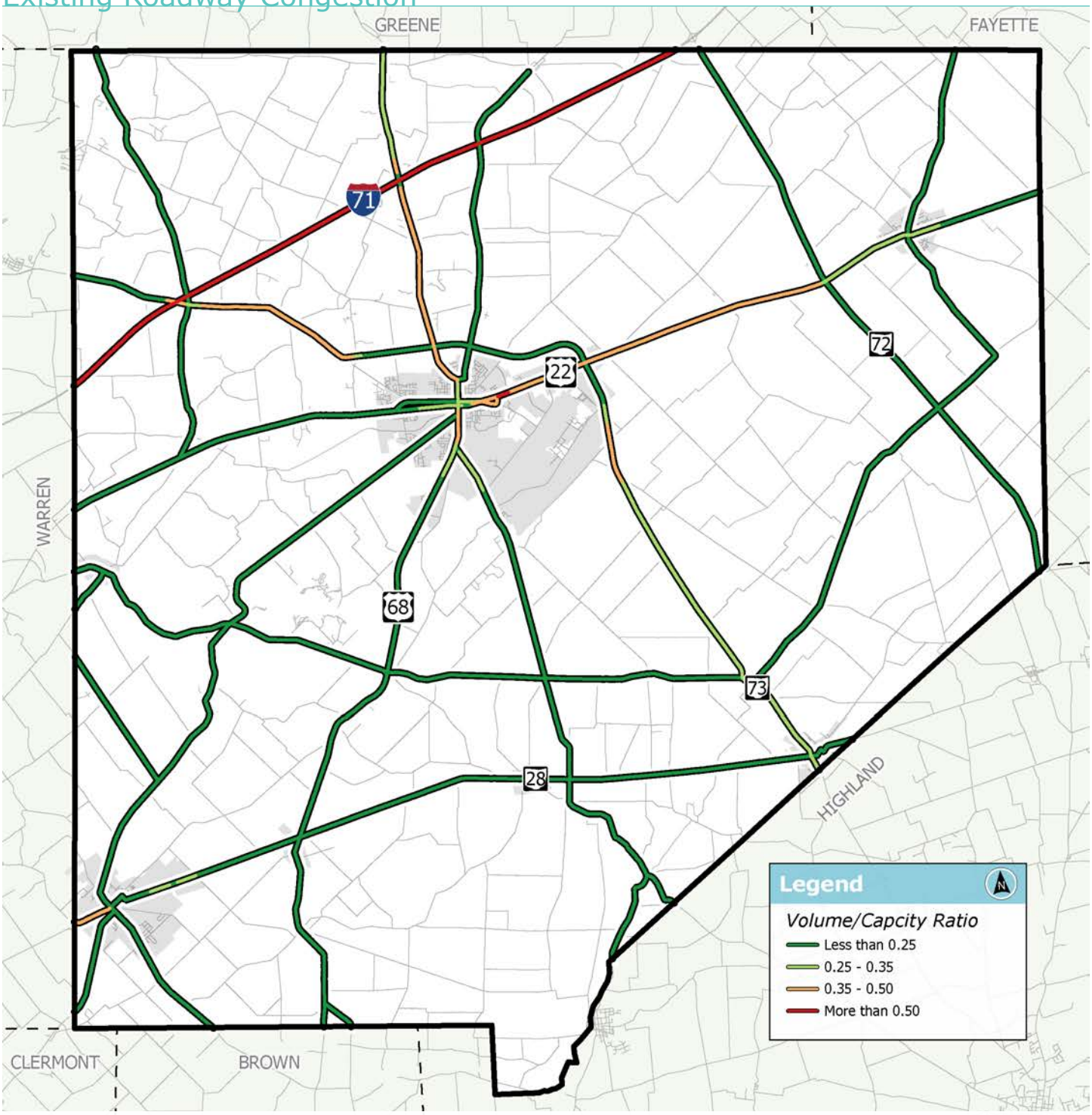


Figure 7. Examples of common cut-through traffic

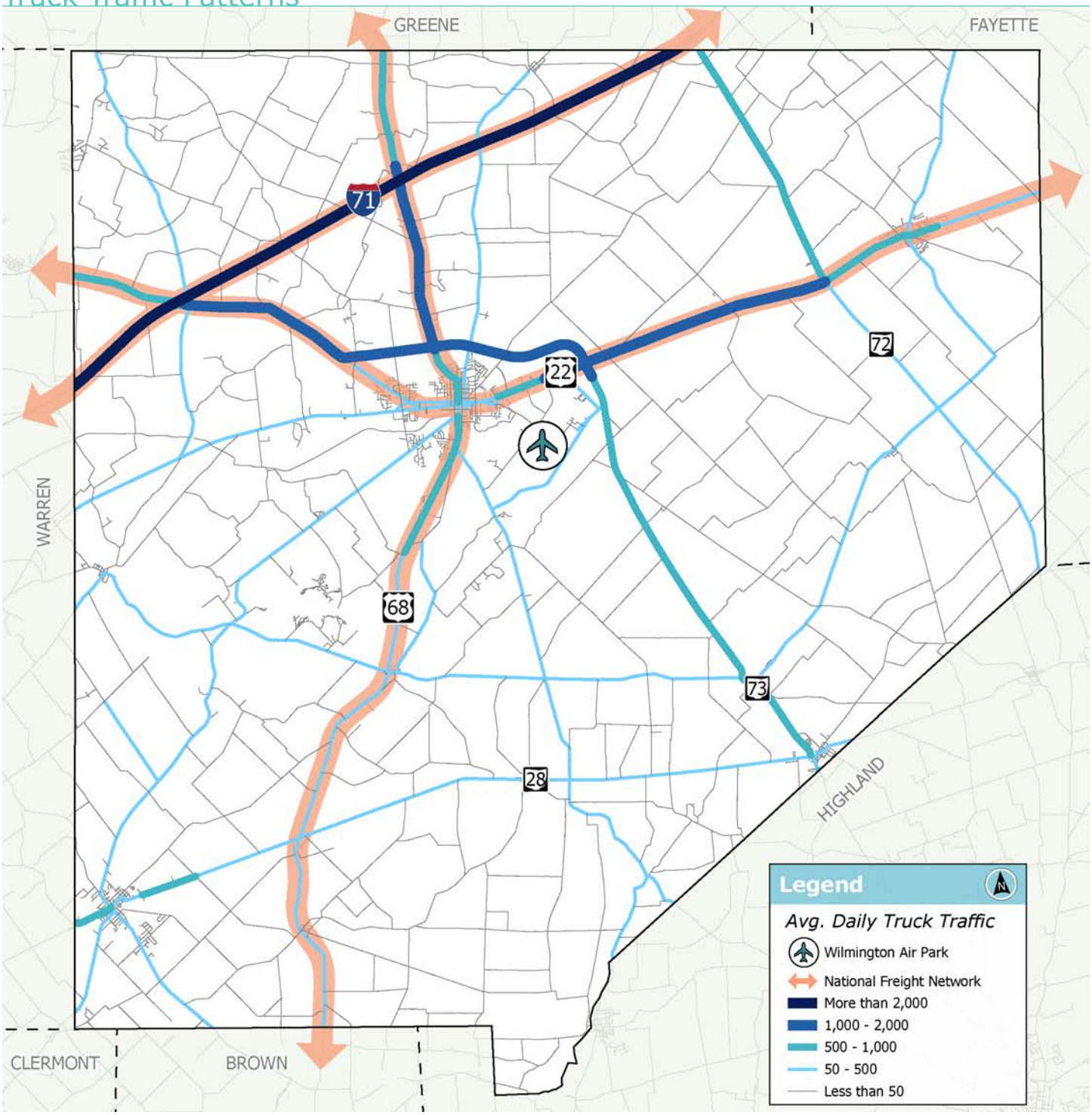
Existing Roadway Congestion



Volume Capacity Ratio (V/C Ratio) is a traffic performance measure used to identify roadway segments that are below, approaching, or above their designed capacity. This performance measure is best for roads with limited access points, stops, and traffic signals (i.e. Interstates and Highways). As roadways near their capacity (V/C approaches 1.0), the resulting traffic can lead to increases in travel time delays that slows travel and distribution of goods. Overall, Clinton County has few capacity-related concerns. But, during instances of lane closure or construction, this picture changes. Many of the rural roads in Clinton County are a single lane in both directions, which makes them susceptible to high delays during fringe incidents.

Figure 8. Volume Capacity Ratio on major routes in Clinton County (ODOT)

Truck Traffic Patterns

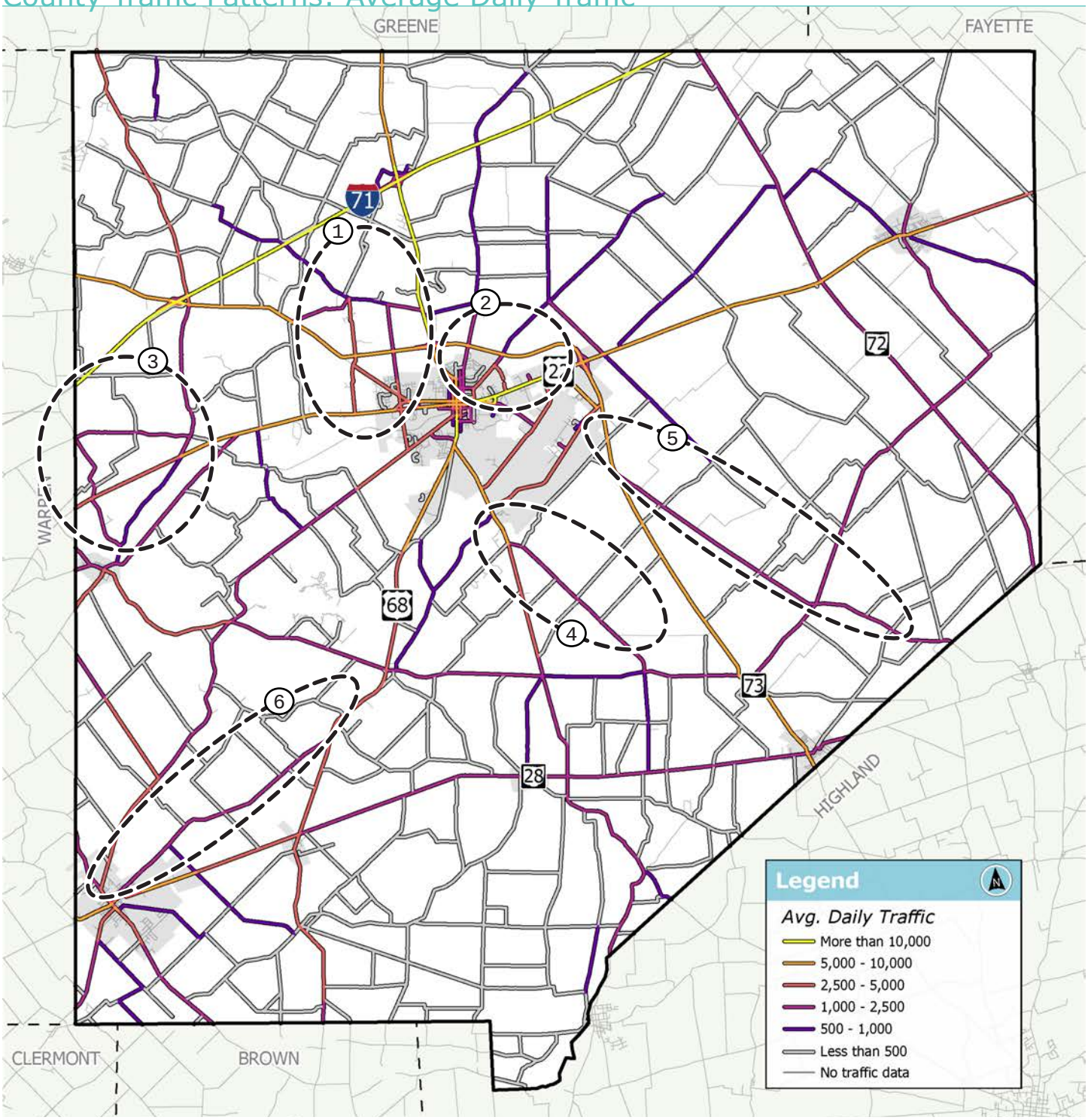


Clinton County is a prime location for air and roadway freight distribution. Currently, freight traffic between the Wilmington Air Park and high-speed roadways (i.e. I-71, U.S. 68) rely on township and county road connections which, can impact the reliability of these distribution routes. The following freight connections are critical for the future growth of Clinton County:

1. U.S. 68 and SR-134 North of Wilmington
2. U.S. 68 and SR-134 South of Wilmington
3. U.S. 22 East of Wilmington
4. Entirety of SR-73 between New Vienna and I-71

Figure 9. Truck Traffic Travel Patterns and the National Truck Network in Clinton County (ODOT)

County Traffic Patterns: Average Daily Traffic

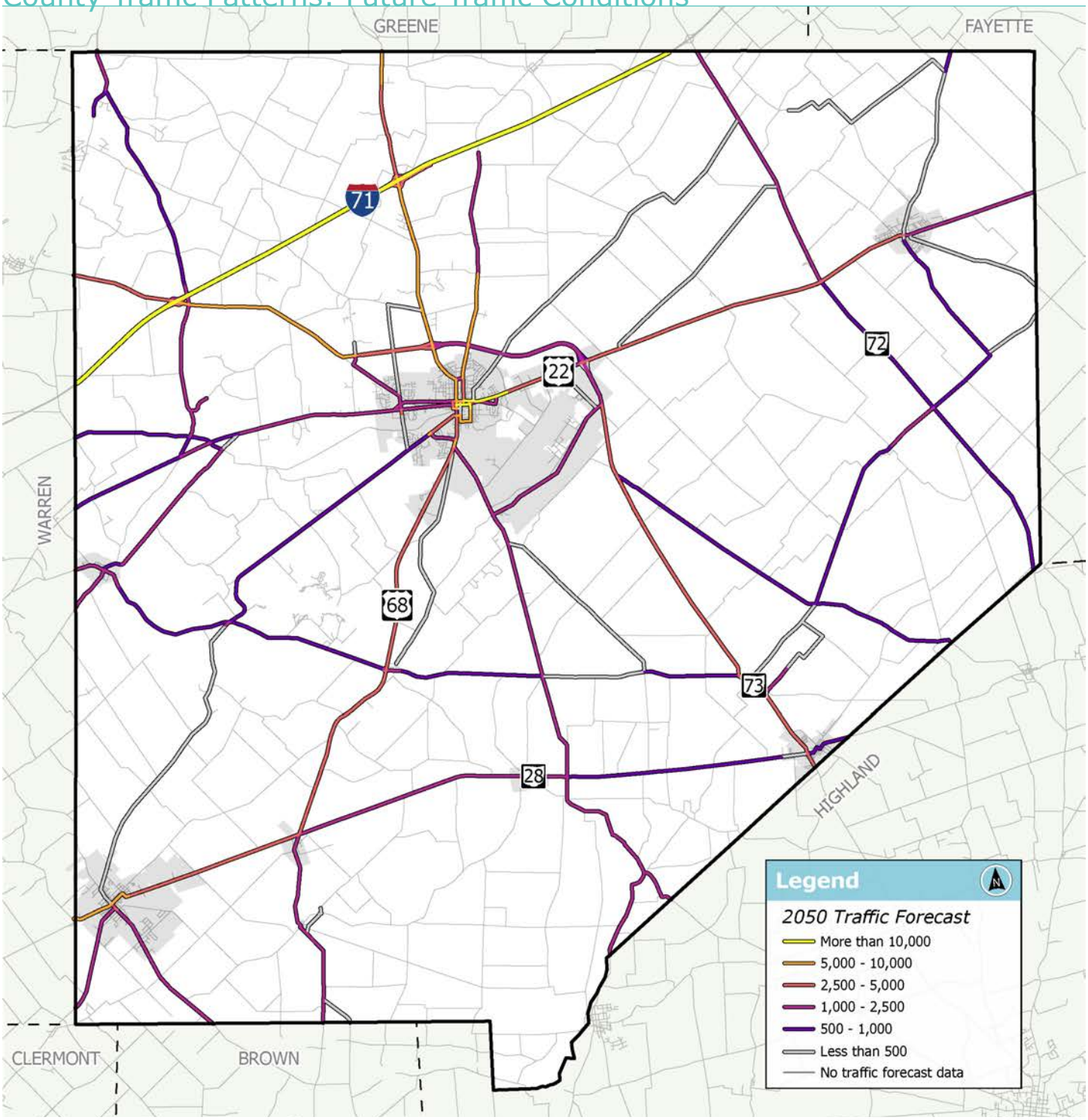


High volume County and Township Roads:

1. N Nelson Avenue and Mitchell Road - Bypass around Wilmington to I-71 via Route 73.
2. Prairie Rd, Fife Ave, Starbuck Road, and U.S. 22 - Connections to Wilmington Air Park
3. Clarksville Rd, Lebanon Rd, and George Rd - Connections to Wilmington via U.S. 22
4. Farmers Rd - Cut through trips between Route 350 and Route 134
5. Antioch Road - Direct connection between Wilmington and Highland/Leesburg
6. Second Creek Road - Cut through trips between Blanchester and U.S. 68

Figure 10. Average Annual Daily Traffic (AADT) for All Roadway Segments in Clinton County (ODOT)

County Traffic Patterns: Future Traffic Conditions



The Ohio Department of Transportation (ODOT) maintains a statewide travel demand model (TDM) which provides a forecast for how traffic conditions may change between now and 2050. This model accounts for expected demographic and economic shifts and any committed transportation investments identified in Transportation Improvement Programs (TIPs), Metropolitan Transportation Plans (MTPs), and Long-Range Transportation Plans (LRTPs). Based on this forecast, average daily traffic is expected to have little change and even drop for some corridors. Future economic and residential development may change this, and the county is preparing to assure reliability along commerce corridors and between communities.

Figure 11. Forecasted average daily traffic volumes for primary routes (ODOT 2050 Travel Demand Model)

Roadway Safety

Between 2020 and 2024, Clinton County saw a total of 4,923 vehicle crashes. Annual crash totals have trended upward since 2020, peaking in 2023 with total 1,038 crashes (Figure 12). For county maintained roads, 76% of crashes have resulted in property damage, while 1% and 3% resulted in fatality or serious injury respectively (Figure 13).

Head-on collisions and fixed object crashes were the deadliest. Head-on collisions resulted in 14 fatalities during this period, while fixed object crashes accounted for 12. These fatal events were often linked to contributing factors such as vehicles departing from the roadway, crossing the center line (left-of-center driving), or unsafe speeds.

Crashes that led to serious injuries often involved fixed objects (46 serious injuries) and angle crashes (23 serious injuries), which occur when vehicles collide at an angle. Again, common contributing factors for these crashes included roadway departure, left-of-center violations, and speeding. Overall, the most frequent crash type was vehicles striking fixed objects.

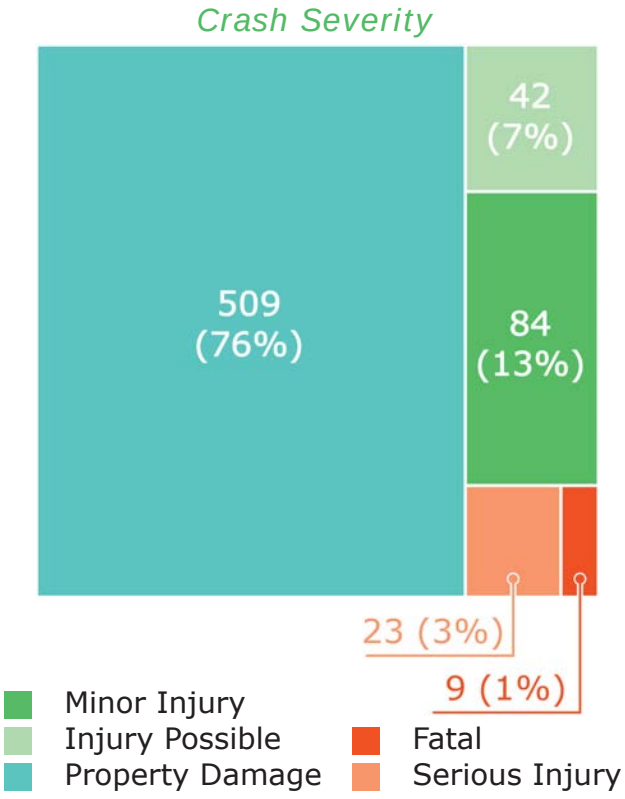
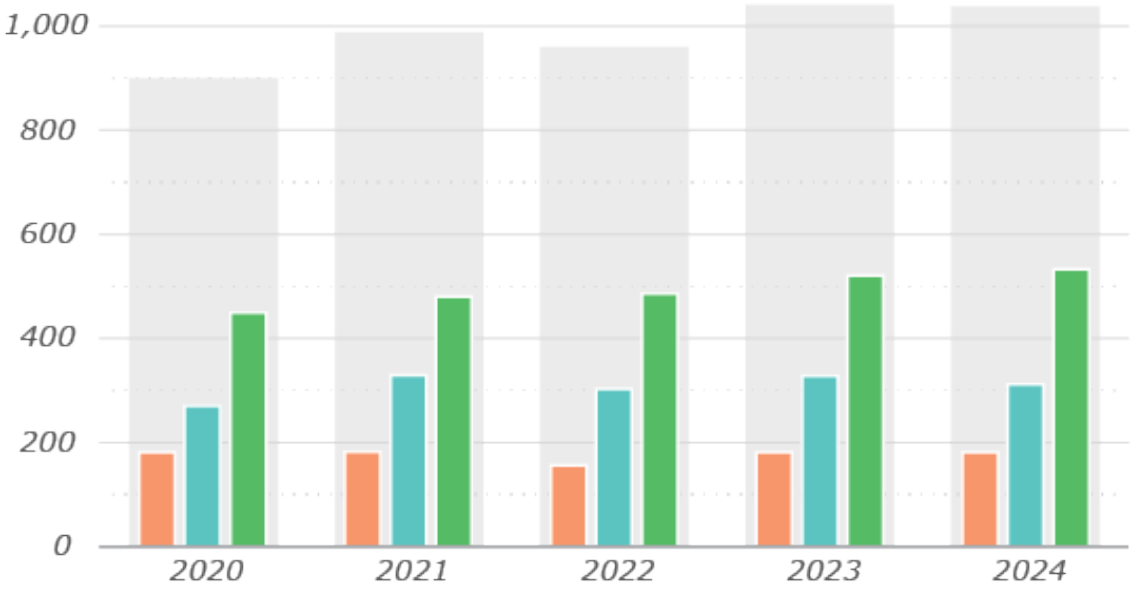


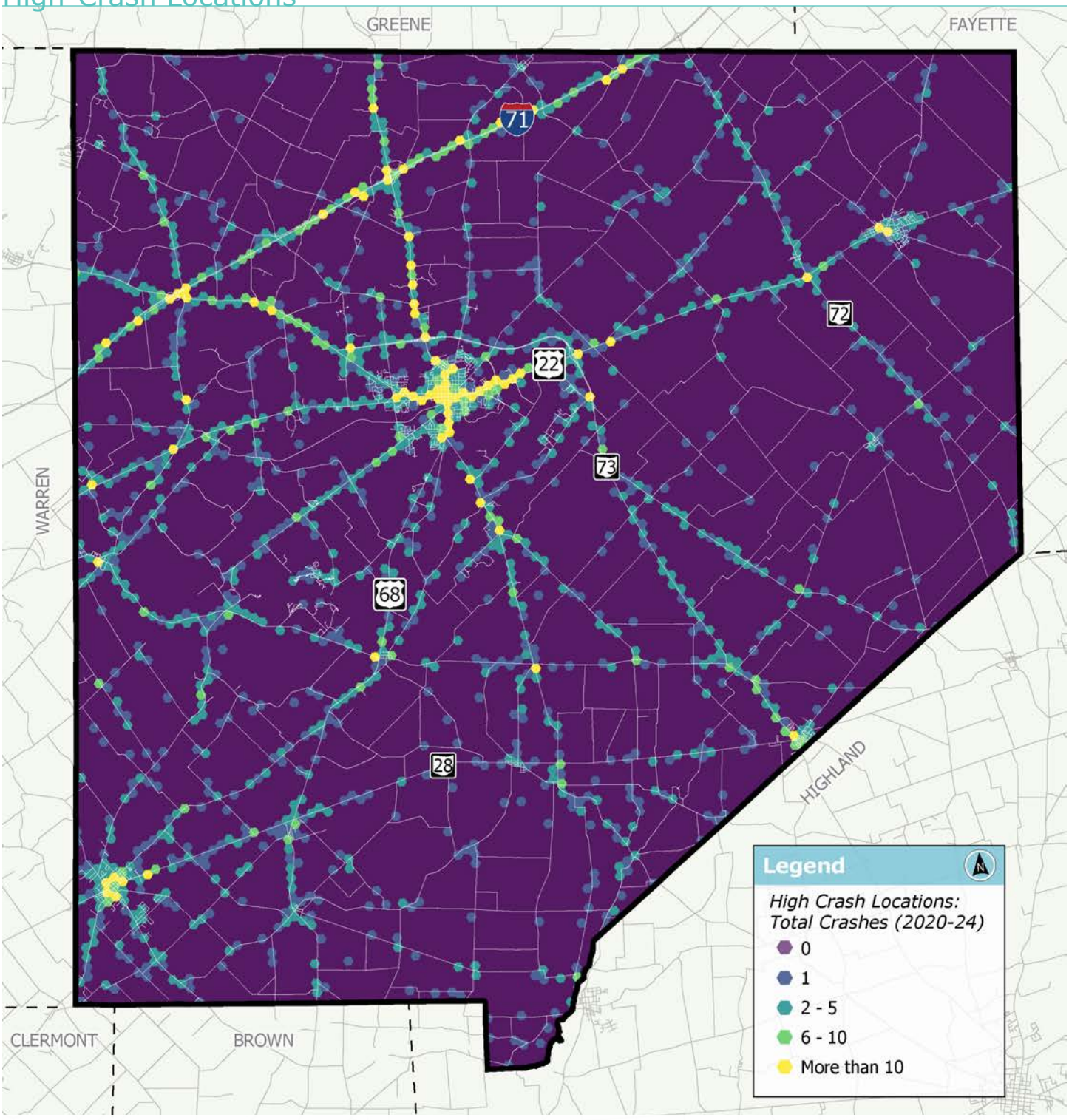
Figure 13. Crashes severity on County maintained roads, 2020-2024 (FHWA, AASHTOware)



	2020	2021	2022	2023	2024
County	180	191	172	185	185
Municipal	271	330	303	328	312
Other	449	470	485	525	537
Total	900	991	960	1,038	1,034

Figure 12. Annual crash trends by roadway ownership, 2020-2024 (FHWA, AASHTOware)

High-Crash Locations



The majority of crashes occur within municipalities along interstates, state routes, and U.S. routes, particularly at major interchanges and intersections. Locations of notable concern include: I-71/SR-73 interchange, I-71 / U.S. 68 interchange, and city/village centers.

Township and county roads account for a fraction of the County's total crashes, but a few locations are still noteworthy. These locations include: Second Creek Rd corridor, Creek Rd corridor, intersections along SR-134, and intersections along U.S. 68. Intersection stop control, nighttime visibility, and high travel speeds are contributing factors for these crashes.

Figure 14. High Crash Locations, 2020-2024 (FHWA, AASHTOware)

Recommendations

4

Section



These recommendations are developed with the existing conditions and public input in mind. The goal is to best serve and inform the county and its people well into the future as it grows and changes, should updates to thoroughfares be needed.

This plan serves as a reference for Clinton County leadership for visioning, long-range, and preliminary planning as the region grows and develops over the next twenty years.

Classification Systems

While most thoroughfare planning traditionally focuses on function, the state of the practice is moving toward incorporating development context when determining street design. Combining functional classification and development context informs how roadways should be designed for travelers' mobility and safety. Functional classification and development context classification serve as guidance for roadway planning. Design criteria may be further refined to ensure that needs are met for accommodating increased multimodal trip generation, and construction of pedestrian and bike facilities, where appropriate. To determine recommended right-of-way for a given roadway segment, reference both the development context classification and functional classification designation.

Roadway Functional Classification

Functional classification is described as a continuum from expressways and interstates which limit access to facilitate efficient and safe regional trips, to local streets which may be least efficient for long-distance trips but provide safe access to property. Each roadway's functional classification describes how it performs as part of the overall thoroughfare network.

The functional class of roadways subject to this plan were determined based on evaluating how the roadway is used for inter- and intra-county travel and relative roadway vehicular volumes. In some cases, the functional class assigned in this plan varies from ODOT's designated functional class to better characterize how the roadway functions within Clinton County.

Functional Classification Categories

	Interstate
	Freeway
	Major Arterial
	Minor Arterial
	Major Collector
	Minor Collector
	Local Road

Roadway Typology

A roadway network should reflect the current and projected land use development, growth, and density. These characteristics are inherently connected to how the roadway network is used, including how many trips are generated, the types of roadway users and vehicles that are expected to use particular roadways, and how much travel demand to expect. Development Context Classification helps determine appropriate roadway design speeds, intersection and crossings treatments, and multimodal facilities such as sidewalks, shared use paths, transit, and curbside amenities.

Roadway Typology Categories

	Commerce Corridors
	Community Connectors
	Rural Transitional

Roadway Functional Classification

Each functional classification designation satisfies a unique role within the greater transportation network. Below are definitions of how these roles are defined:

Interstates, Freeways, & Expressways

The highest classification, these roads are designed for long-distance travel. These roads have limited access points, separated lanes, and focus on mobility, not land access.



Travel Speed

Major Arterials

Provides high mobility, including access to cities and rural areas, with direct land access (driveways/ intersections).



Minor Arterials

Serve moderate-length trips, connecting to Major Arterials and Freeways. They balance mobility and land access, providing reasonable access to rural and industrial areas.



Major Collectors

Collects traffic from local roads to arterials, with longer routes, fewer driveways, and higher speeds.



Minor Collectors

Similar to Major Collectors but serve shorter routes, with lower speeds and more local land access.



Local Land Access

Local Roads

The largest category in mileage, designed mainly for land access, not through traffic, serving short trips to higher roadway systems.



Roadway Functional Classification

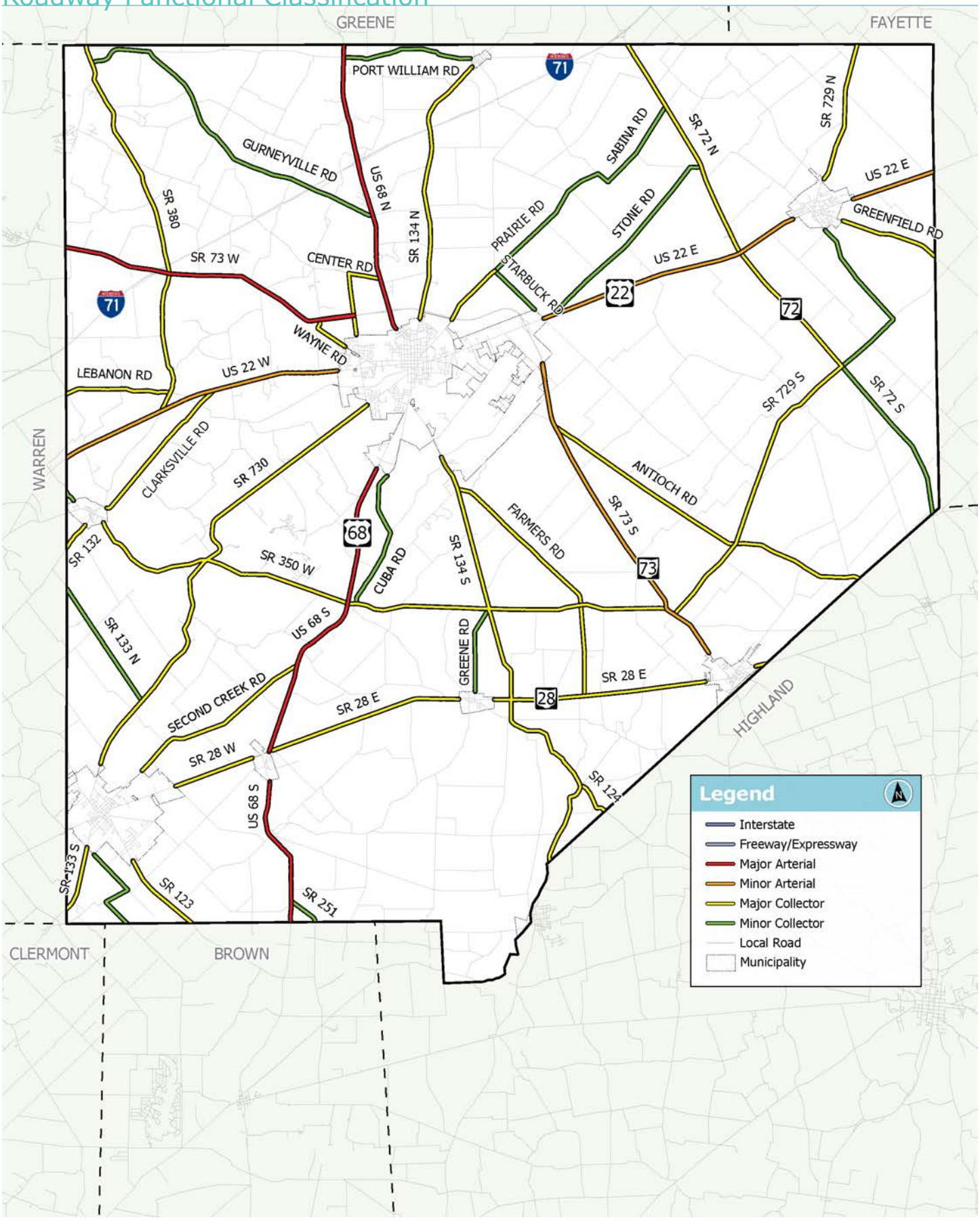


Figure 15. Recommended roadway functional classification

Roadway Typologies

The development roadway typology classifications allows for right-of-way and cross section recommendations to address a wider range of roadway conditions and users. As the county evolves, roadway typologies may adapt to suit the changing needs of the surrounding land use to our county's businesses and communities maintain efficient and safe traffic conditions. Below are the three roadway typologies recommended by this Thoroughfare Plan:

Commerce Corridors

Roadways connecting industry to interstates and highways. These roads see higher volumes of traffic with a large portion being freight or agricultural traffic. Roadway designs should prioritize freight traffic, peak hour traffic, and intersection safety.

Includes:

- Commerce Corridor: Major Arterials
- Commerce Corridor: Minor Arterials

Community Connectors

Roadways primarily serving as connections between commercial and residential areas. Lots of local traffic, but also some freight traffic and out-of-county traffic. Roadway designs should prioritize roadway safety and special vehicles (i.e. agricultural equipment, truck distribution, and RVs/trailers).

Includes:

- Community Connector: Major Collectors

Rural Transitional

Roadways further from population centers and primarily comprised of local traffic. Roadway designs should have narrower pavement and wider shoulders, largely aligning with existing available right-of-way.

Includes:

- Rural Transitional: Major Collectors
- Rural Transitional: Minor Collectors

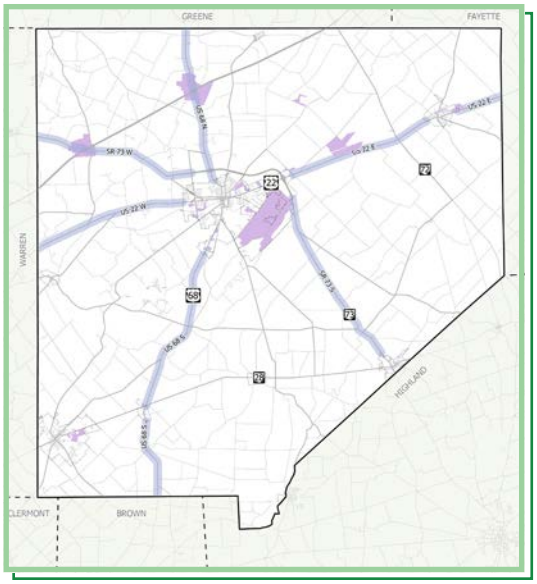


Figure 16. Commerce Corridor Roads

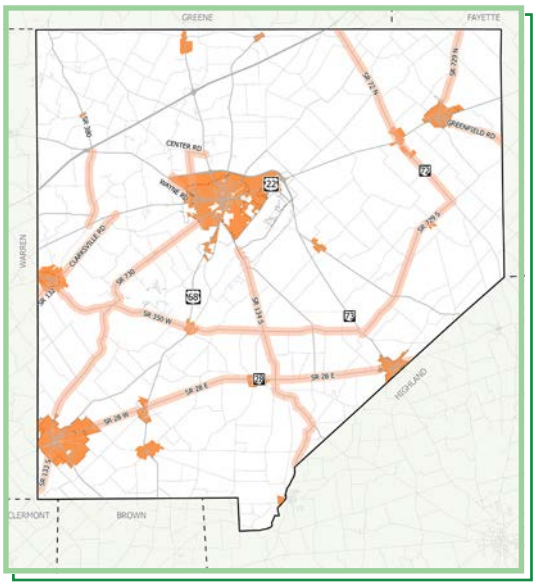


Figure 17. Community Connector Roads

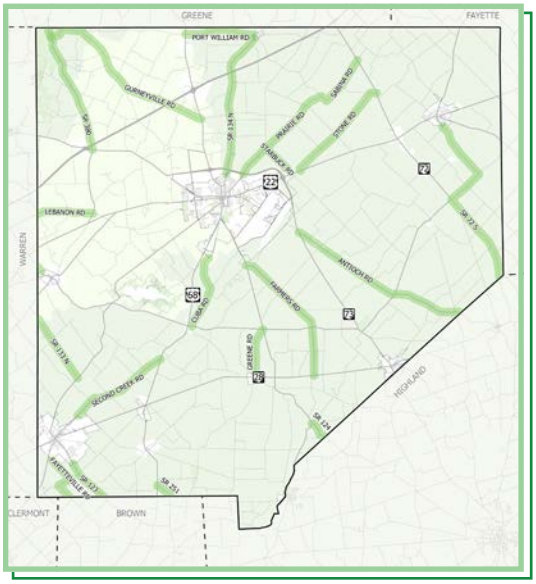


Figure 18. Rural Transitional Roads

Roadway Typologies

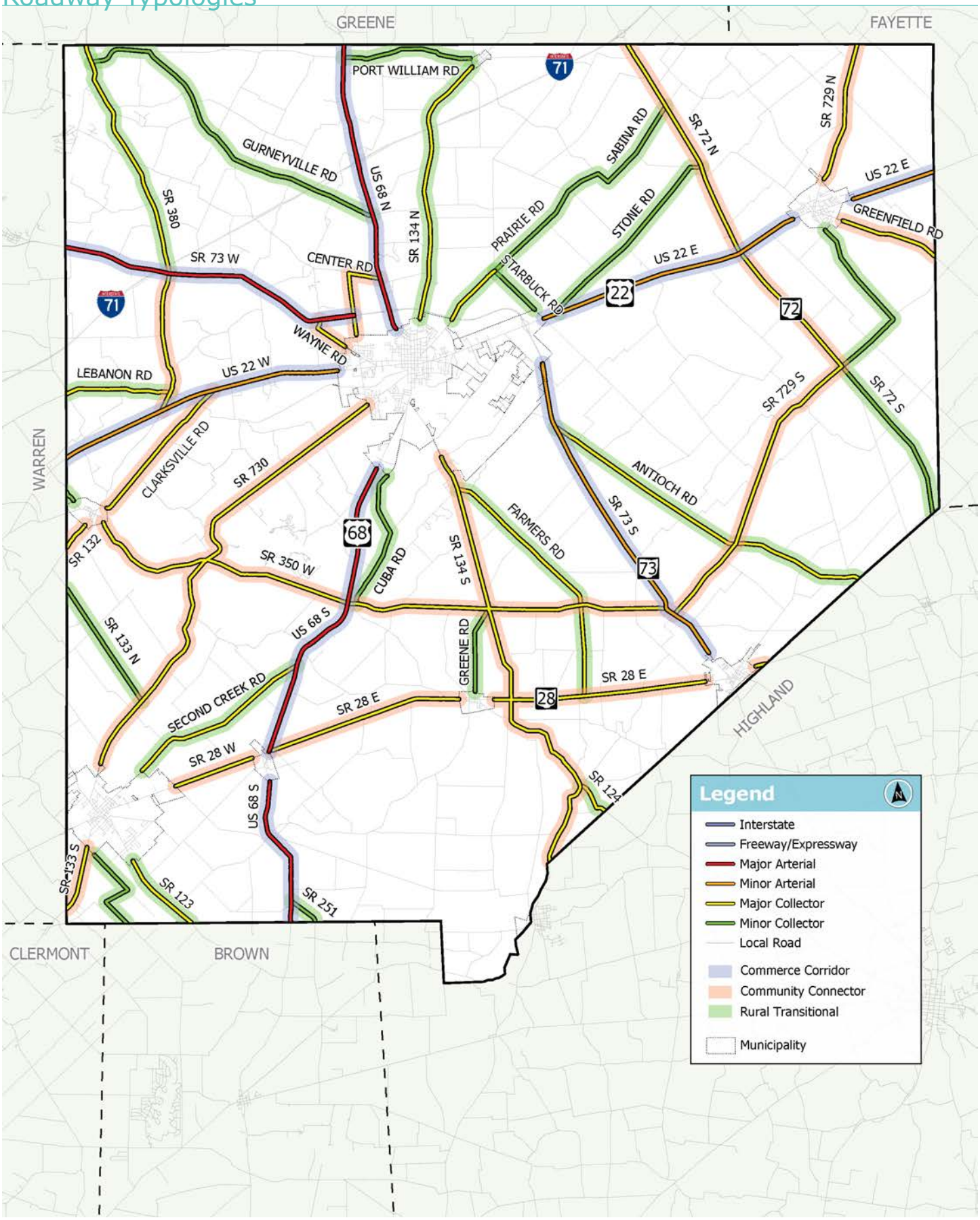


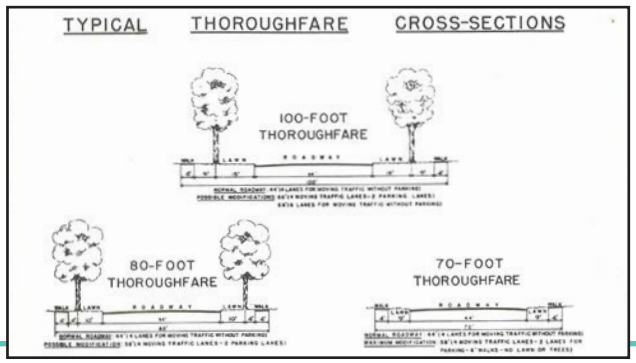
Figure 19. Recommended roadway functional classification and roadway typology

Future Roadway Connections

The Clinton County Thoroughfare update carries forward transportation goals of previous efforts from our county and its communities. This includes incorporating new connections that were identified previously into our recommendations. Below are three plans that identified the need for new roadway connections in Clinton County:

1954 *Wilmington Master Plan*

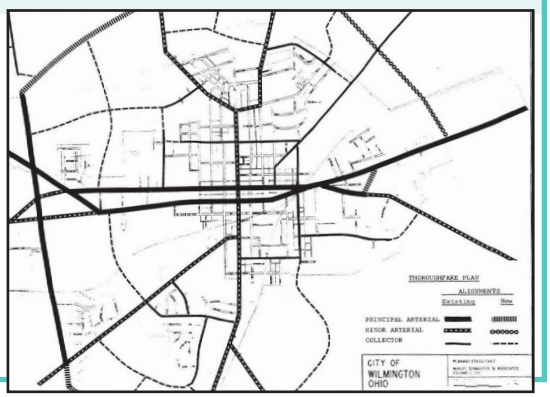
This plan is the first documentation of planned roadways and roadway design guidance. The plan includes possible alignments for belt routes and new streets around the city, including what would become the OH-73 belt.





1978 *Wilmington Land Use, Open Space, and Thoroughfare Plan*

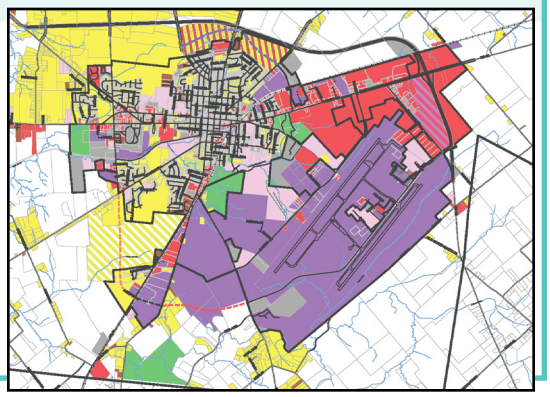
This plan carried forward much of what was covered in the 1954 Master Plan. Several new roads were identified including multiple minor collectors south of Wilmington between the Wilmington Air Park and U.S. 22.The plan also identifies several arterials north of the city connecting to U.S. 68 and OH-134.



2015 *Wilmington Comprehensive Plan*

The most recent plan to carry forward the idea of a connection west of the Wilmington Air Park is the 2015 Wilmington Comprehensive Plan.

The plan covers many topics, but emphasizes the economic value of a connection southwest of the city to move traffic between the Wilmington Air Park and the I-71 interchange northwest of Wilmington.



Future Roadway Connections

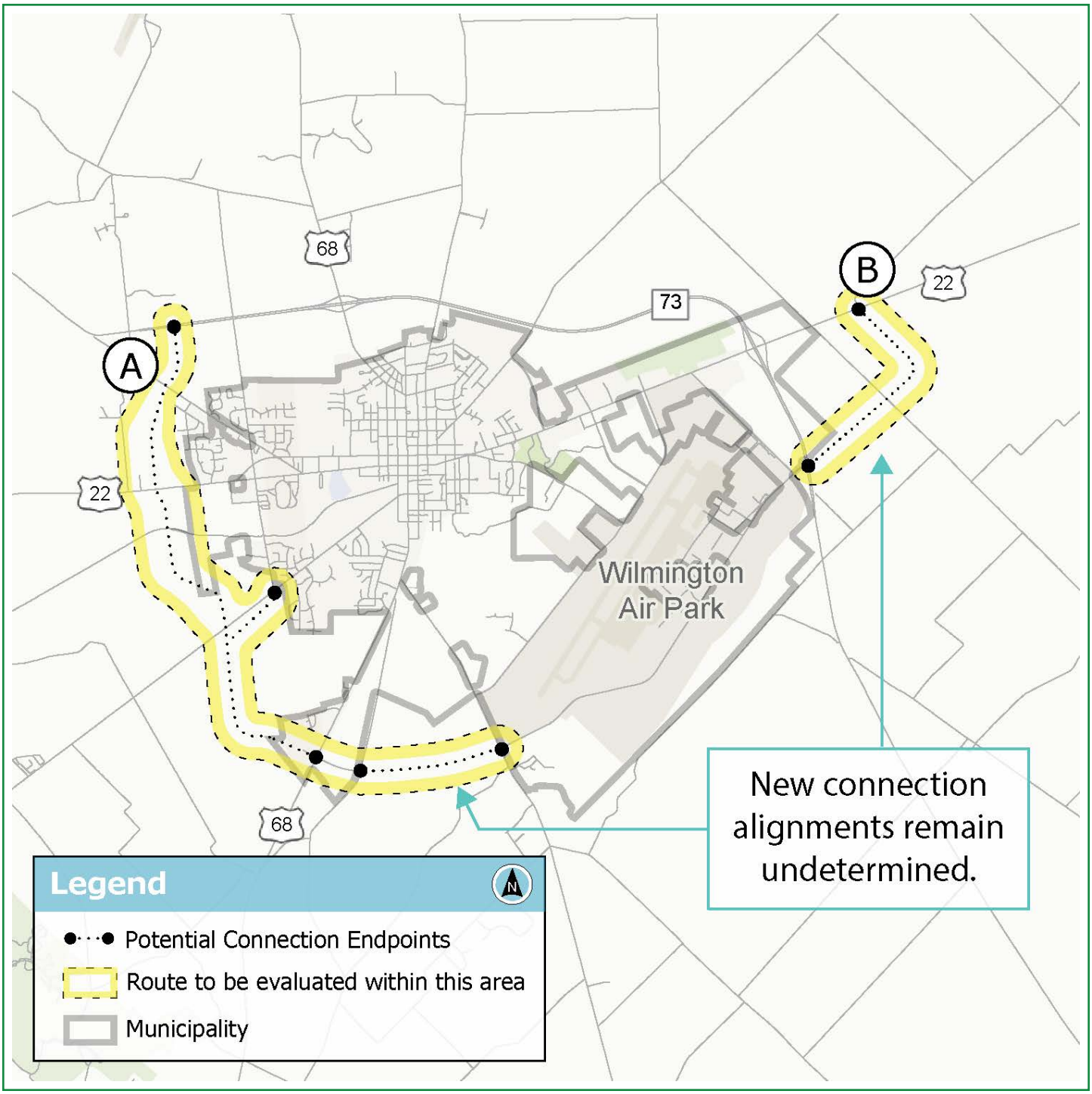


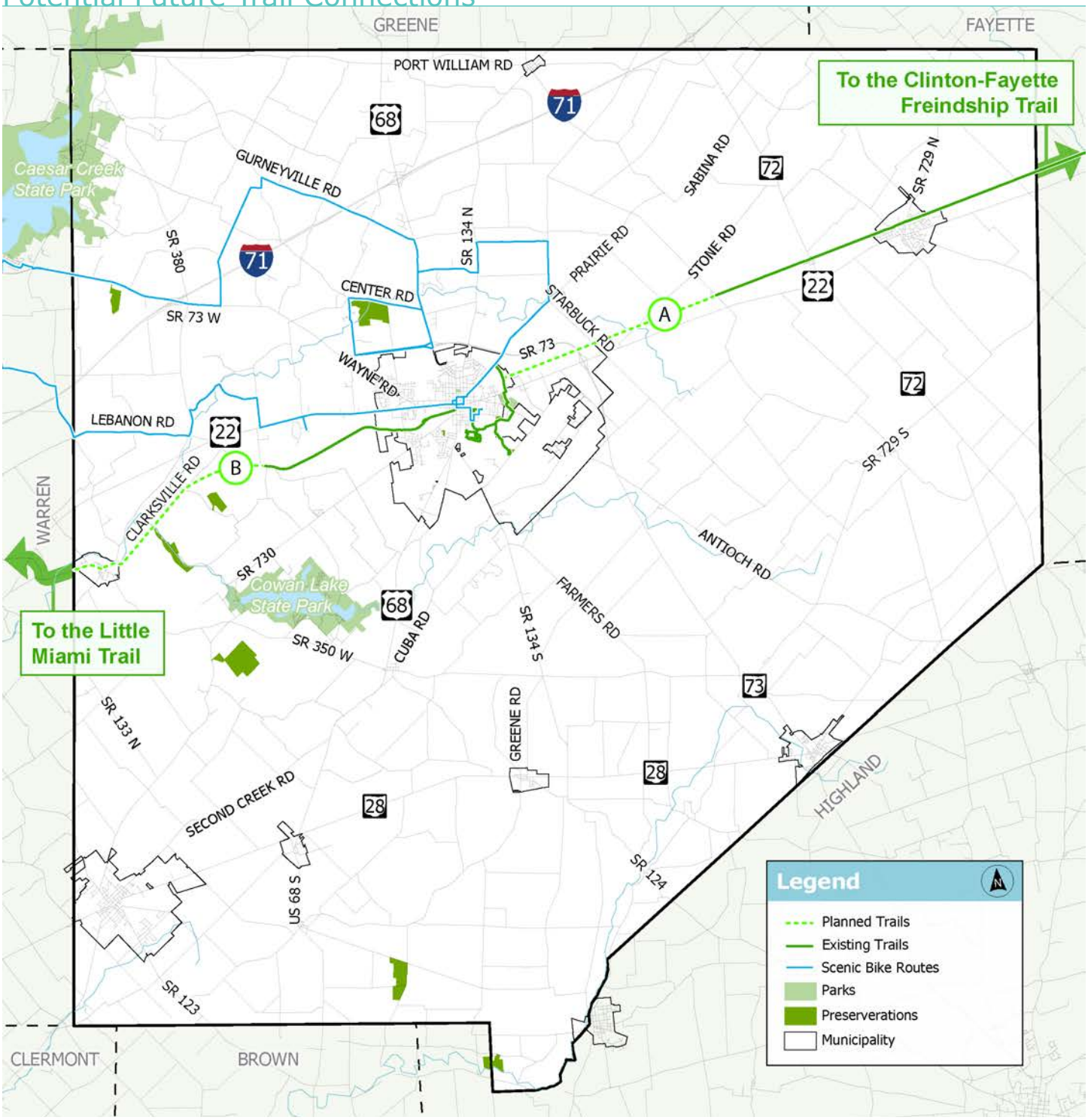
Figure 20. Planned future roadway connections

This plan considers potential new roadways throughout the county that are documented in previous planning efforts. The following new connections are intended to relieve local traffic by diverting trips between the Wilmington Air Park and I-71 around downtown Wilmington. Although final designs are not finalized, this plan classifies both as *Community Connector: Major Collectors.*

A - Connection between Airborne Rd and SR-73

B - Connection between Airborne Rd and U.S. 22

Potential Future Trail Connections



A key goal of the County's is extending the existing rail-to-trail segments. Completing these connections would connect Clinton County to the larger regional trail network and deliver recreation and commuting benefits to our residents. Planning and engineering design will be needed to determine potential alignments and facility design of both segments:

A - Extend the Clinton-Fayette Friendship trail from Stone Rd to Lowes Dr

B - Extend Ogden Trail from Odgen Dr to the Warren County Line in Clarksville

Figure 21. Potential Future Trail Connections

Roadway Design Guidance

Appropriate right-of-way encumbrances will be crucial to providing safe and efficient movement of goods and people in the future. Corridor right-of-way is defined as land set aside to improve or widen a street corridor, including traffic lanes for vehicles, multimodal accommodations such as sidewalks and shared use paths, buffers for aesthetics and safety, and drainage. The table below outlines the recommended right-of-way contribution for street corridors based on roadway typology and functional class.

Where thoroughfares intersect with other thoroughfares or new roads are planned, additional intersection right-of-way may be required. Such right-of-way provides space for the construction of future intersection improvements such as traffic signals, roundabouts, other means of traffic control, and additional lanes to queue traffic or merge through traffic on departure from an intersection. In some cases, intersection right-of-way may require coordination with ODOT.

A comprehensive table of roadway segments with corresponding right-of-way recommendations is located in Appendix C.

Project-specific design criteria is to be determined through the project development process, which includes scoping, site survey and right-of-way analysis, alternatives analysis, conceptual design, and detailed engineering. These recommendations serve as a guideline, but project-level scope requirements may result in deviations from the table below. Trade-offs between design elements and modal priorities may necessitate various lane configurations, which should be handled on a project specific, case-by-case basis.

	Major Arterial	Minor Arterial	Major Collector	Minor Collector	Local Road
Commerce Corridors	120 ft.	100 ft.	N/A	N/A	N/A
Community Connectors	N/A	N/A	90 ft.	N/A	N/A
Rural Transitional	N/A	N/A	90 ft.	80 ft.	80 ft.

Figure 22. Required right-of-way based on recommended functional classification and roadway typology

Typical Sections

In addition to recommending right-of-way widths, this plan recommends typical roadway cross-sections for each combination of functional class and roadway typology. These typical sections represent how to best use the available right-of-way width for each functional class and context class. Individual roadway elements were designed in alignment with ODOT and NACTO (National Association of Transportation Officials) standards. The typical sections are not meant to be site-specific recommendations. Design for future roadways should follow these recommended typical sections but deviations due to site-specific constraints is expected.

Context-Based Design Approach

While every roadway should accommodate all roadway users, especially those who are outside of a vehicle and therefore more vulnerable to fatal or serious injury, designing a roadway requires careful prioritization of several factors and an understanding of potential trade offs. The importance of each factor is dependent on the context classification, functional classification, and right-of-way width.

Context classification affects roadway design because every context has a different mix of users and unique demands on the roadway. For example, freight vehicles should be prioritized in an industrial context but not in a residential context. As for functional classification, an arterial is meant to serve trips of a longer distance and therefore should accommodate higher speeds and additional capacity than a collector. Finally, the recommended right-of-way width is critical to roadway design. Lack of available right-of-way width can lead to difficult decisions about priorities and trade-offs. However, excessive right-of-way widths can lead to overbuilt roads that are burdensome to construct and maintain and are not appropriate for their context or function. Therefore, the typical sections are designed to meet the needs of the community and transportation system while remaining feasible.

Commerce Corridor

Roadway Need	Fairly Low	Moderate	High Priority
Address Traffic			●
Improve Safety			●
Prioritize Industry			●
Multimodal Connectivity		●	

Community Connector

Roadway Need	Fairly Low	Moderate	High Priority
Address Traffic		●	
Improve Safety			●
Prioritize Industry	●		
Multimodal Connectivity		●	

Applying the Plan to Future Policy & Planning

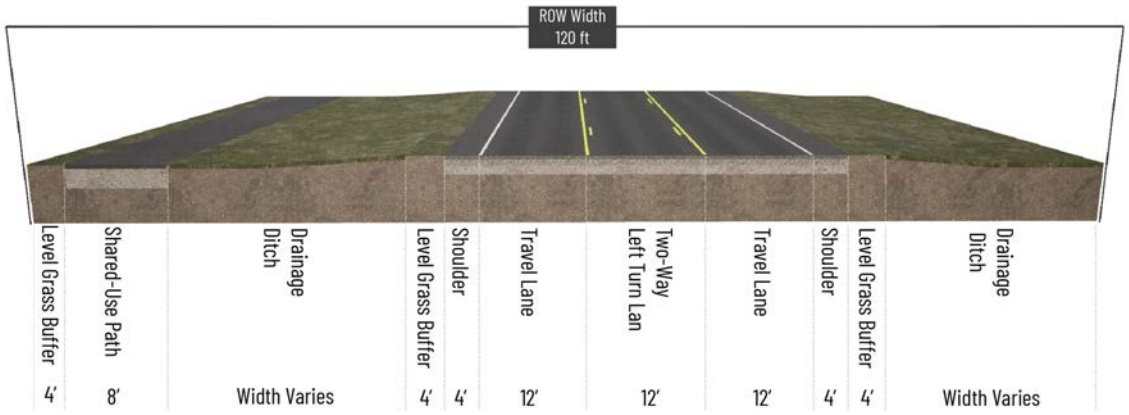
This Thoroughfare Plan sets the groundwork for future transportation policy that based on these classifications. Below are three applications that can leverage this plan's recommendations:

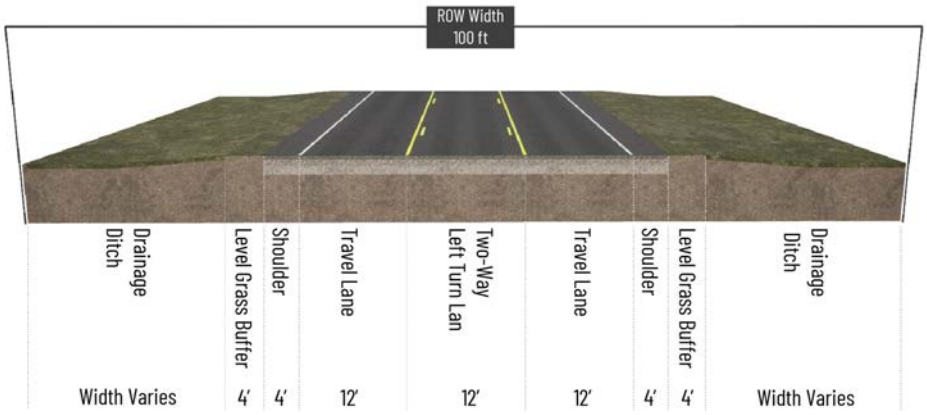
Next Step	Description	Implementation
Traffic Impact and Access Management Standards	Previously, the County used existing traffic volumes on all routes to determine how these standards were applied. Going forward, functional classification and roadway typology recommendations will become the determining factor for the application of County Access Management Standards and Traffic Impact Studies.	· County Engineers Office amend Access Management and Traffic Impact Standards to align with the updated Thoroughfare Plan's functional classification
Countywide Complete Streets Policy	Complete Streets is an approach to community planning and development which promotes transportation facilities that are designed, constructed, operated, and maintained to enable safe and accessible travel for all users—regardless of age, ability, income, or mode of transportation (i.e. walking, biking, transit, etc.). This thoroughfare plan is an excellent first step to roadway design that makes space for different users and vehicles, but complete streets principles are best applied within cities/villages where development density is greater. Clinton County should work with local jurisdictions to develop roadway and urban design principles to improve the safety and experience of all users on city/village streets.	· CCRPC, County Commissioners, and County Engineers office lead the development of a Countywide Complete Streets Policy · Requires participation from local cities and villages to establish local roadway design features and corridors for implementation
Countywide Active Transportation Plan	Throughout this process, stakeholders identified the need for a comprehensive active transportation plan for Clinton County. This plan already includes typical section recommendations which include active transportation facilities, but does not serve as a substitute for a more specialized active transportation plan. A countywide active transportation plan can also identify new connections outside of the roadway network.	· CCRPC, County Commissioners, and County Engineers office lead the development of a Countywide Active Transportation Plan · Work closely with county cities/villages, ODNR, and the Clinton County Trails Coalition to identify future connections and priority on-street facilities

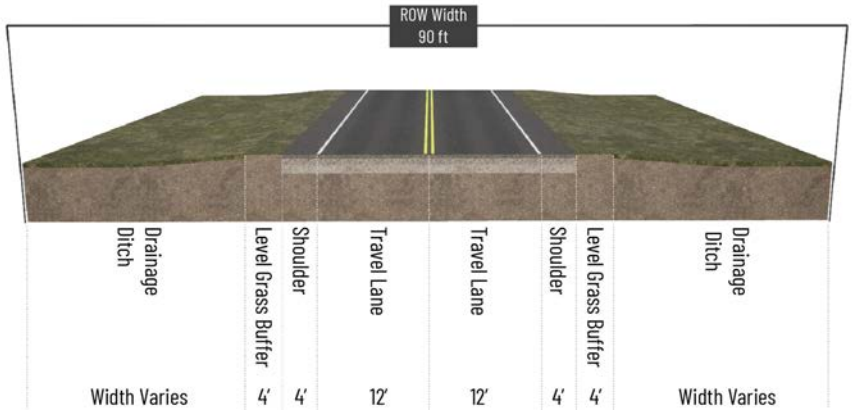
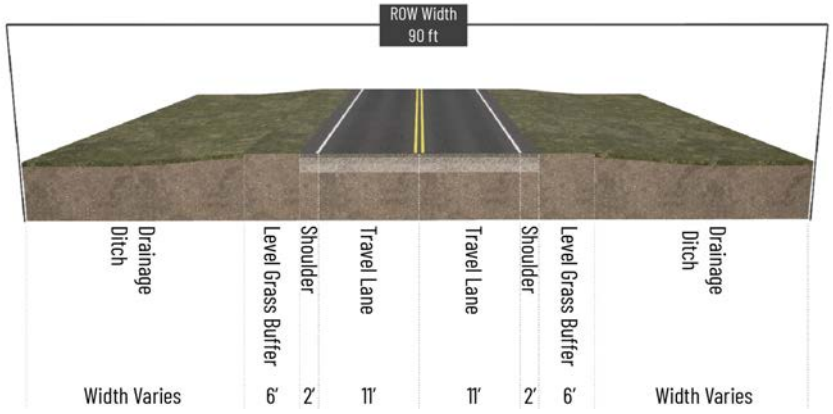
Figure 23. Required right-of-way based on recommenced functional classification and roadway typology

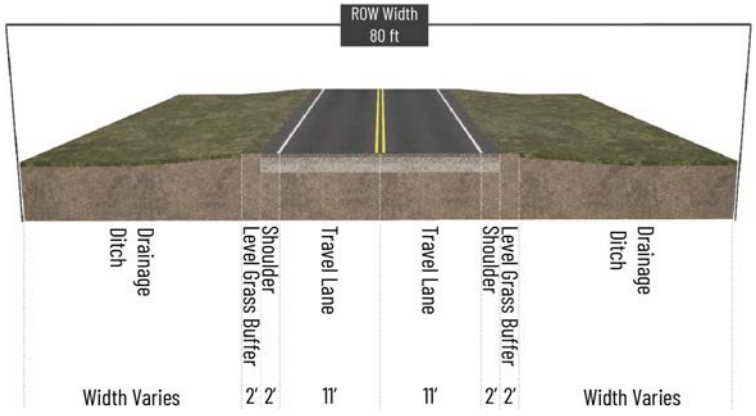


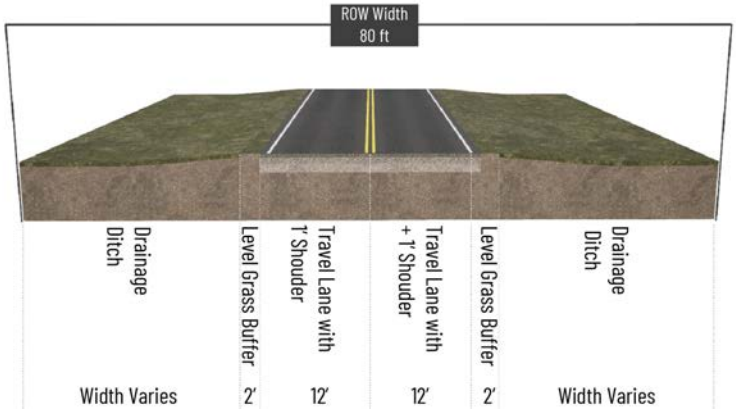
Appendix A
Right-of-Way & Cross Section Recommendations

		Typical Section - Major Arterials
Roadway Typology	Commerce Corridors	
	Community Connectors	Not Applicable
	Rural Transitional	Not Applicable

Roadway Typology	Typical Section - Minor Arterials
Commerce Corridors	
Community Connectors	Not Applicable
Rural Transitional	Not Applicable

		Typical Section - Major Collectors
Roadway Typology	Commerce Corridors	Not Applicable
	Community Connectors	
	Rural Transitional	

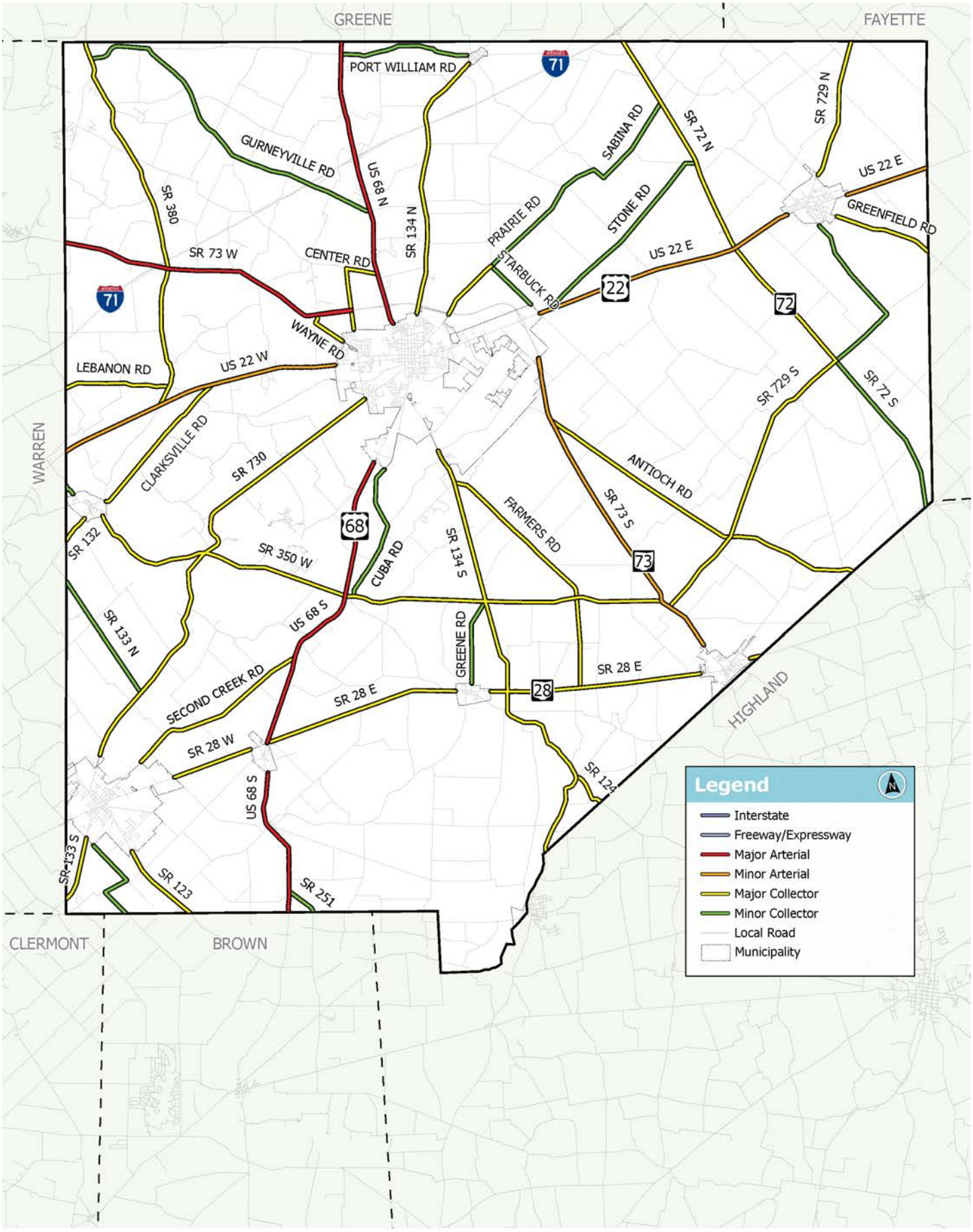
		Typical Section - Minor Collectors
Roadway Typology	Commerce Corridors	Not Applicable
	Community Connectors	Not Applicable
	Rural Transitional	

		Typical Section - Local Roads
Roadway Typology	Commerce Corridors	Not Applicable
	Community Connectors	Not Applicable
	Rural Transitional	

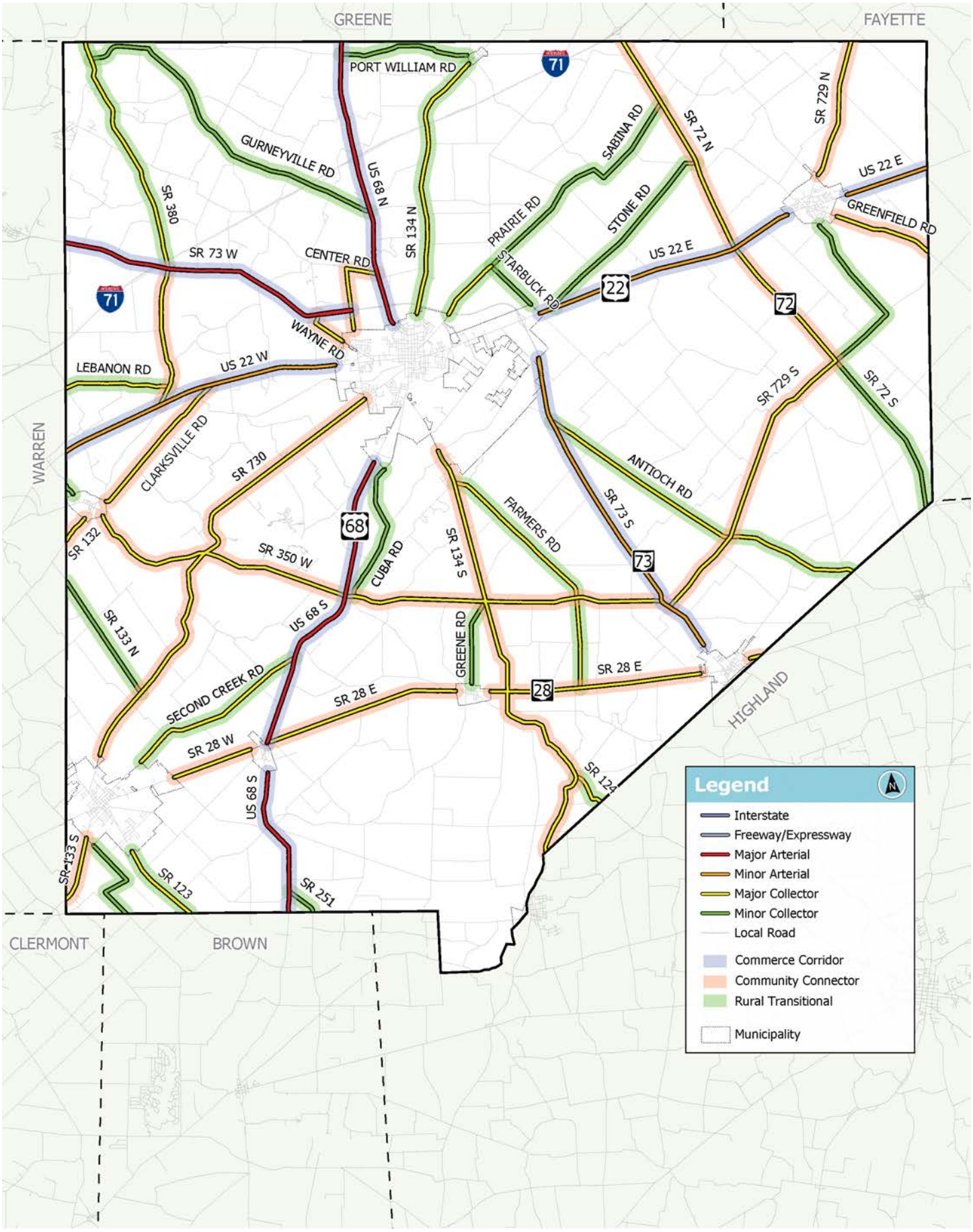
B

Appendix B
Functional Class & Roadway Typology Exhibits

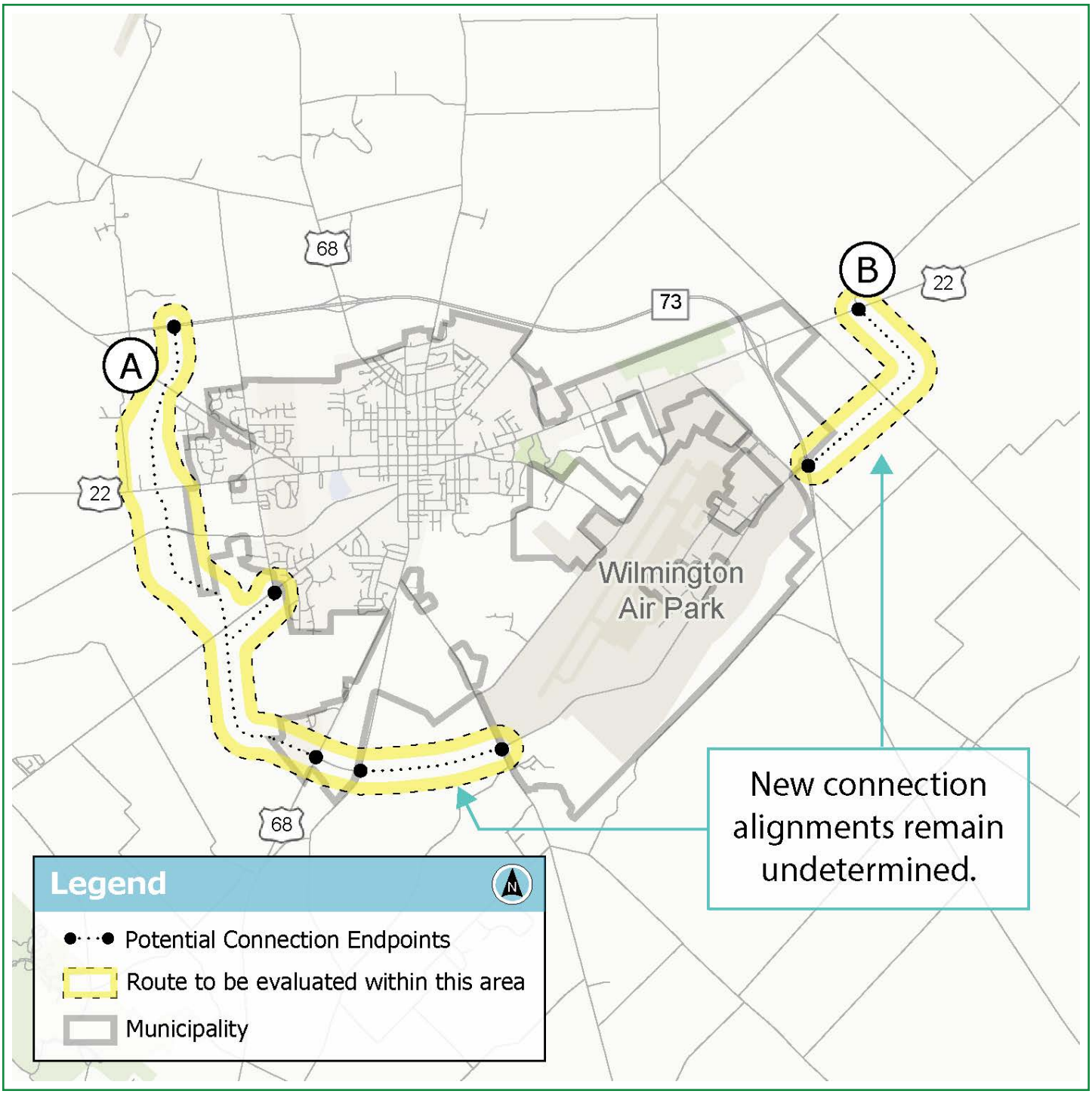
Roadway Functional Classification

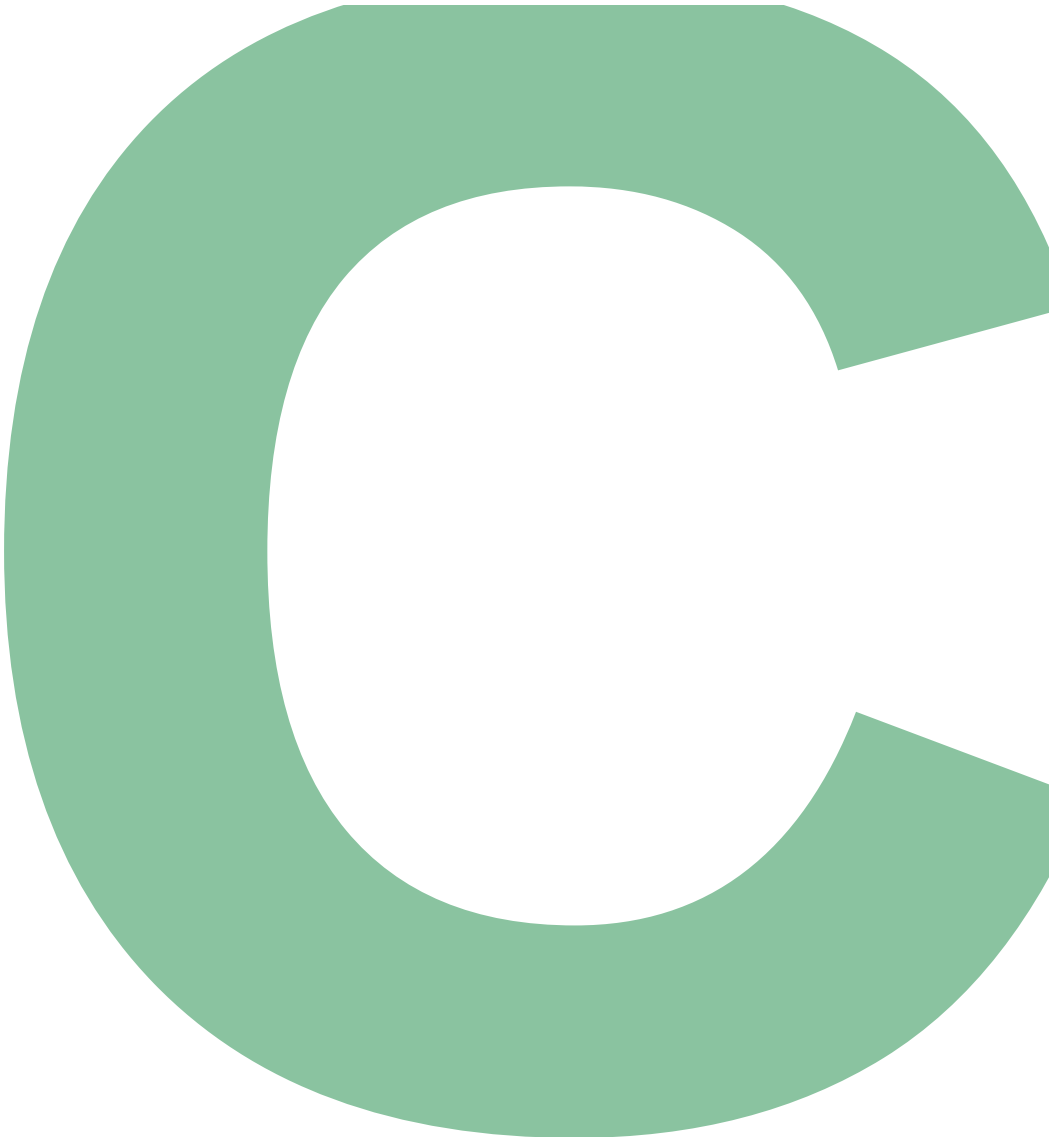


Roadway Typologies



Future Roadway Connections





Appendix C
Functional Classification Table

Road Name	From	To	Exst. Class	Prop. Class	Prop. Typology	ROW
Antioch Rd	SR-73	County Line (Highland County)	Major Collector	Major Collector	Rural Transitional	90 ft
Center Rd	U.S. 68	Nelson Ave	Major Collector	Major Collector	Community Connector	90 ft
Clarksville Rd	U.S. 22	Village of Clarksville	Major Collector	Major Collector	Community Connector	90 ft
Cuba Rd	SR-350	City of Wilmington	Minor Collector	Minor Collector	Rural Transitional	80 ft
Farmers Rd	SR-134	SR-28	Major Collector	Major Collector	Rural Transitional	90 ft
Fayetteville Rd	Village of Blanchester	County Line (Brown County)	Minor Collector	Minor Collector	Rural Transitional	80 ft
Greene Rd	SR-134	Village of Martinsville	Major Collector	Minor Collector	Rural Transitional	80 ft
Gurneyville Rd	New Burlington Rd	U.S. 68	Local Road	Minor Collector	Rural Transitional	80 ft
Lebanon Rd	SR-73	County Line (Warren County)	Major Collector	Major Collector	Rural Transitional	90 ft
Mitchell Rd	SR-73	Wayne Rd	Major Collector	Major Collector	Community Connector	90 ft
Nelson Ave	Center Rd	City of Wilmington	Major Collector	Major Collector	Community Connector	90 ft
New Burlington Rd	SR-380	Gurneyville Rd	Local Road	Minor Collector	Rural Transitional	80 ft
Port William Rd	U.S. 68	Village of Port William	Major Collector	Minor Collector	Rural Transitional	80 ft
Prairie Rd	Starbuck Rd	City of Wilmington	Major Collector	Major Collector	Rural Transitional	90 ft
Prairie Rd	Starbuck Rd	Sabina Rd	Minor Collector	Minor Collector	Rural Transitional	80 ft
Sabina Rd	Prairie Rd	SR-72	Minor Collector	Minor Collector	Rural Transitional	80 ft
Second Creek Rd	U.S. 68	Village of Blanchester	Major Collector	Major Collector	Rural Transitional	90 ft
Spring Hill Rd	Village of Clarksville	County Line (Warren County)	Local Road	Minor Collector	Rural Transitional	80 ft
Starbuck Rd	Prairie Rd	City of Wilmington	Minor Collector	Minor Collector	Rural Transitional	80 ft
Stone Rd	U.S. 22	SR-72	Minor Collector	Minor Collector	Rural Transitional	80 ft
Wayne Rd	Mitchell Rd	City of Wilmington	Major Collector	Major Collector	Community Connector	90 ft
Wayne Rd	Mitchell Rd	City of Wilmington	Major Collector	Major Collector	Community Connector	90 ft
SR-123	Village of Blanchester	County Line (Brown County)	Major Collector	Major Collector	Rural Transitional	90 ft

Road Name	From	To	Exst. Class	Prop. Class	Prop. Typology	ROW
SR-124	SR-134	County Line (Highland County)	Major Collector	Major Collector	Rural Transitional	90 ft
SR-132	Village of Clarksville	County Line (Warren County)	Major Collector	Major Collector	Community Connector	90 ft
SR-133	SR-730	County Line (Warren County)	Major Collector	Minor Collector	Rural Transitional	80 ft
SR-133	SR-133	Village of Blanchester	Major Collector	Major Collector	Community Connector	90 ft
SR-134	City of Wilmington	Village of Port William	Major Collector	Major Collector	Rural Transitional	90 ft
SR-134	City of Wilmington	County Line (Highland County)	Major Collector	Major Collector	Community Connector	90 ft
SR-251	U.S. 68	County Line (Brown County)	Minor Collector	Minor Collector	Rural Transitional	80 ft
SR-28	Countywide (Unincorporated)	Countywide (Unincorporated)	Major Collector	Major Collector	Community Connector	90 ft
SR-350	SR-73	Village of Clarksville	Major Collector	Major Collector	Community Connector	90 ft
SR-380	SR-73	U.S. 22	Major Collector	Major Collector	Community Connector	90 ft
SR-380	SR-73	County Line (Green County)	Major Collector	Major Collector	Rural Transitional	90 ft
SR-72	SR-729	County Line (Greene County)	Major Collector	Major Collector	Community Connector	90 ft
SR-72	SR-729	County Line (Highland County)	Major Collector	Minor Collector	Rural Transitional	80 ft
SR-729	Village of Sabina	County Line (Fayette County)	Major Collector	Major Collector	Community Connector	90 ft
SR-729	SR-72	Village of Sabina	Major Collector	Minor Collector	Rural Transitional	80 ft
SR-729	SR-73	SR-72	Major Collector	Major Collector	Community Connector	90 ft
SR-73	Nelson Rd	County Line (Warren County)	Minor Arterial	Minor Arterial	Commerce Corridor	100 ft
SR-73	Airborne Rd	Village of New Vienna	Minor Arterial	Minor Arterial	Commerce Corridor	100 ft
SR-730	SR-350	SR-133	Major Collector	Major Collector	Community Connector	90 ft
U.S. 22	City of Wilmington	County Line (Fayette County)	Minor Arterial	Minor Arterial	Commerce Corridor	100 ft
U.S. 22	City of Wilmington	County Line (Warren County)	Major Collector	Minor Arterial	Commerce Corridor	100 ft
U.S. 68	SR-73	County Line (Greene County)	Minor Arterial	Major Arterial	Commerce Corridor	120 ft
U.S. 68	SR-73	City of Wilmington	Major Arterial	Major Arterial	Commerce Corridor	120 ft
U.S. 68	City of Wilmington	County Line (Brown County)	Minor Arterial	Major Arterial	Commerce Corridor	120 ft

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